

MINUTES OF THE COUNCIL MEETING
HELD IN THE COUNCIL CHAMBERS
SAANICH MUNICIPAL HALL, 770 VERNON AVENUE
MONDAY, SEPTEMBER 14, 2009 AT 7:30 P.M.

Present: **Chair:** Mayor Leonard
Council: Councillors Brice, Brownoff, Derman, Gerrard, Hunter, Sanders and Wergeland.
Staff: Tim Wood, Administrator; Chris Nation, Municipal Solicitor; Russ Fuoco, Director of Planning; Colin Doyle, Director of Engineering; Donna Dupas, Deputy Manager of Legislative Services; and Maura Brothers, Senior Committee Clerk.

Minutes **ADOPTION OF MINUTES**

MOVED by Councillor Wergeland and Seconded by Councillor Hunter: "That the Minutes of the Council and Committee of the Whole Meetings held August 17, 2009 be adopted."

CARRIED

BYLAWS

ADM40
Bylaw 8991

COUNCIL PROCEDURE BYLAW – AMENDMENT TO SECTION 29 (ORDER OF BUSINESS AT REGULAR COUNCIL MEETINGS)

Final Reading of the "Council Procedure Bylaw, 2007, Amendment Bylaw, 2009, No. 8991". To amend Section 29 to include Awards Presentations and Reports from Members of Council as items of business at regular Council meetings.

MOVED by Councillor Derman and Seconded by Councillor Brice: "That Bylaw No. 8991 be adopted by Council and the Seal of the Corporation be attached thereto."

CARRIED

ADM40
Bylaw 9010

ZONING BYLAW AMENDMENT – P-1A (CHURCH) ZONE

First Reading of the "Zoning Bylaw, 2003, Amendment Bylaw, 2009, No. 9010". To include "school" as a permitted use in the P-1A zone for property at 5575 West Saanich Road.

MOVED by Councillor Derman and Seconded by Councillor Wergeland: "That Bylaw No. 9010 be introduced and read."

CARRIED

Carey Road
Bylaw 9003

4231 CAREY ROAD

First Reading of the "Zoning Bylaw, 2003, Amendment Bylaw, 2009, No. 9003". Rezoning from RS-6 to RD-1 for proposed duplex.

MOVED by Councillor Wergeland and Seconded by Councillor Brownoff: "That Bylaw No. 9003 be introduced and read."

CARRIED

ADM40
Bylaw 9007

ZONING BYLAW AMENDMENT – NEW ZONE C-2S (GENERAL COMMERCIAL SHELBOURNE)

First Reading of the "Zoning Bylaw, 2003, Amendment Bylaw, 2009, No. 9007". To create a new Zone C-2S (General Commercial Shelbourne).

MOVED by Councillor Derman and Seconded by Councillor Gerrard: "That Bylaw No. 9007 be introduced and read."

CARRIED

Shelbourne Street
Bylaw 9008

3959 SHELBOURNE STREET

First Reading of the "Zoning Bylaw, 2003, Amendment Bylaw, 2009, No. 9008". Rezoning from C-1 to C-2S for proposed four storey office/retail building with underground parking.

MOVED by Councillor Wergeland and Seconded by Councillor Brownoff: "That Bylaw No. 9008 be introduced and read."

CARRIED

RESOLUTIONS FOR ADOPTION

ADM115-CRD
Regional Housing
Trust Fund

CAPITAL REGIONAL DISTRICT REGIONAL HOUSING TRUST FUND SERVICE – PROPOSED INCLUSION OF THE TOWN OF SIDNEY AS A PARTICIPANT

Letter from the Capital Regional District dated August 28, 2009 requesting Council give consent to the CRD adopting Bylaw 3635, "Capital Regional District Regional Housing Trust Fund Service Establishment Bylaw No. 1, 2005, Amendment Bylaw No. 5, 2009".

MOVED by Councillor Gerrard and Seconded by Councillor Brownoff: "That Council give consent to the CRD adopting Bylaw 3635, 'Capital Regional District Regional Housing Trust Fund Service Establishment Bylaw No. 1, 2005, Amendment Bylaw No. 5, 2009'."

CARRIED

Adjournment

On a motion from Councillor Brownoff, the meeting adjourned at 7:31 p.m.

The meeting reconvened at 10:26 p.m.

In Camera Motion

MOVED by Councillor Brice and Seconded by Councillor Gerrard: "That the following meeting be closed to the public as the subject matter being discussed relates to the consideration of information received and held in confidence relating to negotiations between levels of government and a third party."

