



**The Corporation of the District of Saanich**

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File: 3800 Finnerty Road

September 6, 2012

**NOTICE OF DEVELOPMENT VARIANCE PERMIT APPLICATION**

NOTICE IS HEREBY GIVEN that a Committee of the Whole meeting will be held in the Saanich Municipal Hall Council Chambers, 770 Vernon Avenue, on **MONDAY, SEPTEMBER 17, 2012** at 7:30 p.m. to allow all persons who believe their interest in property is affected by the following proposed development variance permit application an opportunity to be heard or to present written submissions on matters contained in the application.

Correspondence may be submitted for inclusion in the meeting agenda via mail to the address noted above, or by email to [clerksec@saanich.ca](mailto:clerksec@saanich.ca) and should be received no later than 4:00 p.m. on the day of the meeting. All correspondence submitted to the District of Saanich in response to this Notice will form part of the public record and will be published in a meeting agenda.

**DEVELOPMENT VARIANCE PERMIT – DVP00282  
3800 FINNERTY ROAD**

- (a) This Development Variance Permit applies to the lands known as Lot 1, Sections 31, 44, 45 and 71, and 72, Victoria District, Plan VIP57957.
- (b) The objective of the Development Variance Permit is to vary the provisions of Section 1015.2(b) of the Zoning Bylaw 2003, by permitting the Centre for Athletics, Recreation, and Special Abilities and attached parkade to be constructed with a maximum height of 27.2m (maximum 10m permitted). The proposed parkade height is 10m, climbing tower is 27.2m, field house is 19.3m, and performance gym is 18.7m.
- (c) If approved, Development Variance Permit DVP00282 will vary the provisions of Table 7.1[2.7](e) of the Zoning Bylaw 2003, by permitting the Centre for Athletics, Recreation, and Special Abilities and attached parkade to be constructed with 332 parking spaces (256 space variance), where 588 spaces would be required (354 new and 234 replacement) as show on the plans prepared by Cannon Design which are attached to and form part of the permit.
- (d) The application includes a request to remove S Hut from the Community Heritage Register.

A copy of the report of the Director of Planning dated August 13, 2012 is available on the Saanich website at:

**<http://www.saanich.ca/business/development/gordonhead.html>**

A copy of the permit may be inspected and further information may be obtained from the Legislative Services Division, Saanich Municipal Hall, 770 Vernon Avenue, between the hours of 8:30 a.m. and 4:30 p.m., on September 6, 2012 to September 17, 2012, excluding weekends and statutory holidays.

cc: Mayor and Council  
Paul Murray, Administrator  
Sharon Hvozdzanski, Director of Planning  
Colin Doyle, Director of Engineering

**DISTRICT OF SAANICH**  
**SUPPLEMENTAL REPORT #2**

**Report To:** MAYOR AND COUNCIL  
**Date:** AUGUST 13, 2012  
**From:** SHARON HVOZDANSKI, DIRECTOR OF PLANNING  
**Subject:** DEVELOPMENT VARIANCE PERMIT APPLICATION  
CENTRE FOR ATHLETICS, RECREATION AND SPECIAL ABILITIES  
FILE: DVP00282 • 3800 FINNERTY ROAD

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**Background**

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At the August 8, 2011 Committee of the Whole meeting, Council considered a Development Variance Permit Application to vary the height and parking requirements for the new Centre for Athletics, Recreation, and Special Abilities (CARSA) complex with an attached parkade at the University of Victoria. An amendment to the Community Heritage Register to permit deconstruction of S Hut was also considered. Council resolved as follows:

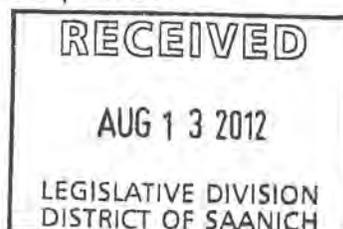
“That further consideration of Development Variance Permit DVP00282 be postponed to allow the application to be referred back to the University of Victoria to address the comments and concerns raised at the August 8, 2011 Committee of the Whole meeting.”

Key comments and concerns raised at the Committee of the Whole meeting related to: the need for additional community consultation; measures to address the appearance and/or the location of the parking structure; traffic considerations; and the University’s plan to recognize the campus’ military history.

In response to Council’s concerns, the applicant undertook additional community consultation. As a result of the consultation process, changes were proposed to the parkade façade and landscaping and improved commitments were made respecting heritage preservation on campus. The proposed changes and additional information were considered by Council at the October 4, 2011 Committee of the Whole meeting. Council resolved as follows:

“That consideration of the application be postponed to allow the applicant to conduct further public consultation and consider possible modifications to the design of the project.”

