

University of Victoria

Centre for Athletics, Recreation and Special Abilities (CARSA) Consultation Recommendations

Better Neighbours: A plan for improved CARSA project consultation efforts by UVic

Final Report – Submitted to UVic on January 19, 2012

Submitted to Neil Connelly, Campus Planning and Sustainability, University of Victoria

Submitted by:

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1. Executive Summary

In November 2011, the University of Victoria (UVic) retained HB Lanarc-Golder to examine concerns that had arisen with regard to previous consultation efforts for the Centre for Athletics and Special Abilities (CARSA) project. At the October 2011 District of Saanich committee meeting, District Council had moved that CARSA's Development Variance Permit be "postponed (for) consideration of the application to allow UVic to conduct further public consultation and to consider possible modifications to the design of the project." The consultant was asked to examine the CARSA consultation concerns, and to make recommendations for an improved CARSA consultation process to be implemented in early 2012.

During November-December 2011, HB Lanarc-Golder reviewed CARSA project background information and conducted 22 phone and in-person key informant interviews with community members, Community Association representatives, university-affiliated individuals, District of Saanich staff and elected officials who would be insightful interviewees on past and future CARSA consultation efforts. The interviews are summarized in this report and reflect the key CARSA "process" and "content" issues and concerns raised. This report reflects the perceptions and views captured in the key informant interviews and does not attempt to rebalance views with any explanation of previous efforts undertaken by UVic.

From a CARSA "content" perspective, key informants communicated an overall recognition of the need for new athletics facilities and very few interviewees were opposed to the substance of the CARSA project. However, the size, location, design and visual impact of the parkade structure that is currently part of the CARSA project was the single largest content concern raised. Surrounding traffic impacts, road improvements, and transit planning issues were also core "content issues" to be addressed in future CARSA consultations.

While some interviewees provided detailed input on the CARSA parkade's siting, massing and design elements, the vast majority of comments focused on consultation "process issues" and how to ensure that future consultation efforts by UVic were more respectful, meaningful and collaborative.

There is a view among community members, Community Associations, District staff and Council that UVic must rebuild trust with the community, and can begin to do so by ensuring there are opportunities for meaningful input influencing the final CARSA project application. There is also a desire for improved structures and for expanded efforts to inform and engage local residents on the future of the campus. Consultation with wider audiences (including Community Associations, residents, businesses) is needed, should use many "input channels", and should include meetings held in the community (off-campus at schools, community halls, etc).

This report concludes with detailed recommendations and timeline for an improved CARSA consultation process running from late January to early June 2012. This report also makes a few initial recommendations for the development of a framework for effective consultation on UVic's future capital projects.

2. Project Description and Objectives

In October 2011, the University of Victoria (Uvic) issued a “Request for Qualifications” (RFQ) for an experienced and professional consultant or firm with specialized community, campus planning and municipal planning expertise. The focus of the work required was to assist the University in meeting District of Saanich requirements for community-public consultation on Uvic’s Centre for Athletics, Recreation and Special Abilities (CARSA), a capital development project the University had been working on for several years.

HB Lanarc-Golder, a BC-based community planning and design firm with a reputation for skills and experience in effective engagement and consultation, was fortunate to be selected to work with the University team dedicated to the CARSA project. HB Lanarc-Golder was asked to assist the University in examining concerns that had arisen with regard to previous consultation efforts for the CARSA project. In addition, the consultant was asked to examine how those concerns may have related to other recent capital development and planning initiatives by the university, and to make recommendations for a revamped and improved CARSA consultation process to be implemented in early 2012.

These tasks were organized under “phase 1” of our contract, and the bulk of the work was to be completed in December, 2011. Implementation of the recommendations and the effort required for further community consultation on CARSA was not part of the contract.

Additionally, “phase 2” of our contract requires that we support the University in developing a recommended framework the university could use in future community engagement and consultation processes involving campus planning and physical changes to the campus. While lessons from phase 1 activities will certainly assist in developing this larger framework, the main activities of phase 2 (review of best practices from other universities and public sector organizations, interviews with key stakeholders and community members, etc.) are to be undertaken between January and May 2012.

The goal of phase 2 of our contract is to ensure that the University has an updated and improved community engagement and consultation framework in place in advance of the planning for any new future capital development projects. In addition, a major review of the Campus Plan is scheduled for 2014. This will be a comprehensive planning exercise with extensive internal and public consultation playing a key role in the completion of an updated Plan.

Note that “consultation” was defined in the October RFQ as processes initiated and funded by the university in connection with physical planning and design changes on university-owned land. These must provide opportunities for “meaningful input” from members of the university community, nearby neighbours, local interest groups and others who may be affected by the proposed physical changes.

HB Lanarc-Golder often defines meaningful input as broad-based input that happens early in the design and development process, that happens on an ongoing basis (i.e. in all stages of the process), and that is reflected in the evolving design of the project. Ideally, information and ideas gleaned from such input is blended effectively with technical knowledge, facts and skills to create the “best possible project”, while respecting the organizational objectives and fiscal realities of the project proponent.

3. Project Activities and Timeline (Phase 1)

As soon as HB Lanarc-Golder was selected by UVic (November 28, 2011), information on previous CARSA consultation efforts and the CARSA project was shared with us, both by UVic and by members of some Community Associations. We received and reviewed the following in order to understand the project background and context:

- i. Concept drawings, visualizations and technical materials re the CARSA project site and design
- ii. Material from UVic's Development Variance permit application, presentation and correspondence to the District of Saanich regarding CARSA
- iii. Summaries of comments received by UVic during CARSA consultation events
- iv. Minutes from District of Saanich council discussions re CARSA
- v. Correspondence from Community Associations regarding their support for or concerns with the CARSA project, including several detailed submissions from the Cadboro Bay Residents Association (Schedule C – Review of UVic's consultation process – Cadboro Bay Resident's Association feedback, Suggested Draft Mandate and Terms of Reference for "public consultation" expertise to support improved consultation efforts, Response to UVic request for Community Feedback post Sept 8, 2011 Open House)
- vi. Media releases from UVic and articles from local media
- vii. The terms of reference of the UVic Community Associations Liaison Committee

Brief CARSA Background

The review of documents provided the consultants with the needed background information on the project. Very briefly, UVic had identified a need for a new athletics centre and parkade in a 2007 Athletics and Recreation Comprehensive Facility Review study. The Campus Planning Committee considered the siting of a new facility in December 2008 in conjunction with the direction provided in the Campus Plan on preferred future building locations. The program of requirements and schematic design for the project along with the schematic design for a parking structure adjacent to the Centre were also subsequently considered by the Committee.

In November 2009 an application for variances for building height and the number of parking spaces for the project was submitted to the District of Saanich. The CARSA design concept and plans were shared with the UVic - Community Association Liaison Committee at meetings in 2009, culminating with the presentation of display panels in December 2010. UVic also met with District of Saanich Planning and Engineering staff throughout the permit review process on matters related to the development variances for the project, the completion of an Athletics Centre Traffic Impact Assessment study, and the District's McKenzie Avenue road upgrade plan.

With UVic having confirmed financing for the project and with internal confirmation of the final design for the facility and the parkade, the application was considered by the District of Saanich Council in early August 2011. The University held a public open house further explaining the project in September 2011,

to “address the comments and concerns raised (by the community) at the August 8th, 2011 (District of Saanich) Committee of the Whole meeting”. At a subsequent October 5th, 2011 Saanich Committee meeting, Council “postponed consideration of the application to allow UVic to conduct further public consultation and to consider possible modifications to the design of the project.”

Following our review of background documents, we worked with UVic project team members to identify a small set of community members, Community Association representatives, university-affiliated individuals, District of Saanich staff and elected officials who would be insightful interviewees on the past and future CARSA consultation efforts. Due to time and the scope of our contract, it was agreed that we would complete between 20-24 “key informant” interviews drawing from across these groups, to ensure we heard a wide range of opinions and balanced perspectives while understanding the core issues and gaining insight to move forward.

Twenty-two interviews were completed by telephone and in-person between December 8th and 15th. Three categories of key informants were interviewed:

1. Institutional – 8 District of Saanich staff and Councilors
2. Community – 5 Community associations, 2 neighbouring residents, 2 student associations, 1 alumni and 1 student journalist
3. Clients – 3 athletics and recreational users

The Key Informant interview questions were asked as follows:

- i. Do you know about the CARSA project generally?
- ii. Were you aware of previous efforts at consultation on the CARSA project? Did you think they were sufficient? If yes, why? If no, why not?
- iii. What issues does the next round of CARSA consultation need to address?
- iv. What would successful consultation in future look like from your point of view?
- v. What would failed consultation in future look like?
- vi. Successes to build on in other planning efforts or relationships?
- vii. Who to engage in future planning efforts? Have we missed anyone whose opinions need to be considered?
- viii. How to engage in future planning efforts – formats and tools?
- ix. Do you have any other comments about UVic’s past consultation processes?

We next spent several days organizing the timing for and attendance at the Key Informant interviews, sending the interview questions ahead of time and explaining their purpose clearly. The interviews were completed between December 8th and 15th (with the main focus of the interviews tending to be questions ii-v), and with transcripts of the interviews being prepared soon after.

Some of the interviewees requested that draft interview transcripts be sent to them for review and revision before they were used in the development of recommendations. We agreed and sent

transcripts to interviewees where requested. If interviewees made edits to their transcripts, we retained and used only their edited version.

Please note that several interviewees requested that their names not be mentioned in the report for phase 1, and that their comments not be directly attributed to them. Due to these requests, only a table summarizing the responses to the questions used has been attached to this report (Appendix A).

The “summary of findings” table presents major themes and issues heard during interviews. The 22 interviews conducted included between one and four people per interview. Please note that the summary table identifies (in brackets) how often an issue was raised by interview, not by the number of persons in the interview. In other words, even if a concern or issue raised had the support of more than one attendee in an interview, it was counted once in the summary table. Thus, if an issue listed in the table has the number (5) after it, that means that issue was raised in 5 separate interviews.

