



# THE COTTAGES ON BECKWITH AVENUE

AUGUST 2020  
SUB00774 | REZ00582

# THE COTTAGES ON BECKWITH AVENUE

This Application Brief & What We Heard Summary outlines the proposed development located at 980, 990, and 1000 Beckwith Avenue. It provides information on the development vision, its planning and policy context, foundational planning and design rationale, as well as a summary of the community outreach undertaken for the proposal.

## **SUBDIVISION, REZONING & OFFICIAL COMMUNITY PLAN MINOR AMENDMENT**

SUB00774 / REZ00582

980, 990, 1000 - Beckwith Avenue

District of Saanich

## **APPLICANT**

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## Land Acknowledgment

We acknowledge with respect the ƵSÁNEĆ and Ləkʷəŋən-speaking peoples on whose traditional territory the property stands, along with the Songhees and Esquimalt peoples whose historical relationships with the land continue to this day.



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# OVERVIEW

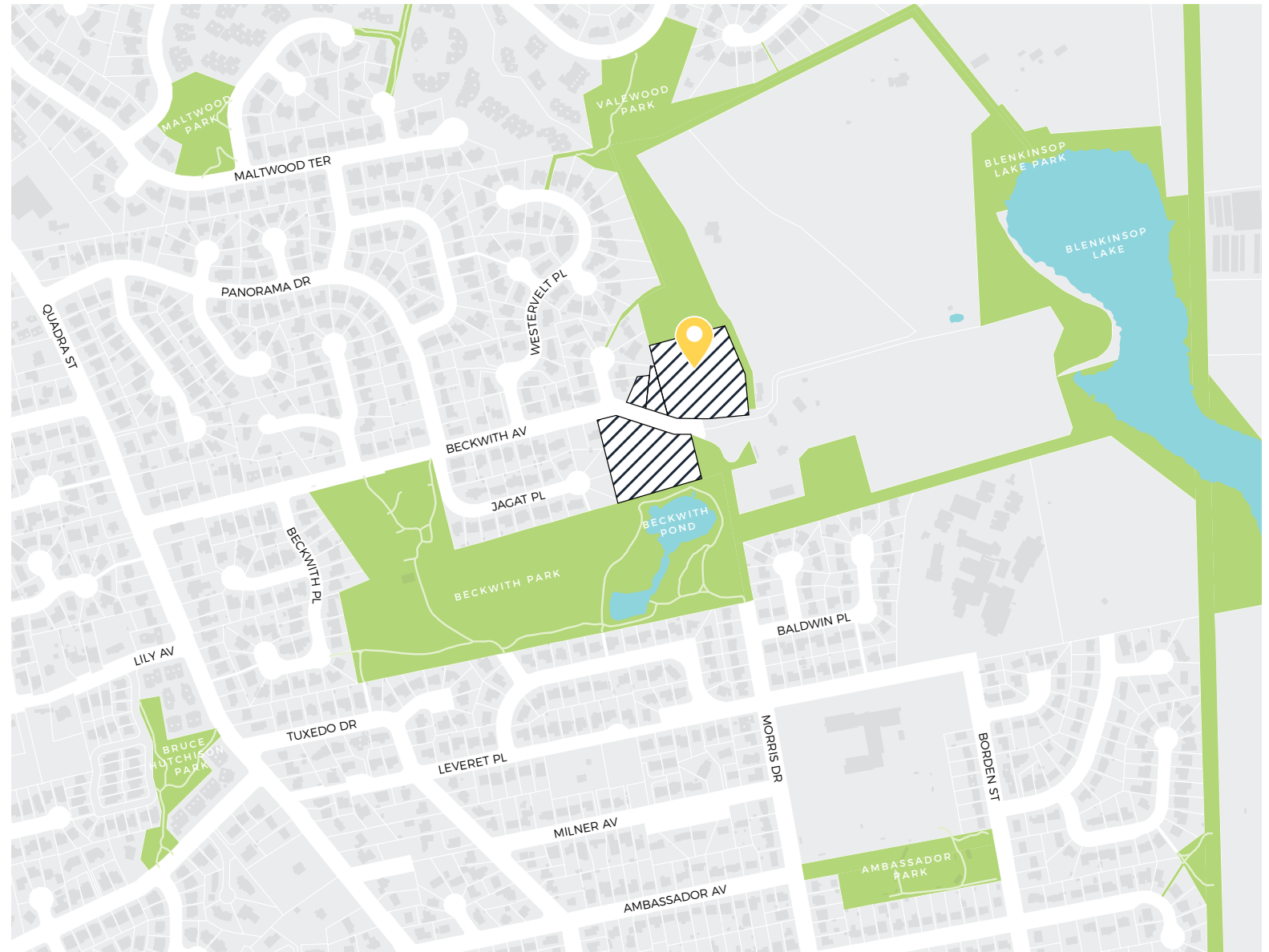
