

DISTRICT OF SAANICH  
MINUTES OF THE COUNCIL MEETING  
HELD IN THE COUNCIL CHAMBERS  
SAANICH MUNICIPAL HALL, 770 VERNON AVENUE  
**MONDAY, FEBRUARY 24, 2014 AT 7:30 PM**

Present: **Chair:** Mayor Leonard  
**Council:** Councillors Brice, Brownoff, Derman, Gerrard, Murdock, Sanders and Wergeland  
**Staff:** Paul Murray, Chief Administrative Officer; Carrie MacPhee, Director of Legislative Services; Colin Doyle, Director of Engineering; Sharon Hvozdzanski, Director of Planning; Sharon Froud, Deputy Legislative Manager; and Lynn Merry, Senior Committee Clerk

Minutes **ADOPTION OF MINUTES**

**MOVED by Councillor Wergeland and Seconded by Councillor Sanders: "That Council adopt the minutes of the January 28, 2014 Special Council meeting, the February 1, 2014 Special Committee of the Whole meeting and the February 3, 2014 Council and Committee of the Whole meetings."**

**CARRIED**

**BYLAWS**

1110-30  
Deposit of Fill  
Bylaw

**DEPOSIT OF FILL BYLAW – HOUSEKEEPING AMENDMENT TO SECTION 10(D)**

Final Reading of the "Deposit of Fill Bylaw, 2012, Amendment Bylaw, 2014, No. 9261". Housekeeping amendment to Section 10(d) regarding depositing fill within 3 m of a highway.

**MOVED by Councillor Derman and Seconded by Councillor Brice: "That Bylaw No. 9261 be adopted by Council and the Seal of the Corporation be attached thereto."**

**CARRIED**

6840-20  
Sewer Service  
Area

**SANITARY SEWER BYLAW AMENDMENT – INCLUSION OF 4559 CORDOVA BAY ROAD (A PORTION) IN THE SEWER SERVICE AREA**

Rescindment of Third and Final Readings of the "Sanitary Sewer Bylaw, 2006, Amendment Bylaw, 2014, No. 9260" and give Third Reading of the "Sanitary Sewer Bylaw, 2006, Amendment Bylaw, 2014, No. 9262". To provide an administrative adjustment to correct the bylaw number.

**MOVED by Councillor Gerrard and Seconded by Councillor Brice: "That Final Reading of the "Sanitary Sewer Bylaw, 2006, Amendment Bylaw, 2014, No. 9260" be rescinded."**

**CARRIED**

**MOVED by Councillor Gerrard and Seconded by Councillor Brice: "That Third Reading of the "Sanitary Sewer Bylaw, 2006, Amendment Bylaw, 2014, No. 9260" be rescinded."**

**CARRIED**

Third Reading of the "Sanitary Sewer Bylaw, 2006, Amendment Bylaw, 2014, No. 9262". To give Third Reading to the bylaw, as adjusted.

**MOVED by Councillor Gerrard and Seconded by Councillor Brice:  
"That Bylaw No. 9262 be now passed."**

**CARRIED**

## **RESOLUTIONS FOR ADOPTION**

1410-01  
Council  
Proceedings

### **FINANCIAL PLAN MEETING IN PLACE OF REGULAR COUNCIL MEETINGS**

Memorandum from the Legislative Manager dated February 17, 2014 requesting Council cancel the regular March 3, 2014 Council and Committee of the Whole meetings so that a Special Committee of the Whole (Financial Plan) meeting may be held.

**MOVED by Councillor Derman and Seconded by Councillor Wergeland:  
"That the March 3, 2014 regular Council and Committee of the Whole meetings be cancelled so that a Special Committee of the Whole (Financial Plan) meeting may be held."**

**CARRIED**

## **RECOMMENDATIONS FROM COMMITTEES**

2110-55  
Farmland  
Protection

### **FARMLAND PROTECTION AND VIABILITY IN SAANICH**

Recommendation from the January 28, 2014 Environment and Natural Areas Advisory Committee that Council request Planning staff undertake a preliminary exploration of possible partnerships with other regional stakeholders; and draft protection frameworks for the development of a Farmland Trust for Council's consideration.