Development of the summary table took several days, with cross-checking of the issues and concerns listed there against interview transcripts consuming considerable time. However, the themes, issues and suggestions that emerged by doing this analysis assisted greatly with the development of our findings and then of recommendations for an improved CARSA consultation process.

Writing and submitting this report, which includes a detailed outline of an improved CARSA consultation process for early 2012, completed our Phase 1 tasks.

4. Summary of Findings Regarding Previous CARSA Consultation Efforts by UVic

During the Key Informant interviews, the majority of interviewees spoke constructively about the relationship that UVIC has always had with surrounding community members, jurisdictions and stakeholders. Many spoke well of how UVic has handled its development planning processes generally, and how it has often acted as a “good neighbour”.

Many also acknowledged the economic contributions and community benefits and services that UVic provides (like access to playing fields, athletic events, elder college classes, live performances, cinema, University Club, etc). Some spoke of how much they want to see UVIC succeed in its mission and aspirations, and several mentioned a strong desire to see the CARSA project approved and built.

However, a consistent message in these interviews was that recent consultation efforts (both for CARSA and on several other initiatives i.e. Queenswood Rezoning, Haro Woods, Mystic Vale) had not been sufficient, and that major improvements were needed.

Further, while several interviewees provided detailed objections specific to CARSA parkade siting, massing and/or design elements, the vast majority of comments focused on how to ensure that future consultation efforts by UVic were more respectful, meaningful and collaborative. This major focus on

“process” rather than “content” likely reflects the wording of our interview questions, but also appears to directly reflect the substance of community and stakeholder concern with CARSA.

This section provides a summary of both the key “process” and “content” issues and concerns raised by the interviewees. The “findings” detailed below directly reflect the perceptions and views captured in the key informant interviews; they do not attempt to rebalance these views by repeating or explaining previous consultation efforts by UVic. This section thus serves as a consolidated summary of concerns expressed in the key informant interviews, and as shown in the summary table (Appendix A).

Our key informant interviews revealed the following “process issues and concerns” re CARSA:

Process Finding #1: There is a perception that UVic’s consultation with community associations, residents and neighbours on development projects has not been meaningful enough, and has been poorly handled in recent years. Some trust and understanding have been lost, and can only be rebuilt through more genuine and more extensive consultation efforts going forward. Future consultation efforts must ensure earlier and more meaningful dialogue with community members, councilors and District staff, with input gathered having more impact on the related project.

Process Finding #2: There was a cumulative ‘spill-over’ effect of other issues and previous processes that amplified community displeasure with the CARSA consultation process. The Queenswood rezoning concern was most often cited by interviewees as having been poorly handled (i.e. no plans were presented, height issues, urban forest siting, heritage issues, etc). Other projects were also cited (i.e. Haro Woods, Mystic Vale). UVic thus appears to some to have overlooked or ignored both process and content concerns raised during various consultation efforts, not just CARSA, thereby inflaming the situation.

Process Finding #3: Current UVic structures and processes for ensuring effective community and stakeholder consultation on large development projects are not robust enough. There is a desire to improve on both structures and processes used, and there is much untapped community capacity to contribute. Specifically, there is a need to constructively review the Community Liaison Committee structure, role and activities.

Process Finding #4: Communicating to residents and community through the Community Associations (CA’s) and the Community Liaison Committee is important but is not enough. Community Associations are run by volunteers, sometimes represent a small number of residents’ views, and do not have the resources to distribute information widely enough to residents (beyond their membership). Consultation with CAs, residents, and businesses needs to be broader, use many “input channels”, and make strong use of meetings held in community settings.

Process Finding #5: UVic is perceived to have taken a “Design, Announce, Defend” approach with CARSA, providing little room for meaningful input or project modifications to respond to concerns raised. This is seen as disrespectful of both community members and council members concerns, and has resulted in more opposition to the CARSA project than would otherwise have been the case. Part of the reason for this is that external audiences are not aware of how UVic planning staff

have to balance various internal interests when taking a project forward, nor how external and internal interests are balanced as a project moves along. Future consultation efforts must explain this more clearly. They must also ensure earlier and more meaningful dialogue with community members, District councilors and staff, with input gathered having more influence on the final development project.

Process Finding #6: There are perceptions that the rationale for the CARSA project's siting and design decisions have never been fully explained. Studies, options, constraints, and tradeoffs influencing the project must therefore be presented more widely and made more easily available.

Process Finding #7: Past UVic communication and consultation tools and techniques are perceived as having been insufficient, as tilted towards "public relations" rather than meaningful consultation, and as reflecting university preferences rather than "best practice". More complete information sharing with wider audiences, better presentations to wider audiences, and more refined communication skills are needed. More specifically, "go to them" consultation activities and diverse outreach efforts are needed, ensuring that a greater number of people and more diverse people in surrounding communities are substantively involved.

Process Finding #8: UVic is perceived as not recognizing the scale of its impacts on surrounding communities, nor how certain impacts have increased as the university and the surrounding communities have grown at their interface boundaries. District of Saanich Council members and community representatives are committed to addressing these issues.

Our key informant interviews also uncovered the following "content issues and concerns" re CARSA:

Content Finding #1: There is an overall recognition for the need of new athletics facilities. Very few interviews were opposed to the substance of the CARSA project. However, the size, location, design and visual impact of the parkade structure that is currently part of the CARSA project is the single largest content concern raised. Many people interviewed do not accept or understand why that amount of parking is needed on that particular site, given other available sites and the close proximity to a major road. Other location options should be fully examined/explained, as should possibilities for scaling back the parkade's size and/or lessening visual impact.

Content Finding #2: The possible traffic impacts of the CARSA project are a major community concern, due to a perception that road capacity is currently limited and the CARSA project will worsen the situation. Information on CARSA transportation servicing plans and District future road upgrades (including upgrades to McKenzie Ave.) was not widely shared during the previous consultation. Planned road improvements are thus not currently understood by the community. The actual traffic impacts of the CARSA project are not well understood generally.

Content Finding #3: Worsening traffic, parking issues in the surrounding community (likely worsened by people parking off-campus when heading to campus), and increased 'bus pass-overs' are sited as growing problems. The university's transportation demand management planning and its integration with BC Transit plans are not well understood, both generally and with specific

reference to CARSA. There is also concern with the possible addition of an aquatic facility to the CARSA complex, and its possible traffic and parking impacts.

Content Finding #4: For some, the CARSA project is not seen as a stand-alone development, and UVic is known as a large local and regional player in terms of the scale of its activities and impacts. There are therefore concerns with how much more development UVic plans in future, and little understanding of how CARSA fits into that “big picture”. The CARSA project needs to be discussed in its greater context of the 2003 Campus Master Plan and Strategic Plan.

Content Finding #5: Most people interviewed do not understand the unique pressures that UVic operates under in terms of meeting its various needs while being “land-constrained”, nor its funding mechanisms and internal decision-making processes. The University’s context should be explained generally, and with specific reference to the CARSA project.

5. Recommendations for an Improved CARSA Consultation Process by UVic

Reflecting the findings noted above, we have the following recommendations on how UVic can improve its next round of efforts at community and stakeholder consultation for the CARSA project.

Please note that recommendations A to J below should be carried out as part of the “Improved CARSA Consultation Process” which is fully detailed in section 6 of this report.

- a. Recognizing the level of concern and frustration expressed by some of the key informants during our interviews, and building on an existing commitment to improve consultation practice by the university, UVic should issue a ‘media tip’ featuring the major findings of this report and committing to learning from recent discussions and to improved and expanded consultation practices, starting with CARSA.
- b. UVic should commit publicly to implementing the improved CARSA 2012 Consultation Process described in the following section of this report, and should clearly communicate the timing, phases, major activities and desired outcomes from this expanded consultation effort. UVic should also clearly identify the issues that have previously been of concern to community members, and commit to addressing those that it has the ability to influence, while at the same time moving forward with CARSA.
- c. UVic should send a copy of this report to Saanich and Oak Bay planning staff and councils, to all identified Community Associations, and to identified stakeholder groups, with a cover letter committing to learning from recent discussions and to improved and expanded consultation practices in future.
- d. UVic should offer (in that same correspondence) to meet with individuals and groups who are interested in supporting improved consultation in the next round of CARSA consultation.

- e. UVic should immediately develop a more complete written and visually-rich overview of the CARSA project, with concise information as to the intent of the CARSA project, it's major elements, why it is sited where it is, how the design was developed, the trade-offs that were considered/ managed through the design, and the planning and design costs incurred by the university to date. This overview should be provided both online and in written form for anyone who wishes to receive a copy.
- f. UVic should set a clear end-date for further consultation on the CARSA project, and a date for submission of a revised design and application to Saanich council. Opportunities for comment on the issues and evolving design during the CARSA 2012 Consultation Process should be clearly identified in a "process map", and multiple means of gathering input from a diverse set of community members during the consultation process should also be listed.
- g. UVic should immediately hold initial meetings with Community Association representatives on how the improved CARSA consultation process can benefit from the input and support of these associations, with a focus on sharing information more widely, gathering input more systematically, and jointly addressing both community and university concerns.
- h. UVic should develop a more robust communications protocol for the CARSA 2012 Consultation Process that identifies appropriate spokespeople, promotes the use of an expanded set of communication tools and formats, and commits the university to maintaining both a project website and an active and up-to-date contacts database ensuring regular communication with interested community members.
- i. As part of the new communications protocol, UVic should commit to providing full teams and detailed information when making future presentations to municipal councils on both CARSA and future development projects. UVic should also consider immediately requesting both Saanich and Oak Bay councils appoint and/or clarify the role of a council member as an ongoing liaison for campus/community planning issues, including CARSA.
- j. UVic should commit to immediately undertaking a review of a limited number of community-identified issues re: CARSA that require technical consideration (options for relocating parking structure; options for lowering the height of the parkade and/or for burying part of structure; possible transportation demand management (TDM) improvements and community parking issues). This review would provide information, analysis and design options for consideration during the CARSA 2012 Consultation Process.