## INTRODUCTION

This Application Brief was prepared by the project team to outline the Cottages on Beckwith Avenue redevelopment vision for an assembly of three parcels – 980, 990, and 1000 Beckwith Avenue. The development proposes seventeen (17) RS-8 lots, twelve (12) of which include a pilot garden suite and secondary suite use; and a large parkland dedication to the District of Saanich. The proposed development improves residential compatibility and represents appropriate Agricultural Land Reserve interface planning.

The proposed redevelopment vision will require an Official Community Plan, Local Area Plan and Zoning Bylaw amendment in order to expand the Urban Containment Boundary and Sewer Service Area, and facilitate a rezoning from A-1 to RS-8 for a portion of the land assembly.

## COMMUNITY CONTEXT

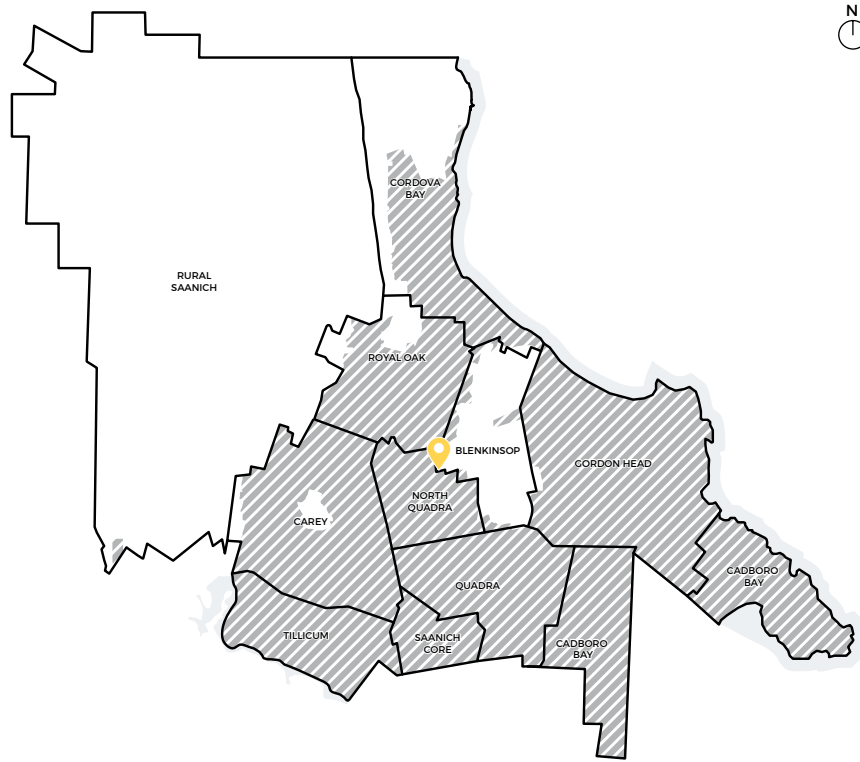
Situated at a soil operation dating back to the 1950's, the current enterprise at 1000 Beckwith Avenue is predominantly made up of mulch, organics, and rock sorting. As the area has become increasingly urbanized, new ownership is proposing to cease the industrial use in favour of converting to residential and park land—a more compatible use that integrates into the surrounding community landscape, while also achieving social and environmental goals of the District of Saanich.



