

MINUTES OF THE COUNCIL MEETING
HELD IN THE COUNCIL CHAMBERS
SAANICH MUNICIPAL HALL, 770 VERNON AVENUE
TUESDAY, OCTOBER 26, 2004 AT 10:08 P.M.

Present:

Chair: Mayor Leonard

Council: Councillors Brownoff, Cubberley, Derman, Pickup, Wade, and Wergeland.

Staff: Tim Wood, Municipal Administrator; C. Nation, Municipal Solicitor; Colin Doyle, Director of Engineering; Neil Findlow, Senior Planner, Margaret Trottier, Deputy Municipal Clerk; and Carolyn Bonnick, Senior Committee Clerk.

Recommendation from the Special Committee of the Whole Meeting held October 26, 2004.

No. 401
Shelbourne Street
Development
Permit

**3986 SHELBOURNE STREET (UNIVERSITY HEIGHTS SHOPPING CENTRE)
– DEVELOPMENT PERMIT – HOME DEPOT**

**MOVED by Councillor Derman and Seconded by Councillor Brownoff:
“That Council approve and issue Amended Development Permit No.
P/49/87 on Lot 1, Sections 56 and 57, Victoria District, Plan 26281 (3986
Shelbourne Street).”**

CARRIED

Adjournment

On a motion from Councillor Brownoff, the meeting adjourned at 10:09 p.m.

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MAYOR

I hereby certify these Minutes are accurate.

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MUNICIPAL CLERK

MINUTES OF THE SPECIAL COMMITTEE OF THE WHOLE MEETING
HELD IN THE COUNCIL CHAMBERS
SAANICH MUNICIPAL HALL, 770 VERNON AVENUE
TUESDAY, OCTOBER 26, 2004 AT 7:30 P.M.

Present: **Chair:** Mayor Leonard
Council: Councillors Brownoff, Cubberley, Derman, Pickup, Wade, and Wergeland.
Staff: Tim Wood, Municipal Administrator; C. Nation, Municipal Solicitor; Colin Doyle, Director of Engineering; Neil Findlow, Senior Planner, Margaret Trottier, Deputy Municipal Clerk; and Carolyn Bonnick, Senior Committee Clerk.

Shelbourne Street
Development
Permit

**3986 SHELBOURNE STREET (UNIVERSITY HEIGHTS SHOPPING CENTRE)
– DEVELOPMENT PERMIT – HOME DEPOT**

Report of the Director of Planning dated October 8, 2004 recommending the request to amend Development Permit DPA2004-00025 to construct a new tenant space for Home Depot be approved; and the reports of the Advisory Design Panel dated August 19, 2004 and September 21, 2004 recommending approval of the design subject to consideration of three items.

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

- A traffic study that was conducted independent of this application, recommended that the existing crosswalk on Shelbourne Street be relocated to the north entrance to the University Heights Shopping Centre in the interest of pedestrian safety.
- The engineering servicing requirements will require the applicant to provide a painted crosswalk and stop bars where indicated; the north driveway access will be reconfigured for traffic signals.
- Cedar Hill Road is eleven metres wide and there may be an opportunity to provide bicycle lanes; a boulevard sidewalk will be provided on Cedar Hill Road.
- No improvements will be made to Shelbourne Street as it meets the current standards.
- The existing sidewalk is 1.5 metres wide plus 0.2 metres of curbtop; a portion of the vegetation strip is located in the right-of-way while the remainder is on private property; the distance from the curb face to the property line is approximately nine or ten feet.
- The applicant could be asked to consider providing a textured sidewalk through the driveway access points.
- The traffic study does acknowledge that the existing business is marginal and that it is difficult to segregate traffic use between the existing Zeller's and Safeway stores.

Mr. G. Sawatzky, Omicron Consulting Ltd., on behalf of the applicant, stated:

- The proposed store will be constructed in the footprint of the existing Zeller's store.
- The store will be approximately 76,000 square feet with an additional 9,200 square foot garden centre and a 10,000 square foot outdoor seasonal area.
- They are requesting a minor parking variance of three spaces.
- They have attended community meetings with the Gordon Head, Quadra/Cedar Hill, and Mount Tolmie Community Associations.
- They held a public meeting in September 2004 at the University Heights

Shopping Centre where the proposal was well received.

