

CIVIC REDEVELOPMENT



FACILITY FEASIBILITY STUDY SUMMARY



Central
Saanich

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



1 | SUMMARY

PROJECT OVERVIEW

In February 2023, the District of Central Saanich engaged Kasian Architecture, Interior Design & Planning Ltd. to provide a feasibility study for the replacement or renewal of key municipal facilities: the Municipal Hall including Police Services and Fire Hall #2 and the Municipal Works Yard. These facilities are identified in the District's Facilities Long-term Asset Management (FLAMP) as requiring major rehabilitation or replacement in the next five years. A feasibility study for replacement or renewal was identified in the District's 2021-2022 Strategic Priorities. The redevelopment of these facilities is important for the District as the facilities house the majority of the District's staff and renewal and/or replacement of the facilities will represent a significant cost to the District as identified in the 2022 Asset Management Plan (AMP) and Long-Term Financial Strategy (LTFS). The District identified potential sites and facility distribution describing how the facilities could be distributed in various scenarios. Kasian performed a series of site planning studies for the purpose of costing and evaluation to better understand their feasibility and identify preferred site(s) for more detailed development and study.

METHODOLOGY

Phase 1 - Research & Assessment: The project began with a review of key background documents with information on the current condition of the facilities, site studies previously developed for 1903 Mt Newton site, as well as zoning and the District's planning vision (Official Community Plan, Saanichton Village Design Plan, Keating Business District Implementation Plan, etc) for Saanichton, Brentwood Bay and Keating Cross Road Business District. Functional space programs identifying the components and gross size requirements for the facilities were created by performing on-site reviews to develop a high-level understanding of space needs. The sizes established through the functional space programs for the facilities were used as the basis of the site planning options. Finally, key financial information provided by financial assessments, land appraisals and facility condition assessments were used to inform the costing analysis.

Phase 2 - Site Vision & Planning: The District established the overall objectives and vision for the redevelopment of the civic facilities. These objectives guided the evaluation of redevelopment options. Space requirements at a high level are outlined for a municipal facility (no detailed planning has been done) and are used to model and analyze potential land use and costing decisions.

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



2 | OBJECTIVES & VISIONS

PROJECT OBJECTIVES

The project vision and objectives for the Feasibility Study were derived from key operational objectives identified by The District as well the Central Saanich Official Community Plan (OCP) Fundamental Philosophy and key associated Fundamental Principles.

PROJECT VISION

"The District strives to establish municipal facilities that foster a healthy, complete, socially diverse and walkable community. The facilities will exemplify the District's rural and small town character, being a focal point of the community and a centre of service excellence.

The OCP Fundamental Principles that may be applicable to this project include:

- Use limited land supply wisely
- Facilitate a sense of community
- Maintain rural character
- Manage growth carefully
- Provide a range of housing opportunities
- Create walkable neighbourhoods
- Address the causes and impacts of climate change
- Support economic development
- Protect and enhance the environment, biodiversity and natural ecosystems
- Protect water quantity and quality
- Support agriculture (prioritize development within the Urban Containment Boundary)

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



2 | OBJECTIVES & VISIONS

The Fundamental Philosophy and applicable Fundamental Principles were translated into a series of project objectives to inform the site planning and provide evaluation criteria against which options were assessed.

Table 2.1 lists the specific project objectives and their applicable Fundamental Principles. These objectives were translated into evaluation criteria and weighted to reflect the relative importance of each project objective.