# SITE LOCATION

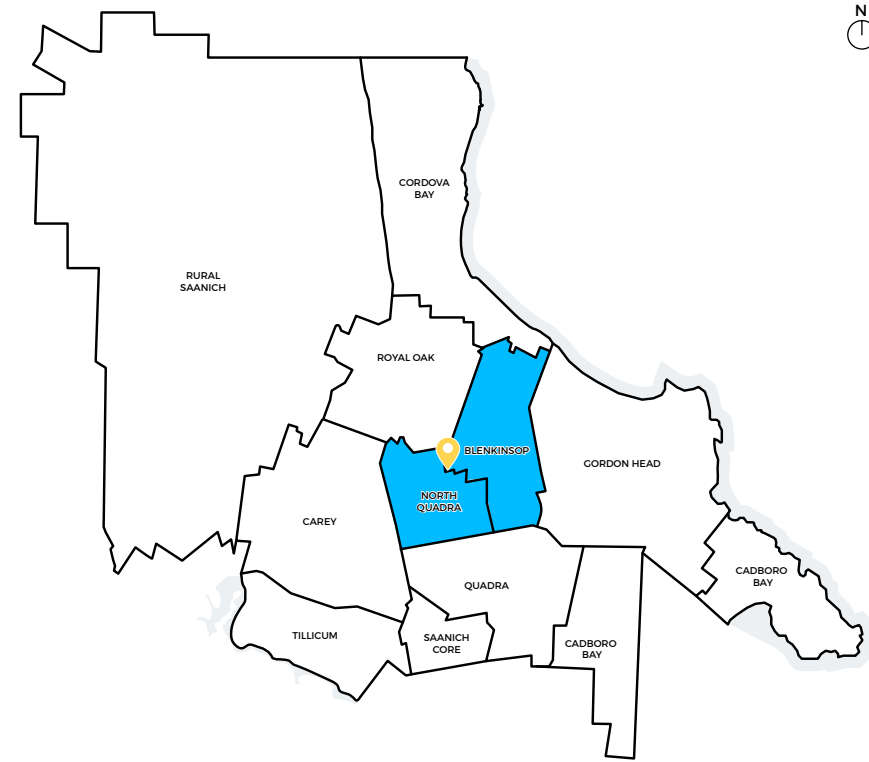


# POLICY CONTEXT



OFFICIAL COMMUNITY PLAN - URBAN CONTAINMENT BOUNDARY

Established in 1964, the Saanich Urban Containment Boundary (UCB) was designed to delineate the areas of the District that could be serviced by sewer into the sanitary trunk sewer system. Beginning in the 1980's, the municipal Council shifted the intent of the UCB from efficient sewer expansion to a surrogate protection of rural areas. 1000 Beckwith Avenue is located outside of the Urban Containment Boundary even though it does flow by gravity.



NORTH QUADRA / BLENKINSOP LOCAL AREA PLAN

The land assembly is located in both The North Quadra Local Area Plan and Blenkinsop Local Area Plan. The North Quadra Local Area Plan (LAP), first approved in 1983, places 980 & 990 Beckwith Avenue within the 'General Residential' land use policy area. The Blenkinsop LAP, first approved in 1981 with a major review adopted in 1990, places 1000 Beckwith Avenue within the 'Rural' land use policy area. An amendment to the Blenkinsop Local Area Plan is proposed to support the development's residential and park uses.

