

DISTRICT OF SAANICH
MINUTES OF THE SPECIAL COUNCIL MEETING
HELD IN THE COUNCIL CHAMBERS
SAANICH MUNICIPAL HALL, 770 VERNON AVENUE
TUESDAY, APRIL 25, 2017 AT 7:00 PM

Present: Chair: Mayor Atwell
Councillors: Brice, Brownoff, Haynes, Murdock, Plant, and Wergeland
Staff: Sharon Hvozdzanski, Director of Planning; Harley Machielse, Director of Engineering; Cameron Scott, Manager of Community Planning; and Penny Masse, Senior Committee Clerk

PUBLIC HEARING

2870-30
Viewmont Avenue

“ZONING BYLAW, 2003, AMENDMENT BYLAW, 2017, NO. 9420”

PROPOSED REZONING TO CONSTRUCT 36 ATTACHED HOUSING UNITS ON VIEWMONT AVENUE

To rezone That Part of Lot 5, Section 8A, Lake District, Plan 2255 Lying to the North West of a Boundary Parallel to and Perpendicularly Distant 211.2 Feet from the North Westerly Boundary of said Lot (**4355 VIEWMONT AVENUE**) from Zone A-1 (Rural) to Zone RT-5 (Attached Housing) for the purpose of constructing 36 attached housing units. A **DEVELOPMENT PERMIT** will be considered to allow variances for setbacks, height, building separation, projections, and the amount of lot used as parking area. A **COVENANT** will be considered to further regulate the use of the lands and buildings. A Housing Agreement will be considered to prohibit a Strata Bylaw or Strata Council from restricting rental of a dwelling unit for residential purposes.

The Clerk introduced the following:

- Notice of Public Hearing.
- Reports from the Director of Planning dated March 22, 2017 and December 15, 2016 recommending:
 - That Council postpone further consideration of the development to allow the applicant to rework the proposal; or
 - Should Council support the application, the following actions are recommended:
 - a) That the rezoning application be approved;
 - b) That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Permit be withheld pending payment of \$19,500 to the Tree Replacement Fund;
 - c) That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Permit be withheld pending registration of a Housing Agreement to prohibit a Strata Bylaw or Strata Council from restricting rental of a dwelling unit for residential purposes;
 - d) That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Permit be withheld pending registration of a covenant to secure the following:
 - The construction to a BUILT GREEN® Gold or equivalent energy efficient standard;
 - That dwelling units are to be constructed solar ready; and
 - Construction of a sidewalk fronting 4367, 4371, and 4375 Viewmont Avenue in addition to the required frontage improvements.

- Revised Servicing Requirements.
- Excerpt from the Committee of the Whole meeting held January 23, 2017.
- Report from the Advisory Design Panel dated March 29, 2016.
- Sustainability statement dated Received February 26, 2016.
- Tree Impact and Mitigation Report dated February 18, 2016.
- Stormwater Management Statement dated December 11, 2015.
- Two submissions from the applicant with letters of support, one received April 25, 2017 and one dated September 16, 2016.
- Letter from the Royal Oak Community Association dated August 24, 2016.
- 60 letters from residents.

APPLICANT:

R. Olsen, Mike Geric Construction Ltd.; T. James, KPL James Architecture Inc.; K. Lindahl, Travino; J. Kovedich, Rocky Mountain Refrigeration; T. Young, Fujitsu Global; and K. Grant, Keith N. Grant Landscape Architects; stated:

- The issues raised at the Committee of the Whole meeting include the proposed tandem parking, the project being solar ready and the request for additional green space. In response to these concerns the following was noted:
 - Tandem parking is now considered an industry standard and has become acceptable in the marketplace. It reduces pavement and construction costs and lends to the affordability of a project;
 - Solar panels will be installed;
 - Additional open and green space has been added to the plans by reducing the number of proposed units from 38 to 36. This green space will be located to the upper middle half of the site plan and not centrally.
- Private outdoor space has been provided for every unit including a front entry porch, a rear patio area at-grade, private lawn space, separation between units with hedging and plantings and one or more decks off of the second floor.
- Solar heating, including an inverter-driven, Green Gold heating system, will supply the domestic hot water system and provide significant energy savings for the entire project and each unit. These systems are efficient and ultra-quiet.
- Deciduous trees will be used for perimeter plantings and will grow to a mature size of approximately 30 feet.