- Off-site improvements will include a signalized intersection at the north entrance to the site that will accommodate both pedestrian and vehicle movements.
- Pedestrian access throughout the site will be improved; the sidewalks at both access points from Shelbourne Street will be widened and a staired pedestrian access will be constructed at the northeast corner of the site.
- The loading bay will be relocated to the northwest corner of the building; it blocks the fire lane in its current location.
- Bicycle storage will be provided for both the public and for staff.
- The slope of the parking lot is currently 3½%; it will be reduced to 1½ or 2%.
- The building has been designed with an entrance feature and more glazing than a typical Home Depot store to fit with the remainder of the development.
- The building will have a brick façade and a column treatment; the Home Depot logo/signage and use of corporate colours will be minimized.
- The development will incorporate low-flow water fixtures, a T-5 lighting system, and a high-efficiency glazing system.
- Special care will be taken to ensure that light pollution to surrounding neighbours is minimized.
- This is a significant step in revitalizing this dated shopping centre and will improve the appearance of the site with new landscaping, improved pedestrian and vehicle movement within the site and improvements to the surrounding road network will be made.
- Providing a Home Depot in the Gordon Head area will help to reduce the number of regional vehicle trips.

Mr. S. Brayshaw, Manager of the Langford Home Depot, stated:

- Home Depot is very community oriented and donates materials to approximately six local projects each year.
- Recent projects include construction of a wheelchair ramp at the Strawberry Vale Community Centre, construction of a deer pen for rehabilitation; fencing and garden projects for Habitat for Humanity and a reception hut at Goldstream Park.
- They provide in-store workshops for kids and occasionally take these workshops on the road to reach a wider audience.
- This Home Depot will provide approximately 160 direct in-store jobs and approximately 140 indirect jobs.

Mr. P. Bunt, president, Bunt & Associates Engineering Ltd. Stated:

- They have examined the traffic implications surrounding a Home Depot store within a shopping centre; they are very familiar with the traffic patterns these uses produce but are unable to attribute a specific number to the existing Zeller's store.
- This will be the first Home Depot to be constructed in a mall in Canada.
- Based on research and their experience in other locations they have been able to determine that daytime traffic at Home Depot will be somewhat less than the existing Zeller's store.
- The peak traffic time on weekdays will be midday and will peak at

approximately 2:00 pm on Saturdays which is similar to the Zeller's store.

- There will be fewer conflicts for pedestrians at the new signalled intersection as there will be only six turning movements versus twelve at the intersection of Shelbourne Street and McKenzie Avenue.
- Small car spaces are not being provided as drivers of large vehicles tend to use them; the full-size parking spaces will be slightly smaller than normal.
- The traffic estimates are based on the total traffic for the University Heights Shopping Centre, the traffic information for Zeller's has been taken from a similarly sized store in another location and has been scaled to match the observed counts.
- A reduction of 34 parking spaces is being requested when the seasonal area is being used.
- In their opinion, the number of parking spaces provided is more than adequate; a retail store such as Zeller's requires 5 spaces per 1000 square feet of space; Home Depot will require less as a retail/wholesale business.
- A parking accumulation study of the north end of the site would not have been useful as the parking spaces are almost always empty.
- As indicated at other Home Depot stores, peak parking does not occur when the seasonal area is in use.
- This will not be a typical Home Depot; it will provide a home delivery service that will ship most large merchandise/lumber from the Langford store.
- No pedestrian analysis was completed but it was recognized early in the process that this site will have a lot of pedestrian traffic resulting in a number of improved pedestrian facilities on the site.
- A continuous pedestrian sidewalk will be constructed behind the merchandise pickup area to avoid conflict between pedestrians and motorists.
- There are currently three informal access points in the wall at the north end of the site; they will be filled in and a proper stair access will be constructed to align with the north/south pedestrian walkway; a vehicle access between the two sites will create pedestrian/vehicle conflicts and is not recommended.
- Left turns will be permitted onto Shelbourne Street from the site.

