

PL055

C/W March 19/07

**DISTRICT OF SAANICH**

Mayor  
Council Office  
Administrator  
Com. Assoc.  
Applicant  
Front Counter

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Council  
Administrator  
Media

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**Report To: MAYOR AND COUNCIL**  
**Date: MARCH 7, 2007**  
**From: RUSS FUOCO, DIRECTOR OF PLANNING**  
**Subject: PROPOSED AMENDMENT TO PARKS AND OPEN SPACE MAP 7.1  
OF THE SHELBOURNE LOCAL AREA PLAN – BOWKER CREEK  
INITIATIVE RECOMMENDATION**

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**BACKGROUND**

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The District of Saanich has participate in the Bowker Creek Watershed planning processes through the development and formal endorsement of the Management Plan (January 2003). This urban watershed plan crosses three jurisdictions, and is focused on only four goals:

1. Individual, community and special interest groups, institutions, governments and business take responsibility for actions that affect the watershed;
2. Manage flows effectively;
3. Improve and expand public areas, natural areas, and biodiversity in the watershed; and
4. Achieve and maintain acceptable water quality in the watershed.

Following the endorsement of the plan, the affected local governments agreed to jointly fund implementation of the plan through a part time position at the CRD, co-ordinated via a stakeholder Steering Committee. This was a significant step as it ensured that work towards significant technical elements would be on going while maintaining community and local government involvement. Numerous outreach activities have occurred but most importantly, was the acquisition of grants in the order of \$85,000 to undertake a Master Drainage Plan. It is expected that the Master Drainage Plan, examining flooding issues in the watershed, will be completed in the late spring of 2007.

Following receipt of this significant report, the next step would be to prepare an Integrated Stormwater Management Plan (ISMP) combining drainage, environmental, open space and implications of land use.

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**PROPOSAL**

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The Bowker Creek Urban Watershed Renewal Initiative, in a letter dated January 6, 2006, is requesting that Map 7.1 of the Shelbourne Local Area Plan be amended to designate additional lands (shown on attached map 1) as future park or open space. These lands have been identified as possible or potential sites which may be appropriate to address a variety of

interests including Storm Water Management, creek restoration, green space needs and greenway connections. The parcels identified are:

1. Richmond Elementary School - The south west corner, including Creek Channel and greenway right-of-way;
2. BC Hydro property - An additional area adjacent to the area already identified immediately adjacent to Bowker Creek;
3. Vancouver Island Health authority - The north east corner of the Jubilee Hospital site, adjacent to Bowker Creek;
4. Saanich Adanac Street right-of-way - The east end which is currently identified as "closed roads, un-constructed rights of way, or walkways";
5. Catholic Diocese of Victoria - The property adjacent to Bowker Creek at St. Patrick's Elementary School; and
6. Saanich Trent street right-of-way - The area through the St Patrick's Elementary School site.

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#### **CONSULTATION WITH PROPERTY OWNERS**

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The current Map 7.1 of the Shelbourne Local Area Plan identifies portions of three of the six areas of interest as proposed park or un-constructed Right-of-Way: a portion of the Hydro site; the Catholic Diocese land; and the un-constructed portion of Dean Street. School sites were identified in the Local Area Plan as institutional based on the recognition of the historical community use of school sites public open space. Open space use of school parcels is also formally recognized in the Park Priority Study.

Before responding to this request, it was felt to be important that the property owners were informed. A letter of explanation requesting comments was sent to the three most affected property owners to ensure that BC Hydro, SD #61 and the Catholic Diocese were fully aware of the Bowker Creek Watershed Plan, and that they understood the Steering Committee's interest in identifying additional lands as future park. The following responses were received:

- SD #61 stated they were concerned about decreasing the asset value but would be open to offers to purchase this site; and (see attached reply dated Sept 28, 2006)
- The Catholic Diocese requested a meeting and subsequently indicated that they have some concerns. The lands of interest are currently part of St Patrick's school grounds. They requested that they be kept advised as the Bowker Creek project proceeds. (see attached reply dated Sept 20, 2006)
- BC Hydro responded by telephone that they were unsure of their needs.