# PROPOSED CHANGE

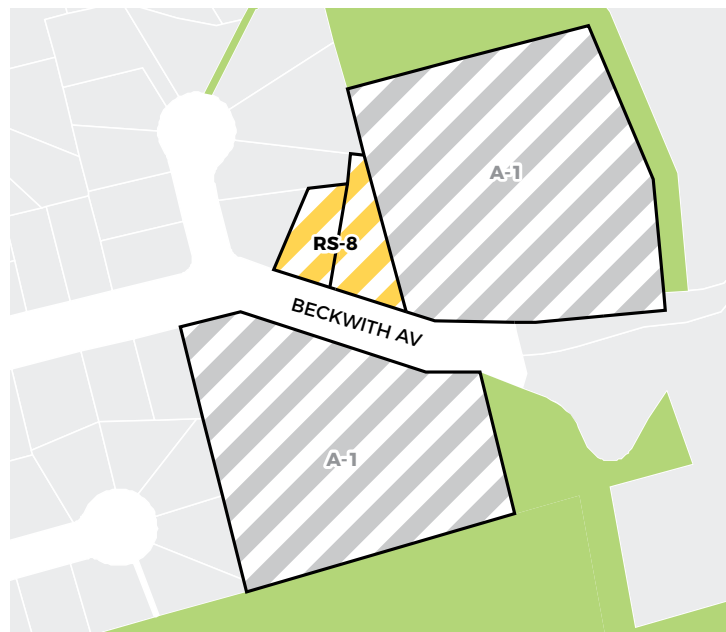
## REZONING + SUBDIVISION

The subject site includes three legal parcels: two with existing Single Family Dwelling (RS-8) zoning and one (a hooked parcel across Beckwith Avenue) with Rural (A-1) zoning. The two parcels already zoned RS-8 will not be further subdivided—only a slight boundary line adjustment is proposed for the eastern lot of 990 Beckwith Avenue. The parcel zoned A-1 will be subdivided and rezoned resulting in fifteen (15) single family dwelling RS-8 lots and one (1) natural park P-4N lot, to be dedicated as parkland to the District of Saanich. The Cottages on Beckwith Avenue also proposes piloting a site-specific amendment to the RS-8 Zoning bylaw which would allow for both garden suites and secondary suites within the principal dwellings in the eleven (11) proposed lots located south of Beckwith Avenue, as well as one (1) lot north of Beckwith Avenue.

## OFFICIAL COMMUNITY PLAN AMENDMENT

1000 Beckwith Avenue is located outside the Urban Containment Boundary (UCB). A Minor Amendment to the Official Community Plan is proposed to the UCB and sewer service area to encompass the proposed residential components of the Cottages on Beckwith Avenue development.

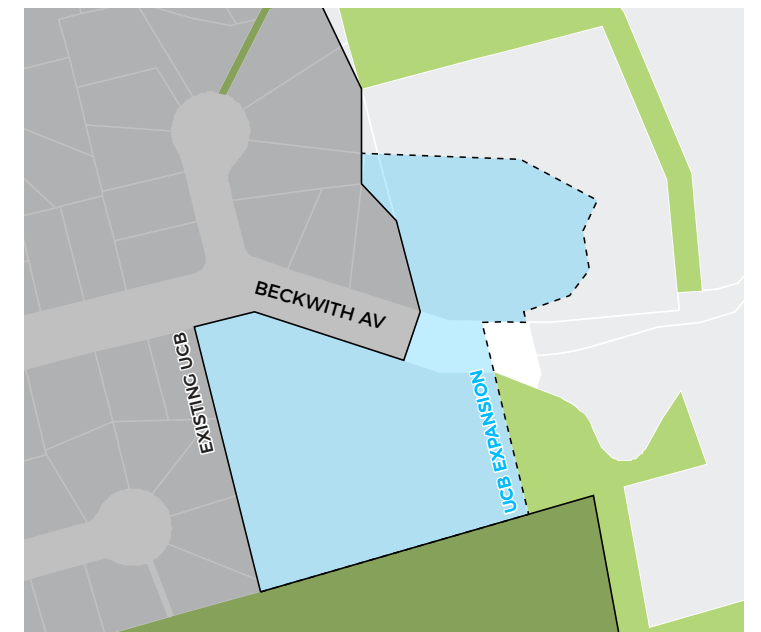
EXISTING ZONING



PROPOSED ZONING



URBAN CONTAINMENT BOUNDARY EXPANSION



# DEVELOPMENT VISION

## COMPLETE COMMUNITIES

The vision for this site is to build a high quality low density residential development that acts as a natural extension of the existing neighbourhood. The project team is also proposing an extension to the public park and regional trail network through a 1.6 ac park land dedication to the District of Saanich, and through the development of park and trail enhancements.

## HOUSING CHOICE + AFFORDABILITY

In 2019 the District of Saanich Council endorsed a Garden Suite Regulatory Framework to enable and guide the development of garden suites in residential areas. The project team is proposing that twelve lots act as a pilot for this program and allow the development of garden suites and secondary suites. These suites would provide additional affordable housing choices within the community, support permanent rental housing and attract multi-generational families.

## SUSTAINABLE DEVELOPMENT

The Cottages on Beckwith Avenue will be built following industry best practices for environmental sustainability. In addition to meeting the requirements of the newly established National Energy Code for Buildings, each home will be required to achieve “Built Green Gold Certification” which sets high standards for energy efficiency and other critical aspects of sustainable building—including low impact materials, water conservation, and waste management.