Please note that recommendations K to N below relate to Phase 2 of our contract with UVic, and focus on "kick-starting" the process by which a general framework for UVic's future capital projects will be developed. These very initial recommendations are included in this report because they logically flow from the issues identified during our research and analysis in Phase 1.

Recommendations to "kickstart" development of an improved framework for future UVic consultation:

- k. To move effectively into Phase 2 (Developing a General Framework for UVic's Future Capital Projects) of this process: the University should immediately publicize its effort to develop a new framework for future community consultation processes involving campus planning and physical changes to the campus. The framework should clarify the different types and

levels of input which are appropriate for various projects and how they can best be achieved. The university should also invite widespread input into the process for creating an improved community consultation framework in advance of any new future capital development projects and in advance of the major review of the Campus Plan.

- l. To move effectively into Phase 2 (Developing a General Framework for UVic's Future Capital Projects) of this process: the University should agree to revisit and possibly revamp its structures and processes for interacting with local Community Associations, recognizing their important role in ensuring effective communication with the larger community and in terms of gathering and representing community opinion. In particular, UVic should immediately invite comment from the Community Associations on how to jointly develop and implement more "go-to-them" community consultation activities, and how to improve the current "UVic Community Association Liaison" committee.
- m. To move effectively into Phase 2 (Developing a General Framework for UVic's Future Capital Projects) of this process: the University should also publicly acknowledge that community members see CARSA in the context of past and future development efforts by UVic, and should commit to communicating on that context broadly (Campus Plan). At the same time, the University should clearly explain the major development issues and objectives currently in play at the university, the process used for moving those ahead, and how this relates to future campus planning and development efforts.
- n. To move effectively into Phase 2 (Developing a General Framework for UVic's Future Capital Projects) of this process: the University should commit publicly that the campus plan review scheduled for 2014 will include a review of issues raised that require larger university policy considerations (development near the edge of the campus may require particular development guidelines; campus "entrances" should receive a higher level of design standards; etc.).

6. Recommended Design and Timeline for an Improved CARSA Consultation Process

HB Lanarc-Golder recommends that the next round of CARSA consultation be organized into 5 steps, with each step moving the process crisply along such that a final submission of a revised application to the District of Saanich council is made in early June 2012. The focused timeline recommended below is intended to share information effectively, to ensure the process responds to input received, and to result in a revised submission before the summer months.

HB Lanarc-Golder recommends the proposed process and timelines as follows:

Step 1: "Document issues with and options for CARSA" (runs late Jan to Feb 15)

Objective: Communicate effectively with a wide range of community members regarding the many opportunities for meaningful input during this process, raise the profile of the remaining content issues with the project to date, frame the discussions around a set of design options and trade-offs, improve

documentation availability, and begin to improve relationships with Community Associations, residents and the District.

Consultation Activities:

- Preparation and wide circulation of a CARSA information package that explains the project, its context, the design options/tradeoffs that exist, and clearly identifies the issues to be addressed through a revised application.
- Preparation and deployment of a project website and handout/mailout explaining intent, steps and activities of the Jan-June consultation on CARSA, including details on design options and trade-offs and how they address remaining issues
- Development of a PowerPoint presentation and speaking notes regarding same, and invitation to any interested community group or stakeholder group to receive a UVic presentation at their scheduled meeting time
- CARSA Consultation plan released via 'media tip', email blast, letters and distribution to District staff, councils, Community Associations and stakeholders.
- Identification of appropriate spokesperson for this round of consultation
- Presentation to all interested Community Associations regarding this round of consultation
- Development of agreement with Community Associations re their role in promoting broad participation in this consultation effort
- Development and deployment of a visually compelling poster regarding opportunities for participation in local settings (posted at libraries, community centers, coffee shops, post offices)
- Organization and promotion of three "go-to-them" open house/workshop events (off-campus at neighbouring schools, halls, churches) happening on different dates and in different locations; detailed format is to be determined during this period
- Development and promotion of an electronic and paper version "comment form" to complement the in-person events
- Consultation with District of Saanich Engineering and other staff to gather relevant information

Step 2: "Gather Broad Public Input on Issues and Options" (runs Feb 15 to Mar 15)

Objective: To ensure that multiple opportunities and formats for meaningful input into the revised design of the CARSA project are provided to anyone who wishes to contribute, to focus that input into clear direction for the next steps in planning, and to build an effective working relationship with community associations in terms of effective and broad-based community consultation.

Consultation Activities:

- Execute three "go-to-them" open house events on appropriate weekends and evenings, in different community settings (neighbouring community schools, halls, churches, etc) and using innovative dialogue-based tools and formats (rather than standard town-hall formats) to receive meaningful input on critical issues from a wide variety of people in the community
- Summarize results from all input received (email, letters, open house comments, etc.)

- Communications effort near the end of this step focuses on explaining how the design team will be directed by input from Step 2 in making possible revisions.
- Circulate summary of input received and promote input activities in Step 4 widely

Step 3: “Revise CARSA Design” (runs Mar 15 to Apr 21)

Objective: To allow the project design team to use input gathered in Step 2 to develop a revised CARSA project application that responds to as many of the content issues raised as possible.

Consultation Activities:

- Continue to receive and respond to comments
- Design team will be directed by input from Step 2 in making revisions to CARSA design.
- Develop a feasible revised CARSA design
- Prepare materials with revised CARSA design

Step 4: “Gather Broad Public Input on Revised CARSA Design” (runs Apr 21 to May 7)

Objective: To ensure that the revised design is well-publicized and receives further detailed and focused comment from a wide range of community members.

Consultation Activities:

- Circulation of the revised design, covering all identified issues, to all community members, CAs and stakeholders who had expressed an interest
- Develop ‘media tip’ and email blast re same; develop and deploy updated poster as well
- Development and deployment of written and electronic input forms
- Organize, promote and execute 3 “go to them” open house events to present and discuss revised design with interested community members
- Summary of further input received
- Promote activities and timeline of Step 5, showing how any further revisions were managed

Step 5: “Revisions, Final Design, and Submission of Application” (runs May 7 to June 1)

Objective: Using the input gathered during Step 4, project team will complete, submit and publicize final design and fully detailed application.

- Circulation of the final design, with explanation of changes made, to all community members, CAs and stakeholders who had expressed an interest
- Summary report of the CARSA consultation efforts from January to June 2012
- Revised Development Variance Permit application and summary report – written with District staff report format
- Development of a presentation and speaking notes for District Committee of the Whole

Appendix A: Summary of findings from “Key Informant Interviews” regarding UVic’s CARSA project consultation efforts

This table summarizes the findings of 22 key informant interviews completed by phone and in-person between December 8th and 15th, 2011. Notes and transcripts of interviews were prepared during the meetings. In some cases, additional information was provided by the interviewee. The transcripts and additional submissions were reviewed and tallied to create this summary chart.

This table presents major themes and issues heard during interviews. The 22 interviews conducted included between one and four people per interview. Please note that the summary table identifies (in brackets) how often an issue was raised by interview, not by the number of persons in the interview. In other words, even if a concern or issue raised had the support of more than one attendee in an interview, it was counted once in the summary table. Thus, if an issue listed in the table has the number (5) after it, that means that issue was raised in 5 separate interviews.

List of acronyms: University of Victoria (UVic), Centre for Athletics, Recreation and Special Abilities (CARSA), Community Association (CA), Community Liaison Committee (CLC).

<u>Key Informant Interview THEMES</u>	PROCESS Issues and Concerns re CARSA project (bracketed # indicates how often raised)	Suggestions for the Future
<ul style="list-style-type: none">UVic needs to rebuild trust with residents and community associations	<p>Ensure that community and stakeholder input is genuine and allows some changes to be made to final project (9)</p> <p>Good consultation requires meaningful input into the project outcomes, and that was not achieved here (9)</p> <p>Future consultation must have no public relations ‘selling’ or pushing the development (7); must present and address concerns raised (4); and provide opportunity for Q and A (4)</p> <p>Perception is that UVic is not being a good neighbor (7)</p> <p>University needs to see things from the community’s perspective (4)</p> <p>People need to know that if they are involved, their time will be worth the investment (4)</p> <p>Use of the “Design it, Announce it, then Defend it” approach does not work (4)</p>	<p>Design and execute an integrative process with community and District to allow for early, genuine, meaningful input into project. (7)</p> <p>At the outset, present the project, the process, and opportunities for input. Relay the outcomes and changes made based on input. (3)</p> <p>Master plan process is dynamic, and inclusive of community (2)</p>

Appendix A: Summary of findings from “Key Informant Interviews” regarding UVic’s CARSA project consultation efforts

<u>KI Interview THEMES</u>	PROCESS Issues and Concerns re CARSA project (bracketed # indicates how often raised)	Suggestions for the Future
<ul style="list-style-type: none"> • UVic needs to communicate better with the broader community • Consultation with community associations, residents and neighbours needs to use many channels and hold meetings out in the community • Use many channels to reach the broader community • Need to consult broadly with community residents and businesses, not just CA’s 	<p>To actively rebuild trust, need to develop and maintain good working relationships with the community(6) Need to involve broader community including local businesses (6), sports groups, people who use facilities (5) Oak Bay Community Association (2) Oak Bay Council (1) planning faculty and professors (1) student society (3) students (4) extension students (1) graduates (1) BC transit (3) Saanich Design Panel (1)</p> <p>There are many highly skilled educated people in the community who want to participate, be informed and contribute meaningfully (5)</p> <p>Residents and community associations participate heavily with Council and make efforts to be involved and informed (2)</p> <p>Use many channels – best to talk face-to-face (6) small meetings /focused outreach (6) Several Open houses (4); Café model meetings (not Town Hall) (3); Town Hall (1) Facilitated meeting (3) Neighborhood meetings (3) Charrettes (1) Questionnaires (1) telephone survey (1)</p> <p>Hold public meetings off-campus, out in the community (schools, churches, community centers) (6) i.e. Gordon Head United Church; St Aidan's in Mt Tolmie, Goward House, Cadboro Bay.</p> <p>Mediums: well advertised, broad invitation, Easy to find website with regular updates (6) Saanich News (5) Times colonist (3) Newsletters (2) link to community association websites (1) Factsheet (1) radio (2) posters at community centers (1) word of mouth via recreation fields booking staff etc. (1)</p> <p>Communicating through individual community associations, and/or through CLC, is not enough (7) Community associations represent a small number of residents views (8)</p> <p>Need residents, community members, and neighbours included/informed, not just CAs (6)</p>	<p>UVic should do a lot more ‘go to them’ engagement; host events at community venues – schools and churches (6)</p> <p>Use many channels to assess community issues/concerns (5)</p> <p>Have a long term view of consulting with community, staff, students, stakeholders. Explain context (1)</p> <p>Presentation at CA meetings before an application goes to Council (1)</p> <p>Do a lot of contact before getting to the drama of council chambers (1)</p> <p>Thank people for the time and insight they contribute (1)</p>

