



WHITE ROAD COMMITTEE MEETING

Tuesday, May 9, 2017

12:00 pm, School Board Office, Board Room

Committee Members:

Jason Reid, Secretary Treasurer
Trustee Tim Dunford
Chuck Morris, Director of Facilities
Councillor Bob Thompson, District of C. Saanich

Keven Elder, Superintendent of Schools
Trustee Wayne Hunter
Trustee Nancy Borden

AGENDA

1. Welcome
2. Review meeting notes from April 11, 2017
3. Next Steps in Consultation



WHITE ROAD COMMITTEE MEETING

Tuesday, April 11, 2017

12:00 pm, School Board Office, Board Room

Committee Members:

Jason Reid, Secretary Treasurer
Trustee Tim Dunford
Chuck Morris, Director of Facilities

Keven Elder, Superintendent of Schools
Trustee Wayne Hunter
Trustee Nancy Borden (regrets)

District of Central Saanich Liaison:
Councillor Bob Thompson (regrets)

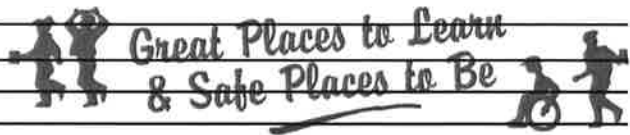
Meeting Notes

- The committee was notified that Trustee Elsie McMurphy has decided to recuse herself from the process after learning that a family member may potentially have an interest in the property. Chair Martin has appointed Trustee Wayne Hunter to the committee to replace Trustee McMurphy.
- The committee reviewed and discussed the feedback received from both the open house and through the community survey.
- There were comments from the community on the breadth of the consultation recommending we directly contact more local residents and the broader community through a variety of means.
- The committee reviewed the recommendations related to alternative use. The Board's strategic vision and mission mean that it is expected to use its resources in a way that benefits students most. Therefore, alternative use of the property needs to have a direct and tangible benefit for Saanich students and their families. Many of the recommendations related to alternative use would not directly benefit school communities.
- Committee members noted that recommendations related to outdoor learning could result in potential alignment with the curricular needs of students.
- ST Reid updated the committee on the question raised at the open house as to why the property had a residential zoning if it has only been used as a school site. Per discussion with Central Saanich, the site's use as a school site (until approximately 1910) predated the existence of zoning. The property would have been zoned for the first time later in the 1900's as residential to be consistent with surrounding properties. The present residential zoning means use of the property for school purposes is restricted. For example, we would not be permitted to use the site for a school or other purposes that would have a significant impact on traffic, parking, etc.
- The committee agreed that a logical next step is to consider how to increase engagement with our school communities to inform how the students of Saanich would be best served.
- It was agreed that the Secretary Treasurer would engage our consultant to:
 - confirm we have followed expected practice in terms of communications and notice regarding the consultation;

- consider how to broaden the consultation to more fully engage identified stakeholders, in particular, our school communities who were under-represented at the open house and in the consultation survey; and
 - consider the use of earned media to increase community engagement in the consultation.
- Next Meeting: 12:00pm – May 9, 2017

Saanich Schools

BRIEFING NOTE



To: White Road Committee

Prepared By: Jason Reid
Secretary Treasurer

Subject: White Road Consultation

Date: May 7, 2017

The purpose of this briefing note is to provide an update on matters related to the consultation and to present a recommendation for next steps.

In the community survey one of the respondents noted there is a derelict car on the property and that it is a potential safety issue. We have located the car and are making plans to remove it.

A few weeks ago a community member enquired about a discrepancy in the size of the property. Historical documents refer to the site as being 2 acres; however, it is now 1.7 acres. Our files confirm that transfer of the property to the School Board in the 1960's from the District of Central Saanich was conditional on a 33 foot strip of the property being retained for roadway.

The question of how and when the zoning of the property became residential was raised at the open house. Discussion with the municipality confirmed that use of the property as a school site predated the existence of zoning and that the property was initially zoned agricultural and then residential in the mid-1900's. Staff at Central Saanich provided a zoning report that was prepared in 2006 for the neighbouring property (attached). Note that the triangle zone referenced in the report (pages 2 to 4) includes both the neighbouring property and the White Road property.