PUBLIC INPUT:

S. Evans, Strom Ness Place, stated:

- Affordable multi-family infill in the area is supportable; the size of the proposal is appropriate and the developer has an excellent reputation.

L. Van Gervan, Cedar Hill Road, stated:

- Affordable housing is a subjective phrase, what is deemed affordable by the developer may not be affordable to others.
- Once a building is constructed it makes a statement about the community-at-large; low-rise buildings are preferable and should be encouraged.

S. Baker-French, Service Street, stated:

- Affordable housing is supportable. Council should encourage the development of affordable rental options for residents.

In response to questions from Council, the applicant stated:

- Many of the units opposite the BC Hydro property will be oriented to have end walls facing that site to help mitigate noise pollution; landscaping will also be used as a buffer on all perimeter areas.
- Solar panels are mounted on an angled frame on flat roofs oriented to the optimal position for solar gain.
- This is an affordable housing development as it proposes significant savings over the long-term through energy efficiency standards.
- Unit prices are estimated to be between \$600,000 and \$650,000.
- The scale of green space in the project has been carefully examined; the number of units proposed is balanced with the green space offered, while also considering the outdoor privacy of all units.
- While the rain garden would be a passive-use area, benches will provide additional separation and privacy.

COUNCIL DELIBERATIONS:

MOTION:

MOVED by Councillor Brice and Seconded by Councillor Haynes: “That:

- 1. The application to rezone from Zone A-1 (Rural) to Zone RT-5 (Attached Housing) be approved;**
- 2. That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Permit be withheld pending payment of \$19,500 to the Tree Replacement Fund;**
- 3. That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Permit be withheld pending registration of a Housing Agreement to prohibit a Strata Bylaw or Strata Council from restricting rental of a dwelling unit for residential purposes; and**
- 4. That Final Reading of the Zoning Amendment Bylaw and ratification of the Development Permit be withheld pending registration of a covenant securing:**
 - a) The construction of BUILT GREEN® Gold or equivalent energy efficient standard;**
 - b) That dwelling units are to be constructed solar ready; and**
 - c) Construction of a sidewalk fronting 4367, 4371, and 4375 Viewmont Avenue in addition to the required frontage improvements.”**

Councillor Brice stated:

- This proposal is a good addition to the Royal Oak neighbourhood.
- The developer has an excellent reputation and concerns have been addressed.
- The manner and tone of this densification is appreciated and supportable.

Councillor Haynes stated:

- The attention given to the concerns previously cited by Council is appreciated; this is a high-quality housing proposal.
- Affordable housing options are welcome and appreciated.

Councillor Wergeland stated:

- A higher building would have resulted in more green space; however, thought has gone into the design and energy efficiency.
- This developer has an excellent reputation and builds quality projects.

Councillor Murdock stated:

- Despite the energy efficiency efforts offered in this proposal, the use and lack of green space is counter-intuitive.
- The proposed land use is supportable; however, design considerations could have better enhanced the common space areas for future residents.

Councillor Plant stated:

- Nearby amenities are ideal for densification in this area.
- The proximity to Brydon Park and trail networks sufficiently address concerns about a perceived lack of green space.
- Inclusionary zoning should be explored by Council to address the need for affordable housing.

Councillor Brownoff stated:

- Royal Oak village is ideal for densification; however, green space should be sensitively considered regardless of the proximity of Brydon Park.
- Green space is key to socialization within a development complex; does not agree with the philosophy and rationalization offered by the applicant regarding the lack of green and open space.
- Due to the proposed density there is an expectation that some inclusionary zoning would be incorporated into the proposal;
- The estimate of \$650,000 cannot be defined as affordable housing.

Mayor Atwell stated:

- There may be noise issues from the BC Hydro site that are difficult to mitigate for nearby residents.
- The proximity to the nearby park and trails addresses concerns about a lack of green space.
- Due to a continually diminishing lack of developable land, the paradigms of future development will need to balance community values, maximize green space and other vital factors that result in a very high standard of development.