The proposed residential development will also provide rain gardens and bioswales to manage stormwater run off, and include a tree retention program that identifies and protects the most established Garry Oak trees and replaces any trees removed through the development process at a 3:1 rate.







Note: Render is conceptual in nature and for discussion purposes only.

# DESIGN GUIDELINES

In order to ensure that our development vision fits with the look and feel of the surrounding homes, the project team has submitted a set of Design Guidelines to be considered alongside our Application. These guidelines build on the policies within the RS-8 zoning bylaw - including those around building setbacks and dimensions. The District of Saanich will hold the final decision on whether proposed home designs are in compliance with the Design Guidelines.

## ARCHITECTURAL DESIGN

Homes built in Beckwith Lands will be required to include elements representative of the “Arts and Crafts” or “Craftsman” style of architecture. Architectural details such as angled hip or gable rooflines will contribute to this cohesive aesthetic.

## MATERIALS

New homes will be required to incorporate architecturally-appropriate exterior materials such as brick, stone and timber, and use high quality roofing materials. The Design Guidelines encourage traditional/heritage style exterior details such as wainscoting and stone on the pilasters as well as panelling and exterior trims on doors, garages and windows. Low quality materials, including chain link and wire fences will not be permitted.

## COLOUR

The Design Guidelines provide direction on exterior colours and require that homes are painted with natural earth tones or chosen from a palette of heritage colours, and are highlighted with a complimentary trim.



Note: Illustration is conceptual in nature and for discussion purposes only.

# COMMUNITY CONTRIBUTIONS

The proposed Development Vision proposes a range of community contributions intended to enhance the surrounding area, integrate and connect the proposed public park lands and support affordable housing within the District of Saanich. These contributions include:

## MONETARY CONTRIBUTIONS

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- \$100,000 Saanich Affordable Housing Fund

## COMMUNITY ENHANCEMENTS

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- \$150,000 Beckwith Avenue Frontage Improvements (street parking, bike lanes, landscaping)
- \$150,000 Public Park Improvements
- \$300,000 Lochside Regional Trail Extension

## LAND DEDICATION

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- \$1,600,000 Public Park



Note: Illustration is entry to the proposed development is conceptual in nature.

# ■ URBAN CONTAINMENT BOUNDARY

## PROPOSED MINOR AMENDMENT

The role of the Urban Containment Boundary (UCB) has shifted over time in response to changing priorities at the community and regional level. That said, the two most basic concepts have remained – efficient servicing for the District of Saanich and the protection of rural lands. In our case, by transitioning this site from a primarily industrial use to a residential use and dedicating a large area as a public park our application upholds the founding principles that established the UCB in 1964 and supports the four key benefits of the UCB identified under **Section 4.2.1 of the Saanich Official Community Plan**:



### 1. BETTER PROTECTION OF RURAL & FARM LAND

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All properties within this site are located outside of the Agricultural Land Reserve and are not considered to be arable farmland. The shift from industrial activity to a residential use is strongly supported by the community because it is more compatible with the surrounding neighbourhood. In addition, the proposed large area of dedicated park space will act as a sensitive transition between residential areas and the adjacent farmland.



### 3. SERVICING (WATER, SEWER, ROADS ETC) LAND IS MORE COST EFFECTIVE

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The subject site is located close to existing deep utility connections (storm, sanitary, water) and the cost to connect to these services will be paid by the developer. An engineering review of servicing found that no upgrades to existing infrastructure would be required to accommodate servicing to this site, and the development would not incur any capital investment or operating costs for the District of Saanich. The surrounding road network will also experience less wear and tear from heavy truck traffic from industrial activity, currently there are 30-60 daily heavy truck trips from the site.



### 2. BETTER PROTECTION OF ENVIRONMENTALLY SENSITIVE AREAS & GREEN SPACE

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The proposed development vision protects environmentally sensitive areas through the dedication of 1.6 ac of land for a public park (±29% of the total site area). This park will reconnect a fragmented Garry Oak meadow and woodland ecosystem, and will include native plant remediation within the park and along the farmland interface. In addition, the development on residential lots will be designed to preserve high value trees, and any removed trees will be replaced at a 1:3 rate.