Recent telephone discussions with BC Hydro Lands Department representatives indicate that they are actively reviewing the Kings Road site in relation to their long term distribution needs. The intent is to commission a consultant to review constraints and opportunities for the future

use of this site while recognizing and respecting the importance of Bowker Creek in the community.

Vancouver Island Health Authority was not sent a letter because they were aware of the Bowker Creek initiative and had recently provided written support for the inclusion of that portion of the hospital site, north and east of Bowker Creek, to be included in any planning for the restoration goals of Bowker Creek. (see attached letter dated January 30, 2006).

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## DISCUSSION

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Policy 7.2 of the Shelbourne Local Area Plan states:

*"7.2 Prepare an action plan to study the feasibility and suitability for a Bowker Creek multi-use trail/greenway and the associated proposed parks on the BC Hydro lands at Kings Road and the Bishop of Victoria lands at Adanac once the Municipal-wide greenway strategy is completed."*

(Note: At the time of LAP adoption, School sites were not being considered for closure and sale. Thus it was not seen to be necessary to specifically identify them as other than institutional)

*"11.3 Consider the preparation of a management plan for the maintenance of the Bowker Creek Drainage system. It should consider feasibility of opening up sections of the creek and address bank stabilization drainage course cleaning and wildlife habitat."*

The Bowker Creek Watershed Plan and the Centennial Trails Planning Document have provided the decision making context to meet the intent of these two policies. However, there is still considerable work to be undertaken to finalize detailed plans and to fund implementation.

Local Area Plans generally identify lands that have value and potential for park or open space use. The actual acquisition and/or zoning of these parcels is a more detailed process. The Bowker Creek Initiative Steering Committee, has identified additional lands that may be significant in the implementation of recommendations from ongoing studies to achieve the goals of the Watershed Plan. In particular, it is expected that there may be land needs to meet the goals of managing flows, achieving good water quality and creating greenways and open spaces.

The Steering Committee recognizes and understands that land issues are often complex, can involve a number of players and are often related to Zoning and development potential. They are interested in ensuring that the Community, through designation in the Local Area Plan, recognize the possible role of these lands in meeting the long range planning goals of the Bowker Creek Watershed Plan.

Identification of these lands, in the Local Area Plan, as "Proposed Park or Open Space," will act to inform the owners, the community and future developers of the long term interest. This will also provide continuing support for the Bowker Creek Watershed Plan.

In response to recent enquiries about the future use of Richmond School, Planning Staff have ensured that prospective buyers were aware of the interest in the south west portion of the site

for possible Creek rehabilitation and greenways. Designation in the Local Area Plan will provide a more transparent indication of this interest.

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**RECOMMENDATION**

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That the Shelbourne Local Area Plan be amended to include a revised Map 7.1 identifying additional lands as "Potential Park/Open Space ". (revised Map 7.1 attached)

Report prepared by:

  
\_\_\_\_\_  
Anne Topp, Manager of Community Planning

Report reviewed by:

  
\_\_\_\_\_  
Russ Fubco, Director of Planning

AT/adm  
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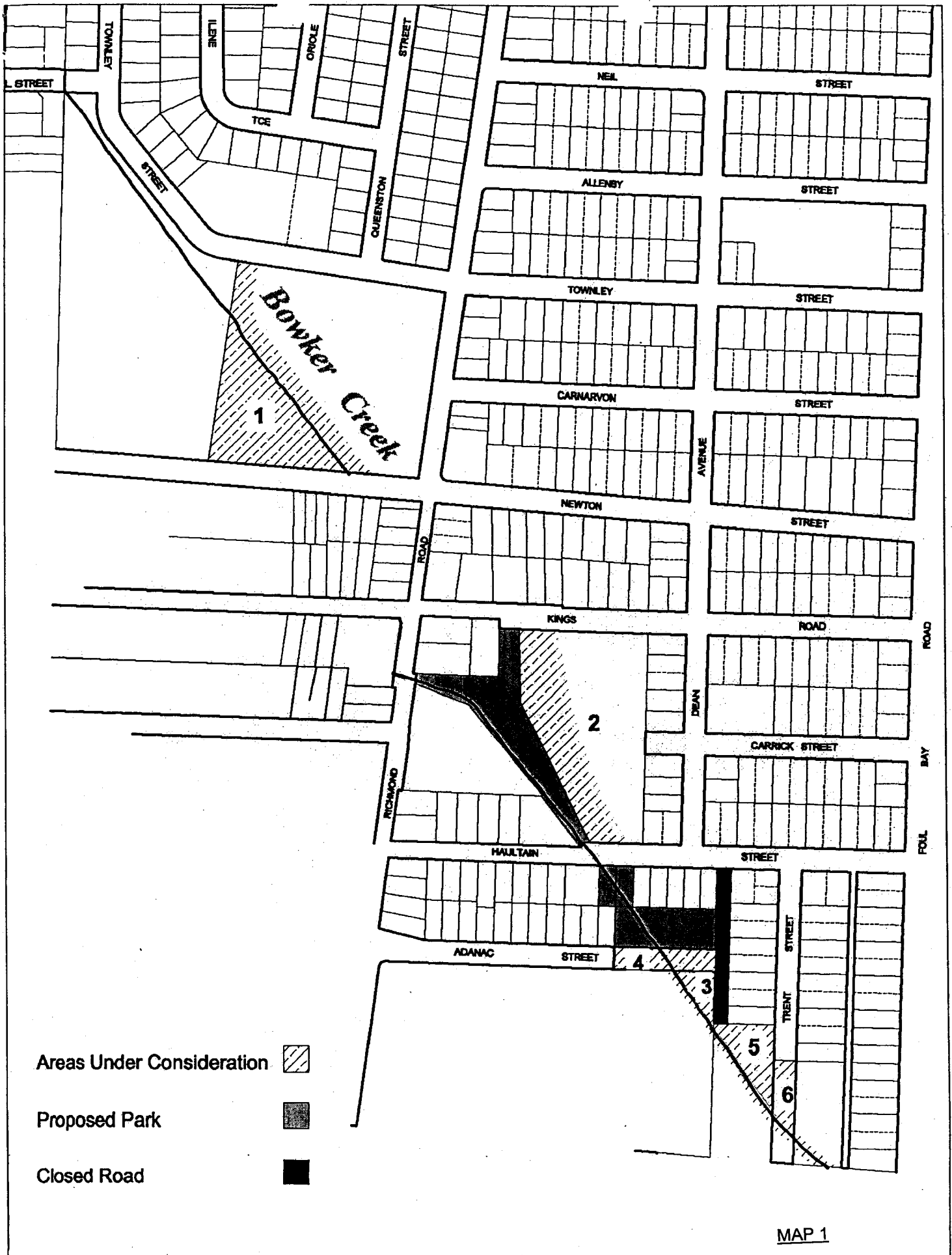
**Attachments**

cc: T. Wood, Municipal Administrator  
N. Jablanczy, Manager, Inspection Services