Table 2.1 Project Objectives

Objective	Applicable OCP Fundamental Principle
Prioritize development within the Urban Containment Boundary	Support Agriculture
Provide area on site for agricultural use (ex: Community Food Production Hub, Demonstration Garden, Land swap with ALR lands)	Maintain Rural Character
Support a balanced approach to growth on-site (ex: not overbuilding municipal site, allowance for potential areas for future expansion adjacent to buildings)	
Provide new, purpose-built facilities to support future service provision and workstyles	
Support synergies between functional groups to streamline operations and increase efficiency	Use Limited Land Supply Wisely
Develop land to its highest and best use with respect to market feasibility	Manage Growth Carefully
Allow for flexibility in phased construction and minimizes disruption to ongoing operations during redevelopment, especially for Police Services and Municipal Yard (ex: minimizes need for swing space, number of temporary moves)	
Achieve synergies with surrounding property uses (ex: access/links to neighbourhood amenities)	
Use compact footprints for Municipal services to make space available for other uses on site, without compromising the functionality of the Municipal services	Support Economic Development
	Provide a Range of Housing Opportunities
Support easy access to public services (ex: close to residential centre)	
Provide accessible space for community use on site such as open plaza space and park/play areas, to promote health/wellbeing and community connection.	
Create an active, pedestrian oriented, street frontage	
Support intuitive wayfinding in the organization of the site (ex: zoning public use to front of site, considering sightlines, placemaking markers)	Facilitate a Sense of Community
Ensure the site is accessible and inclusive for all	
Reflect a "good neighbour" approach to the organization of the site with respect to the surrounding area to minimize negative impacts: consider access points to site, visual sight-lines into the sites, noise transfer etc.	
Support the design "Green and Pedestrian Friendly Streets" (wider sidewalks, bike lanes, integrated trees and landscaping) that prioritize pedestrians and cyclists	
Create new pedestrian cross connections across the site or retain and enhance existing pedestrian paths across the site.	Create Walkable Neighbourhoods
Employ Crime Prevention Through Environmental Design (CPTED) principles in site organization and building forms: sightlines/overlook	
Enhance the Urban Forest and create urban habitat to support biodiversity	Protect and Enhance the Natural Environment, Biodiversity and Natural Ecosystems
Employ blue-green solutions and natural systems (ex: rain gardens, bioswales, permeable paving) to address stormwater management on site	Protect Water Quantity & Quality
Implement passive design strategies for building massing, orientation, and location to minimize energy demands. Support applicable BC Energy Step Code level identified by District for new construction post 2025	
Support cost effective on-site energy generation and storage, such as Solar Photovoltaic (PV) and Geothermal.	Address the Causes and Impacts of Climate Change
Support post disaster response, in particular for Police, Fire, and Municipal Works Yard, on-site	
Encourage alternative modes of transportation, including walking, cycling and public transportation (ex: proximity to public transit)	

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



3 | PROJECT SITES

POTENTIAL PROJECT SITES

The following section summarized municipally-owned properties that were analyzed, and identifies the key features of each site, which informed the land use decisions. Additionally, Lot A on Hovey Road was looked at and offered the benefits of bare land within the Urban Containment Boundary, an affordable land value for the project, the site's proximity to Centennial Park, and the ability to construct a civic building without temporarily relocating police, fire and hall operations, which is costly.

SUMMARY OF CURRENT SITES

- 1903 Mt Newton Cross Road (Municipal Hall, Police Station, Fire Station 2)
- 1703 Keating Cross Road (Municipal Yard)
- 1512 Keating Cross Road (Fire Station 1)

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



3 | PROJECT SITES

1903 Mt Newton Cross Road

1903 Mt. Newton Cross Road is the current site of the Central Saanich Municipal Hall and Public Safety Building (Police Services and Fire Station #2). These functions are combined in a two storey single building, with surrounding surface parking and landscaping.

The site is sloped from the north to the south, allowing for each storey of the building to have direct ground-level access.

Multiple level changes occur both within and outside of the building. The age of the building and the findings of the condition assessment suggest that the existing building be replaced rather than renovated.

A small portion of the site falls under a Riparian Development Permit Area due to the presence of an adjacent ditch. It is not anticipated that this will place any limitations on development on the site, but the associated permit application process will need to be undertaken at time of development.

The site additionally hosts the Central Saanich Volunteer Fire Museum. The location of this component has been considered in each site option. The site is currently surrounded by residential on three sides, with a mixed use development to the east and an additional commercial mixed use developed planned to the north-east.

New development on the site must take in consideration the requirements of the Saanichton Village Plan. Of particular note for the site is the desire to preserve and promote pedestrian/bike connections around and across the site, consideration for open public space and an active street frontage, the development of green-blue solutions to address stormwater management and the enhancement of the urban tree canopy.

Table 3.1 on this page summarizes the key characteristics of the site and its current usage.

