

**MINUTES**  
**PLANNING, TRANSPORTATION AND ECONOMIC DEVELOPMENT ADVISORY COMMITTEE**  
Held at Saanich Municipal Hall, Committee Room No. 2  
**March 14, 2019 at 5:30 p.m.**

Present: Councillor Zac DeVries (Chair), Allan Cahoon, Sophia Baker-French, Lois-Leah Goodwin, Robin Kelly, Peter Rantucci and Richard Michaels

Staff: Jeff Keays, Committee Clerk

Regrets: Travis Lee

Guests: Pam Harrison, Livable Roads for Rural Saanich; Springfield Harrison, Livable Roads for Rural Saanich; Dr. David Atwell, Greater Victoria Velodrome Association; Tony Winter, Greater Victoria Velodrome Association; Colin Millard, Resident.

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## **MINUTES**

**MOVED by R. Kelly and Seconded by R. Michaels: “That the Minutes of the Planning, Transportation and Economic Development Advisory Committee meetings held January 10, 2019 be adopted as circulated.”**

**CARRIED**

## **CHAIR’S REMARKS**

Noting that there were a large number of presentations scheduled for the evening, the Chair gave a brief overview of the agenda before turning the floor over to the first presenter.

## **LIVABLE ROADS FOR RURAL SAANICH**

Pam Harrison, on behalf of Livable Roads for Rural Saanich, provided the committee with a presentation regarding the safety and livability of (though not limited to) Prospect Lake Road, Sparton Road, Goward Road, Old West Saanich and southern Oldfield. The following was highlighted:

- Areas of interest are:
  1. Prospect Lake Road
  2. Goward Road
  3. Sparton Road
  4. South Old West Saanich Road
  5. Oldfield Road in Saanich
- Groups and other individuals have expressed similar concerns about other areas.
- The subject area is located outside the Urban Containment Boundary.
- There are no truck routes in the areas of interest for LRRS.
- There are three designated truck routes accessible, one is West Saanich Road, and the other two are Keating Cross Roads and the Pat Bay Highway
- The community is sandwiched between areas of intense residential, commercial and industrial areas; accordingly, traffic issues borne by rural residents originate from areas outside the LAP area (Keating Industrial, West Shore, Royal Oak were highlighted).
- Roads represented in this presentation are virtually unchanged since they were built many years ago. Common characteristics of the roads include:
  - Narrow
  - Winding
  - Limited sight lines

- Rock outcroppings
  - No separation from traffic from vulnerable road users
- Roads are increasingly subject to volumes, types and speeds of traffic that exceed their design capacity.
- It is not fiscally responsible, or desirable to upgrade roads to acceptable engineering standards for collector roads.
- The roads, as-built, have heritage, environmental and aesthetic value that fit the rural areas they serve.
- Three underlying facts are to be acknowledged:
  1. The traffic is not primarily local. It is local plus regular traffic transiting the area to areas outside Rural Saanich
  2. Local delivery truck are only a portion of regular truck traffic observed
  3. Default speed limit of 50kph is not enforceable unless closer to 65 kph, nor is supportable due to the physical nature of these shared roads.
- Welcome to Saanich signs that highlight vulnerable road users and nature of the roads were installed by Saanich.
- Signage and enforcement has taken place; however LRRS' concerns have not been adequately addressed.
- Parameters that Engineering and Police can utilize and act upon are not suitable for the five noted roads.
- Four of the roads are designated as collectors despite not meeting engineering standards.
- Lived experience of residents is that the roads are a designated and managed to the wrong standard.
- Radar survey data of speeds on Old West Saanich Road demonstrate that approximately 5% of vehicles are traveling about 40-45 kph, deemed by LRRS to be a safe speed for all.
- Issues requiring attention include:
  - Lack of separation from traffic for vulnerable road users.
  - As-built nature of the road relative to size and speed of vehicles.
  - Aggressive driving behaviours, near misses go largely unreported; accordingly, accident rate data is not an accurate measure of comfort and safety for road users.
- Citizen data collected by LRRS includes:
  - Speed survey of Old West Saanich (2016-17)
  - Truck use data Old West Saanich (2017)
  - Prospect Lake Road Resident's Survey (2008)
  - Local vs. Transient traffic counts (2017-18)
  - Drive Times - Truck Routes vs. Shortcuts (2017)
  - Pavement Width (2017)
- This data is being ignored, LRRS wants to know why.
- Current data collection and evaluation methods appear to reinforce status quo, which in turn suggests that the lived experience of the community is being ignored.
- Safety and comfort for all road users must be prioritized over volume and flow
- Majority of these roads pass through residential neighbourhoods.
- A safe speed for all users should be relied upon, as opposed to the current default speed limit.
- Without the consideration of citizen data it can appear that the roads are safe, or even quiet. Lived experience suggests otherwise.
- The 2007 Rural Saanich Local Area Plan includes value statements pertain to traffic.
- The Active Transportation Plan goals include safe neighbourhood active transportation opportunities for all users and a commitment to Vision Zero.
- LRRS has a vision for the roads that accommodates appropriate traffic, enables safe active transportation while at the same time protecting and enhancing rural values.
- Recognition of the identified problems is a must to move forward with solutions.
- There is great benefit to the District acting on the traffic concerns in rural Saanich.

