

November 16, 2011

**File No.:** NP-SUB-2008.3  
(Wey)

**To:** North Pender Island Local Trust Committee  
For the meeting of November 24, 2011

**From:** Andrea Pickard  
Island Planner  
Local Planning Services

**CC:** Robert Kojima, Regional Planning Manager

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**Re: Hooson Road Realignment**

**Owner:** Dedicated Road – Ministry of Transportation and Infrastructure  
**Applicant:** n/a  
**Location:** Adjacent to 5442 Hooson Road

**THE PROPOSAL:**

As a condition of a proposed four-lot subdivision, the Ministry of Transportation and Infrastructure (MOTI) has required roadway alterations to address an existing blind curve and improved sightlines for a new intersection in the Hooson Road right-of-way. The North Pender Island Official Community Plan (OCP) designates Hooson Road as a heritage road and therefore, under the Letter of Agreement between the Islands Trust and MOTI a consultative process is triggered for input into the proposed roadway alterations. At the September 22<sup>nd</sup>, Local Trust Committee (LTC) regular business meeting, Ministry Staff attended as a delegation to summarize the proposal for the LTC. A Special Meeting was then held on October 22<sup>nd</sup> solely for the purpose of discussing the roadway alteration in more detail, and to gather input from neighbouring residents. The purpose of this report is to review the options discussed and determine a response to be forwarded to the MOTI from the LTC.

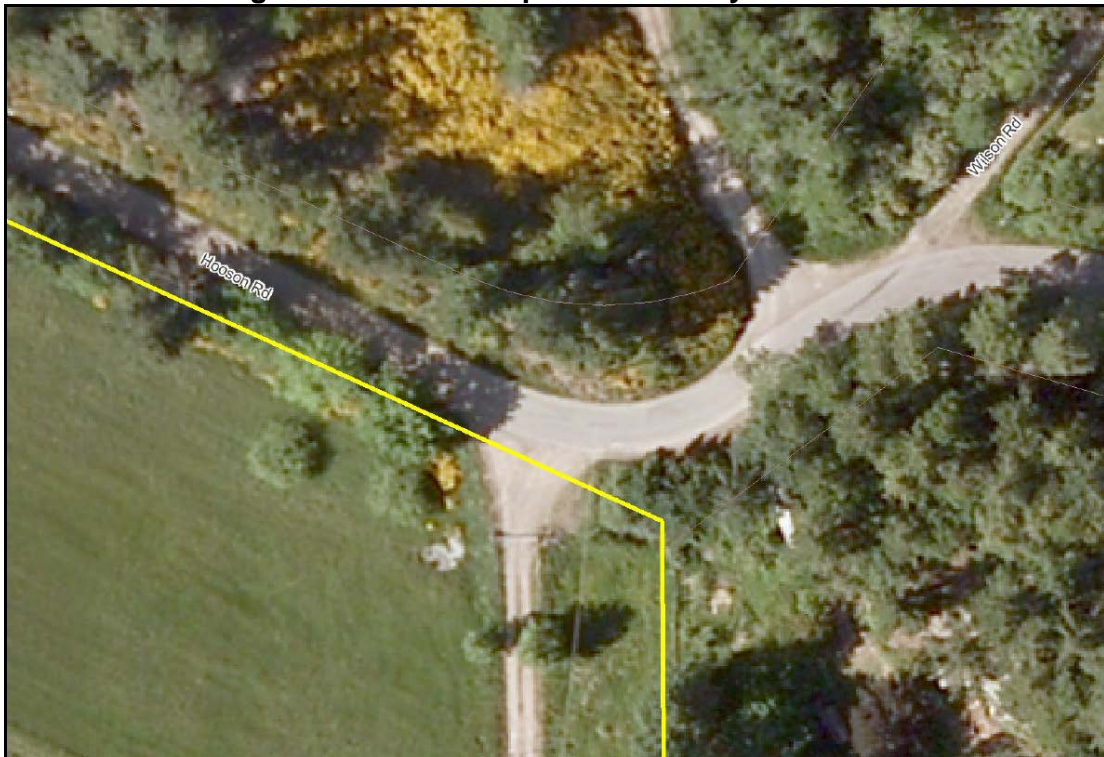
**SITE CONTEXT:**

The area of roadway under review is immediately north of, and adjacent to 5442 Hooson Rd. The property being subdivided is on the south side of the road and has one existing driveway. A new intersection will be constructed to replace the existing driveway for access to the proposed lots; new roads include approximately 200m length of roadway ending at a cul-de-sac. The location of the new road also avoids bisecting a portion of the property within the Agricultural Land Reserve (ALR) for roadway.