Appendix A: Summary of findings from “Key Informant Interviews” regarding UVic’s CARSA project consultation efforts

	<p>CAs are volunteer associations without the resources to distribute information widely to residents(4)</p> <p>Some members of CA’s intimidate people around them who do not share their views – this makes it unsafe for others (4)</p> <p>Some associations have narrow mindedness, entitlement, and not looking at broader community needs (3)</p> <p>Residents and associations do not all have the same opinion, nor are they concerned about the same issues (2)</p>	
<ul style="list-style-type: none"> • UVic needs to engage in early and meaningful dialogue with the community in the planning and design process • UVic needs to be more collaborative with the community and District on both the process and the content of the CARSA consultation 	<p>Do not rush through consultation as that is not a good way to approach Council or the community – this raises suspicions (10)</p> <p>Need to have space for dialogue and to adjust the actual outcome of CARSA – siting, size and design of parkade (10)</p> <p>Let people see that input was documented, and demonstrate how their concerns have been addressed and incorporated. (4)</p> <p>Perception that UVic is intentionally overemphasizing CanAssist when it is really just a small part of the project (3)</p> <p>Process to include bigger picture of what will happen on campus. Long-term conversations and shared understanding (3)</p> <p>Important not to rush consultation, or submit a near identical CARSA application. (3)</p> <p>Documentation of consultation process and inputs is essential (3)</p> <p>“One chance to redeem themselves, otherwise UVic is stuck for the next few years.” (2)</p> <p>Comments from those CA’s most affected by a proposed development should have ‘weighted’ input to the process (1)</p>	<p>UVic to go back to the conceptual stage where they made decisions and how they came to options (7)</p> <p>Do not rush processes, and community input (7)</p> <p>Allow sufficient time for input (2)</p> <p>Provide more project rationale, and explain the process that brought UVic to this site, design, configuration for CARSA (2)</p>

Appendix A: Summary of findings from “Key Informant Interviews” regarding UVic’s CARSA project consultation efforts

<u>KI Interview THEMES</u>	PROCESS Issues and Concerns re CARSA project (bracketed # indicates how often raised)	Suggestions for the Future
<ul style="list-style-type: none"> CARSA project rationale, options considered, limitations need to be explained CARSA appeared to have a fixed design during consultation and was not open to modifications or input, from municipality or community members 	<p>UVic is perceived to have approached to the District and community with a pre-determined design for CARSA and were not willing to make modifications/ improvements based on staff/council/community input or recommendations (12)</p> <p>Community members felt consultation process for CARSA was not genuine (10)</p> <p>Concerned members of the public got angrier over time, started picking at project issues that were originally fine (4)</p> <p>From the beginning, UVic said they had dealt sufficiently with consultation (3) and with aesthetic issues (white colour of parkade, vegetation, look of parking structure) (1)</p> <p>Want a complete “re-do” of the CARSA project – fully reconsider the design, siting and scale issues in 2012 (2)</p>	<p>Cannot come back with a fixed design and “PR sell -job” (6)</p> <p>Be open to making adjustments (3)</p> <p>To move CARSA ahead, UVic must show options /alternatives (2)</p> <p>Use approach from the engineering building project – people felt listened to there - worked well (1)</p>
<ul style="list-style-type: none"> District and Council is an important approval agency for CARSA UVic did not present or provide full information to council and to people in audience 	<p>UVic made their 1st presentation to Council on CARSA without providing full/needed information (10)</p> <p>Lacked political awareness (9) Didn’t talk enough with local politicians (6) Election timing played a role in this (2)</p> <p>Due to “blanket zoning” in place for UVic, and history of successful applications, UVic seemed to think they were only applying for a simple height and parking variance. Incorrectly thought this application was minor and didn’t need much explanation (4)</p> <p>Second submission annoyed council and community further as it seemed like rushed consultation with quick /cosmetic fixes only (4) Only after first failed attempt at Council did UVic make some of the changes staff requested early on (2)</p> <p>Resident views are listened to at Council. Importance of high quality consultation to District Council (5)</p>	<p>UVic to bring full team to all Council presentations – architect, engineer, transportation consultant, etc.</p> <p>Provide full information on proposal and respond to questions (3)</p>

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<u>KI Interview THEMES</u>	PROCESS Issues and Concerns re CARSA project (bracketed # indicates how often raised)	Suggestions for the Future
<ul style="list-style-type: none"> The cumulative effect of other issues, projects and previous processes “spilled over” and amplified community displeasure with CARSA consultation process 	<p>UVic did not handle Queenswood rezoning properly (height issues, urban forest, heritage, no plans presented etc) (15)</p> <p>Past issues/challenges with community consultation and relationships have made this a cumulative issue for UVic (10)</p> <p>Other project/process concerns mentioned include: Sewer facility issue - Haro Woods (6) Mystic Vale (4), Vancouver Island Health Authority property rumours (1), Dunsmuir Lodge (1) Property on Cowichan Lake (1), Bowker Creek headwaters at University Club (ecology and stormwater management) (1)</p>	<p>Would like to see UVic’s Civic Engagement Plan – make it easy to find on UVic website (1)</p>
<ul style="list-style-type: none"> UVic needs to choose the ‘best spokesperson’ for the CARSA project and for other initiatives Some information and reports being held back – trust issue 	<p>Perceived as holding back information/ not transparent (5). Example: Why can’t parkade be partially underground? (5)</p> <p>The right “people skills” and a “talented spokesperson” are essential to gain support for project (4); Having a “straight arrow” personality present a proposed facility is not sufficient; does not address critical community dynamics (1).</p> <p>UVic press releases are sometimes misleading, include false information (1)</p> <p>Perceived lack of project management skills at UVic (1)</p>	<p>Ensure that important engineering reports and other documents are made public</p>
<ul style="list-style-type: none"> University Community Liaison Committee(CLC) is not the right venue for consultation on big development projects CLC structure and mandate must be reviewed and improved 	<p>CLC is not the right place to review a comprehensive project like CARSA (8)</p> <p>Meetings are only 4 times per year – insufficient (4) ; Perceived as a ‘token gesture’ and thus as not genuine (2)</p> <p>If CA representatives are missing from CLC, they need to be followed up with to ensure good communication (3)</p> <p>Many topics are presented only at a high level. Details of the CARSA project were not presented at the CLC (2)</p> <p>Minutes of meetings need to be sent out right after the meeting, not 3 months later, before the next meeting. (2)</p> <p>See value in the community liaison committee (1)</p>	<p>Create a ‘project steering committee’ on the Community Liaison Committee to review large development projects (1)</p> <p>Review the structure, role, mandate of the Community Liaison Committee</p>

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<p><u>Key Informant Interview THEMES</u></p>	<p>CONTENT Issues and Concerns re CARSA project (bracketed # indicates how often raised)</p>	<p>Suggestions for the Future</p>
<ul style="list-style-type: none"> • Overall recognition for the need of athletics facilities. Very few interviewees opposed to the substance of the CARSA project • Parkade siting, and height is primary content concern. The CARSA project itself is not the concern. • Traffic Impacts and future McKenzie road improvements need to be explained. 	<p>Parkade structure concerns – Height and proximity to road (19). Need for that amount of parking? Explain rationale (6) Why does it need to be so tall? Want relocation options for parkade (5) McKenzie entrance is seen as a ‘gateway’ to the University – first impression coming onto campus (5) Visual impact of parkade structure travelling into ‘semi-rural’ community (2)</p> <p>Explain Traffic Impacts - District/UVic road upgrades/ improvements on McKenzie in 2012 (20) McKenzie congestion (3) Henderson Road traffic (2) Problems with massive traffic jams that fill Ring Road (1) Richmond Rd, Foul Bay, Shelbourne, Sinclair (1)</p> <p>Explain UVic’s parkade in context w/ TDM, BC Transit (11). UVic needs to be more proactive with BC Transit and Transit Planning (4) TDM is more about removing parking lots/ building parkades (2)</p> <p>Many people are reverting to driving to campus (5); likely due to poor transit, bus ‘passovers’ (6), lack of bus infrastructure (4), and buses becoming increasingly uncomfortable and inconvenient (4)</p> <p>Issues /increasing impacts with parking in adjacent neighbourhoods to avoid parking fees (8); TDM studies don’t reflect this parking and hop on bike/bus impact that surrounding community is experiencing (1)</p> <p>Where does CARSA fit into the next 20-30 years of campus development? (6) Constrained site – big picture of how it all fits together (2) Is there a pool going in future? If so, where? (1)</p> <p>What is CARSA? Need? Benefits? Core function? Residents are not currently seeing it as a value add to the community (3)</p> <p>Current athletic facilities are badly in need of replacement (4)</p> <p>Review CARSA building design (2)</p> <p>Use various tools – Use visual aids, images, street angle views, explain the project well (2)</p> <p>Miscellaneous/ Other: (1 for each) – UVic’s relationship to First Nations and disputed lands issues (1); gender neutral washrooms requested by students (1), Raising student fees 2% for a capital project is a concern (generally covered by government and other donors) (1); light pollution (1), loss of 94 mature chestnut trees (1), sustainability (1), visual pollution billboards on parkade at roadside (1)</p>	<p>Specific content issues/concerns to address in next round of CARSA consultation:</p> <p>1) parkade siting, height</p> <p>2) surrounding traffic impacts/improvements and plans in 2012</p> <p>3) transit planning, parking and transit issues in /around campus</p>