Councillor Murdock stated:

- A Farmland Trust is a mechanism to provide food security by taking at-risk agricultural land and turning it into food producing farmland; it makes farmland accessible to new farmers who would otherwise not be able to afford to farm.
- The funding for the trust in other communities comes from various sources including donations, bequeathed properties, grants, development fees and agricultural levies; a trust can complement the Agricultural Land Reserve (ALR) and Urban Containment Boundary (UCB) by ensuring the land is productive.
- Early exploration and development could be undertaken by staff to confirm what works best for Saanich; partnering and collaborating with regional partners would be a benefit.
- This initiative is strongly aligned with Saanich's Official Community Plan (OCP) objectives and initiatives and Council's support for food production.

**MOVED by Councillor Murdock and Seconded by Councillor Derman: “That Council request Planning staff undertake a preliminary exploration of possible partnerships with other regional stakeholders; and draft protection frameworks for the development of a Farmland Trust for Council’s consideration.”**

Councillor Derman stated:

- He is pleased to second the motion and thanks the Environment and Natural Areas Advisory Committee for their efforts.
- This recommendation considers how Saanich can help ensure that farming remains viable in the municipality and addresses the need to consider what opportunities are available to the municipality to preserve agricultural land.

Councillor Brownoff stated:

- A regionally-based approach through the CRD’s Regional Sustainability Strategy would be appropriate; a food security policy is part of that initiative which could include a regional inventory of farming land.
- The Curran report states that 67% of CRD farmland is for hobby farms; these property owners could be engaged. Many of the policies and programs in the report are regionally based.
- There may be educational opportunities through the Horticultural Centre of the Pacific.

Councillor Sanders stated:

- Saanich has a long history of farming and there is a desire to maintain the farming culture; this is a good opportunity to review the options available.
- Working with the CRD to protect farmland through the RSS should be considered; if available lands are inventoried, there is merit to consider contiguous parcels so that a number of future farmers could take a section and share equipment.

Councillor Brice stated:

- She supports the comments regarding the value of farmland.
- The motion outlines a short-term, first step that looks at options; this should not be a comprehensive study of the concept and all its variations.

Councillor Wergeland stated:

- He supports protecting farmland but is not sure that Saanich staff should be putting the concept together; the farming community may have some of the answers.
- He does not anticipate staff spending a lot of time putting all the options together.

Councillor Gerrard stated:

- He agrees with the initiative in principle but there is a need to step back and first have a conversation with staff and the CRD; the regional approach may be more beneficial than the municipality proceeding independently.
- Saanich Council has a history of supporting the ALR and the Urban Containment Boundary and this should go a long way to sway any possible worries in the community.

Mayor Leonard stated:

- This motion supports a preliminary exploration of possible partnerships; it's important to continue with that intent.
- Staff and the Committee need to ensure they do not get too far ahead of Council on this item.

**The Motion was then Put and CARRIED**

1030-30

Water Utility Leak Adjustments

Xref: 1970-20  
Elections Future Strategy

**WATER UTILITY LEAK ADJUSTMENT COUNCIL POLICY AND ELECTIONS FUTURE STRATEGY**

Recommendations from the February 6, 2014 Finance, Audit and Personnel Standing Committee that:

- (a) Council approve the Water Utility Leak Adjustment Policy as amended;

In response to questions from Council, the Chief Administrative Officer (CAO) stated:

- The proposed policy amendment is to capture current practice and bring the language up-to-date.
- The CAO will examine the effect of water leakage on sewer billing and report back to Council at a future meeting.

**MOVED by Councillor Brice and Seconded by Councillor Brownoff: "That the recommendation to approve the Water Utility Leak Adjustment Policy, as amended, be postponed to a future meeting."**

**CARRIED**

- (b) Council approve a total budget for the 2014 Saanich Local Government Elections of \$285,240.

**MOVED by Councillor Brice and Seconded by Councillor Murdock: "That Council approve a total budget for the 2014 Saanich Local Government Elections of \$285,240."**

**CARRIED**

1410-20

CRD Updates

**CAPITAL REGIONAL DISTRICT ACTIVITIES UPDATE**

Council members provided updates on a variety of Capital Regional District initiatives.

Adjournment

On a motion from Councillor Brownoff, the meeting adjourned at 8:35 pm.

The meeting reconvened at 10:34 pm.