### 4. ALTERNATIVE TRANSIT (BUS, BIKE, WALKING) IS MORE OF A REALITY

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The proposed development vision will increase the tax and transit user base while enhancing existing amenities to encourage the use of alternative transportation in the area. These enhancements include private funding for a cycle lane, streetscape improvements along Beckwith Avenue, and an expansion of Lochside Regional Trail to connect the Beckwith, Valewood and North Quadra areas.

# ■ APPLICATION BREAKDOWN

## WHAT OUR APPLICATION ISN'T:

1. An application to exclude land from the Agricultural Land Reserve (ALR).
2. Threatening to the Blenkinsop Valley farming operations.
3. Developing arable lands for housing.
4. Damaging to the environment.
5. Setting a precedent for future exclusion applications.

## WHAT OUR APPLICATION IS:

1. Removing a legal, non-conforming industrial use from a residential area.
2. Connecting, protecting, and restoring public park land and ecosystems.
3. Proposing a low density layout that fits with the surrounding Beckwith area.
4. Providing new rental and multi-generational housing choices.
5. Strongly supported by the area residents.
6. Removing 40-60 heavy trucks off the residential roads per day.
7. Accomplishing the spirit and intent of the Urban Containment Boundary.
8. Connecting to existing infrastructure at no cost to the District of Saanich.  
*ie. 110m developer-funded gravity-fed sewer line*
9. Committing \$2.3 million to community amenities and park land dedication.  
*\$135,000 per residential lot*
10. Contributing \$3,170,000 of additional tax revenue over 15 years.

# COMMUNITY CONSULTATION

## APPROACH

The project team is committed to being good neighbours and having an honest, open dialogue within the communities we do our work.

We are available to discuss project details with stakeholders through a variety of channels in order to build trust and shared vision for the project all while maintaining a respectful and open conversation. Our goal is to create an atmosphere where people feel comfortable to share their ideas, hopes, and aspirations for the community and for them to ultimately see these values reflected in the end project.



### ON-SITE SIGNAGE

A large sign was placed on the site during the application process, notifying the community of the project, presenting information about the site, project updates, proposed rezoning, application details, and visualizations of the development vision. The sign included website and contact information.



### MAILERS

Over mailers were hand-delivered to ±200 nearby homes, informing those neighbours most closely affected by the proposed change. Mailers were initially delivered shortly after an application submission to the District of Saanich and invited all community stakeholders to learn more at an Open House; a second round of flyers updated neighbours on project revisions.



### PROJECT WEBSITE + CONTACT

A project website provides an overview of the development proposal and convenient 24-hour access to project details and updates. The website also allows visitors to send comments and contact the project team directly.



### IN PERSON EVENTS

The project team met with the North Quadra and Blenkinsop Community Associations, hosted a public Open House, and coordinated a site tour to align community values and aspirations with the development vision. Based on what we heard, the development application was modified and refined.



### FACE-TO-FACE CONVERSATIONS

Three (3) rounds of door-knocking with the immediate neighbours along Beckwith Avenue, Jagat Place, and Oakfield Crescent were conducted to obtain feedback. Based on what we heard, the development application was modified and refined.