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<u>KI Interview THEMES</u>	CONTENT Issues and Concerns re CARSA project (bracketed # indicates how often raised)	Suggestions
<ul style="list-style-type: none"> Heritage Aspects 	<p>Heritage aspects are an issue identified by the community (3)</p> <p>Need to protect/ have recognition for S-Hut (1)</p> <p>Other heritage recognition/ preservation - Water tower, Y-Building, Army hut (3)</p>	<p>UVic commit to heritage recognition/ historical buildings</p>
<ul style="list-style-type: none"> Appreciate the contributions of UVic to the community (economic, facilities, culture etc). Recognition of unique challenges of UVic (land constrained, funding, demands for transparency) 	<p>UVic is a significant contributor and economic generator in the community, especially sports. Contribution needs to be explained (6)</p> <p>Need to explain bigger picture of where the University is going. 2003 Campus plan / Strategic Plan (3) – New dorms, business school, bus exchange etc (2)</p> <p>UVic is equivalent to being the 3rd largest municipality in the region, by size. Think this way in terms of creating new consultation approach (1)</p> <p>Recognition of unique context of university as land constrained and needing to acquire lands (1)</p> <p>Unique structures for funding of projects (1)</p> <p>Unique challenge with announcing projects beforehand – UVic needs financial partnerships, funding sources, security before making announcements – Recognition that this can cause delays or perceived lack of transparency (1)</p> <p>Explain the \$65/semester CARSA fee to students – why did it still go ahead when declined in the student referendum? (1)</p> <p>UVic moves very slowly - Refuses to do work on capital planning until fully out of strategic planning (1)</p> <p>Not sure organization is well set up for genuine consultation – so much hierarchy, bureaucracy at levels of decision making (1)</p>	<p>Explain the funding and context to the community (2)</p> <p>Explain funding after student referendum voted against (1)</p>

Appendix B

Copy of email sent to all Key Informant interviewees

Dear Mr. /Ms...

I am writing to you on behalf of the University of Victoria, who has engaged our firm, HB Lanarc-Golder, to support them in developing a consultation plan for the CARSA project. This consultation is to be implemented in the New Year from January to March 2012, and the learnings from this will be used to inform future consultation practices for the University.

At this stage, we are meeting with the community and stakeholders and asking how they wish to be consulted and what are their core interests regarding the CARSA project and future UVic projects. We are currently developing a consultation plan and are seeking input on how people want to be engaged.

I would like to book a structured 30 minute **phone conversation or in-person meeting sometime this week or next week** to discuss the CARSA consultation process and how you wish to be involved or kept up to date on it. Would you be able to suggest a time that works for you?

Next Tuesday Dec 13th and Thursday Dec 15th, Vince Verlaan (Director of Community Consultation and Engagement) and I will be in Victoria and we are available to meet in person, if that works for you. I will follow up with a phone call today to request booking a time that works best for your schedule.

If you have any questions, please do not hesitate to contact me.

Thank you, Odete Pinho

CADBORO BAY RESIDENTS ASSOCIATION

Response to UVic Request for Community Feedback Post September 8, 2011 UVic Open House

This is the response of the Cadboro Bay Residents Association (CBRA) to UVic's September 8, 2011 request for community input with respect to the proposed Centre for Athletics, Recreation and Special Abilities (CARSA) and seven storey concrete parkade structure which UVic proposes to build adjacent to McKenzie Avenue.

Summary:

The community is surprised and dismayed UVic is, in effect, taking control of a public, vital arterial **municipal** road. Conversations with UVic representatives confirmed UVic takes the perspective there is university development on either side of McKenzie Avenue; therefore, from UVic's perspective, the seven storey concrete parkade with a 10 metre setback from McKenzie Avenue is consistent with university development.

With its current CARSA proposal, UVic is solving its development, parking and transportation challenges by inappropriately transferring social and environmental costs to the surrounding communities.

CBRA requests UVic present a new proposal that respects the social and environmental values and local area plans of the neighboring communities. We recognize and respect any new proposals are the responsibility and prerogative of UVic. We enumerate some options in the body of this report in the hope it will be viewed by UVic as a positive contribution and our willingness to work with UVic to find a solution.

Report:

CBRA's key concerns are threefold:

- 1) the highly negative visual impact of siting a tall concrete parking garage so close to McKenzie Avenue, the principal access and egress to our surrounding communities;
- 2) the implications for traffic; and
- 3) UVic's consultative process. Rather than allaying our concerns, the community's fears were significantly reinforced by the presentations made at the Open House UVic hosted on September 8, 2011.

1) Highly Negative Visual Impact:

Our concerns about the siting and form and character of the parkade echo the comments of Saanich's Advisory Design Panel which described the structure as "massive and unrelenting" and expressed its concerns about the "parkade in its prominent location".

The siting of a seven storey concrete parking garage at the entrance to the university on McKenzie Avenue places an extraordinary emphasis on a "car-centric" vision for UVic, our neighbourhood and the greater community which we suggest is totally out of keeping with UVic's desire to present itself as a green and sustainable institution. The proposed parkade will do enormous damage to the Cadboro Bay Local Area Plan's goal of preserving the semi-rural nature of our community. We suggest that the proposed structure is also in contradiction with Saanich's goal of promoting sustainability and quality of life for residents.

The university has in the past received variances for the construction of buildings which go well beyond the permitted heights. However, up to now, the university has not sought to impose these structures on the community by building them immediately adjacent to public roads. As an example, when permission was sought and granted for the height variances necessary for the construction of the recently completed seven storey South Tower residence it was situated over 100 meters from Sinclair Road and is barely visible as Cadboro Bay residents enter or leave our neighbourhood. Now the university is proposing to construct a series of complexes with a much less attractive seven storey concrete parkade with a minimum 10 meters setback from the main entrance to our community.

CBRA is dismayed by the "options" which UVic put forward at its September 8, 2011 Open House. The only options upon which the community was invited to consider and comment were strictly cosmetic. It is simply not possible to resolve through cosmetic means the highly negative visual impact which the proposed parkade at its proposed site will cause for Cadboro Bay, nearby communities, and indeed for all students, staff and visitors who will use or pass by the McKenzie Avenue entrance to UVic.

The proposed seven storey parkade will be totally out of keeping with the character of McKenzie Avenue. The road which leads from Cadboro Bay beach up Sinclair Road becoming McKenzie Avenue is a main access and egress route for our community. Existing height restrictions of 10 meters help preserve the semi-rural character of our neighbourhood.

The university buildings closest to the proposed site, the Technology Enterprise Facility and the Saunders Annex, are one and two storey buildings. Paragraph 7.3 of the Gordon Head Local Area Plan requires "that site design, building scale, and landscaping for institutions respect neighbourhood character and the natural environment." CARSA and the proposed parkade does not meet this criteria.

UVic's August 8, 2011 presentation to Saanich Council indicated that the proposed structures were being designed to last 100 years. The long term "car-centric" vision of our communities should not be imposed on us by siting this parking structure at the proposed location.

UVic is seeking to build four separate complexes in a very restricted space. The existing proposal represents 17,685 sq. m. for a performance gym, a field house, offices for CanAssist and the parkade. In addition UVic has indicated that in the future it hopes to build a new aquatic centre in the middle of these structures. As a result the proposed parkade is extremely narrow for a seven storey structure, allowing only 70 car stalls per floor.

The construction of a seven storey parkade adjacent to McKenzie Avenue would set a most unsettling precedent. In the future UVic could seek permission to construct similar structures in parking lot 2 and parking lot 5, also along McKenzie. This is the principal access to our neighbourhood.

Even without the parkade structure, the proposed performance gym and field house would be only 30 meters from McKenzie Avenue. The CARSA complex will be totally out of proportion with the nearby buildings.

2) Traffic:

The present proposal for a 505 stall parkade and new intersection with traffic light on McKenzie Avenue between McGill Road and Gabriola Road will cause significant traffic issues for our community. This is a major concern for residents.

There are existing intersections at Finnerty, Gabriola, and an access point at McGill. These intersections already cause significant delays for commuters due to high volume vehicular and pedestrian traffic. Adding a new intersection with a traffic light for the parkade would mean that there would be three intersections (Finnerty, the parkade, Gabriola) within a one block radius. The proposed new intersection for the parkade along with Gabriola and Finnerty are so close together that high volume ingress/egress will backup lines of vehicles on McKenzie and block flow to or from the other exits. This short stretch of road already provides four busy pedestrian crossings. An inevitable result of the proposal is that traffic would seek to divert through other neighbourhood streets causing traffic and safety concerns.

While Saanich has plans to upgrade McKenzie Avenue it would remain a two lane road. The proposed upgrade only covers the public road fronting UVic from McGill to Haro. What happens after Haro or McGill? Approaching Cadboro Bay the traffic has to continue down Sinclair Road which is a narrow two lane hill without bike lanes. The university has confirmed that the new gym and parking structure will result in increased traffic, yet all the plans to address increased

traffic are limited to McKenzie without any plans for Sinclair. The university's plans for Queenswood will also result in increased traffic on Sinclair. Aside from creating further bottlenecks, increasing traffic volumes on Sinclair Hill will compound the existing real safety dangers for bicyclists and pedestrians.

On March 30, 2011 UVic submitted a rezoning application to develop the nearby Queenswood property. This proposal will add significant new additional traffic to both Finnerty and Sinclair/McKenzie and other neighbourhood streets such as Hobbs and Rowley. Given the proximity and interconnectedness of the road network and the schools in the vicinity, these implications must necessarily be included in considering the CARSA variance request. UVic has indicated that it will take additional time to "refine" its application for a rezoning of Queenswood. A piecemeal approach to road and traffic management issues does not serve our community.