Table 3.1 1903 Mt. Newton Cross Road Key Site Characteristics

Legal Description	Lot 1, Section 5, Range 2 East, South Saanich District, Plan 31358
Land Size	4.08 acres (16,518m ²)
Zoning	P-1 General Institutional. Within the Urban Containment Boundary
Permitted Uses under Zoning	Assembly use, Civic use, <u>Child care</u> facility, Community Care facility, Community Institutional Use, Offices of the Federal, Provincial and Municipal Governments, Recycling Facilities, Memorial Gardens, <u>Cemetery</u> , Health Care Facility, Nursing Home, Caretaker's Dwelling
Size of Buildings & Structures permitted by Zoning	Height: maximum of 8.0m Lot Coverage: maximum of 40% Floor Area Ratio: maximum of 0.4
Building Siting requirements by Zoning (setbacks)	Front Yard: minimum of 7.5m Rear Yard: minimum of 7.5m Side Yard: minimum of 6.0m
Highest/Best Use (if as vacant)	Rezoning and development within the guidelines and constraints of the Official Community Plan and Saanichton Village Design Plan.
Appraisal Value	[REDACTED]
Topography and Site Features	Sloped from north to south
Specialty Considerations	North-west corner of site falls under Riparian Development Permit application requirements. Large mature trees at east corner of site.

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



3 | PROJECT SITES



Figure 3.2 Municipal Hall Building



Figure 3.3 Municipal Hall Building



Figure 3.4 Central Saanich Volunteer Fire Museum



Figure 3.5 Fire Station #2

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



3 | PROJECT SITES



Figure 3.6 1903 Mt Newton Cross Road Site

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



3 | PROJECT SITES

1703 Keating Cross Road

1703 Keating Cross Road is the current site of the Municipal Works Yard. The site has two main buildings which have been renovated over time to accommodate changing and growing needs. The main building houses the fleet maintenance spaces, as well as office space and shared amenity space, such as the lunchroom and changing areas, for the works yard staff. The second building is an outbuilding with a combination of enclosed and covered storage and workshop space, with office and amenity space for the Parks staff on site. The age of the buildings and the findings of the condition assessment suggest that the existing buildings be replaced rather than renovated.

Exterior areas include open laydown areas and covered storage for construction materials, equipment and vehicle attachments, bulk materials storage, waste and recycling storage, a fuel station, a vehicle washbay, uncovered parking for fleet vehicles as well as a minor enclosed outbuilding and sea cans for materials that require enclosed storage.

The used portion of the site is flat, with a raised area to the south-west to accommodate the two level waste/recycling area, allowing vehicles to drive to an upper level to dump materials down into bins on the main site level. Approximately 2.25 acres at the back of the site is currently unused. A portion of the unused area at the southern most extent of the site slopes significantly up to a high ridge. There is a pond in an neighbouring site to the south-west. While not identified as a sensitive development zone, the nature of the pond should be reviewed in the next phase of this project if redevelopment of this site proceeds.

The site is currently surrounded by industrial lands, including a large gravel pit to the east. These lands are anticipated to remain industrial, with future development to densify their use to meet rising demand for industrial spaces.

Table 3.2 on this page summarizes the key characteristics of the site and its current usage.

Table 3.2 1703 Keating Cross Road Key Site Characteristics

Legal Description	Lots B & C, Section 14, Range 2E, South Saanich District, Plan 3053
Land Size	9.70 acres combined (39,255m ²)
Zoning	1-2 Extraction Industrial. Within the Urban Containment Boundary
Permitted Uses under Zoning	Extraction of sand and gravel on lots 2.0 ha in area and larger, Screening, curbsing , washing, blending and storing of sand and gravel, Municipal Works Yard, Agriculture
Size of Buildings & Structures permitted by Zoning	Height: maximum of 11.0 m Lot Coverage: maximum of 60% Floor Area Ratio: maximum of .01
Building Siting requirements by Zoning (setbacks)	Front Yard: minimum of 12m Rear Yard: minimum of 7.5m, abutting residential zone: 30m, abutting industrial zone: 15m Side Yard: minimum of 6.0m, abutting residential zone: 30m, abutting industrial zone: 15m
Subdivision Requirements by Zoning	Minimum and Average Lot Area: minimum of 1850m ² Lot Frontage: minimum of 30m
Highest/Best Use (if as vacant)	Rezoning to 1-1. Development of light industrial facilities/ self-storage/ warehousing.
Appraisal Value	[REDACTED]
Topography and Site Features	Flat except for raised area at south-west corner of site (waste area)
Specialty Considerations	Pond on adjacent property to the south-west

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



3 | PROJECT SITES



Figure 3.7 Municipal Works Yard



Figure 3.8 Municipal Works Yard



Figure 3.9 Municipal Works Yard



Figure 3.10 Municipal Works Yard

3 | PROJECT SITES



CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



Figure 3.11 1703 Keating Cross Road Site

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary

1512 Keating Cross Road

1512 Keating Cross Road is the site of Fire Station #1 which was completed in 2013. The site includes the Fire Station building as well as its associated exterior equipment training area and surface parking for staff. The site also accommodates a small community park, with a children's play area and a half court basketball court in the south-west portion of the site.