Next Steps in Consultation

Following our April 11th committee meeting, I discussed with our advisor how to broaden the consultation to include all stakeholders and, in particular, our school communities who have not been well represented to date. The following is a summary of potential next steps for consideration:

- Workshop by invitation focused on engagement with school communities. One possibility would be a management team working session where we ask administrators to follow-up with their PACs on the questions regarding alternative use and potential projects that would result in both tangible benefit to students and respect the wishes of the donor. Community consultation to date has yielded a number of recommendations related to outdoor learning and agriculture and how this focus would link to the history of the site and the donor's family.

- There would be benefit to an earned media article on the history of the site and the dilemma facing the board. This should be timed as engagement extends to parents and before the committee is to develop recommendations for the Board. This will be important to having demonstrated that the committee consulted more broadly with the community seeking partners and ideas regarding alternative use.
- It is better to over communicate when there is active community interest. Publically advertise final public meeting using earned media and advertising. Expand notification area for mail notices.
- Car on site – post a notice on the website that the car will be removed.
- Timing – given the impact of the teacher contract language restoration (including on the budget process) on the capacity and focus of our administrators and school communities, it may be wise to extend the process and postpone the next stage of the consultation to the fall.
- It is also possible that the impact of the contract language restoration on our space requirements could change our view regarding potential alternative use of the property.
- This would also demonstrate to the community that we are willing to take the time necessary to perform a proper consultation.
- If the timeframe were to be extended, a letter should be sent to the community to communicate:
 - thanks for participation in the process,
 - to acknowledge that we have considered community feedback (reference to outdoor learning / agriculture),
 - we intend to pursue this question in more depth with our school communities, as alternative use of the site has to provide tangible value to Saanich Students,
 - proper consultation will require that we extend the timeframe (new dates communicated), given the impact of the restoration of teacher contract language.
- The current consultation timeline is attached as Appendix 2 for reference.

Respectfully submitted,



Jason Reid
Secretary-Treasurer

Attachments: 7410 Veyaness Staff Report Zoning History
Current Consultation Timeline



The Corporation of the District of Central Saanich

MEMORANDUM

To: Gary C. Nason, Administrator
(for Planning and Development Committee)

From: Hope V. Burns, Director of Planning and Building Services

Date: February 13, 2006

Re: **Rezoning for 7410 Veyaness, Matt Gruber, Applicant**

RECOMMENDATION:

It is recommended that direction be given by Council on whether the revised development proposal for 7410 Veyaness Road for seven single family homes, four with secondary suites, is to proceed to bylaw readings and referral to a Public Hearing.

Background:

There have been several iterations for the proposed development of the parcel located at 7410 Veyaness Road, presently zoned RE-2 and designated as Residential Settlement Area in the OCP. The Planning and Development Committee last considered the proposal at the December 12th, 2005 meeting.

On December 19, 2005 Council passed the following motions:

- *That Council request Staff to prepare a report on the history of OCP changes and development proposals for 7410 Veyaness Road, and report back to a future Planning and Development Committee Meeting, with the neighbourhood in the vicinity of the subject site to be notified of the Committee meeting when the report is to be presented.*
- *That further consideration of the following motion be postponed pending the conclusion of the process referenced in the preceding motion:*

"That Staff be requested to proceed with preparation of the necessary Land Use Bylaw Amendment bylaw for the proposed rezoning of the property located at 7410 Veyaness Road, on the basis of the revised concept as currently presented and as detailed in the Staff Memorandum dated December 6, 2005, however with all seven proposed single family residential dwellings to include the provision for lawful secondary suites".

- *That appropriate representation from the Municipal Council and Staff meet with neighbours located in the vicinity of the Veyaness Road / East Saanich Road area to review residents' concerns and discuss possible solutions regarding excessive driving speed and pedestrian/cyclist safety on Veyaness Road.*

Council further directed Staff to review the potential traffic-calming measures (both those proposed in the applicant's traffic study and other measures suggested by Staff) and report back. Staff were directed to include this review for consideration by the Planning and Development Committee along with comment from the neighbours.

As requested by Council, the following is a timeline showing zoning and land use designations as they have changed over time for the property at 7410 Veyaness Road, along with a summary of the most recent development applications for this property.

Zoning History:

1959 (Bylaw #104)

- Zoning Map shows property (and entire neighbourhood) as agricultural.