The Chair thanked the representatives from Livable Roads for Rural Saanich and the twenty-two (22) supporters that were in attendance before turning the floor over for committee discussion. The Chair reminded the public, per the advisory committee procedures, that there would be no opportunity for questions from the public on this topic.

Committee discussion ensued, the following highlights are noted:

- The roads identified are the priority of LRRS
- Engineering solution for West Saanich Prospect Lake Road will deal with some aspects of their concerns; however, it will not address the bulk of the issues on the five roads previously noted.
- The subject roads do not lend themselves to facilities such as bike lane or designated pedestrian spaces.
- The speed of vehicular traffic remains the central problem. Implementing measures to address this will improve the safety of all users.
- Engineered solutions for traffic calming are required.
- Speed of traffic is representative of the relative courtesy of drivers. Slow traffic often results in patient and low-risk interactions with vulnerable road users. High speed traffic is as expected, dangerous, impatient and often aggressive.
- The Office of the Provincial Health Officer's 2016 report, Where Rubber Meets the Road: Reducing the Impact of Motor Vehicle Crashes on Health and Well-being of BC identifies the relationship between safe speeds and road safety.
- In isolation, traffic calming measures such as reducing speed limits has a marginal effect on lowering the actual speed. The data in the Provinces report substantiates this claim.
- A comprehensive suite of solutions and initiatives is needed to address the bulk of the identified concerns.
- Engineers and experts can identify best practices to address these issues.
- Police and the Engineers are required to work within the confines and parameters of their enabling legislation and standards.
- Beaver Lake Road is also a thoroughfare for traffic from the West-shore.
- According to the information provided the identified roads are designated as collector roads despite being only half the width of the accepted design standard.
- Although traffic data measuring tools have been utilized, there is a marked difference between measurements and enforcement of violations. Enforcement remains a challenge.
- According to the CRD's household travel survey there are 9000+ trips per day from the West-shore to destinations in the Saanich Peninsula.
- It is evident that the community's concerns remain unresolved.

## MOTION

**Moved by A. Cahoon and Seconded by R. Michaels: "That the Planning Transportation and Economic Advisory Committee recommend that Council receive and consider the issues identified by the Livable Roads for Rural Saanich, and take measures to address them."**

The Committee Clerk advised the committee that motion as tabled was beyond the scope of authority for an advisory committee as they cannot provide direction to council or staff. It would be more appropriate in this instance to use non-prescriptive language, such as should or could.

Committee discussion ensued:

- It would be premature to make a recommendation without staff input.
- The committee could request a report from the Engineering Department on this matter.
- It would be beneficial to have staff in attendance to provide the committee with context for the work to date.
- A motion for staff to attend would be more appropriate.