**RECOMMENDATIONS**

*From the Committee of the Whole Meeting held February 24, 2014*

2150-20  
Panama Flats

**PANAMA FLATS CONCEPT PLAN**

**MOVED by Mayor Leonard and Seconded by Councillor Murdock:**  
**“That Council:**

- a) endorse the Panama Flats Concept Plan prepared by LADR Landscape Architects dated October 23, 2013;
- b) consider at a future Public Hearing, an application to the Agricultural Land Commission to include the proposed portion of Panama Flats in the Agricultural Land Reserve; and
- c) subject to the proposed portion of Panama Flats being included in the Agricultural Land Reserve, an Expression of Interest be issued for farming these lands, the results of which would be considered by Council at a future meeting.”

**CARRIED**

In Camera Motion

**MOVED by Councillor Brownoff and Seconded by Councillor Brice:**  
**“That pursuant to Sections 18(a), (e) and (m) of the Council Procedure Bylaw, 2007, No. 8840, the following meeting be closed to the public as the subject matter being considered relates to personal information about individuals being considered for appointments, the acquisition or disposition of land or improvements, a matter under another enactment that can not be discussed in an open meeting and information related to negotiations between the District and another government body.”**

**CARRIED**

Adjournment

On a motion from Councillor Brownoff, the meeting adjourned at 10:36 pm.

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MAYOR

I hereby certify these Minutes are accurate.

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DEPUTY MUNICIPAL CLERK



- site.
- An agricultural capability assessment was done on the site to determine the quality of the soil on the Flats. While the soil classification on the site is good for farming, it can be increased by improving drainage.
  - There will be no change to the flood plain; it is protected. The stormwater volume will be maintained.
  - The concept is to expand the 8.5 hectares of agricultural land to 23 hectares and include in the ALR; the perimeter berm creates a defining edge that separates agricultural from non-agricultural activity and the perm is also used currently as a recreational amenity.
  - A wet managed drainage field added to the site will have less impact on the wildlife and rare plants that are on the Flats.
  - There is a rare wetland Garry Oak ecosystem on Panama Hill; often these are accompanied by rare plants.
  - Currently the Colquitz River has no riparian function; the long-term plan would be to make the Colquitz a functioning river which would contribute to flood water management, limit erosion and bring back the fish.
  - The proposed concept plan has the Colquitz River Trail moved on top of the perimeter berm; this would allow the looped trail to be available year round.
  - The steep grade of the trail near Pearce Creek would be made more accessible by adding an arm on the way to Roy Road; more community connections would be added to the site.
  - The addition of park benches, garbage cans, and look out points are included in the proposed concept plan.
  - Parking will be reviewed to see if it's adequate or would need to be adjusted.

In response to questions from Council, Ms. Windjack stated:

- A program for managing geese is being prepared by the Ministry of Agriculture.
- The quality of soil can be amended by the use of drainage.
- The Flats could be considered for organic farming; there were no contaminants found on the site.
- The trail will be dry because it will be on a raised berm.
- Stormwater does not flow into the Flats; it flows into the Colquitz River and the water course around the edge.
- The Agricultural Land Commission (ALC) has guidelines in order to designate the land in the ALR; the guidelines may include fencing recommendations.

In response to questions from Council, Mr. Darrah stated:

- The percentages for the public priorities were as follows: Natural Environment 87.4%; Recreation 57.7%; Storm Water and Flood Plain Management 45.5%; and Farming 34.7%.
- This proposal has been budgeted for by Parks and Recreation.
- The next key step in the process will be the undertaking of a hydrological study.

**PUBLIC INPUT:**

A. Ross, on behalf of the Residents Association of Strawberry Vale, Marigold and Glanford, stated:

- Council is commended for the acquisition of Panama Flats; the Community Association is concerned that they were not consulted early enough in the process and that there were no options presented.
- The Community Association urges Council to consult with the community in a meaningful way, provide options and not go forward with this one proposal; these lands should remain a low-key wildlife area.
- There may be an opportunity to partner with the Nature Conservancy of Canada to develop a wildlife management plan; infrastructure development solely for the benefit of a few individuals at the expense of taxpayers is not supportable.
- The idea of a fence around the agricultural managed area is appalling.

J. Anderson, Lauder Road, stated:

- The Panama Flats Concept Plan report is incomplete and premature; drainage at this site has been a challenge to farming.
- There is no reference to the legal implications of including the property in the ALR or the implications of Right to Farm legislation; the hydrology study should be completed before the application to the ALR is submitted.
- The survey indicates that less than 40% of survey recipients support farming.

B. Cunnin, Westport Place, stated:

- The municipality should consider residential development on the bank lands along Carey Road; residential development in this area would be considered infill and could be connected to existing services.
- Development would provide a financial advantage for the municipality and could fund the concept plan; development in this area would not impact the concept plan.