CARRIED

Adjournment

On a motion from Mayor Leonard, the meeting adjourned at 10:26 p.m.

.....
MAYOR

I hereby certify these Minutes are accurate.

.....
MUNICIPAL CLERK

-
- Major changes have been made to the proposal following staff and community input; however the height of the buildings, the inclusion of a market housing/office component in the development, and the amount of land on dedicated for park use remain public concerns.
 - Changes to the proposal include: substitution of 43% of the proposed office space for affordable senior and townhouse residential units; relocation of the supportive housing east along Carey Road; re-orientation of the buildings to Carey Road; re-configuration of the parkland to face south onto Cadillac Avenue and Homer Road; introduction of a view corridor through the development; and alteration of the site access.
 - The proposed Campus of Care development includes the following facilities for seniors: the seven storey Residential Care facility with 244 beds for the chronically ill; the six storey Independent Living facility with 112 units for users requiring food and support services; and the four storey, 53 unit, affordable rental housing development.
 - The Baptist Housing Ministries will develop and manage the senior affordable housing development which will have a combination of rent geared to income and low end of market rents; some units in the development will be purchased and subsidized by BC Housing.
 - An 8 storey building of 8,006 square meters (86,000 square feet) is proposed for residential or office use, with a neighbourhood coffee shop or retail use on the ground floor; this will add to the mix of uses in the overall development and generates revenue to offset the costs of the public amenities.
 - The proposed three storey, 36 unit, supportive housing facility would be built out of reconstructed modular homes donated by VANOC; funding is already in place for this phase of the project and construction is proposed to start in February 2010.
 - The new siding and roof on the reconstructed modular homes will give the supportive housing facility the appearance of an apartment building; proposed building features include a rain garden, raised garden beds, a green house, a small amount of vehicle parking, cycle parking and no balconies.
 - The Victoria Cool Aid Society will manage the supportive housing facility and provide 24 hour staff support for the tenants - older men and women who are homeless or at risk of homelessness; this would be one of the few supportive housing projects in the region.
 - The 3 storey affordable family townhomes would include 14 units, 4 with secondary suites; the Capital Region Housing Corporation would develop the townhomes for moderate/middle income households.
 - The Pat Bay and Trans Canada Highway provide a barrier to those families with small children in the neighbourhood surrounding the subject property from accessing the nearest play space; the park space proposed in the development would meet this need for a neighbourhood park.
 - Though there is not a large population in the immediate area, it has 17 parks, including half the elementary school sites; this is nearly double the adopted guidelines for neighbourhood parks, according to the Carey Local Area Plan.
 - The proposed park will be 5,426 square meters (1.3 acres), which

works out to 16% of the site and is equivalent in size to the play area in Rutledge Park.

- The proposed boulevard on Carey Road will include a 2.5 meter sidewalk, separated from the road by a 0.75 meter green strip; the boulevard trees will be red oaks or other species that last 100 years.
- The buildings have been designed to break up the shadowing produced by the proposed development, as is indicated in the shadow study.
- All vehicle access to the site will be from Carey Road and 85% of the site parking will be underground to maximize green space.
- The site is located near a major transportation hub at Uptown and the Galloping Goose, which will be advantageous for both staff and visitors.
- A new crosswalk and bus stops on Carey Road will be installed as part of the development.
- Not including Development Cost Charges, the infrastructure associated with the proposed development will cost approximately \$1.25 million, regardless of the market component.
- Council will have design control of the future facilities on the site through the development permit process.

In response to questions from Council, Mr. G. Symmons stated:

- There have been no further changes to the proposed development since the CRD presentation.
- The sidewalk in front of the development on Carey Road could accommodate mobility scooters and users could also access Uptown mall by the Galloping Goose; further connections to the Uptown mall are beyond the property boundaries.
- The 3 meter setback restrictions will prevent the underground parking structures from impacting the tree planting area and Transportation Demand Management may help reduce the amount of parking needed.
- It is difficult for a single application to take into account future density in the area.
- The supportive housing facility will be built to EnerGuide 18 standards; recycling of the modular homes used to build the facility is one of the main green features, but others include, onsite storm water retention, rain gardens and encouraging alternative transportation.
- The location of the facilities on site is in response to the input of Engineering and Planning staff and is meant to address traffic issues.
- Consideration could be given to providing gardening facilities for other buildings on the site, beyond the supportive housing.
- Secondary suites were only included in the four end units of the affordable housing townhomes to allow for separate accesses to the suites and the units.