The Committee Clerk advised that the motion as tabled would be considered out of order; however, if the last aspect "take measures to address them" were removed/amended it would be within the scope of authority for an advisory committee. The committee noted:

The Mover noted that reworking the motion to be in-line with the scope of authority would be acceptable.

In response to a question from the committee, the Clerk stated:

- Prior to bringing forward a recommendation to Council it is expected that the advisory committee will consider information from staff to develop a better understanding of subject matter, existing policies or initiatives.
- A motion is not required to invite staff to the next meeting.
- It would be appropriate, noting that there is a strong desire amongst the members for staff input, to table the item until the next regularly scheduled meeting.

**MOTION**

**Moved by S. Bartell and Seconded by Lois-Leah Goodwin: “That the Planning Transportation and Economic Development Advisory Committee table the item to the April 11, 2019 meeting so that staff can have the opportunity to provide the committee with additional information on the matter before considering the motion.”**

**CARRIED**

**THE HUB: A PROPOSAL FOR A MULTIPLEX RECREATION CENTRE IN SAANICH**

David Atwell, on behalf of the Greater Victoria Velodrome Association (GVVA), provided the committee with an overview of The Hub: A Proposal for a Multiplex Recreation Facility in the Centre of Saanich. The following was highlighted:

- We are gathering on unceded territories of the Esquimalt, Songhees and WSÁNEĆ peoples.
- It is critical to ensure that the facility and programming promotes diversity, dialogue and understanding between peoples. Facilities and programming will provide equal access to all and to promote community, mental and physical reconciliation, health and wellbeing.
- At the August 2017 GVVA passed the following resolutions:
  - The GVVA Board supports the development of an indoor velodrome for Victoria.
  - The GVVA Board supports the development of an indoor velodrome for Victoria that is centrally located to promote maximum community participation.
  - The GVVA Board supports the development of a community survey to gauge support for various options with respect to the development of an indoor velodrome in Victoria.
- The current track is an outdoor facility located in Colwood, it is a legacy from the 1994 Commonwealth Games.
- A new year-round facility is desirable; however, as single purpose facility is a hard sell.
- There are currently only three (3) indoor velodromes in Canada.
- Only one track in Canada - located in Milton, Ontario - is compliant with the Union Cycliste Internationale completion standards. Including Milton, there are only three (3) in North America.
- Cycling Canada supports the west-coast base for training.
- Building a facility that is not just a velodrome, but rather a public space that is engaging, open to the community and will result in an asset that enhances community health and wellness.
- The community needs identified through the Hub planning process include (but are not limited to):
  - Hotel spaces,
  - Commercial space,
  - Affordable housing,
  - Tourism infrastructure,
  - High performance sport facilities,
  - Indoor velodrome and courts,
  - Convention, exhibition and conference infrastructure.
- The core infrastructure that would support the facility includes a hotel, commercial spaces and a residential building.
- Additional features and service would include a themed multi-use recreation centre, a high-performance sports facility for cycling (and other sports)
- Court facilities (tennis, basketball, and pickle ball), daycare, health services and public transit facilities.
- The Canadian Sport Institute, the Pacific Institute for Sport Excellence, the National Mountain

Biking Training Centre and Triathlon Canada are either in need of additional spaces or facilities for training and programming.

- Anchor partners would include commercial development, an affiliated hotel and affordable housing.
- The facility would be a hub for sports tourism beyond cycling, and would also be home to concert, exhibitions and convention facilities.
- The Hub would also integrate community arts and culture and facilitate active transportation.
- Key strategic drivers with regard to the location of any facility are: accessibility, enhancements to currently underserved neighbourhoods, fit with the Official Community Plan and Local Area Plans, and encouragement of economic development.
- Potential development sites include (but not limited to):
  - Tillicum Mall
  - University Heights
  - The Archery Range
  - Blenkinsop and McKenzie area
  - Cedar Hill Recreation Centre
  - UVic
- No conclusion has been reached with regard to location. There are site specific requirements include lot-size and accessibility.
- Langford is interested, but locating in the west-shore runs counter to the notion of centralization. Travel would be a barrier, particularly youth.
- The facility must recognize the land-use, environment and housing needs of the community, while at same time provide value-added and complimentary community amenities.
- The next steps for the proposal are seeking demonstrated support from Saanich, including the appropriate advisory committees, a community survey, a feasibility study, the development of a not-for-profit society and securing initial funding.
- Following the initial steps the Hub would look to source equity partners, secure funding from all three levels of government, acquire land and proceed with the formal planning and development process.
- Construction completion is estimated to be 5 – 8 years.
- The cost is estimated to be between \$90-120 million, with the velodrome/rec-centre facility accounting for approximately \$15 – 20 million.
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Committee discussion ensued, the following was highlighted:

- This is an exciting proposal, with a strong business model.
- Similar to the Coronation District Park development in Edmonton, although that project had no cost equity partners.
- It's evident that many best practices have been incorporated into this proposal.
- Adherence to height requirements should be considered.
- Including financial modelling would help to demonstrate the costs effectiveness and sustainability of the project.
- UCI set standards for track design with regard to international competition.
- School District sites should be considered.
- The funding model under consideration is 70% Private and 30% Public. An actual model would be determined as part of the next steps.
- BC Transit are happy to entertain proposals that would incorporate transit facilities into the design. Preliminary conceptual discussions have taken place.
- The proposed multi-partner funding formula is supportable.
- Any potential location must fit, and be welcomed by immediate community.
- Hotel space is a challenge for Saanich. There is significant demand, and providing an opportunity for development is of great benefit.
- Potential co-location opportunities exist with local commercial/retail outlets.
- The economic development opportunities, coupled with innovative ideas for financing and partnerships are demonstrative of the committee's work from 2018 and reflects recommendations included in the report sent to Council last summer.

## MOTION

**Moved by R. Kelly and Seconded by A Cahoon: “That the Planning Transportation and Economic Development Advisory Committee support the proposed Multiplex-Velodrome in principle; and further supports a cycling themed facility to support active transportation and economic development as highlighted in PTED's Economic Development Report dated July 31, 2018.”**

**CARRIED**

## HOME ENERGY RETROFIT MUNICIPAL FINANCING PILOT

The Manager of Sustainability, Ting Pan, introduced the item before providing the committee with a high-level overview of the February 5, 2019 memo titled, Home Energy Retrofit Municipal Financing following was highlighted:

- Program is aimed at helping the District to meet the OCP target of a 33% reduction in GHG by 2020, as well as the newly endorsed targets as part of the updated Climate Plan, currently under development (100% Renewable Energy Community and 80% GHG reduction below 2007 levels by 2050)
- Affordability, and overcoming the capital cost of energy retrofits is a barrier.
- Approximately 18%, or over 6,000 homeowners in Saanich are spending more than 30% of their income on shelter costs (2015 Census)
- Consumers are very sensitive to interest rates when considering taking a loan for a renovation or retrofit; to be truly enticing, interest rates should be set at less than 2%
- Homeowners typically move every 5 -10 years, making them reluctant to invest in energy efficiency upgrades in case it doesn't pay off before they move. Using a property-assessed financing model, the debt runs with the property, and not the individual, overcoming that barrier of short-term home ownership.
- A municipal financing program allows us to impose fewer eligibility criteria than might be required for a traditional loan (which poses barriers for those that need it the most), streamline the process into the program design, while still maintaining a low level of risk as the financing is tied to the property, not the individual
- The proposed Home Energy Retrofit Municipal Financing Pilot would:
  - Finance the replacement of oil heating systems with air source heat pumps;
  - Offer zero interest financing up to \$12,000 to be repaid over 10 years;
  - Prioritize lower-income households that may otherwise be unable to participate in rebate programs due to the large upfront capital cost; and
  - Streamline the contractor selection and financing processes to help homeowners overcome administrative and time barriers.
- The program would utilize a Local Area Services bylaw for participating properties which would tie the financing to the property, and be recovered annually through a parcel tax.
- Replacement of oil tanks with air source heat pumps would be considered by Council a benefit to the community for mitigating both environmental (oil spill) and climate risks. Accordingly the proposed financing model could be considered under the existing Community Charter.
- The overarching program goals are:
  - Affordability: low/no interest and a good return on investment
  - Accessibility: low barriers to entry and effective outreach
  - Stability: sufficient program duration
  - Simplicity: easy to navigate and minimized administration for homeowner
  - Quality: contractor accreditation, minimize and address risks
  - Impact: best use of resources to maximize project goals
- Program Design Concepts:
  - Two-year, 50 household pilot
  - Keep it simple. Limit the pilot to the replacement of oil heating with air-source heat pumps.
  - Offer funding up to \$12,000, to be repaid over 10 years