R. Galey, Blenkinsop Road, stated:

- Panama Flats is a flood plain; farming has successfully been done on the Flats by his family and others over the years.
- Food security is a concern; self-sufficiency in food production has dropped from 85% to 4% on the Island.
- The concept plan is supportable; the property should be included in the ALR.

L. Geggie, Coordinator for the Capital Region Food and Agriculture Initiatives Roundtable (CR-FAIR), stated:

- CR-FAIR supports the plan; it is important to support and steward viable and resilient ecosystems.
- Ecological integrity is one of the most important values for future generations; the challenge is to feed ourselves.
- Farming and food production is important to residents; the concept plan is balanced.
- Community consultation needs to continue.

H. Gibbard, Wende Road, stated:

- This is not a new concept; it has been done before in Ontario.
- Questions like “what is the objective of the farm” and “can you teach about farming on this site” can be considered; the municipality can be congratulated for taking on this project.



Mayor Leonard stated:

- He congratulated the team for a thorough and balanced report; the acquisition of the property protects the flood plain.
- The drainage, ecosystem, flood plain and farmland will benefit from the concept plan; Council made it clear that the farmland needs to be protected.
- It is in the best interest of the municipality, the region, and Vancouver Island that this land be protected as ALR land.

**Motion:**

**MOVED by Mayor Leonard and Seconded by Councillor Murdock:  
"That it be recommended that Council:**

- d) endorse the Panama Flats Concept Plan prepared by LADR Landscape Architects dated October 23, 2013;**
- e) consider at a future Public Hearing, an application to the Agricultural Land Commission to include the proposed portion of Panama Flats in the Agricultural Land Reserve; and**
- f) subject to the proposed portion of Panama Flats being included in the Agricultural Land Reserve, an Expression of Interest be issued for farming these lands, the results of which would be considered by Council at a future meeting."**

Councillor Murdock stated:

- He is impressed with what has been presented; there will be further opportunity for the community to participate in the process moving forward.
- The intent was clear when the land was purchased that we were interested in protecting the floodplain and preserving farmland.
- The concept plan strikes a balance in order to achieve the long-term vision; the concept plan offers ecological and environmental restoration objectives, provides an opportunity for migratory habitat, achieves the flood plain protection objective and secures farmland with the objective to be included in the ALR.

Councillor Gerrard stated:

- The acquisition of Panama Flats was one of the most important acquisitions of this Council; the Open House was well attended by residents and there was good consultation.
- He supports farming on this land; there are many options for use of this land including small farms, leasing of plots, community gardens or an educational centre. The concept plan provides many opportunities.
- A farmer's market in the existing barn should be considered; the opportunity for young farmers to lease land is a possibility.

Councillor Brice stated:

- It was a positive decision for the municipality to acquire Panama Flats for the community. This is a practical and balanced concept plan.
- This is the beginning of the process; there were some issues raised by nearby neighbours but at the big picture conceptual level, the plan is in keeping with the purpose for acquiring the land.

Councillor Wergeland stated:

- He supports the concept plan; residents have differing opinions on the use of the land.

In response to a question from Council, the Director of Planning stated that the majority of uses that are being proposed could take place on ALR land but there may be contingencies placed on them.

Councillor Sanders stated:

- The concept plan shows a good balance between the environment and recreational use; she appreciates the comments from residents.
- The plan recognizes the historic use of the property.

Councillor Brownoff stated:

- The property has a long history and Saanich has been thoughtful about the site. Staff and consultants did a good job of creating a balanced plan. There are a number of steps including the Public Hearing which are ahead.
- Residential development on the banks is not supportable.
- The acquisition of Panama Flats will result in the restoration of the Colquitz River in the future.
- Options such as having a teaching environment and the Farmer's Market could be considered.

Councillor Derman stated:

- The concept plan with the expanded study area is good; there are legitimate concerns about the public process.
- The concept plan maximizes environmental values, agricultural values and the retention of the flood plain; there is a lot of work that should be done before the land is included in the ALR including the amount that should be included in the ALR.

**The Motion was then Put and CARRIED**

Adjournment

On a motion from Councillor Brownoff, the meeting adjourned at 10:33 pm.

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CHAIR

I hereby certify these Minutes are accurate

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DEPUTY MUNICIPAL CLERK