1967 (Bylaw #258)

- Zoning Map shows property (and neighbourhood, including agricultural land west to Tomlinson) as Residential 'A'



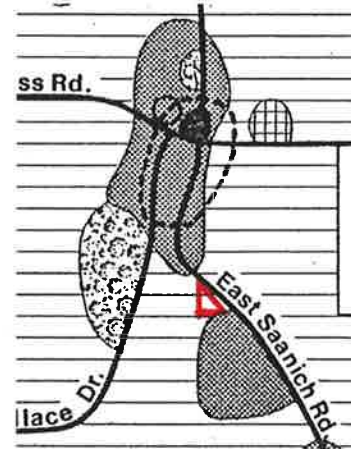
1976 (Bylaw 465)

- Zoning Map shows property as RE-2; properties across Veyaness now R-1 and lands to west zoned A-2



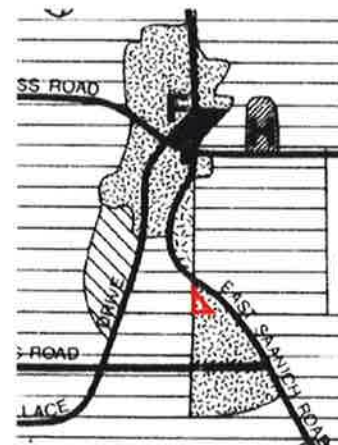
1979 OCP:

- Land Use Map shows the property as agricultural, with areas of serviced residential to north and south



1985 OCP:

- Land Use Map shows the property as serviced residential



1990 OCP:

- Land Use Map shows the property as residential



1999 OCP:

- Land Use Map shows the property in the residential settlement area



1999 (Bylaw #1309)

- Zoning Map shows property as RE-2



Development Proposals:

1. Clive; June, 1990 (REZ-6-90):
 - subdivision creating 3 lots (re-zone from RE-2 to R-1) **(withdrawn)**
2. Clive (Gruber); Dec., 2000 (3360-20-3/00):
 - subdivision creating 5 lots (re-zone from RE-2 to R-1) **(rejected)**
 - Council resolution rejecting the rezoning also encouraged the Applicant *"to undertake a site analysis to determine if a clustered housing concept or alternative housing project form may be more appropriate to address the District's Housing Needs Assessment"*.
3. Gruber; Feb., 2001:
 - preliminary proposal; multi-family (up to 20 units) **(did not proceed)**
 - another preliminary scheme was presented by M'Akola Housing Society for 16 to 20 units **(did not proceed)**
4. Gruber; Sept., 2003 (3360-20-13/03):
 - 9 detached units, each with suite (18 dwelling units)
 - Council resolution of October 6, 2003 *"specifically note its significant concerns particularly in regards to how this application fails to address the District's Housing Needs Assessment, issues of affordability, the Residential Growth Management and Housing Policies contained in the Official Community Plan, and the lack of a sufficient trade-off to fill a community need, and the Applicant be requested to take these concerns into consideration in further refinement of the application."* The resolution also recommended that a Public Information Meeting be held on the application.
 - First public information meeting held Dec. 9, 2003.
 - Second public information meeting held Feb. 19, 2004
5. Gruber; April, 2004 (revised application):
 - 8 units; 6 detached w/suites + 1 duplex (14 d.u.)
 - Zoning considered; either R1-A for the six detached and R-2 for the duplex, or RM-1
 - Traffic Study submitted August, 2004
 - Council resolutions September 20, 2004 include:
 - *Request Applicant to clarify intention to participate in Victoria Car Share Co-op*
 - *Direct Staff to draft rezoning bylaw to accommodate proposal on basis of RM-1 Residential Attached zoning category*
 - *Request Applicant to work with Staff, and provide more detailed design plans – particularly building exteriors and floor plans of suites*
 - *Request Applicant to include an appropriate play area in design*
 - *Request Applicant to provide appropriate sidewalk and road frontage amenities similar with those on other portions of Veyaness in the vicinity, including those suggested by the APC*