Mr. K. Grant, Landscape Architect, stated

- The new landscaping will reflect a theme similar to the remainder of the shopping centre.
- The existing landscaping on the eastern boundary of the parking lot will be replaced with 7 cm calliper Norway Maple trees and the hedge will be continued.
- Ornamental plantings will be added at the north entrance to the site and at the pedestrian access in the northeast corner.
- The northern property line will be planted with Flowering Cherry trees to match the existing vegetation.
- The existing pine trees in the parking lot are under stress and require a lot of maintenance; they will be replaced with Maple trees with broad-leaf evergreens planted at the base.
- The existing irrigation system will be extended to the landscaped areas in the parking lot.

- A 12 foot slope from the edge of the parking lot to the sidewalk on Shelbourne Street is proposed; a retaining wall would be required if the sidewalk were widened and a boulevard added.
- They will work with the Engineering department to create the safest pedestrian scenario with respect to the sidewalk along Shelbourne Street.

Mr. M. Jones, employee of the Art Gallery at University Heights Shopping Centre, stated:

- Home Depot will attract a lot of customers to the mall and will benefit all businesses.
- He is pleased that the existing crosswalk will be relocated and the intersection signalled as the traffic in this area is very aggressive.
- A wider sidewalk would provide a sense of safety to the many seniors in the area that use walkers and scooters.

Mr. J. Palliser, 3990 Cedar Hill Road, stated:

- Cedar Hill Road has become a bypass route for a lot of traffic travelling to/from the Gordon Head area.
- He queried whether traffic surveys were conducted on Cedar Hill Road.
- Consideration should be given to providing pedestrian crossing signals along Cedar Hill Road between McKenzie Avenue and Feltham Road.

Mr. T. Melendez-Duke, 1828 Teakwood Road, stated:

- He is not opposed to any specific tenant as the mall is in desperate need of revitalization.
- He supports relocating the sidewalk to the north entrance.
- He hopes that the sidewalk will be widened and that the flow of pedestrian traffic through the site is improved.
- This development is consistent with the Regional Growth Strategy.

Mr. L. Robertson, 1936 Grandview Drive, stated:

- He has lived in the area for 38 years.
- He questioned whether small scale Home Depots operate in other areas or if this is the first of its kind.
- This proposal has the potential to decrease regional vehicle trips; it is unfortunate that the Langford Home Depot was not constructed in a more central location.

Ms. C. Bachop, 1854 Peshurst Road, spoke in opposition and stated:

- This type of store does not constitute a neighbourhood development and is inconsistent with the plan.
- She is disappointed a pedestrian traffic study was not completed.
- This development will attract more traffic to the Gordon Head area and will not contribute to a pedestrian/cyclist friendly community.

Ms. R. Castro, 3977 A Shelbourne Street, stated

- She agrees with the statements of the previous speaker.
- She is concerned that this store will bring more traffic, and therefore, more noise, fumes and pollution to the area.

Ms. F. Silversides, 4381 Shelbourne Street, stated:

- The Lumberworld on Quadra Street already services the needs of the Gordon Head residents.
- The seniors in the area rely on the pharmacy at Zellers and enjoy their Senior's discount day each month.
- London Drugs would make a far better tenant for this shopping centre.

Mr. W. Cox, 2-1611 Blair Avenue, stated:

- The seasonal 34 parking space variance can not be included in the total parking space count.
- He believes the traffic counts have been grossly underestimated as the traffic volumes quoted in the report are based on a store that is 76,000 square feet; the store will actually be 86,000 square feet including the garden centre.
- Considering the parking space requirement for the entire mall, there is an actual shortage of 214 stalls.
- There are many seniors in the area and the flow of pedestrian traffic through the site is not adequate.
- He is opposed to this application.