Key comments and concerns raised at the Committee of the Whole related to: the adequacy and effectiveness of the consultation process undertaken by UVic; and the height and massing of the parkade.



on both sides of the roadway. The revised design also recognizes the strong community support for the use of vines to soften and provide visual interest to the appearance of the walls of the parking structure.

The total number of parking spaces with the revised parkade design is 332 (includes six surface parking spaces), down 177 spaces from the previous proposal. As a result, the requested parking variance for the CARSA project has increased from 79 spaces to 256 spaces.

The tallest building components of the proposed CARSA development remain the same: the climbing tower at 27.2 m; the field house at 19.3 m; and the performance gym at 18.7 m. Accordingly, a height variance of 17.2 m is still required in order for UVic to proceed forward with the project.

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## Discussion

### Community Consultation

In November 2011, the University retained a planning and community engagement consulting firm, HB Lanarc-Golder, to examine concerns that had arisen with regard to previous consultation efforts. Various community stakeholders were interviewed by the firm and a number of process issues and concerns about the project were identified, along with several content issues. Process issues focused on the approach taken with previous consultation, while content issues referenced public support for the athletics facilities but highlighted the size, location, design, and visual impact of the parkade structure as the main areas of concern.

In March 2012, the University of Victoria held three Open Houses that were attended (229 participants) by community members and other stakeholders. These Open Houses provided the community with project specific information and an opportunity to provide feedback regarding the CARSA project and in particular, the parkade. At each event UVic project employees and subject experts were available to answer questions and walk people through five design options:

- Option A - reduce height by two levels;
- Option B - reduce height and bury two levels;
- Option C - relocate the parkade to Lot 2;
- Option D - split the parkade between Lots 2 and 3; and
- Option E - split the parkade between Lots 4 and 3.

The findings from the Open Houses were compiled by the consultant. Option B received the greatest support overall and across all neighbourhoods. Option A received the second greatest level of support, followed by Options D, E, and C respectively.

Based on the feedback from the first set of Open Houses, UVic developed a revised parkade design to best meet the diverse needs of all stakeholders. UVic presented the revised design at a second set of Open Houses held between April 28 to May 2, 2012, in three different neighbourhoods and on the UVic campus. Project employees and subject experts were again on hand to answer questions and walk people through the material, including three options for the parkade's exterior cladding:

- Option 1 - Precast concrete with vine cover and precast concrete relief wall art at the west end of the structure;

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## Revised Proposal

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Since October 2011, the university has undertaken further project reviews and community consultations to respond to the various comments on the design of the project and the processes previously utilized to engage the public on the proposed development. In conjunction with a renewed community consultation process over the December 2011 to May 2012 period, a revised parkade design was developed. Changes are proposed to the size and height of the parking structure, along with a reduction in the number of parking spaces it would provide.



**Figure 1: Proposed Parkade**

Performance Gym 18.7m	Climbing Tower 27.2m	Parkade 10.0m	Field House 19.3m
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**Figure 2: McKenzie Avenue Elevation**

The revised proposal provides for four levels of parking above ground and one level underground. The height would be 10 m, consistent with the height limit for the University's P-1U Zoning. At approximately half the height of the original seven level structure, it would be significantly lower than the 18.7 m performance gymnasium. The visual impact would be minimized with the lower height and the existing tree buffer between the proposed development site and McKenzie Avenue. In addition, the University has committed to plant additional trees

Option 2 - Metal panel and glass design, matching CARSA applied over open parkade precast concrete base façade; and

Option 3 - Aluminum fins of colour to match CARSA applied over open parkade façade. Similar to Option 2, sight lines would be partially obscured in and out of the parkade with the vine cover.

Feedback from these Open Houses indicated general satisfaction with the revised parkade design and the process, although concerns were expressed with the reduced number of parking spaces. Of the exterior treatment options, Option 1 was most supported followed by Options 2 and 3 respectively.

In addition to the consultation directed to the public at large, the UVic – Community Association Liaison Committee played a key role in assisting the University in effectively engaging with the public on the project. Liaison Committee meetings were held in December, January, March, and April. UVic has stated that indications from resident associations in proximity of the campus also suggest that support for the revised parkade design and the CARSA project will be available as the university proceeds to its next steps in obtaining municipal approvals for the Development Variance Permit application.