3) UVic Consultative Processes:

CBRA would like to express its concerns about UVic's consultative processes.

CBRA is disappointed that UVic brought forward this proposal to Saanich Council on August 8, 2011 (in the middle of the summer) without consultation with the community. UVic's press release of June 30, 2011 announcing it was seeking to proceed with the CARSA complex, made no mention of the proposed seven storey parkade on McKenzie. The Open House held on September 8, 2011 took place during the "back to school week", the busiest week of the year for many families. While the university's notices of the September 8, 2011 Open House did mention the parkade, it failed to refer to the fact that what was being proposed was a seven storey concrete structure immediately adjacent to McKenzie.

The presentational materials which UVic now provides for public consideration do not accurately represent the visual impact. The renderings provided with the proposed options make use of "perspective" to provide the illusion that the existing buffer trees are much higher than they truly are. The renderings show the existing trees as being almost as tall as the proposed seven storey parkade, when in fact they are less than half this height.

The two minute video of driving routes along McKenzie and Gabriola is equally misleading. It does not show the new proposed intersection on McKenzie. By zooming in on street level trees as it approaches the massive parkade, the video misrepresents the visual impact which the structure will impose on commuters, pedestrians and bicyclists along McKenzie. The video clip fails to show any cyclists on McKenzie and when it does show a few bicyclists in the proposed entrance plaza towards the end of the clip they are flaunting local laws by not wearing helmets. This only serves to reinforce our concerns that the design of

this project was undertaken by a team which is unaware of our community and its values.

The presentation materials at the Open House did not place the CARSA buildings and parkade in comparison to current UVic buildings for proper scale and reference. Had this been done, it would have been obvious how out of proportion CARSA and the parkade will be compared to the closest UVic buildings. The closest UVic buildings to the proposed site are the one and two storey Technology Enterprise Facility and the Saunders Annex across McKenzie Avenue. On the same side of McKenzie Avenue as the proposed complex, the buildings closest to McKenzie are one storey structures, E Hut and the Campus Security Building. None of the other nearby buildings is higher than four storeys. The CARSA complex will be totally out of proportion to the existing buildings.

CBRA is disappointed that at both the 5:00 pm and 7:00 pm presentations during the Open House, UVic cut off public questioning of UVic representatives, proposing that individuals with questions address them one-on-one. There was a deliberate effort to cut off public questioning of the CARSA project. The residents and others who attended clearly wanted to hear the comments and concerns of others.

Following the Open House on Thursday, September 8, 2011 UVic indicated that it would appreciate comments only up to 4:30 pm on Monday, September 12, 2011. This affords extremely limited opportunity (two working days) for residents and community associations to develop comments on variance requests which will have dramatic negative impacts on our neighbourhood -- and indeed all of Victoria. Saanich's community associations are volunteer organizations which require time to consider, inform members and develop responses.

UVic has indicated the intention in the future to build an aquatics centre between the proposed field house and performance gym, yet no plans are provided. Residents who have reviewed the information UVic provided and discussed the matter with representatives of the Athletics and Recreation Department question whether the proposed site is sufficiently large to accommodate an olympic-sized swimming pool with its attendant facilities, offices and viewing spaces. It is impossible for the community, or the municipality, or indeed the university, to access accurately the visual, traffic or other implications of the current proposal without such plans. An aquatics facility would be a desirable element of the proposed recreation facility. The lack of plans for the future aquatics facility reinforces the conclusions that the proposed site is simply too small for everything UVic is seeking to accomplish with this project. Should the university feel it is necessary to keep these various projects grouped together, it may wish to consider moving the entire project to another venue on campus.

Effective consultation means listening to the concerns of others and attempting to understand and respond to them. UVic has indicated that the proposed

structures are meant to last for a hundred years. CBRA hopes that upon consideration UVic will appreciate the concerns of your neighbours and significantly alter the proposed project. A "massive and unrelenting" concrete parkade immediately adjacent to the entrance to our community -- and the university -- will forever alter the quality of our neighbourhood. UVic should not seek to solve its parking and transportation challenges at the expense of its neighbours.

The proposals put forward at the Open House on September 8, 2011 are identical to the proposal that was discussed by Saanich Council on August 8, 2011. At the August 8, 2011 meeting the UVic representative spoke to the cosmetic suggestions (vines, "fins", and imprinted designs). We do not recall that he mentioned the possibility that the centre concrete panel of the end wall could "feature banners that are related to special events or announcements". All three "options" are strictly superficial. They are not new and they do not address CBRA's concerns. CBRA would like to register its opposition to the suggestion that UVic should begin using large advertising banners fronting public roads. We do not think that upon entering or leaving our community we should have to endure commercial-type messages. Such a suggestion is inconsistent with the rural nature of Cadboro Bay.

Nor has UVic addressed any of the suggestions put forward by Saanich Council at the August 8 meeting, including moving the proposed project and parkade to parking lot 4 or parking lot 8.

Options:

The residents believe UVic has a responsibility to present a proposal which is consistent with the Local Area Plan and which satisfies the community that its rural nature and amenities will not be violated. In that spirit, we enumerate some options:

1. UVic has other options for its parking challenges. The first option might be to set far more aggressive criteria and objectives for its Traffic Demand Management initiative. In its strategic plan "A Vision for the Future -- Building on Strength", UVic has committed itself to "promoting the development of a sustainable society". Building a "massive and unrelenting" concrete parkade at a main entrance to the university can hardly be seen as being supportive of this objective of the strategic plan.

According to UVic's website at UVic "Paved surface parking lots cover almost 15.2 ha (40 acres). Only the University Centre has an underground parkade." (<http://web.uvic.ca/vpfin/campusplan/4.html>). The inventory of parking spaces is currently 4163 for the entire campus. UVic could commit to live without the 505 stalls which the proposed parkade would provide.

2. While CBRA is opposed to the construction of the CARSA complex and parkade at the proposed location, should it proceed without the parkade, the immediately adjacent parking lot 2 would provide parking for those users of CARSA who arrive by car and are unable to walk the few minutes from other large parking lots. Not placing a parking structure on McKenzie would provide a more reasonable, though still inadequate, setback for the proposed new performance gym and field house which UVic representatives describe as two large boxes. Under Saanich by-laws 10 meters is the minimum setback for the existing 10 meter height restriction. It would be reasonable to have a larger setback if permission was given for a variance of 25 meters as is being requested. This was the case with the South Tower residence where the setback is over 100 meters.

3. If UVic insists on building additional car parking on campus it could obtain far more spaces by building a parkade on parking lot 4. Parking lot 4 is immediately adjacent to the 5000 seat Centennial Stadium and is closer than the proposed parkade to the University Centre with its 1200 seat auditorium. The university has cited parking demand for these venues in its justification for the proposed parkade. Parking lot 4 would afford smoother access and egress via McGill Road and the Ring Road, rather than dumping all traffic immediately onto McKenzie.

4. UVic could put some or all of the parking underneath the proposed new complex. UVic representatives stated their consultant report advised against placing parking underground. Why did UVic choose a site that does not facilitate underground parking? UVic representatives also stated UVic has not completed an economic feasibility study of this option. Should UVic insist on the proposed location, CBRA requests UVic undertake a professional economic feasibility study and share it with the community before rejecting this possibility.

5. There are other existing parking lots and sites which could be considered should the university insist on attempting to resolve its transportation and parking issues through a high-rise parkade.

6. There are other sites which offer the university more space in which to achieve its multiple building objectives.

Conclusion:

CBRA is pleased UVic is seeking to invest in a new Athletics and Recreation Centre. We applaud the university for the CanAssist program and understand the need for new facilities for this program. The laudable objective of inclusiveness for the CanAssist program can be achieved by providing CanAssist space in other high volume UVic venues.

However CBRA is opposed to this project being situated immediately adjacent to McKenzie Avenue and requests UVic bring forward other alternatives.

We understand that as an institution UVic is not legally bound by the need for a "Form and Character" permit. As a publicly-created and publicly-funded institution with many ties to our community we hope UVic understands the need to live up to the highest possible standards as it develops and to respect and abide by the values of the neighborhoods in which it is situated.

By seeking to squeeze a performance gym, field house, offices and work space for CanAssist, a seven storey parking garage, and a future aquatics centre into the proposed location UVic is attempting to build too much in the available space with the result it is transferring material and unacceptable social and environmental costs to the surrounding neighborhoods.

We trust that UVic will consider the feedback it received from the community at the August 8, 2011 meeting of Saanich's Committee of the Whole and its September 8, 2011 Open House and significantly modify its development variance permit application.



MOUNT TOLMIE COMMUNITY ASSOCIATION

c/o 1735 Kingsberry Crescent, Victoria BC V8P 2A8

Via email sent on September 30, 2011

Mr. Neil Connelly
Director, Campus Planning and Sustainability
University of Victoria

Re: UVic CARSA Project

Dear Mr. Connelly:

I am writing on behalf of the Board of Directors of the Mount Tolmie Community Association (MTCA) to respond to the CARSA Project.

We support the proposal and appreciate the opportunity to provide feedback on this important community project. In reviewing any initiative, we consider: how it fits within the community; feedback from the people in the area; and how it conforms to:

- OCP (Saanich Official Community Plan)
- RGS (Regional Growth Strategy)
- SCP (Shelbourne Corridor Plan)
- Local area plans (when applicable)

Recreational Facility and CANASSIST:

We commend the University of Victoria for providing Greater Victoria with a much needed new recreational facility. It will help meet the demands of an increasing UVic student population while also providing a resource for the community. CanAssist is another community resource and this will provide a good location for it.

Transportation:

The impact of this project is a transportation concern. We know the new facility will generate an increase in vehicle traffic. There is already traffic congestion, and volume issues around the perimeter of the campus. Student and staff parking on residential side-streets is an ongoing issue for people in the neighbourhood. The MTCA is working with Saanich on a neighbourhood transportation strategy including the Shelbourne Corridor Plan. We believe the impact of this project must be taken into broader consideration in that context.