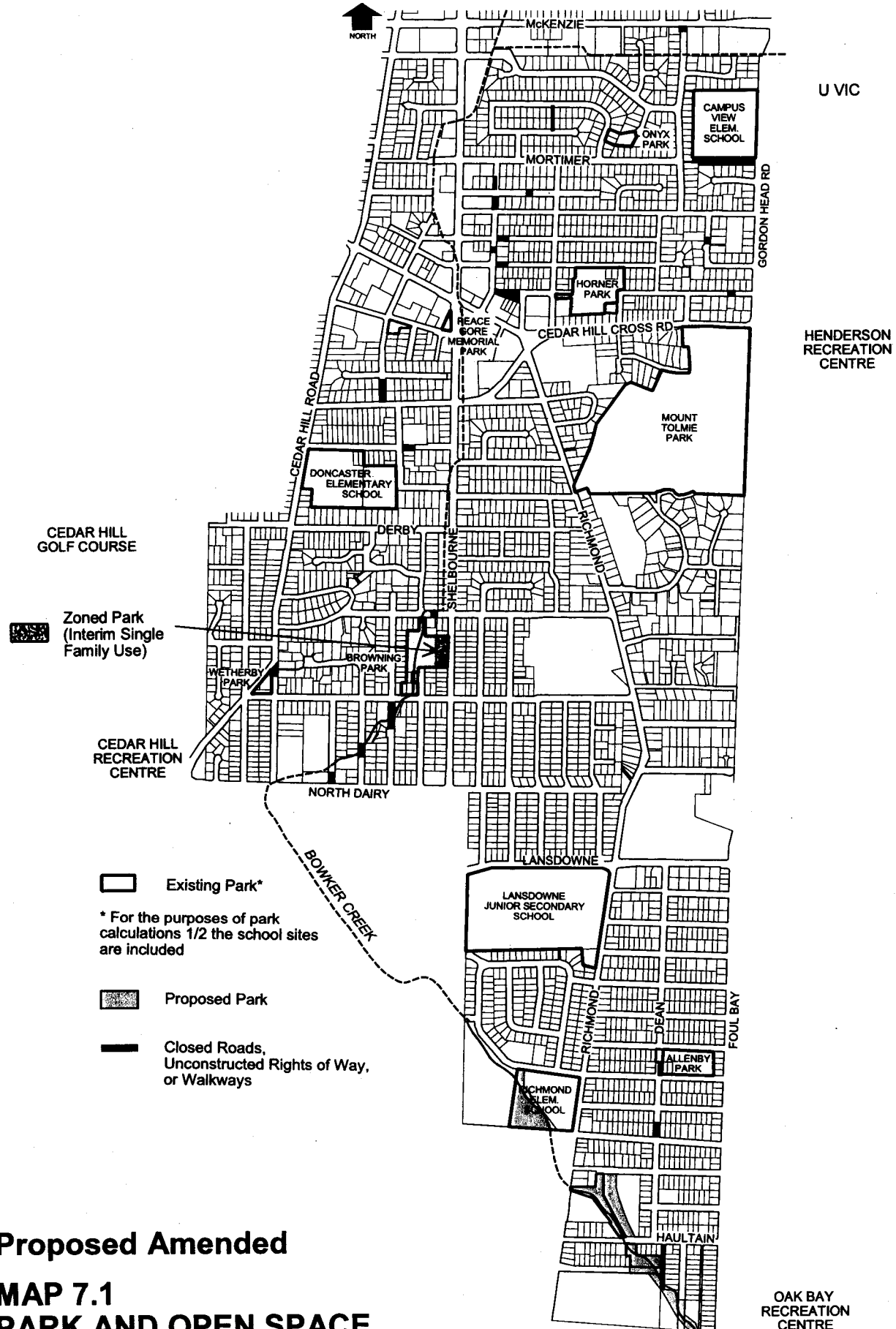
**ADMINISTRATOR'S COMMENTS:**

I recommend a Public Hearing be called.

  
for  Tim Wood, Administrator



MAP 1



**Proposed Amended  
MAP 7.1  
PARK AND OPEN SPACE**



DPR2005-00024  
2410 LEE AVE.

1952 Bay Street, Victoria, BC V8R 1J8 – Telephone (250) 370-8369 Fax (250) 370-8689

January 30, 2006

District of Saanich  
ATTN: Mr. Russ Fuoco  
Director of Planning  
770 Vernon Avenue  
Victoria, BC V8X 2W7

Dear Mr. Fuoco:

**RE: Royal Jubilee Hospital – Development Adjacent to Bowker Creek**

Following our meeting of January 4, 2006, I am writing to confirm our discussions concerning Bowker Creek.

I understand that the watershed renewal initiative for Bowker Creek is supported by the Municipality of Saanich and by the Capital Regional District and that long-range goals of the renewal initiative would see a variety of physical improvements made along the watershed.

Although the Vancouver Island Health Authority (VIHA) is not able to support the initiative financially, we would like to make a contribution toward this important habitat renewal project.

The Royal Jubilee Hospital site includes a portion of land north and east of the Bowker Creek (parcel) which is separated from the remainder of the hospital site by the creek. Subject to agreement on the final development plan for this section of land, VIHA agrees that this parcel should be included in the scope of planning for the restoration goals of the Bowker Creek.

I will be your contact for future discussion on this matter, and I look forward to reviewing proposals as they are developed.