### **Mobility**

In 2012, Saanich Engineering will be redeveloping McKenzie Avenue from McGill Road to Haro Road to improve mobility for all road users. The upgrades will include sidewalks, crosswalks, bike lanes, left turn lanes, stormwater management medians, and a traffic roundabout at the McKenzie Avenue/Finnerty Road intersection.

In 2011, Boulevard Transportation Group prepared a Transportation Assessment study to inform the road upgrade and CARSA projects. The study was jointly funded by Saanich and UVic. Public consultation about the roadway project was undertaken by Saanich Engineering in April, 2011. The study indicated that CARSA traffic can be accommodated with the proposed road improvements. The upgrades will provide in the range of 20,000 vehicles per day capacity compared to 13,500 vehicles per day expected volume. The projected vehicle movements associated with the revised parkade design for CARSA can be accommodated with the planned upgrades to McKenzie Avenue, with minimal impacts. UVic is continuing to work with Saanich Engineering staff to finalize the detailed design for McKenzie Avenue adjacent to the proposed parkade.

Increased attention, as part of the CARSA project, has been given to the role that cycling and transit play as modes of travel to/from campus. An entrance for cyclists to access the Gabriola Road side of the parkade has been added to facilitate access to the secure indoor bicycle parking area within the facility. Additional bike parking is also proposed adjacent to the front entrance to the CARSA building. Bike safety and accessibility will also be enhanced with the new bike lanes on McKenzie Avenue that are scheduled to be constructed as part of the road upgrade plan. The shared use pathway adjacent to CARSA would also provide links to the campus, the transit exchange, and the local neighbourhoods.

UVic and BC Transit have been working together to prepare a Transit Plan to address the long term arrangements required to serve transit service needs on campus, including expanded space for a transit exchange. The revised parkade design and the siting of the CARSA project allow for discussions on locations and design concepts for the exchange to continue as part of the transit planning process. Parking Lot 2, adjacent to the McKinnon building and the current

transit exchange, along with Parking Lot 4 near the Centennial Stadium have been identified as possible transit exchange options for further study.

### **Environment**

The revised landscape plan for the CARSA project anticipates retention of existing trees on site as well as new plantings on the McKenzie Avenue side of the project to fill gaps in the current tree buffer. These plantings are intended to assist in providing a greater visual barrier between the roadway and the parkade and the end wall of the multi-purpose field house. The landscape plan also gives attention to the campus lands on the north side of McKenzie Avenue across from the facility with the intent of creating a visually attractive roadway corridor for this part of the campus. Specific planting plans would be developed in conjunction with landscape planning for the boulevard as part of the McKenzie Avenue Upgrade project.

To address concerns about tree preservation and McKenzie Avenue streetscape, the University engaged the services of VanArbor Vegetation Consulting Ltd. to assess the trees between the site and the roadway and to contribute to tree management planning for the project. Their preliminary assessment is that most, if not all, of the trees adjacent to the proposed parkade are in good condition and feasible for preservation, with one or two trees at some level of risk that would require careful management strategies during construction.

The CARSA project would increase impervious surface by more than 250 m<sup>2</sup>. An application for an Environmental Development Permit issued by the Manager of Environmental Services, is being addressed separately.

### **Heritage**

In conjunction with the CARSA project, UVic proposes to deconstruct one of the remaining campus military huts. A resolution of Council is required to remove S Hut from the Saanich Community Heritage Register. A September 14, 2011 letter from UVic offered a number of commitments respecting heritage considerations. An application by UVic to designate the Hamsterly Farm water tower at 2489 Sinclair Road as a municipal heritage site was considered at the May 28, 2012 Committee of the Whole meeting and referred to a Public Hearing. Discussions are underway with the Saanich Heritage Foundation respecting the remaining campus military huts.

### **Requested Variances**

Zoning Bylaw variances are requested for the number of parking spaces required and height for the CARSA building.

Based on the Zoning Bylaw, 354 new parking spaces would be required for the proposed Centre for Athletics, Recreation, and Special Abilities. The building would displace 234 existing parking spaces in Parking Lot 3, resulting in a total requirement for 588 spaces for the project. The proposed parkade would provide 332 parking spaces, resulting in a variance request of 256 spaces, compared to a variance of 79 spaces requested for the seven level parkade.