- Make it irresistible: offer 0% interest financing
- Prioritize lower-income households who may otherwise miss out
- Create few hoops to jump through
- Have a third party administer the program
- Offset program costs with grant funding
- At their February 25, 2019 meeting, Council referred the staff report the next Strategic Planning session for consideration, including the dedication of up to \$220,000 in District funding over two years (to be repaid over 10 years by participating properties) to support the Home Energy Retrofit Municipal Financing Pilot.
- Council also provided direction for staff to apply for approximately \$430,000 in external grant funding from the Federation of Canadian Municipalities Green Municipal Fund, the Real Estate Foundation of British Columbia, and other grant funding.
- Committee discussion ensued, the following was highlighted:
- The plan will consider oil to heat pump conversions.
- Issues including catastrophic failure or repair of tanks can go beyond many of the warranties on oil tanks.
- Heat pump systems of different brands have differentiating warranty packages.
- There was a request from a member of the public to ask the Senior Manager of Sustainability a question related to their presentation. The Chair supported this request and allowed the opportunity for a question:
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- C. Millard, Saanich, stated:
- Are back up heating systems being considered as part of the program?
- Concern that the heat pump-system won't be sufficient during an extreme weather events.
- Do oil tanks have to be removed under this plan?
- In response to the questions, the Manager of Sustainability noted:
- Staff would consider the comments regarding redundant heat sources for extreme weather events, and further noted that many of the homes using oil-heat already have secondary sources of heat from electric baseboard heaters.
- Removal of the tank is a condition of enrollment

## MOTION

**Moved by S. Baker-French and Seconded by S. Bartel “That the Planning, Transportation and Economic Development Advisory Committee support the District’s application to the FCM’s Green Municipal Fund Loan program for the Home Energy Retrofit Municipal Financing Pilot.”**

**CARRIED**

## UBCM: UPDATE ON COMMITTEE RELATED ROAD SAFETY INITIATIVES

In response to a request for an update on the committee’s road safety related initiatives, the Clerk provided the committee with an overview of the 2018 UBCM Annual Convention – Resolution Decisions report, dated February 15, 2019. The following was highlighted:

- During the course of the 2018 term PTED passed two (2) resolutions pertaining to road safety. The following is an overview of those recommendations.
- The following table identifies resolutions related to the committee’s recommendations.

Resolution	Decision
B12 Commitment to Road Safety	Endorsed
B15 Active Transportation Strategy	Endorsed
B102 Updating the BC Motor Vehicle Act to Improve Safety for All Road Users	Endorsed
B103 Reducing Excessive Driving Speeds in Designated BC Road Safety Corridors, For All	Endorsed

Drivers, All The Time	
C3 Modernizing the Motor Vehicle Act	Refer to Similar Resolution/Not Admitted for Debate
C4 Active Transportation Infrastructure	Refer to Similar Resolution/Not Admitted for Debate
C6 Transportation Equity	Refer to Similar Resolution/Not Admitted for Debate
C9 Communities on the Move	Refer to Similar Resolution/Not Admitted for Debate

### **PTED 2019 COMMITTEE PRIORITIES**

The committee held a working session to discuss and develop a list of priorities for the 2019 work plan. The Clerk will bring forward a summation of this session at the next meeting.

The meeting adjourned at 9:07 p.m.

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Councillor de Vries, Chair

I hereby certify these Minutes are accurate.

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Committee Secretary

C3 Modernizing the Motor Vehicle Act