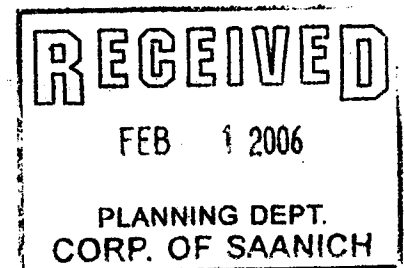
Yours truly,

Cecil Rhodes  
Corporate Director  
Facilities Operations

CR/st

cc: Joe Murphy, VIHA  
Chris Sullivan, VIHA

Allan Murphy, VIHA  
Kevin Brewster, CRD





**Catholic Diocese of Victoria**  
*Administration and Finance*

1-4044 Nelthorpe Street, Victoria, BC, V8X 2A1 - Tel: (250) 479-1331 - Fax: (250) 479-5423 - Web: rcdvictoria.org

September 20<sup>th</sup> 2006

Anne Topp  
Manager of Community Planning  
District of Saanich  
770 Vernon Ave.  
Victoria, B.C.  
V8X 2W7

Dear Anne:

**Bowker Creek Urban Watershed Renewal Initiative**

I refer to your letter dated June 9<sup>th</sup> 2006 and the subsequent meeting between you, Joe Colistro (Superintendent of Island Catholic Schools) and me, and advise that we have now had a chance to review the details of the information you have supplied to us.

It would seem that the area noted as 5 on the plan attached to your correspondence is presently being used by the school as part of their playground, and the school, as well as members of the public, use the right of way, noted as 6 on the plan.

Under the circumstances we would have some concerns with the present proposal and would definitely want to be kept advised and included in the discussions as this project proceeds.

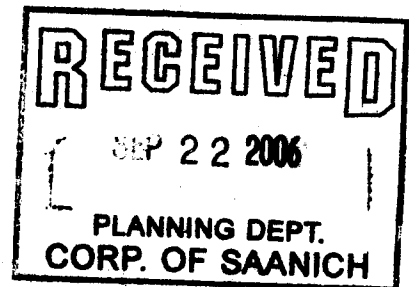
Thank you for taking the time to meet with us and we would appreciate it if you could pass on our concerns to the people overseeing the above initiative.

Thank you.

Yours truly,

A handwritten signature in cursive script, appearing to read "Vernon McLeish".

*Vernon McLeish C.A., A.C.M.A.,  
Financial Administrator*





**PLANNING**  
Community Planning

September 28, 2006

Mr George J. Ambeault ,  
Secretary-Treasurer,  
556 Boleskine Road,  
P.O. Box 700,  
Victoria, BC, V8W 2R1

Dear Mr Ambeault:

**RE: LETTER OF CLARIFICATION**

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Thank you for your letter of Sept 27, 2006, I appreciate you taking the time to respond.

The purpose of this letter is to clarify a misunderstanding. At no time was the Bowker Creek Initiative or the Planning Department suggesting rezoning any portion of the Richmond Road School site.

The Municipality is charged through the Local Government Act (Section 877) with preparing Official Community Plans which include "the approximate location, amount and type of proposed commercial, industrial, institutional, agricultural, recreational and public utility land uses". The intent, in respect to the Bowker Creek Initiative, was to consider designating, in contrast to zoning, the identified portion of the Richmond School site as "proposed park". This designation, if it were adopted, indicates a community interest in the area as future park. It also provides a framework within which future acquisition, through some means, is considered.

A report will be forwarded, some time in the future, to Council in response to the Bowker Creek Initiative request and your response in respect to zoning will be noted.

Sincerely,

**ANNE TOPP**  
**MANAGER OF COMMUNITY PLANNING**

AT/kdb  
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OFFICE OF  
**ADMINISTRATIVE SERVICES**

556 BOLESKINE ROAD, P.O. BOX 700, VICTORIA, BRITISH COLUMBIA V8W 2R1  
Fax: (250) 475-4112

John Gaipman, Superintendent  
Phone: (250) 475-4159

George J. Ambeault, Secretary-Treasurer  
Phone: (250) 475-4106

September 27, 2006

Ms. Anne Topp, Manager  
Community Planning  
District of Saanich  
770 Vernon Avenue  
Victoria BC V8X 2W7

Dear Ms. Topp,

We are in receipt of your letter dated June 7, 2006, regarding the Bowker Creek Urban Watershed Renewal Initiative, which was faxed to our office today. Your letter identifies lands of interest for future storm water management, creek restoration, and greenspace and greenway connection areas.