The site is flat, though there is a significant level change between the site and the adjacent co-op car wash site which is addressed through a large retaining wall on that site. A bioswale has been integrated into the site landscaping, to address on site stormwater management as well as contribute to the aesthetics and public use of the facility. The bioswale is primarily located along the western and northern site boundaries, with additional branches into the centre of the site around the play area. Underneath the bioswale is a geothermal field serving the Fire Station building. If possible it is recommended the bioswale and geothermal field be retained in its current state, or replaced on site if required to suit new development plans.

The site is outside of the Urban Containment Boundary and is zoned P-1F (FireHall Institutional). The development of this site for the Districts intended use would require rezoning and an adjustment to the Official Community Plan as it relates to the Urban Containment Boundary.

The surrounding developments include a co-opgas station and car wash to the west, singleunit residential with agricultural lands to the north and east, and multi-unit residential to the south. A future mixed use development has been identified to the south-west of the site, where a restaurant is currently located.

The site at 6811 West Saanich Road abuts this site, to the north-west.

Table 3.3 on this page summarizes the key characteristics of the site and its current usage.

Table 3.3 1512 Keating Cross Road Key Site Characteristics

Legal Description	Lot B, Section 13, Range 1, South Saanich District Plan, Plan 37165
Land Size	1.9 acres (15,387m ²)
Zoning	P-1F Fire Hall Institutional. Outside the Urban Containment Boundary
Permitted Uses under Zoning	Main Fire Hall, Training Centre for firefighting and emergency response
	Floor Area Ratio: maximum of 0.2
Size of Buildings & Structures permitted by Zoning	Height: maximum of 13.5m Accessory Height: maximum of 3.0 m Lot Coverage: maximum of 12%
Building Siting requirements by Zoning (setbacks)	Front Yard: minimum of 7.5m Rear Yard: minimum of 7.5m Side Yard: minimum of 6.0m
Subdivision Requirements by Zoning	Minimum and Average Lot Area: minimum 0.8 ha
Highest/Best Use (if as vacant)	Not determined at this time
Appraisal Value	Not determined at this time
Topography and Site Features	Flat, bioswale and specialty landscaping on western portion of site.
Specialty Considerations	South-east corner of site falls under Riparian Development Permit application requirements. Geothermal field on site under bioswale.