- *In addition to registration of covenants guaranteeing protection of vegetation (trees and understory) and providing new owners with an awareness of agricultural operations on adjacent lands, Applicant to provide covenant to ensure that either main dwelling or secondary suite be owner-occupied.*
- March 7, 2005 Council resolution:
 - *Staff directed to draft Bylaw amendment for rezoning to RM-1*
 - *Applicant required to submit a detailed landscape plan*
 - *Applicant required to submit an exterior materials board*
 - *Applicant requested to include fruit trees in planting plan*
 - *Propose consideration of variances for sidewalk and lighting engineering requirements, rear yard setback, location of secondary parking spaces*
 - *Applicant requested to consider more permeable paving*
 - *Applicant further requested to provide details of participation in car share co-op*
- 6. Gruber; April, April, 2005 (3090-20-4/05):
 - DVP application for setbacks, sidewalk engineering (for RM-1)
 - Public Hearing May 11, 2005
 - Council considered third reading of Bylaw 1521 May 16, 2005 and resolved:
 - *Application sent back to Applicant with request to consider input from public hearing and consider further consultation with neighbourhood, Staff and Council*
 - *Council consider hosting an Open House to discuss with neighbourhood general issues regarding the OCP, this parcel and the adjacent School District parcel*
 - *The neighbourhood concerns raised in the public meeting over traffic safety along Veyaness be referred to the Police, and that the recommendations in the traffic study be referred to Municipal Staff for further consideration*
- 7. Gruber; November, 2005:
 - 7 detached units; 4 w/suites + 3 w/o suites (11 d.u.)
 - Revised proposal submitted: duplex removed, decreasing total number of dwelling units
 - Council resolution December 19, 2005:
 - *Request Staff to prepare this summary of the history of the development proposals for 7410 Veyaness Road, and to notify the neighbourhood of the meeting when the report will be presented*
 - *That appropriate representation from the Municipal Council and Staff meet with neighbours located in the vicinity of the Veyaness Road / East Saanich Road area to review residents' concerns and discuss possible solutions regarding excessive driving speed and pedestrian/cyclist safety on Veyaness Road.*

- And postpone consideration of the following motion:
"That Staff be requested to proceed with preparation of the necessary Land Use Bylaw Amendment bylaw for the proposed rezoning of the property located at 7410 Veyaness Road, on the basis of the revised concept as currently presented and as detailed in the Staff Memorandum dated December 6, 2005, however with all seven proposed single family residential dwellings to include the provision for lawful secondary suites".

The Proposal

Before it was reviewed by Council in December, 2005 the architect had revised the proposal by decreasing the total number of proposed dwelling units. There are presently three single-family houses proposed along the Veyaness Road frontage and four single family residential dwellings, each designed with a secondary suite, for a total of eleven units.

Although the site layout was redesigned, the house designs have not been changed from the previous version (Appendix "B" – revised plans). Therefore, if the existing house design is retained, it would be possible for the three houses fronting onto Veyaness to accommodate suites in the future. However, as presented, the developer was indicating seven single-family houses, still clustered on the southern portion of the site, only four with suites. The motion deferred by Council on December 19th referred to a condition of approval that would see all seven houses being allowed to have lawful secondary suites.

At the last APC meeting, the architect also presented the concept of revising the road configuration at the intersection of Veyaness and East Saanich Roads to address some of the neighbourhood concerns over the speed of traffic along Veyaness. This was to follow the recommendations of the original traffic study commissioned by the applicants that proposed a 90 degree intersection, instead of the existing straight road alignment situation. The applicant wished to present this concept to Council in lieu of building a sidewalk to full municipal standards along the road frontage of the subject property.

Site and Surrounding Area

The triangular shaped property is presently zoned Rural Estate (RE-2) which has a minimum lot size of .8 ha. (2 acres). The site, located at 7410 Veyaness Road, is approximately .6 ha. (1.44 acres) in size (Appendix "A"). The property is occupied by an older single-family home. With the exception of the house site and driveway, the majority of the site is forested.

To the south is a property similarly zoned RE-2 owned by the School District and undeveloped. Land to the west is zoned A-2 and is located in the ALR. Across Veyaness Road is a single-family residential development of 22 lots, zoned R-1, located between East Saanich Road and Veyaness Road.

Discussion

District Staff met to discuss the traffic calming options for this section of Veyaness, including the measures discussed in the traffic impact study completed by Bunt & Associates Engineering Ltd. in August 2004. Staff comments are as follows:

Fire Department:

- The Fire Department does not support any traffic calming measures on Veyaness near East Saanich Road. Veyaness is the major response route for fire and emergency calls in the Keating industrial area, and traffic calming measures on Veyaness would adversely affect response times.
- The Fire Department notes that the idea of relocating the Veyaness / East Saanich intersection to the area across from 7330 Veyaness Road would likely be acceptable in the context of emergency access (see Appendix D). This idea would not likely improve response times but would see fire apparatus travel a route that may be safer up onto Veyaness. In this scenario, Veyaness north of White Road would become a cul-de-sac.