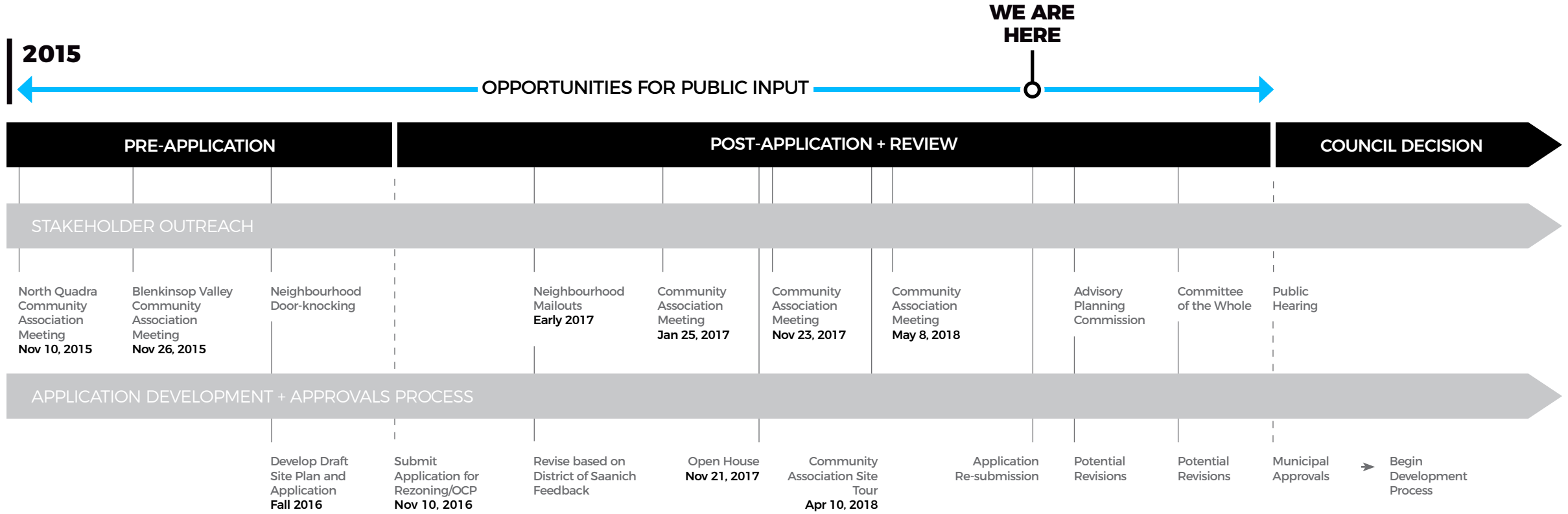


### ENGAGEMENT SUMMARY

This Report acts as an overview of engagement methods, a summary of what we heard, and the project team's response to feedback from local stakeholders.

[www.beckwithlands.ca](http://www.beckwithlands.ca)

# TIMELINE



# ■ WHAT WE'VE HEARD

## OVERVIEW

Our outreach process was designed to provide multiple opportunities for stakeholders to learn about the vision for the site early on and to share their thoughts—all with the intent of maintaining a respectful and transparent conversation. From the outset, the project team has been dedicated to creating a project that contextually fits within, and is supported by, the local community. We endeavoured to tailor and modify our development proposal prior to application submission, based on the key items and concerns that community stakeholders identified early in the consultation process.

Our application has evolved since initial submission in response to emerging feedback from a key stakeholder: the District of Saanich. In reviewing feedback heard to date (August 2020), the project team has identified four (4) key themes raised by stakeholders. The themes outlined are broken into:

- What We Heard
- Team Response

## KEY THEMES

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### 1 CREATE MORE PARKLAND CONNECTIONS

#### WHAT WE HEARD

During our engagement efforts, it became very clear that the community strongly believed the development should include a public park expansion and trail improvements.

#### TEAM RESPONSE

We align with our neighbours and believe that the redevelopment should contribute added community amenity, leaving a lasting legacy for all to enjoy. With that in mind, the proposed development was crafted to respond to this feedback prior to initial submission by proposing a public park and trail network expansion. Currently the application includes an amenity package that proposes extensive park and open space investment including:

- 1.64 ac parkland dedication valued at \$1.6M.
- Public Park Improvements valued at 150K.
- A \$300K contribution to the expansion of the Lochside Regional Trail Network.

### 2 END NEIGHBOURHOOD INDUSTRIAL OPERATIONS

#### WHAT WE HEARD

Community residents are very supportive of removing the legal non-conforming industrial use in the neighbourhood.

#### TEAM RESPONSE

The redevelopment proposal will cease industrial land use that borders residential areas, park areas, and neighbouring lands within the Agricultural Land Reserve (ALR) and achieve better compatibility. Highlights include:

- Removing 30-60 heavy truck daily trips from residential roads.
- Remediating the site, and allocating a large area of land to the District of Saanich to accomplish appropriate ALR interface planning.
- Buffering existing residential lands from agricultural activities with a more compatible residential and parkland use.