.....2



Parkade:

We support a parkade at UVic and recognize the need. However, we do not feel the initial design was aesthetically appealing. Therefore we believe Option Two is the best choice, as it would provide as much greenery as possible, and would be the best fit. Also, we urge that in choosing a design for the parkade, UVic consider the semi-rural nature of the Cadboro Bay Local Area Plan.

Consultation Process:

We respectfully suggest that the university has fallen short in the community consultation process. The MTCA has worked closely with UVic over the years, and appreciate a seat on the university community liaison committee. We feel that a project of this scope should have involved more neighbourhood stakeholders, and a greater opportunity for feedback, earlier in the process.

The project was brought up at community liaison meetings, but the magnitude of the plan should have warranted a longer and more comprehensive consultation. We appreciate the opportunity for input but feel a hastily organized September open house was not sufficient.

Part of our role as a community association is to act as a liaison and resource for the community. We cannot succeed in our partnership with you if we are not part of the process from the outset.

Having said that, we support the CARSA proposal and believe the project should move ahead.

Yours truly,

Patty Mack
Past-President, Mount Tolmie Community Association

CC:

District of Saanich, Mayor and Council
Grant Hughes, Director, Community Relations, UVic
MTCA Board of Directors
Marlene Bergstrom, President, Mount Tolmie Community Association



16 September 2011

Neil Connelly,
Director of Campus Planning and Sustainability
The University of Victoria

Dear Neil:

Thank you for your efforts over this past month in providing us with detailed information and for allowing representatives of our association, as well as members of our community, to review the plans for the proposed C.A.R.S.A. project

The project was discussed at an open meeting of the GHRA last evening. I would like to let you know the general content of our discussions.

- The C.A.R.S.A. project as a whole is seen as a benefit both to the University and to the community.
- The parking structure is seen as a necessary adjunct to the athletics complex and will facilitate community use of nearby University facilities. The provision of safe, well-lit and covered parking will make it more attractive for those residents who wish to attend classes and events held in the evenings.
- The parking structure, while having some drawbacks in terms of visual presence, is probably in a logical location in terms of the athletic complex. The actions that you have promised in terms of softening its appearance and adding additional landscaping on the north side of McKenzie will certainly help reduce the negative impact of this building.
- We appreciate the steps that you have proposed to reduce the traffic entering McKenzie from the lots near the complex and thus reducing the traffic impact of the parking structure.

I am please to state that GHRA does not have any objections to the height and parking variances that you will be requesting from Saanich Council.

It is our expectation, that as the north portion of the campus undergoes renewal and development, community associations will be involved with meaningful consultations at a much earlier stage in the process. We would be specifically interested in ensuring that the “University Village” is seen to be open and welcoming to the broader community.

Again, thank you for this opportunity to be involved with the University of Victoria.

Sincerely,

A handwritten signature in black ink, appearing to read 'D. Green', written in a cursive style.

Acting President
Gordon Head Residents' Association

Cadboro Bay Residents' Association

TALKING POINTS

For a meeting with H. B. Lanarc on
"UVic's consultation processes"

December 13, 2011

To be meaningful consultation has to take place at the beginning of a process. We would appreciate a statement from UVic that the proposals presented to Saanich on August 8 and October 4 are definitely off the table.

CBRA is concerned when a developer proposes projects which would radically alter the quality of our lives.

Consultations must include discussions about re-siting the proposed facilities on other parts of the campus. This would attenuate the negative visual and traffic impacts on our residents.

The proposed location on McKenzie is one of the most prominent public locations left on campus. We would be grateful if UVic could confirm that it shares this view.

The McKenzie Avenue entrance to UVic is also the entry to our community and homes.

We would like to see an architectural competition to come up with ideas for this location. This prominent location deserves to host a building which makes an architectural statement -- not buildings described by the university itself as "big boxes".

Consultation should include dialogue with the Saanich Advisory Design Panel and other experts in architecture. Are you meeting with the Saanich Advisory Design Panel? While UVic is not subject to "form and character", as a public institution it has a responsibility to meet higher than minimum standards. It should seek and respond to professional advice about the urban scape it is developing to ensure a welcoming space for all.

Consultation should include an on-site "charette".

Consultation should start with an agreed values statement: sustainability; community involvement; First Nations. (This is the traditional land of the Coast Salish Nation.)

Consultation should include B.C. Transit and others concerned about public transport. Are you meeting with B.C. Transit?

A plan for a major development on campus must include consultation with cyclists and provision for new facilities for cyclists. (UVic's facilities for cyclists are woefully inadequate. There are no dedicated on-campus bike routes. Secured parking for bikes is extremely limited. Covered bike parking is inadequate. There are limited facilities for cyclists to change and store their gear. There are no dedicated off-road bike paths leading to campus. Before UVic invests \$17 million in parking cars, it should invest in facilities for cyclists and pedestrians.)

Before S Hut is decommissioned consultations should include discussions with Canadian military officials about commemoration of the military history of the campus.

Consultations should include the heritage values at stake. UVic should provide a "statement of significance" for S-hut and the remaining structures from WWII,.

We are travelers in this land. We would like to suggest that to mark its 50th anniversary UVic commit to a major initiative concerning heritage, including the heritage of the Coast Salish Nation who have lived on these lands for over 4000 years.

Consultation should include public discussion and agreement on any changes to McKenzie/Sinclair traffic patterns. Any upgrades to this corridor must not stop at Haro but continue down Sinclair Hill.

Consultations should include those concerned about the effects of additional lighting which the new structures would require.

Consultations should include those concerned about the possible removal of 94 mature trees. We would appreciate receiving as quickly as possible a certified arborist's inventory of the 94 mature trees which would have been lost in the original development proposal.

Once UVic is in a position to bring forward a new proposal, this must be done with full renderings and a 3D model of the site and the surrounding buildings. This model should be made available at public meetings and on the internet. Street level views of the project should be provided from all angles. This will help residents understand the visual impact of the proposed new structures.

We appreciate that UVic has a broader sense of community which includes alumni, students, faculty, staff and other national and international organizations. We would encourage a broad an open discussion by all members of the university community about potential development projects.

For land use planning purposes, when Saanich Council asks that there be consultations with the "community" we understand this to mean the taxpayers and residents who are neighbours of the proposed project and who would be directly impacted by the development.

We would appreciate receiving hydrology reports for Parking Lots 2, 3, 4 and 8.

We would be grateful for confirmation that UVic will not seek to place large advertising banners visible from McKenzie Avenue on its buildings.

Our expectation is that to be meaningful consultation has to be an ongoing dialogue. Bi-weekly or monthly meetings with CBRA representatives would be appropriated.

There must be a flow chart of the projected process.

Participants must have access to all documents.

Detailed minutes should be taken of all meetings and circulated to all participants.

The CBRA would like to work with UVic in developing its building plans in ways which allow the university to meet its objectives while respecting the essential values of Cadboro Bay.

CADBORO BAY RESIDENTS ASSOCIATION

**INFORMATION IMPORTANT TO THE CARSA CONSULTATION
PROCESS CONDUCTED BY HB LANARC**

Meeting December 13, 2011

- 1. Establish Mandate & Terms of Reference for each consultation process.**
- 2. Conduct an open and transparent process, including information regarding who is being consulted, what topics/questions are covered as well as raw data of interviews/consultations if requested.**
- 3. Weight the feedback of interviewees/groups according to the impact of the project on the group/community. For example: CBRA is impacted by the siting of the climbing wall but is less concerned with other specific aspects of the wall. Sporting groups will be impacted by aspects of the climbing wall other than siting but less concerned with the specific siting. Accordingly CBRA's feedback regarding the siting of the wall would far outweigh sporting groups' feedback on siting, if indeed sporting groups are consulted on siting at all. And the sporting groups' feedback on aspects of the wall other than siting would far outweigh CBRA's feedback.**
- 4. Produce a flow chart of the process being conducted and provide to participants.**
- 5. Maximize attendance at all public consultations by, minimally, extensive advertising in relevant local media and notifying residents associations well in advance of the event to allow those groups to notify their members of the event.**
- 6. Ensure all stakeholders are included in the consultations.**

SCHEDULE "C" - Review of UVic's Consultation Process

The residents of Cadboro Bay have expressed their concerns about the inadequacy of UVic's consultation process on many occasions. Most recently, at the CBRA AGM held on May 11, 2011, 96% of respondents stated that they felt that, to date, UVic has not responded adequately to their concerns regarding the rezoning of the Queenswood property.

Listed below are examples of the concerns that have been expressed by residents around the process:

1. Queenswood Advisory Committee

In 2010, UVic established the Queenswood Advisory Committee with the following stated purpose: *"to provide input into the rezoning process for the Queenswood property."* Three members of CBRA were on this committee. A letter sent by CBRA to UVic on Feb. 21, 2011 (attached as Appendix 3) indicates that these members of the committee felt that their concerns had not been heard. No minutes of any of the meetings of the Queenswood Advisory Committee were kept. As well, residents of the community who asked to attend these meetings as observers were refused.