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



3 | PROJECT SITES



Figure 3.12 Fire Station #1



Figure 3.13 Fire Station #1



Figure 3.14 Fire Station #1



Figure 3.15 Fire Station #1

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



3 | PROJECT SITES

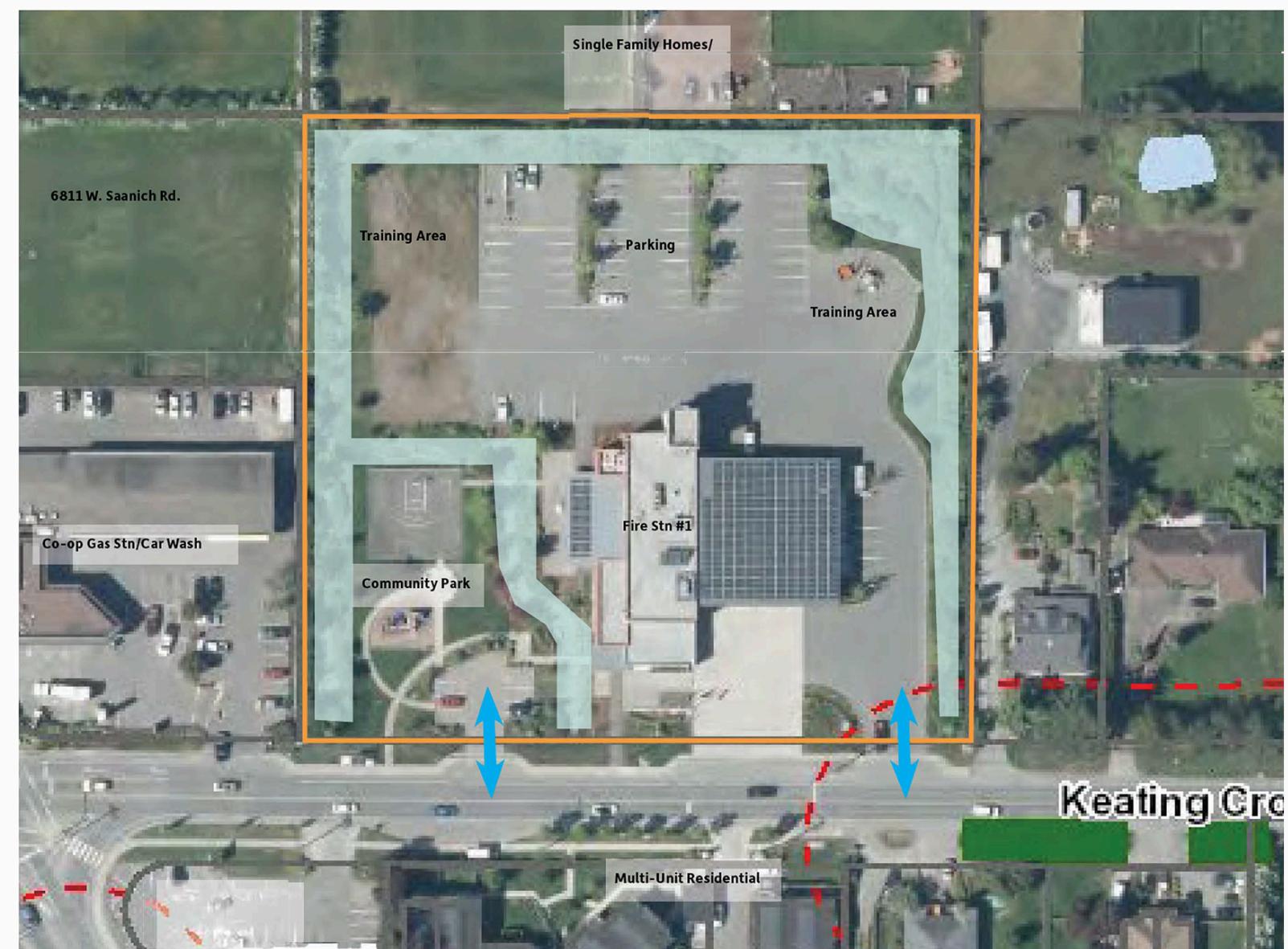


Figure 3.16 1512 Keating Cross Road Site

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



3 | PROJECT SITES

Hovey Road Site

The Hovey Road site is privately owned agricultural land, but is currently under utilized. It is zoned A-1 (Agriculture) and is within the Urban Containment Boundary. As such, development of the site for the Districts intended use would require rezoning.

The site is divided into two (2) lots. Lot A is relatively flat, while Lot B slopes gently from west to east, with a small hill on the northern boundary of the property. The southern and eastern boundaries of the property falls under a Riparian Development Permit area due to existing ditches. It is not anticipated that this will place any limitations on development on the site, but the associated permit application process will need to be undertaken at time of development.

There are no large trees or significant landscaped elements on site.

The Hovey Road site is directly east from Centennial Park, with single family homes to the south, a multi-unit seniors centre to the west, and a Church and multi-unit residential developments to the north. The multi-unit residential development to the north includes a supportive housing complex, a partnership between the provincial government and the a non-for-profit, which was nearing construction completion at the time of this report.



Figure 3.26 Hovey Road Site, Source: Central Saanich GIS

CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



4| CONCLUSION

CONCLUSION

Hovey Road Lot A is the only sizeable piece of bare land within the Urban Containment Boundary (the 18% of the District where development is focused) and this piece has been vacant for approximately 18 years. It is approximately 2.2-acres, situated across from Centennial Park, the District's most popular park, and is currently zoned A-1 but is not in the Agricultural Land Reserve. The location is central to the community and on a main road and transit route; it is a good location for municipal services including emergency service access. The current Mount Newton Cross Road site also has a much higher land value than the Hovey Road site, meaning the overall project cost would be more at that location and adequate space for recreation would not be as feasible. The Hovey Road property also offers the District, and taxpayers, the cost benefits of being able to build on bare land while operations continue without temporary space rentals or service interruptions at the current location.



CIVIC REDEVELOPMENT

Facility Feasibility Study Summary



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