Mr. R. Lapham, CRD, stated:

- The Campus of Care concept has been a long term goal of the CRHD; the land was acquired in 2002 for \$7.7 million with the intent

- of investing in regional health facility infrastructure.
- The supportive housing facility is much needed and is full funded for approximately \$7 million.
- The market component of the project is part of the efforts to manage the substantial costs associated with the land, underground parking, high quality design and preservation of green space.
- The CRD will lease the land for the supportive housing facility to the province, who will develop the project in conjunction with the Victoria Cool Aid Society.
- Much of the site will have lease tenures; however consideration could be given to partnership agreements with Baptist Ministries.

In response to questions from Council, Mr. R. Lapham stated:

- The CRD would be willing to provide the proposed green design guidelines for consideration at the Public Hearing.
- Capital Region Housing Corporation projects are managed on rent geared to income; 40% of units provided based on core income housing need, with the other units based on affordability, which results in a mix of tenants.

Mr. D. Krahn, Chief Property Development Officer for Baptist Housing Ministries, stated:

- Baptist Housing Ministries manages two senior care facilities in the region.
- Beyond replacing needed care beds, the project would provide homes for more independent seniors.
- The Campus of Care keeps couples with differing care requirements closer to each other and allows for independent seniors to remain within the same community when their needs for care increase.

Ms. K. Torney, Co-President, Mount View Colquitz Community Association, stated:

- The Mount View Colquitz Community Association supports the institutional uses proposed for subject property, but does not support rezoning public land for private use; furthermore, the Association requests that the park component of the proposal be expanded.
- Busy major roads make access to parks for residents difficult.
- Since 2005, there have been hundreds of new dwelling units approved for construction in the immediate area, as well as the nearby Gorge Tillicum and Royal Oak areas, with more development expected at Uptown; this increased density results in traffic noise and congestion, as well as a less walkable community.
- The subject property has served the community's need for recreation and green space; it makes more sense to preserve this existing space rather than attempt to recreate it later at a greater expense.
- The proposal will reduce the existing green space to 1/6th of the current size which will not meet the recreation needs of the community.
- In response to neighbourhood concerns regarding the proposed supportive housing facility, the Association encouraged the residents to take tours of a similar development, which alleviated many of their concerns.

- Though pleased with the proposal for the boulevard trees, wider sidewalks, and a new bus shelter, the Association is also concerned for the residents of the houses on Carey Road, as their views and winter sun will be blocked by the Residential Care building; the Garry Oaks on the subject property will also be damaged by the shading.
- The increase in traffic resulting from this development will worsen the existing congestion and air quality issues on Carey Road; the development should include initiatives to reduce vehicle use as a requirement for future construction and occupancy.
- Lower, sustainably-constructed buildings that echo local house designs could be an asset to the neighbourhood.
- The Association appreciates the consultation process and members had many discussions with the developer and the CRD; though some of the Association's suggestions were implemented, the main request for main park space has not been addressed.
- Council should reject the application.

Ms. A. Deryaw, 951 Lodge Avenue, spoke in opposition to the application and stated:

- Though some development on the subject property would be acceptable, at least half should be left as open space.
- She questions how the property was put up for sale in the first place and does not approve of public land being sold.
- There are traffic issues on Carey Road that need to be addressed.
- The height of buildings on in this area should be limited to four storeys as neighbouring properties are residential.
- The Uptown mall will provide sufficient commercial/office space.
- As a nature sanctuary, Swan Lake can not meet the public's need for recreation space.

Ms. P. Loy, 3821 Carey Road, stated:

- Traffic congestion on Carey Road is already problematic and makes egress from Huxley Street difficult; the roads are not handling the existing traffic well and Uptown mall will make the situation worse.
- She strongly opposes a 7 storey building; furthermore, she is concerned about the visitor parking and the location of garbage pickup for the proposed facilities.
- Her complaints to Saanich staff in regards to non-residents parking on Huxley Street have not been addressed.

Mr. A. Guest, 247 Cadillac Avenue, stated:

- Congestion on the Trans Canada Highway and Tillicum Road are exacerbating traffic issues on Carey Road, causing aggressive drives to dangerously speed along Cadillac Avenue.
- Parking should be residential only on the following: Cadillac Avenue, Seaton Street, Homer Road, Kamloops Avenue, Wascana Street and Crease Avenue.
- Installation of speed bumps in the 100 and 200 blocks of Cadillac Avenue, along with a roundabout to replace the stop signs at the Cadillac/Seaton intersection could help discourage aggressive drivers from using this street as a short cut.
- The surface of Cadillac Avenue is in poor shape.