**The Motion was then Put and CARRIED
Councillor Murdock: OPPOSED**

2870-30
Viewmont Avenue

“ZONING BYLAW, 2003, AMENDMENT BYLAW, 2017, NO. 9420”
Second and Third Readings

MOVED by Councillor Haynes and Seconded by Councillor Brice: “That Bylaw No. 9420 be read a second time.”

CARRIED

MOVED by Councillor Haynes and Seconded by Councillor Brice: “That Bylaw No. 9420 be now passed.”

CARRIED

MOVED by Councillor Haynes and Seconded by Councillor Wergeland: "That it be recommended that Council approve Development Permit DPR00642 on That Part of Lot 5, Section 8A, Lake District, Plan 2255 Lying to the North West of a Boundary Parallel to and Perpendicularly Distant 211.2 Feet from the North Westerly Boundary of said Lot (4355 VIEWMONT AVENUE)."

CARRIED

"HOUSING AGREEMENT AUTHORIZATION BYLAW (4355 VIEWMONT AVENUE), 2017, NO. 9426"
First, Second and Third Readings

MOVED by Councillor Haynes and Seconded by Councillor Wergeland: "That Bylaw No. 9426 be read a first time."

CARRIED

MOVED by Councillor Haynes and Seconded by Councillor Wergeland: "That Bylaw No. 9426 be read a second time."

CARRIED

MOVED by Councillor Haynes and Seconded by Councillor Wergeland: "That Bylaw No. 9426 be now passed."

CARRIED

The meeting recessed at 8:17 p.m.

The meeting reconvened at 8:21 p.m.

2310-20
Shelbourne Valley
Action Plan

"OFFICIAL COMMUNITY PLAN BYLAW, 2008, AMENDMENT BYLAW, 2017, NO. 9419"

AMENDMENTS TO THE OFFICIAL COMMUNITY PLAN TO ADD THE SHELBOURNE VALLEY ACTION PLAN AS A NEW APPENDIX

To update the appendices of the Official Community Plan to include Appendix "O" Shelbourne Valley Action Plan and make necessary housekeeping amendments as outlined in the amendment bylaw. The Shelbourne Valley Action Plan is intended to guide land use and transportation decisions in the Shelbourne Valley over the next 30 years. The Plan area is approximately 4 km in length. The boundaries extend 500 m north of Feltham Road and 500 m south of North Dairy Road. From east to west the Plan area extends 500 m on either side of Shelbourne Street.

The Clerk introduced the following:

- Reports from the Director Planning dated March 16, 2017, November 17, 2016, September 22, 2015 and May 30, 2014.
- Excerpts from the Committee of the Whole meetings held December 5, 2016, October 5, 2015 and June 9, 2014.
- Public Engagement Summary Reports dated February, March and October, 2016.
- Letters from the Mount Tolmie Community Association dated April 25, 2017, March 27, 2017, November 5, 2016 and June 9, 2014.
- Letter from the Camosun Community Association dated December 2, 2016.
- Letters from the Gordon Head Residents' Association dated April 21, 2017 and December 5, 2016.
- 292 letters and submissions from residents were distributed to Council, an additional 33 letters from residents have been distributed to Council.

STAFF:

C. Scott, Manager of Community Planning, stated:

- The Shelbourne Valley Action Plan (SVAP) is a comprehensive plan that is focused on implementing the directions of the Official Community Plan (OCP), primarily around creating a sustainable, livable community with an emphasis on how to manage future growth in the centres and villages along the Shelbourne Corridor.
- The SVAP has a 30-year horizon and provides a flexible framework for future decision making in the Valley.
- The SVAP has been developed through a multi-year process that has engaged the public in a thorough way. A stakeholders group has been in place from the onset; this group has been critical in developing the plan through the five phases.
- A community mapping exercise, a transportation study and a land use and urban design study were also key in the development of the Plan.
- The long-term directions of the Plan received very positive feedback; however, when the proposed Plan was presented to Council in June, 2014 staff was directed to look at ways to accelerate mobility changes with a focus on pedestrian and cycling improvements.
- Council endorsed-in-principle Option 3 short-term mobility improvements in December 2016 and staff now offers the most recent version of the SVAP for Council consideration.