2. Public Meeting held on Feb. 8, 2011, and the Proposal Presented at that Meeting

- a) The open house held by UVic on Feb. 8, 2011 to present its proposal for the property was advertised only one week in advance. This includes all forms of communication including e-mails to individuals who had registered with UVic asking to be kept apprised of meetings, and advertisements in the Saanich News and Times Colonist. This is insufficient notice for a meeting of this importance to the community.
- b) The room at St. George's Anglican Church at which the Feb. 8 meeting was held was inadequate in size. This limited the number of people who could attend the meeting, and many individuals had to stand. As well, no sound system was provided making it impossible for many to hear.
- c) The environmental assessment which had been promised before the meeting was not available; as a result residents were unable to read the report in advance and were therefore unable to raise any questions or issues.
- d) The proposed application that was presented completely disregarded the feedback that that had been received from the first open house held on November 30, 2010. A slide in the presentation given by UVic at this open house summarized their general findings:

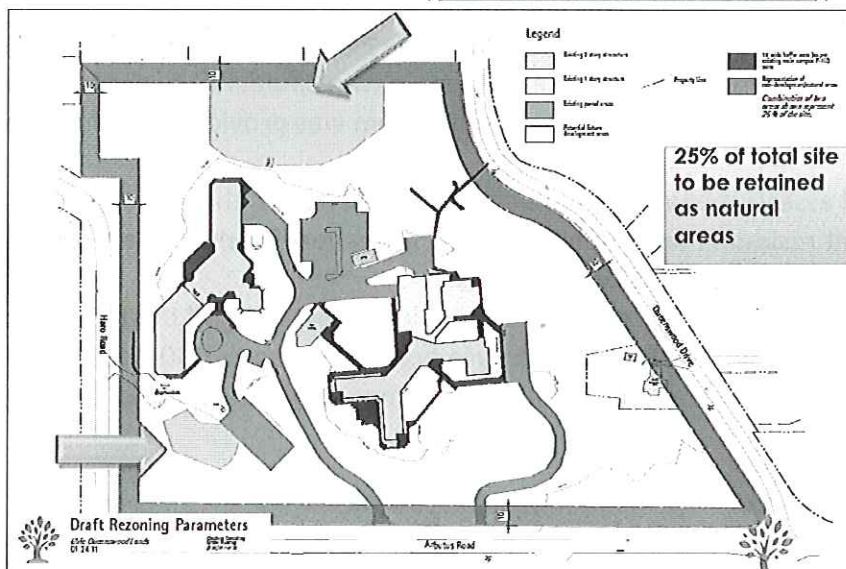
Open House #1

- o Over 100 guests
- o 60+ comment sheets returned
- o General Findings
 - o Retain rural character
 - o Use property as it is currently being used (retreat)
 - o Don't change roads
 - o Keep the forest as is
 - o Develop university uses that are compatible with the property



UVic Queenswood Rezoning

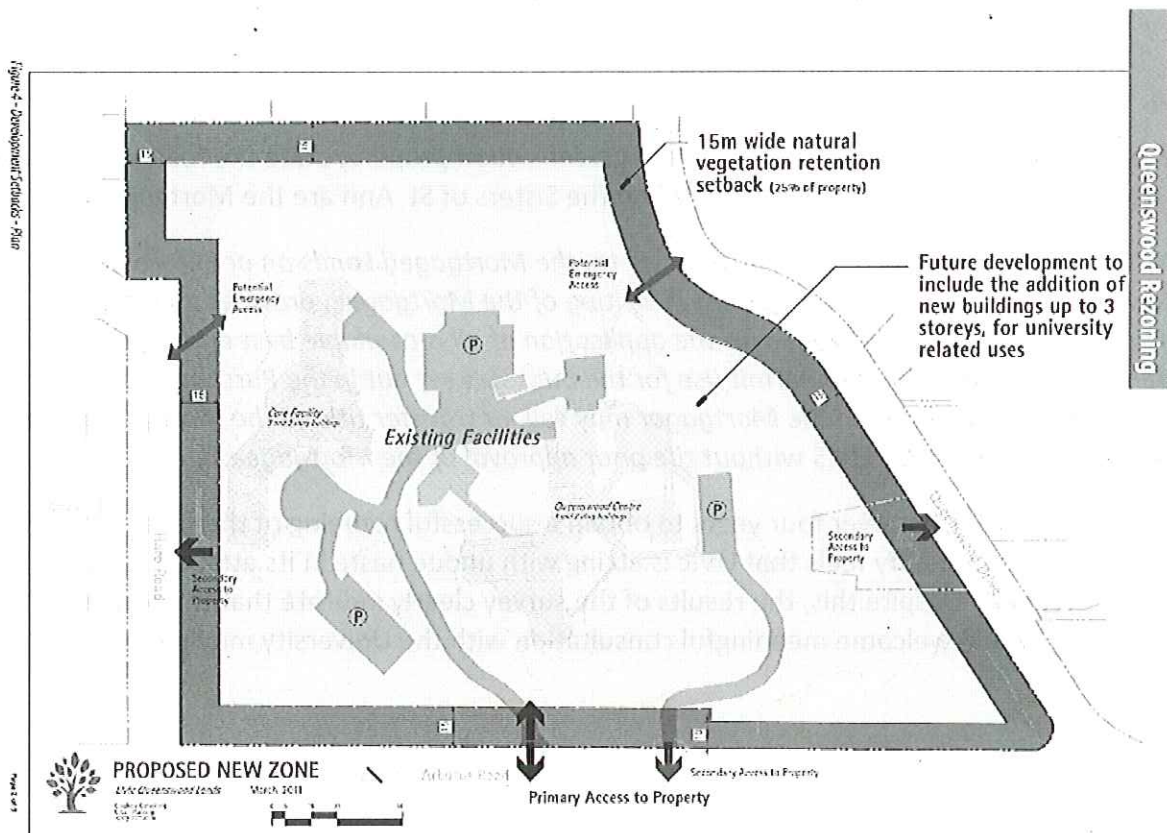
The proposal put forward by UVic then went on to completely ignore the general findings. The rural character was not retained, the forest was not protected, and there was no protection for the existing roads (in fact, several new road accesses were added), as can be seen in this slide from UVic's presentation:



The proposed height for the buildings on the property was 30 meters, which is three times the height permitted on the Saanich portion of the main UVic campus. The total lot coverage was up to 50% of the site

3. Proposal Put Forward by UVic on March 17, 2011

On March 17, 2011, UVic distributed a pamphlet to all households in Cadboro Bay with a revised proposal. The diagram below is taken from this proposal:



In the revised proposal, the building height was reduced from 30 meters to 15 meters. It should be noted, however, that 15 meters is still 50% higher than what is permitted on the main UVic campus.

The new proposal did not include the limitation on lot coverage, which means the potential lot coverage increased from 50% in the Feb. 8 proposal to 75%. In addition, although the new proposal showed an increase in the setback from 10 meters to 15 meters on 3 ½ of the borders, the two green protected areas indicated by yellow arrows in the diagram in section 2 above have disappeared.

In summary, the new proposal did not significantly change the density of the original proposal, as the decrease in height was offset by an increase in lot coverage.

No public meeting was held by UVic to discuss the revised proposal. On March 22, 2011, over 200 people attended a Town Hall meeting organized by a resident on the Queenswood proposal. It was evident from this meeting, attended by two representatives from UVic, that the application as described in the pamphlet distributed to householders did not address any of the community's concerns about traffic, density, protection of the urban forest, intended uses and other issues. Despite the near unanimous and unmistakable lack of support for its application voiced at this meeting, UVic filed the application with the Saanich Planning Department unrevised on March 29, 2011.

4. Timelines

The terms of the mortgage registered on the Queenswood property state the following (NB. In the excerpt below, UVic is the Mortgagor, and the Sisters of St. Ann are the Mortgagee):

*"The Mortgagor shall not sell, or transfer title to, the Mortgaged Lands on or before June 25, 2020 without first obtaining the consent in writing of the Mortgagee, provided that if the Mortgaged Lands are not re-zoned (in the application of all reasonable best efforts and due diligence of the Mortgagor) to permit use for the purposes set out in the Purchase Contract on or before June 25, 2015, then the Mortgagor may sell, or transfer title to the Mortgaged Lands at any time after June 25, 2015 without the prior approval of the Mortgagee."*¹

In other words, UVic has over four years to obtain a successful rezoning of the Queenswood property. The community feels that UVic is acting with undue haste in its attempt to have the property rezoned. Despite this, the results of the survey clearly indicate that the residents of Cadboro Bay would welcome meaningful consultation with the University moving forward.

¹ From a copy of the mortgage document registered against the Queenswood property, obtained from the Victoria Land Title Office.

UVIC COMMUNITY CONSULTATION PROCESS

DRAFT MANDATE & TERMS OF REFERENCE

October 27, 2011

Mandate

The purpose of the UVic and Community Consultation Process is to support and facilitate an open dialogue and collaborative exchange of information between the Cadboro Bay Residents Association (CBRA) and UVic to inform all campus planning and site development initiatives that require variances, subdivisions and/or rezoning. It is intended feedback from the community will be reflected in the final proposal/project.

Terms of Reference

1. Establish clear line of communication between UVic and interested stakeholder groups including but not limited to the Cadboro Bay Residents Association.
2. Develop a model of collaboration and community engagement that requires early input to any planning or development initiative that has the potential to impact Cadboro Bay.
3. Ensure a comprehensive planning perspective such that the impacts of all ongoing projects and future projects as described in the mandate as well as all relevant aspects of those projects, are considered during the consultation process.
4. Include relevant municipal and provincial authorities in the consultation process when appropriate, eg. traffic, hydrological studies.
5. Ensure the consultation process provides feedback to UVic that accurately reflects the majority opinions of the community and where consensus cannot be achieved, ensures a representative summary of all interests if communicated.

6. As recommended by Saanich council, appoint a facilitator when requested by one or more of the community associations to ensure an inclusive, equitable process and that all interests are considered. The requesting community association(s) shall participate in the selection of the facilitator and in defining the role and responsibilities of that facilitator.

Facilitators certified in mediation and facilitation suggested by CBRA are:

Craig Darling – <http://www.accordcanada.com>

Gordon Sloan – <http://www.adrededucation.ca/index2.htm>

Sally Campbell – <http://www.island.net/~scampbel/>

7. Take detailed minutes of all meetings that include member(s) of CBRA and any other community association. Minutes to be circulated for approval by the meeting attendees.

8. Provide CBRA with the opportunity to give input to the Terms of Reference for all studies conducted for new development by UVic. For example, in the case of the proposed Queenswood development, this would include the traffic, heritage and archaeological studies referred to in the letter from Chuck Bell to Neil Connelly dated August 25, 2011. All draft Terms of Reference related to the studies above to be made available to CBRA before final approval.

9. Ideally the university, the residents association and the greater community should reach consensus on a proposal prior to submission to Council.