Mr. I. Graeme, 2615 Dean Avenue, stated:

- This site is within the Bowker Creek watershed area; a watershed management plan was endorsed by Council in 2003.
- 100% of the site is impermeable and all of the hydrocarbons, etc. end up in the creek.
- Home Depot is a leading national retailer and they should be willing to incorporate some innovative practices to address stormwater management on this site such as green roofs, permeable paving and retention areas.

Ms. S. Cox, #2-1611 Blair Avenue, stated:

- Home Depot is better suited to an industrial park location.
- Traffic in the Gordon Head area is already bad and will only get worse.

Mr. V. Kelly, 1534 Arrow Road, stated:

- He generally approves of this application by Home Depot but does have concerns surrounding traffic and parking.
- He questioned how the ramp at the northwest corner of the site fits into the site and what is going to happen to the wall at the north end of the site in the long-term.

Mr. M. Jones, 3990 Shelbourne Street, stated:

- He owns the Tim Horton's on the adjacent site and is in favour of the development.
- The Home Depot will bring more customers into the area and will compliment the surrounding businesses.
- The two sites share common customers and there is a high volume of pedestrian traffic between the sites; he would like to see the wall removed as it does not compliment either development and they are willing to contribute funds to do so.

Mr. S. Coe, president, Gordon Head Resident's Association, 29-3987 Gordon Head Road, stated:

- The Association supports the application.
- There are always concerns about traffic volumes when these types of developments occur; traffic will be 20% less during peak hours on weekdays.
- Home Depot will be a good corporate neighbour; they are currently working on a scholarship project with Home Depot that will provide a \$2000 scholarship each year for the next 25 years.

Mr. S. Ko, 4092 Larchwood Drive, stated:

- He questioned whether staff parking spaces have been allocated within the proposed parking lot.
- Delivery trucks and many vehicles that will park in the area directly north of the building will have to cross the pedestrian walkway that extends from the north end of the building to the adjacent site; this is not in the best interest of pedestrians.
- There are four retirement homes within a two kilometre radius and many seniors that reside in single-family dwellings in the area; special care should be given to pedestrian access and traffic flow throughout the site.

In response to questions, Mr. Sawatzky stated:

- The ramp at the northwest corner of the site will be retained.
- The existing openings in the wall will be closed off and plantings reintroduced to cover the wall and enhance the existing landscaping.
- The north/south pedestrian walkway will be eight feet wide and they will work with the owners of the adjacent site to resolve the logistics of the access.
- The northeast corner pedestrian access is being revised to accommodate the grade change of the parking lot.
- Staff parking has been factored into the overall parking allotment; there will be approximately 40 staff on-site at any given time.
- Delivery trucks will access the site from McKenzie Avenue and use the rear lane along the west side of the shopping centre to access the loading dock; they will then exit the site along the north side of the building at the signalled intersection.
- They expect one truck per day for freight delivery.
- This store has been scaled down to fit with the surrounding community; the decorative steel fence around the garden/seasonal areas and the architectural detail of the building are unique to this Home Depot to fit within this residential area.
- A UPM roof treatment will be used instead of tar and gravel; a flow control system will also be utilized to handle stormwater from the roof.
- Shower facilities will not be provided for staff although lockers will be for those that cycle to work.

In response to questions, Mr. Bunt stated:

- The traffic study focused on McKenzie Avenue and Shelbourne Street; he does not believe the development will impact traffic on Cedar Hill Road.
- The applicant is willing to work with staff to address sidewalk concerns on Shelbourne Street and is willing to contribute to the cost of any improvements.
- 225 additional feet of sidewalk will be constructed on Cedar Hill Road.

- The pedestrian walkway is not raised; it will be identified by its material and striping.

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

- The applicant is required to adhere to the normal stormwater management standards outlined in Schedule H of the Engineering Specifications.
- There is currently no stormwater retention on this site; some on-site storage will be provided with this development that will ultimately improve the quality of water leaving the site.

MOTION:

MOVED by Councillor Cubberley and Seconded by Councillor Wade: “That it be recommended that Council approve and issue Amended Development Permit No. P/49/87 on Lot 1, Sections 56 and 57, Victoria District, Plan 26281 (3986 Shelbourne Street).”