Mr. J. Crean, Manager of Housing for Victoria Cool Aid Society, stated:

- The residents in the supportive housing facility will be 55 years and older; the facility will be modeled after FairWay Woods, a society project in Langford that is regarded federally as a best practice in senior housing and is well accepted by the local community.
- The intake process will be handled in partnership with the Vancouver Island Health Authority (VIHA) and BC Housing.
- Each resident will have an individual care plan to help maintain a home with one meal provided per day.

Ms. C. Pickup, 977 Lovat Avenue, stated:

- The subject property has changed hands between several government bodies over the years before it was finally sold to the CRD; the original Campus of Care facility proposal, which included a hospice, was rejected by VIHA due to a lack of provincial funding.
- She opposes the sale of public lands for private use; furthermore, the community does not have sufficient green or recreation space.

Mr. F. Nelson, 180 Homer Road stated:

- There are two walnut trees located on the subject property which should be retained and are not indicated on the site drawing.
- A circuit path around the site and a community garden might address some of the park space issues.
- The development may impact nearby commercial or office buildings.

Ms. C. Lee, 151 Homer Road, stated:

- At the public meeting when the property was originally sold to the CRD, she was told that the land would be kept for institutional use.
- She objects to any part of the subject property being sold off private use, especially residential.
- Owners may have purchased homes in the area due to the green space provided by the subject property.
- She supports allocating gardening space for all onsite tenants and the use of the greenest standards of building construction.
- Other care facilities do not require extensive visitor parking.
- Centre islands and left turn lanes with space for several vehicles should be installed to facilitate residential access to the streets off Carey Road; plantings could also be installed in these islands.

Ms. D. Larson, 110 Kamloops, stated:

- She is primarily concerned with the height of the proposed building on west of the site which will shade her property; however the insufficient size of the proposed park land and the impact of the proposed buildings on the existing Garry Oaks are also problematic.

Mr. D. Schroyen, 3815 Carey Road, stated:

- The subject property currently is used extensively by the neighbourhood for recreational purposes.
- The traffic issues mentioned by previous speakers are problematic.
- He opposes the height of the proposed buildings and feels the proposed park land is insufficient in size.

Mr. G. Roberts, 3813 Carey Road, stated:

- He agrees with the concerns voiced by the Mount View Colquitz Community Association, particularly in regards to traffic congestion, the height of the buildings and the lack of nearby park lands.

Mr. H. Charania, 757 Genevieve Road, stated:

- This application has regional significance.
- He supports the position of the Mount View Colquitz Community Association.
- The amount of land and cash contribution offered for park use is insufficient given the size of the development.

Ms. C. Grist, 141 Kamloops, stated:

- The lack of yards for the affordable townhouses will increase the need for park space.
- Uptown mall will also result in an increase in densification.

Mr. G. Bridges, Rowland Avenue, stated:

- His main concern is the height and density of the proposed development, especially in comparison to the four storey condominium buildings on Shelbourne Street and Quadra Street.

Ms. D. Suttill, 107 Cadillac Avenue, stated:

- The park space proposed in the development is only just adequate for the site tenants; it should be larger to support the neighbourhood's mixed recreation needs.

Mr. K. Whitcroft, 1044 Inverness Road, stated:

- The subject property is on the edge of the Uptown major centre; however, in the OCP, the tallest buildings are meant to be placed in the middle of major centres with a blending down in height.
- Increased traffic, loss of view and shading are leading to decreased liveability in Saanich.

Ms. C. Polutnik, 620 Huxley Street, stated:

- The nearest parks are no longer accessible for children by bicycle due to the highways and Glandford Avenue road conditions.

Mr. M. Brown, 941 Cloverdale Avenue, stated:

- The proposed park space is insufficient given that the site has been available to the public for a long time.
- Though he opposes the selling of public land for private use, he does recognize that there are many community benefits in the development.

Mr. B. Sutherland, 3020 Rowland Avenue, stated:

- There is a lack of park land available in the community for children.
- Traffic along Carey Road is becoming congested; consideration needs to be given to pull out space for buses.

Mr. B. Money 3676 Seaton Street, stated:

- His is concerned about the loss of green space, especially for young families, resulting from this development; the vehicle traffic on Carey Road competing with cyclists and mobility scooters is also problematic.

Mr. R. Wickson, 2836 Inez Drive, stated:

- Though he supports the proposed uses, he feels that there are better locations for this development than an empty field; the "V lot" between Burnside Road and Tillicum Road would be a better location.