PUBLIC INPUT:

J. Calenda, Frechette Street, stated:

- As a City Planner he appreciates the SVAP, it gives proper direction with regard to densification and future development.
- Medium density should be encouraged along Shelbourne Avenue.
- The OCP and the Shelbourne Local Area Plan are inconsistent and out of date; updating the Local Area Plan should be a priority.

A. Guetta, Quadra Street, stated:

- She is the current Chair of 'Walk on Victoria', who support the SVAP; it will go a long way in improving the walkability in the Shelbourne Valley.

A. Cooper, Seawood Terrace, stated:

- Staff can be commended for a long and fruitful planning exercise; land use and transportation plans have been merged effectively.
- It is the one of the best planning documents he has seen in terms of helping the development community understand municipal goals.

J. Schmuck, Rock Street, stated:

- The SVAP approach to improvements to pedestrian and cyclist mobility is appreciated.
- He commends the efforts of all participants in the development of the SVAP.
- A tram line would be ideal and should be encouraged as a priority.

K. Harper, Camosun Community Association, stated:

- The Camosun Community Association supports the SVAP.
- LAP's and the OCP need to be consistent and updated.

D. Loomes, Magdelin Street, stated:

- Cyclists are subject to dangerous circumstances by sharing the roadways with traffic.
- While he is supportive of the SVAP, he urges Council to focus on separating bikes from traffic elsewhere in the community.

L. Cade, San Mateo Place, stated:

- As a regular cyclist he is aware of the dangers of cycling on Shelbourne Street and he appreciates the efforts of the SVAP; however, he would encourage Council to consider more than 50% of protected bike lane.

T. Lee, Miller Avenue, stated:

- He is representing Tri-Eagle Development; the SVAP is supportable; it is an ambitious and successful document and those who contributed should be congratulated.
- 6 to 8 storey development should be considered along the corridor.

C. Poirier-Skelton, President, Gordon Head Residents Association, stated:

- The Gordon Head Residents' Association appreciates the time, expertise and the professionalism staff have offered to this planning process.
- The land use, objectives and policies of the SVAP are supported; however, there are some concerns regarding possible permitted height and density. It would be helpful if there was a confirmed formula regarding how high a storey would be measured in any given development proposal.
- The OCP and the Gordon Head Local Area Plan should be consistent and updated.

B. Tabata, Traffic Portfolio, Gordon Head Residents Association, stated:

- In regard to Phase I, Option 3 of the Mobility Plan, there is overwhelming opposition to lane reductions from Gordon Head residents.
- The proposed lane changes will result in traffic being pushed onto adjacent residential streets and overall traffic increases.

L. Van Gerven, Cedar Hill Road, stated:

- The SVAP has many positive aspects; however, she questions why the sidewalks on Cedar Hill Road are not wide enough to safely walk.
- Traffic has increased and become more dangerous since the completion of the bike lane on Shelbourne Street.

L. Layne, San Lorenzo Avenue, stated:

- He applauds the work by Planning staff and the amount of public consultation undertaken. He fully supports the SVAP.

C. Horn, Knight Avenue, stated:

- He has been a member of the Shelbourne Stakeholders Committee since 2009 and fully supports the SVAP.
- The short-term mobility actions require budget commitments that will be required over the next several years.
- The ultimate vision for Shelbourne Street provides the best use of the roadway for all users; however, the short-term plan envisions less need for vehicles.
- He looks forward to seeing all LAP's updated to be consistent with the OCP.

S. Baker-French, Service Street, stated:

- She is in general support of the SVAP and appreciates that it considers multiple road users; however, how transit interacts with pedestrians and cyclists needs to be further investigated.
- Transit needs to be prioritized and planned for, especially when considering further densification.
- Consideration should be given to the increased traffic implications that affect the surrounding streets.

C. McDonald, Oakland Avenue, stated:

- She is an enthusiastic supporter of the SVAP, the more cyclists can be separated from traffic the better.
- We should all actively encourage the use of transit and cycling.

S. Reed, Yates Street, stated:

- She is in support of the SVAP, it is a transformative approach to the safety concerns of cyclists in the Valley area.