Your letter mentions a parcel of interest as being the former Richmond Elementary School site, specifically the south west corner, including the creek channel and greenway right of way to the north east edge of the sewer right of way.

Please be advised that we will not consider rezoning this property as parkland, as rezoning our property as proposed would decrease the asset value for the school district. We are, however, open to offers of purchase for this site, and would be pleased to discuss this option with you.

Sincerely,

A handwritten signature in black ink, appearing to read 'G. Ambeault', written over a vertical line.

George J. Ambeault

GJA/d

c: John Gaipman, Superintendent



9/02/06  
ALD

Refer Copy To: RF  
For Reply To: CW

As of: Feb 9/06/06

MAYOR  
Cncl. Office  
TW  
RRoER

February 6, 2006

File: 5280-56.45

Mayor Frank Leonard and Council  
District of Saanich  
770 Vernon Avenue  
Victoria, BC V8X 2W7

Dear Mayor Leonard and Council:

**RE: REVISION OF SHELBOURNE LOCAL AREA PLAN**

On behalf of the Bowker Creek Urban Watershed Renewal Initiative (BCI), I am writing to request an amendment to the Shelbourne Local Area Plan (LAP) adopted January 6, 1998. This LAP was created prior to the development of the Bowker Creek Watershed Management Plan (BCWMP) and does not identify some institutional and public lands that are important as future green spaces to support the goals of the BCWMP and the BCI.

The BCWMP was approved by Saanich council in 2003. The goals are:

- Goal 1.** Individuals, community and special interest groups, institutions, governments, and businesses take responsibility for actions that affect the watershed.
- Goal 2.** Manage flows effectively.
- Goal 3.** Improve and expand public areas, natural areas, and biodiversity in the watershed.
- Goal 4.** Achieve and maintain acceptable water quality in the watershed.

The following public and institutional properties (shown on enclosed map) have been identified by the BCI as potential sites for future stormwater management, creek restoration, green space and greenways connections.

1. Former Richmond Elementary School: the southwest corner, including the creek channel and greenway right-of-way.
2. BC Hydro property: an additional area adjacent to the area already identified immediately adjacent to Bowker Creek.
3. Vancouver Island Health Authority: the northeast corner of the Jubilee Hospital site, adjacent to Bowker Creek.
4. Saanich Adanac Street right-of-way: the east end which is currently identified as "closed roads, unconstructed rights of way, or walkways".
5. Catholic Diocese of Victoria: the property adjacent to Bowker Creek at St. Patrick's Elementary School.
6. Saanich Trent Street right-of-way: the area through the St. Patrick's Elementary School site.

These properties are some of the few that are currently undeveloped and/or under institutional or quasi-institutional ownership. They are key to meeting the goals of establishing greenways, improving flood protection, addressing stormwater management and enhancing habitat.

Undertaking long-term land use planning in cooperation with municipalities in the watershed, that integrates the goals of the BCWMP, is an issue that needs to be addressed in the near future. An overall

strategy for stormwater management, greenways and restoration for the watershed is required to take advantage of opportunities as they arise.

A first step would be to consider amending the Shelbourne LAP to more clearly incorporate the BCWMP and to designate as future park or greenspace, the additional lands identified as part of the Bowker Creek Initiative implementation.

The BCI has established a Greenways subcommittee, who is working to identify possible locations for greenways in the watersheds. The results of their work will likely identify additional lands that should be identified as future park or open space at a later date.

We look forward to continuing to work with the District of Saanich on this important initiative. Please contact me at 360-3302 if you have any questions.

Sincerely,



Lehna Malmkvist  
Bowker Creek Initiative Coordinator

Enclosure: 1

cc Ray Roer, Saanich Parks Department  
Anne Topp, Planning Department  
Karen Christie, Environmental Services Department  
BCI Steering committee