Ms. I. Block, stated:

- The speakers in opposition to the development feel that their way of life is threatened.
- The market office/condominium space is inappropriate on this site; she opposes the sale of public land for private use.
- She supports the position of the Mount View Colquitz Community Association.

In response to questions from the public, Mr. G. Symmons stated:

- The walnut trees are located in the park land, which will be Saanich's responsibility.
- The proposed buildings will not impact the tree root zones of the Garry Oaks on site.
- Incorporating recharging stations for mobility scooters is a good detail for consideration.
- Security issues preclude inclusion of a perimeter trail around the site; however, there will be trails through the property and a significant sidewalk upgrade.
- Garbage will likely be picked up near the loading docks.
- The affordable townhouses do have yard space.
- Traffic is already problematic in the region and the development of Uptown mall will have an impact; however, the traffic study undertaken by Bunt and Associates indicates that the intersections will accommodate the traffic created by the proposed development.
- This site is a good candidate for Traffic Demand Management.
- The market component of the proposal has already been reduced; decreasing the height would either increase the building's footprint to the extent that the supportive housing element and the park land would need to be eliminated or the revenue capacity would be reduced.
- There is the option of long term leasing property for 99 years instead of selling public lands; however, the sale of public lands can produce needed public infrastructure.

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

- The results of the traffic studies undertaken by the applicant that have impacted the development proposal are reflected in the development servicing requirements.
- The Engineering Department is currently reviewing the traffic concerns of Cadillac Avenue.

Mayor Leonard stated:

- There is a substantial amount of public good accomplished in one location through this proposal including the care of seniors, family housing and support for the homeless; the opportunity to access federal funds is also advantageous.
- The current proposal, wherein the market component has been reduced and the park lands increased, is better than the previous proposal.

MOTION

MOVED by Mayor Leonard and Seconded by Councillor Brice: “That a Public Hearing be called to further consider the rezoning application for: 3806 and 3818 Carey Road; and 100 and 108 Cadillac Avenue.”

Councillor Brice stated:

- This project has had an extensive consultation process between the applicants and the public, as well as the applicants and staff.
- The tenants of the proposed development will also come from Saanich to address various health care issues.

Councillor Wergeland stated:

- Many decisions involve compromise between competing priorities; though he does not in general support the rezoning of public land for private use, the funding provided by the market component will allow this needed project to proceed and address affordable housing, senior care, and homelessness.
- Building heights are increasing in core areas to prevent urban sprawl.

Councillor Gerrard stated:

- The age of 55 plus for the supportive housing facility will be a good fit with the rest of the development; the proposed building design has a great appearance and is supported by the Advisory Design Panel.
- The height of the proposed building on Parcel 2 should be decreased without increasing the building’s footprint and consideration should be given to providing gardening space for more tenants; however, the park land offered by the applicant is adequate, especially as the whole site has a park-like setting.

Councillor Sanders stated:

- The Campus of Care is needed in this region, especially to prevent the separation of elder couples; the affordable townhouses, supportive housing and underground parking are supportable.
- She would like to see an increase in the park land, a reduction in the height of the building on Parcel 2, the inclusion of LEED’s or equivalent standards in a covenant, and consideration to the traffic issues.

Councillor Derman stated:

- Though the social value of the proposal is great and the Campus of Care concept is laudable; the site design is problematic, especially in regards to height of the proposed buildings and he would have

preferred the application being tabled for further revision.

- The proposed development should both maximize the social benefit to the region and transition into the existing community.

Councillor Hunter stated:

- The project is an excellent concept with difficulty interfacing to the community; an eight storey building is too large for the proposed market component – six would be preferable.
- It is regrettable that more park land could not be made available from the development.

Councillor Brownoff stated:

- The application has come a long way and has significant streetscape amenities; however, she is concerned about the height of the building on Parcel 2 and the size of the proposed park land in an area which will likely have increased density in the future.
- The seniors in Saanich need the services offered by the Campus of Care and the supportive housing is also beneficial.

Mayor Leonard clarified that: the motion forwarding the application to Public Hearing includes the recommendations of the report of the Director of Planning dated August 31, 2009 and the memorandum of the Director of Planning dated September 14, 2009; and that Council’s concerns regarding the height of the proposed building on Parcel 2 be addressed by the applicant at the Public Hearing.

The Motion was then PUT and CARRIED

Adjournment

On a motion from Mayor Leonard the meeting adjourned at 10:25 p.m.

.....
CHAIR

I hereby certify these Minutes are accurate

.....
MUNICIPAL CLERK