M. Davie, President, Mount Tolmie Community Association, stated:

- She is grateful to staff for their hard work, the overall process and the extensive community engagement.
- The Mount Tolmie Community Association endorses the SVAP; however, they will be carefully monitoring the short-term mobility program.
- Implementation of any phase of the Plan will require additional community consultation.

L. Neville, Livingstone Avenue, stated:

- He supports the SVAP in general; however, he is concerned about the diverted traffic off of Shelbourne Street and believes traffic increases will occur on surrounding residential streets.
- The community is losing two lanes of traffic, property values may be affected negatively.

- The effective ability of transit will be dramatically and negatively affected by the reduction of lanes.

G. Mitchell, Development Manager, University Heights Shopping Centre, stated:

- He commends staff for an excellent document; this should be submitted for an award to the Planning Institute of BC and / or at the national level.
- The SVAP makes it easier to make decisions about land use and invest significant money to bring forward future opportunities.
- The SVAP is a living document and will appropriately reflect the principles of the day.

E. Prescott, Freeman Avenue, stated:

- She is a cycle commuter who uses Shelbourne Street daily, unsafe infrastructure is a key barrier to more cyclists or pedestrians using the roadway.
- She supports the SVAP; it recognizes the importance of walking and biking and how it is an efficient way of moving people of all ages.
- She looks forward to the time when her choice to move her and her family on two wheels and two feet is given as much validity as those who choose to move on four wheels; this plan is a step in the right direction.

K. Whitcroft, Inverness Road, stated:

- Although he is impressed with some aspects of the SVAP, he believes future population growth and densification has not been fully considered.

J. Gaylord, Carnegie Crescent, stated:

- As a regular cyclist on Shelbourne Street she is well aware of the dangers facing cyclists on this busy roadway.
- The SVAP is one of the most thoughtful and consulted plans the region has seen.

C. Burger, Policy and Infrastructure Chair, Greater Victoria Cycling Coalition, stated:

- He thanked staff for the work done on the SVAP; a sense of urgency should now be undertaken to make cycling safer in Victoria.
- Land use considerations should be analyzed in tandem with implementation of the short-term mobility plans.

A. Nagelbach, Lavender Avenue, stated:

- He is proud of the SVAP and its intention to significantly increase the active transportation mode population.
- He thanked staff for the Plan, extensive consultation and hard work.

C. DeSilva, Shelbourne Street, stated:

- He sees the value of the SVAP professionally and personally; bike lanes need to be safer and more effectively connected.

M. Ang, Louise Place, stated:

- She has been involved with the SVAP process from the onset; there has been competing interests in the stakeholder group.
- Job creation should be of paramount concern in the area; it should be fostered as a hub for human resources and considered an innovation district.

J. Besler, Daffodil Avenue, stated:

- Safe cycling on Shelbourne Street is an exciting prospect; safe passage should be provided to all users of public space.

J. Newton, Shorncliffe Road, stated:

- She has been a member of the stakeholder group since 2009, a member of 'Walk on Victoria', and a member of 'Saanich Active Transportation'.
- It is not realistic or sustainable to believe that enough roadways can be built for future population and development needs; alternative transportation, including cycling, will be necessary.

R. Straatsma, Merriman Drive, stated:

- He lives in the Shelbourne area and has been involved in the SVAP process for many years.
- The SVAP provides tremendous opportunities to reimagine the Shelbourne Valley.
- Many cities are considering a walkable future with more transportation choices.
- The connection between land use and transportation is important; people will react positively to viable choices.
- He commends staff for the excellent work undertaken for the SVAP.

Y. Mendel, Graham Street, stated:

- Bike lanes are important to many families within the region and can be used by all ages as active transportation.

In response to questions from Council, the Manager of Community Planning stated:

- The SVAP is a policy document that provides guidance; however, the ultimate decision making authority lies with Council.
- Primary concerns heard throughout the process included a requirement for more bike lane separation, minimizing impacts to left-hand turn access into businesses and residential roads and maintaining four lanes as much as possible. These concerns were addressed in Option 3; however, four lanes are maintained in the short-term for only 65% of Shelbourne Street.