Engineering:

- The Engineering Department also has concerns about changes to the East Saanich / Veyaness intersection with regard to commercial truck traffic using Veyaness to access the Keating industrial area.
- The conceptual plan of connecting Veyaness to East Saanich in the area of 7330 Veyaness Road (see Appendix D) has merit, but this must be reviewed in greater detail before any serious consideration can be given to the idea.
- The 2006 Supplementary Budget had funding allocated for the preparation of a truck route Bylaw. This proposed bylaw will address the use of Veyaness and East Saanich by commercial truck traffic.
- As mentioned previously, it needs to be clarified as to who will be financially responsible for the proposed improvements on Veyaness Road as recommended by the Traffic Consultants.

Planning:

- The subject property is within the designated residential settlement area, and therefore, rezoning to accommodate higher density residential development than rural, is generally in compliance with the policies of the OCP and local area plan. The current version of the development proposal could be accommodated by rezoning the property to a single-family zone that permits suites (e.g. R-1A). While this does not provide as much housing as might be possible on the site if a multi-family zoning were applied, it does match the pattern of the surrounding neighbourhood. Provision for lawful secondary suites will likely result in the creation of additional housing. Requiring that all seven units be constructed with

secondary suites would go further to provide a supply of units of a type consistent with the recommendations of the *Housing Needs Assessment*. If the proposed secondary suites bylaw is adopted prior to the property being rezoned, the rezoning could be to R-1 and achieve the same result.

- Mr. Archer, of Bunt & Associates Engineering Ltd., anticipates that the proposed development will add approximately 100 vehicles per day coming and going, in addition to the existing daily estimate of 3,000 vehicles on Veyaness Road. The traffic analysis prepared in August, 2004, outlined the recommended methods for improving traffic safety in this area. Given the concerns of the Fire and Engineering Departments, any re-configuration of the Veyaness / East Saanich intersection would need to be undertaken in conjunction with the creation of an alternate route provided for truck and emergency access to the Keating industrial area. While this concept may have merit, it should be considered outside of the scope of this development and rezoning application. The applicant's proposal to complete the road intersection work in lieu of providing sidewalks that meet the municipal standard should be set aside for now.
- Planning staff agree that a pathway configured to retain the trees on site is preferable to an attached sidewalk along Veyaness. A detached pathway could retain the existing trees while improving the pedestrian safety in the area, where there is currently no pedestrian walkway. Such a pathway would ideally extend from the entrance to 7486 East Saanich Road along Veyaness to the corner of White Road.
- The municipal Land Use Bylaw #1309 allows the Municipal Engineer to accept a fee in lieu of constructing improvements to be used on an area-wide basis. Council may wish to consider accepting a partial fee in lieu of designing and constructing full curb, gutter and sidewalk improvements along Veyaness. The fees could be used at a later date when an overall plan to address traffic on Veyaness and East Saanich is undertaken.
- In addition to the pathway or sidewalk along Veyaness, Staff recommend that a pathway could be constructed within a fenced public easement be required along the west side of the property. A 3m easement would not affect the required building setbacks from the property line. This easement would facilitate a connection from East Saanich Road to the north end of Seabrook Road, providing an extension of the Seabrook / Oldfield trail identified in the OCP. A pedestrian trail along the ALR boundary could provide an alternate pedestrian route that is away from traffic while also helping to buffer residential uses from agricultural operations. The trail would be located outside of the ALR, as is consistent with guidelines prepared by the Ministry of Agriculture. To complete the trail connection south to Seabrook, Council might inquire whether School District #63 (the neighbouring property owner) would consent to a similar easement or an agreement to allow construction of a trail across the western edge of their property.

- Michael Bocking, landscape architect, has provided a landscape plan (included in Appendix "B") for the proposed development, which utilizes a mixture of native and ornamental plants. The landscape architect has indicated the use of grass-pave and porous asphalt to minimize run-off, as well as details of the play area and outdoor amenity area. Staff have concerns over the viability of retaining the protected trees shown on the landscape plan. Paving is shown approximately 0.8m away on three quarters of the root zone of a mature arbutus tree. Prior to accepting a covenant assuring that development will adhere to the plan, Council should require an arborist's report that specifically addresses the viability of the protected trees (arbutus, garry oak), the details of protective measures that will be taken during construction, and the replacement value of the trees for the purpose of bonding.
- It is also recommended that a restrictive covenant be registered on title to ensure that the development of the clustered units is constructed as approved, that installation of the new landscaping and amenity spaces is in compliance with the landscape plans, including the play equipment and to protect existing vegetation (trees and under-storey), and to provide new owners with an awareness of agricultural operations on adjacent lands. The applicant has indicated that the development will participate in a car share programme.