The inventory of parking spaces is currently 4,163 spaces for the entire campus. The cumulative parking variance at the University since the first variance was granted in 2003 is as follows:

**Table 1: Summary of Parking Variances**

YEAR	BUILDING	SPACES NOT PROVIDED	SPACES REMOVED & NOT REPLACED	TOTAL SPACES NOT PROVIDED
2003	Residences	235	-	235
2005	Wright Centre (Science)	254	-	254
2006	Social Sciences and Math	150	138	288
2006	Mearns Centre Library Addition	75	-	75
2007	Support Services	82	-	82
2007	First Peoples House	23	-	23
2009	106 unit residence	67	72	139
2010	Campus Security Building	2	6	8
2010	University House 1	2	0	2
2011	Campus Services Building	9	0	9
<b>Subtotal to date</b>		<b>899</b>	<b>216</b>	<b>1115</b>
<i>Proposed CARSA application</i>		<i>22</i>	<i>234</i>	<i>256</i>
<b>Grand Total if approved</b>		<b>921</b>	<b>450</b>	<b>1371</b>

The proposed parkade is consistent with the University's Traffic and Parking Management Study which recommends planning for up to 800 additional parking spaces on campus between 2013 and 2018. The study refers to development of parking structures to increase land use efficiency and to Parking Lots No. 2 and 3 as preferred locations.

In 2003, the District of Saanich entered into a Memorandum of Understanding (MOU) with UVic to develop a Transportation Demand Management (TDM) plan. The TDM plan was built on a variety of demand and supply management initiatives and was completed in 2005. The University's TDM program continues to support transit, cycling, walking, and ride-sharing as alternative ways to travel to campus. UVic's Athletics and Recreation Department is also committed to supporting active lifestyles and travel to the Centre that minimizes vehicle use for regular activities and special large events.

The success of the UVic TDM program in reducing vehicular traffic to and from the campus is encouraging and the approved reduction in parking has not raised significant issues. This success is measurable in that over the past few years, the Municipality has received only a few complaints about parking in the neighbourhoods around the campus. In addition, the MOU requires a portion of parking revenue to be set aside in a Reserve Fund for future infrastructure needs. For these reasons, and in support of the goal of encouraging the use of alternative transportation, the proposed parking variance is supported.

The parkade height, with the revised design is 10 m. It is approximately half the height of the previous design (19.5 m) and consistent with the maximum height permitted for the P-1U zone. The tallest building components of the proposed CARSA development remain the same: the climbing tower at 27.2 m; the field house at 19.3 m; and the performance gym at 18.7 m. The requested variance of 17.2 m for the CARSA building has not changed from the previous proposal.

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**Summary**

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Since last fall, renewed community consultation and project assessments of the proposed Centre for Athletics, Recreation, and Special Abilities (CARSA) have been undertaken by UVic. The feedback from the community consultation has informed adjustments to Development Variance Permit Application DVP00282.

The process for assessing changes to the initial seven level parkade design involved a broad range of consultation with the community guided by the five step process and timeline recommended in the HB Lanarc-Golder January 2012 report. Through the consultation process, information on a wide range of CARSA project related topics, including traffic impacts, user needs, cost, design options, and campus and community perspectives were also shared and discussed.

Along with addressing the concerns of local residents, the revised parkade design meets the needs of the University and the functions of the CARSA facility. The adjusted variances also remain consistent with the approach utilized in other capital projects and the Campus Plan commitments to concentrate campus development in a way that maintains as much green space as possible and advances sustainability practices.

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**RECOMMENDATION**

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1. That Development Variance Permit DVP00282 be approved.
2. That S Hut be removed from the Community Heritage Register.

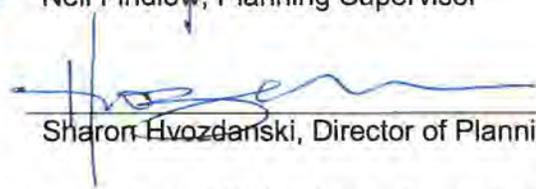
Report prepared by:



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Neil Findlow, Planning Supervisor

Report reviewed by:



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Sharon Hvozdzanski, Director of Planning

NDF/ads

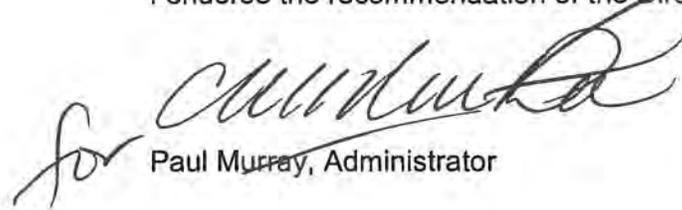
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Attachment

cc: P. Murray, Administrator  
Manager, Inspection Services

**ADMINISTRATOR'S COMMENTS:**

I endorse the recommendation of the Director of Planning.



for Paul Murray, Administrator