In response to questions from Council, the Director of Planning stated:

- Although there is not a defined definition of what a storey height equates to, the industry does look at a standard storey as 9 feet to interior ceilings.
- The OCP is the parent document to all LAP's and should be the guiding document.

In response to questions from Council, the Director of Engineering stated:

- Extensive data monitoring has been completed throughout the Shelbourne Corridor, this baseline data will be available to evaluate each phase of the Plan as it is implemented to ensure traffic calming measures are applied if they are warranted.
- Traffic volumes can be accommodated with the reduced lane configurations during non-peak periods; however, during peak periods up to a 4% increase in traffic may be seen on Richmond Road, up to a 10-15% increase may be seen on Cedar Hill Road and up to a 15-20% increase maybe be seen on Gordon Head Road.

- Staff has been working in close collaboration with BC Transit; a reduced number of transit stops has been investigated, as well as improving transit stops by installing new shelters, waiting areas and having buses stop in the lanes in order to reduce delays.

COUNCIL DELIBERATIONS:

2310-20
Shelbourne Valley
Action Plan

“OFFICIAL COMMUNITY PLAN BYLAW, 2008, AMENDMENT BYLAW, 2017, NO. 9419”
Second and Third Readings

Motion: **MOVED by Councillor Brice and Seconded by Councillor Brownoff: “That Bylaw No. 9419 be read a second time.”**

Councillor Brice stated:

- The tremendous public input and the hard work of staff is acknowledged and appreciated.
- We can be proud of the Plan and she is happy to support it.

Councillor Brownoff stated:

- The planning process has evolved over the years and the comprehensive result is appreciated and impressive.
- The SVAP is a living document which will give residents and developers an opportunity to envision what the Shelbourne Valley can be.
- As the population ages, vehicular traffic will decrease if an efficient transit system exists and other modes of transportation and service corridors are readily available.

Councillor Wergeland stated:

- He is strongly supportive of the SVAP and is appreciative of staff for their hard work and the public for their valued input.
- The lane reduction may slow traffic on Shelbourne Street and cause some traffic overflow on adjacent streets; however, he is confident staff will undertake the proper modelling prior to implementation.

Councillor Murdock stated:

- He is grateful to the Planning staff, the hundreds of participants and the thousands of pieces of input that have shaped this long-range plan for the Shelbourne Valley.
- This is an impressive planning document that lays out a vision for the community in a prescriptive way and gives confidence to residents, developers, Saanich staff and Council about what this Valley should ultimately become.

MOVED by Councillor Brice and Seconded by Councillor Plant: “That the meeting continue past 11:00 p.m.”

CARRIED

- The SVAP is not intended to be a limitation to those who move by four wheels; however, it is intended to open up the corridor to those who move on two wheels or by foot. One does not have to come at the expense of the other, it is about giving everyone an opportunity to use Shelbourne Street.

Councillor Haynes stated:

- Staff, Council and the public are to be commended for the inspiring exercise of community engagement and the resulting Plan.
- The amount of time spent to get the Plan right is remarkable.
- This is a living document that can continue to be adjusted if needed.

Councillor Plant stated:

- This has been an exercise in translating vision into reality. He is proud to be a part of a municipality that undertakes this kind of quality work.
- He is grateful to staff and the public for the hard work that went into this supportable Plan.

Mayor Atwell stated:

- He is appreciative of the public input that has continued from the onset of the SVAP.
- The nature of this vision is supportable; we should all be driving less and using alternative and active modes of transportation.
- The tangible improvements to this corridor are easy to support, solutions will be found for any outstanding concerns or issues; however, the immediate safety improvements answer a long-standing concern.

The Motion was then Put and CARRIED

MOVED by Councillor Brice and Seconded by Councillor Brownoff: "That Bylaw No. 9419 be now passed."

CARRIED

MOVED by Councillor Brownoff and Seconded by Councillor Haynes: "That staff make an application for the Award of Excellence from the Planning Institute of British Columbia with respect to the Shelbourne Valley Action Plan."

CARRIED

Adjournment On a motion from Councillor Brownoff, the meeting adjourned at 11:17 pm.

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CHAIR

I hereby certify these Minutes are accurate.

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MUNICIPAL CLERK