Councillor Wade stated:

- There is a need to ensure that services are provided in a central location to minimize regional traffic.
- Attention should be given to ensuring the walkability and connectivity between the subject property and the site to the north as the access will be well utilized; the access should be wide enough to accommodate people carrying large packages.

Councillor Cubberley stated:

- The existing landscaping is in very poor condition; he is encouraged by what the applicant is proposing but would like to see more.
- He is concerned that the north/south pedestrian access will be at grade and not differentiate between the pedestrian and vehicle environments.
- He does not believe drivers will be respectful of pedestrian areas that are only indicated by striped paint.
- The wall should be opened up so that the property to the north is visible.
- There is an opportunity to create an entrance to the site at the northeast corner to welcome pedestrians to the shopping centre and break up the mass of the parking lot.
- The access/egress points are very hostile; the sidewalk should be continued across the driveways to make drivers aware of the pedestrian environment.
- He supports relocating the existing crosswalk although it appears more pedestrian analysis is required.
- Secure bicycle parking should be visible from the entrance to the store.
- The issue of pedestrian crossings on Cedar Hill Road needs to be addressed.

Councillor Pickup stated:

- She is pleased that the store size has been reduced to fit into the area.
- A lot of time was spent developing the Bowker Creek Watershed Management Plan; the planning report should have referred to the plan and included comments from Environmental Services staff.
- A more aggressive stormwater management plan should be required for this site.
- This development will attract people from other municipalities.

- She supports the issue of pedestrian crossings on Cedar Hill Road being investigated.

Councillor Wergeland stated:

- The applicant should be requested to consider providing raised crosswalks within the development as a traffic calming measure.
- Improvements can be made to ensure a safe pedestrian environment.
- Cedar Hill Road continues to get busier; pedestrian crossing signals should be investigated.
- He does not believe the addition of a Home Depot store will decrease the values of the surrounding homes.

Councillor Derman stated:

- This development will have a positive impact on the community.
- The building design is attractive and will improve the aesthetics of the shopping centre.
- He would like to see a higher standard of landscaping throughout the development.
- There is a potential for conflict with delivery trucks and pedestrians at the north end of the building; a better solution should be sought.
- He has reservations about the methodology used in determining traffic counts as Zeller's is not a regional destination.
- Attempts should be made to increase the water quality that will enter the Bowker Creek watershed.
- As part of the Regional Growth Strategy, there is a commitment to build mixed used developments with amenities and green space; this is proving difficult as most large properties are zoned for other uses.

Councillor Brownoff stated:

- It is important for Home Depot to show that they are committed to keeping most contractor accounts at the Langford location.
- She is disappointed that a pedestrian traffic study was not completed as the Healthy Saanich Advisory Committee is conducting a seniors project in the area and the information would have been very useful.
- She is pleased the applicant has agreed to work with staff to widen the sidewalk; consideration should be given to providing benches in this area as well.
- She supports the existing crosswalk being relocated to the signalled intersection as it will improve pedestrian safety.
- She would prefer raised sidewalks be constructed within the development.
- She is disappointed that the Bowker Creek Watershed Management Plan was not mentioned in the report but is glad to hear that some stormwater management initiatives will be undertaken.

Mayor Leonard stated:

- With the construction of Tuscany Village will come much competition for the local businesses; this may be an opportunity to revitalize the south end of the shopping centre to compete with new developments.
- The internal walkways and landscaping can be upgraded without a development permit; he is disappointed at the current state of the shopping centre.
- He believes the Canadian Tire store will be effected but will also benefit from the traffic brought in by Home Depot.

- He would encourage the owners of the adjacent site to the north to revitalize their shopping centre to remain competitive.

The Motion was then PUT and CARRIED

Adjournment

On a motion from Councillor Wade, the meeting adjourned at 10:08 p.m.

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CHAIR

I hereby certify these Minutes are accurate.

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MUNICIPAL CLERK