Implementation

The revised proposal could be accommodated by applying R-1A zoning to the site. If Council wishes to limit the number of units that will be permitted to have secondary suites, this can be achieved by a restrictive covenant registered on title at the time of the subdivision of the property. If Council concurs with the application proceeding, staff would strongly recommend that a restrictive covenant also be registered on title to ensure that construction is in compliance with the approved plans.

A number of variances will be required for the proposed development to move forward as designed, mostly to do with the access and configuration of the parking. This is largely a result of the units being clustered, and alternate sidewalk improvements being proposed that would retain the mature trees on site. To some extent the need for the variances arises from the Land Use Bylaw anticipating a pattern of rectangular lots with regular street frontage (see Appendix "E"). If Council chooses to move forward with the rezoning, it could be held at third reading while the applicant prepares a development variance permit application to be considered concurrently.

Memo to: Gary C. Nason, Administrator
(for Planning and Development Committee)
Subject: 7410 Veyaness Road

February 13, 2006

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Conclusion

Staff have now provided the background information previously requested in the motion of December 19, 2005 and look to Council for further direction on meeting with neighbours in the vicinity to review residents' concerns about excessive driving speed and pedestrian / cyclist safety. In any event, Council would need to have a revised bylaw prepared and to hold a second Public Hearing as new information has been submitted and the neighbours need an opportunity to provide comments to Council on the revised project.

RECOMMENDATION:

It is recommended that direction be given by Council on whether the revised development proposal for 7410 Veyaness Road for seven single family homes, four with secondary suites, is to proceed to bylaw readings and referral to a Public Hearing.

Respectfully submitted,

Endorsed by,

Bruce Greig
Planner

Hope V. Burns, mcip
Director of Planning and Building Services

Attachments:

- Appendix "A" – Site Context Plan
- Appendix "B" – revised plans received November 4, 2005
- Appendix "C" – excerpt of traffic calming measures in report by Bunt & Associates Engineering
- Appendix "D" – conceptual East Saanich / Veyaness alternate connection
- Appendix "E" – zoning analysis for proposed R-1A zoning
- Appendix "F" - staff report of December 6, 2005

Appendix 2: Current Consultation Timeline

Consultation Process and Timeline	
Date	Event or Activity
February 7, 2017 (from 12pm to 1pm)	White Road ("WR") Committee meeting to review and approve the consultation plan including identification of preliminary set of planning principles/values, and the draft communications to neighbours and stakeholders.
February 8 to 14, 2017	<p>Letter sent to neighbouring properties and stakeholders to explain the process and invite attendance at the open house and participation in survey (see appendix 6).</p> <p>The approved consultation plan will be posted to a consultation webpage on the district website (this webpage will be populated through-out the process).</p> <p>Notification of the consultation process will also be provided with on-site signage.</p>
February 8, 2017 to March 15, 2017	WR Committee members contact stakeholders as appropriate and encourage participation in the consultation process.
March 7, 2017 (from 12pm to 1pm)	WR Committee meeting to review open house agenda, format and presentation.
March 16, 2017 (from 7pm to 9pm)	Open House Meeting at the Saanich Schools Education Centre located behind Keating Elementary School (6843 Central Saanich Rd. Saanichton, BC).
March 17, 2017	Link to community survey is distributed as well as the email address for the White Road consultation inbox (see appendix 7).
March 31, 2017	Survey closes and staff prepare summary of community feedback received.
April 11, 2017 (from 12pm to 1pm)	WR Committee meets to review feedback received from Open House and Community Survey, and staff work to prepare preliminary identification of options with reference to long term facilities plan and established principles and values.
May 9, 2017 (from 12pm to 1pm)	WR Committee reviews staff analysis of options and recommended option against established principles and values and community feedback.
June 6, 2017 (from 12pm to 1pm)	WR committee reviews draft report to be presented at final public consultation meeting.
June 21, 2017 (from 7pm to 9pm)	<p>Final public consultation meeting at the Saanich Schools Education Centre located behind Keating Elementary School (6843 Central Saanich Rd. Saanichton, BC).</p> <p>The committee will present the draft report and seek feedback on options considered and the recommended option.</p>

July 5, 2017	The White Road consultation email inbox is closed.
September, 2017	WR Committee review and approval of Final Report reflecting input from public meeting.
October, 2017	The Final Report is presented to the Finance, Facilities and Technology Committee for review and recommendation of approval to the Board of Education
October, 2017	The Final Report is presented to the Board of Education for review and approval.