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### 3 URBAN CONTAINMENT BOUNDARY

#### WHAT WE HEARD

We heard from the District of Saanich Planning Department that the redevelopment proposal is contrary to the Official Community Plan policies which encourage all new development to locate within the Urban Containment Boundary. Concerns included the retention of rural and farm lands, and the buffering rural and agricultural lands from adjacent urban residential development.

#### TEAM RESPONSE

The intent of the Urban Containment Boundary was established as a mechanism to contain growth and ensure that the interface between rural and urban properties is respected. We believe that when presented with an option to maintain the current legal non-conforming industrial use on the property versus the proposed parkland dedication and residential subdivision, our proposal serves as a more compatible land use and a stronger growth management tool. In addition, all sewer infrastructure costs will be paid for by the development, preventing costs from being passed on to the broader community.

### 4 ECOSYSTEM PROTECTION

#### WHAT WE HEARD

We heard from the District of Saanich regarding the importance of protecting trees and ensuring a plan to restore and enhance the ecosystem is in place.

#### TEAM RESPONSE

We acknowledge the comments made by the Parks and Environmental Services department. Included in the application re-submission is a revised landscape plan and arborist report that demonstrates  $\pm 29\%$  of the land to be dedicated as public park and 3:1 replacement ratio for trees, as well as the safety, drainage, ecological, and trail enhancement. Our project team has provided an ecosystem restoration and enhancement report for implementation during the Development Permit phase.

# ■ SUPPORTING STUDIES

## TRANSPORTATION IMPACT ASSESSMENT

Prepared by Watt Consulting Group Transportation Engineers, the Transportation Impact Assessment (TIA) was undertaken to predict the impact of the proposed development on the surrounding road network and traffic patterns. Ultimately, the safe and efficient movement of pedestrian, bicycles, and vehicle traffic is the goal of the study.

In our many discussions with surrounding neighbours, traffic from industrial vehicles has been a point of concern, particularly because Beckwith Park is a destination for families with young children. While rezoning to a residential land use will create an additional five trips during the Mid-day peak hour and additional 14 trips during PM peak hour, there will be a reduction of 35-60 daily heavy truck trips which is a more concerning vehicular traffic type. It is estimated that the average dump truck contributes approximately four and half times more CO<sub>2</sub> per mile than the average passenger vehicle. The proposed change in use represents a dramatic decrease in CO<sub>2</sub> emissions, and will contribute to improved air quality within the neighbourhood.

The TIA found that the addition of garden and secondary suites on 17 lots results in a negligible difference in traffic volume. Based on the development's overall low anticipated impact on local traffic, the TIA found that the existing road network and surrounding intersections will not require upgrades to accommodate the development. The study recommends that Beckwith Avenue be built to Saanich's 8.5m Residential Road standard within the development area.

## RAINWATER MANAGEMENT

Aqua-tex Scientific Consulting LDT prepared a review of the rainwater runoff impact of the planned development and proposed mitigation measures. The review includes recommendations for rainwater detention and treatment on-site, as well as measures to capture, infiltrate, and slow rainwater runoff prior to the runoff's discharge into the existing streams and/or roadside drainage swales.

## PRELIMINARY SITE INVESTIGATION

A Preliminary Site Investigation by Active Earth Engineering Ltd. was undertaken for the subject site to identify Areas of Potential Environmental Concern (APECs). Because of the nature of the industrial uses on the site, both a Stage 1 and a Stage 2 investigation was undertaken to confirm the presence of any contamination associated with APECs.

Through boreholes, groundwater monitoring, and soil vapour probes, Active Earth was able to confirm the presence and narrow down the location of APECs. Only a small area adjacent to an above ground fuel tank was identified as having levels above applicable standards within the groundwater. A Detailed Site Investigation (DSI) is currently underway to delineate the area of concern in order to fully remediate the affected site.

## ARBORIST REPORT

Talbot Mackenzie & Associates worked in tandem with surveyors from JE Anderson & Associates in order to develop an accurate tree inventory and removal map to inform our integrated landscape plan on a retention and tree replacement strategy.

Working in conjunction with the surveyor, potential building envelopes were identified based on the RS-8 zone, driveway accesses, and underground servicing infrastructure. From this, the Talbot Mackenzie & Associates were able to analyze critical root zones, tree health, and development suitability to help determine the best building envelope siting for maximize tree health and retention.