**Figure 1: Subject Property Map**



**Figure 2: Area of Proposed Roadway Alteration**



## CURRENT PLANNING STATUS OF SUBJECT LANDS:

Trust Policy Statement: Directive policies relevant to this proposal include:

Local trust committees and island municipalities shall, in their official community plans and regulatory bylaws, address

- 4.1.7 –the design of road systems and servicing corridors to avoid agricultural lands unless the need for roads outweighs agricultural considerations, in which case appropriate mitigation measures shall be required to derive a net benefit to agriculture,
- 5.3.4 – the development of a classification system of rural roadways, including scenic and heritage road designations, in recognition of the object of the Islands Trust,
- 5.3.5 – the impacts of road location, design, construction and systems, and
- 5.6.2 – the identification, protection, preservation and enhancement of local heritage.

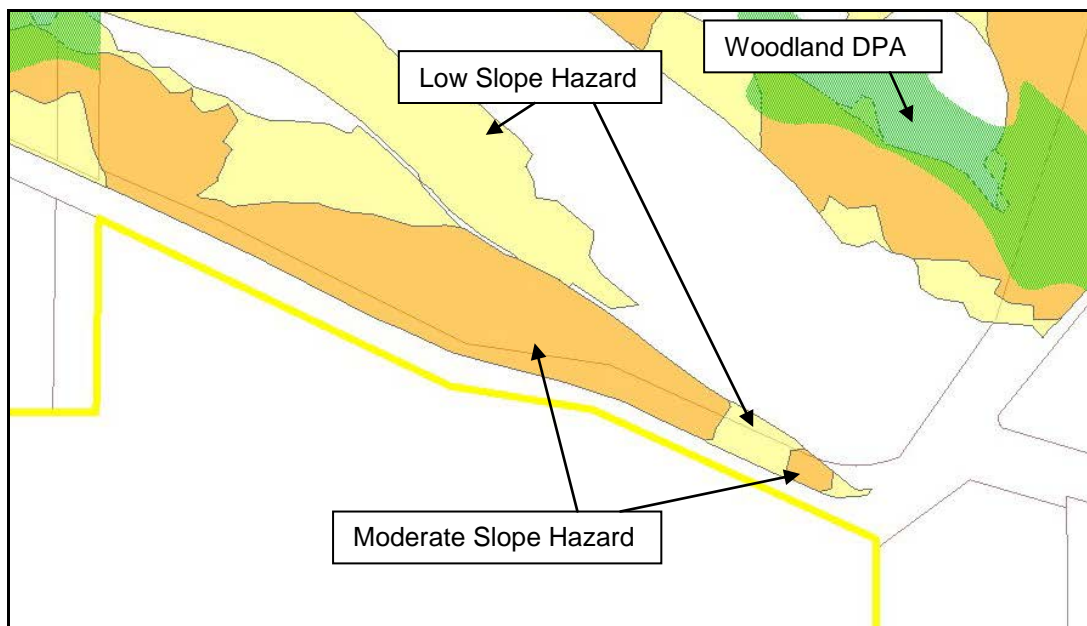
Official Community Plan: The OCP designates the neighbouring lands as:

- North and South - Rural
- East – Rural Residential
- West – Agriculture and Commercial

Land Use Bylaw: The neighbouring lands are zoned in accordance with the OCP land use designation noted above.

Sensitive Ecosystems and Hazard Areas: There are no development permit areas (DPA) in the immediate area of proposed road alteration; however a sensitive woodland ecosystem DPA is located approximately 70 metres northward. The area adjacent to the roadway is identified as low and moderate steep slope hazard area.

**Figure 3: Development Permit Areas and Steep Slope Hazard Areas**



Archaeological Sites: There are no archaeological sites registered in the provincial database in the area.

Other: Due to an oversight with the referral process, and the local road contractor initiating work without the necessary Ministry permit, removal of some rock and bank on the north side of the roadway has begun. It is recognized that this initial work has already improved the sightlines through the curve somewhat; as well as, open up the area for a possible pedestrian friendly shoulder on the north side of the road.

## **SUMMARY:**

The existing road will at minimum be altered to change the existing driveway into the subdividing property to an intersection standard. This intersection would not meet provincial standards for clear sightlines due to the steep banks and curvature of Hooson Road in the area. The previous work to remove the bank has already improved sightlines for the vehicle lanes on Hooson Road, but does not satisfy the minimum standards for turning vehicles at the new intersection. Further alterations to the roadway are still required to complete the project.

The key question is, whether it is preferable to have the road way relocated northward to reduce the curvature or not. Figure 4 shows the road plan of existing road surface and driveways, as well as the two options under consideration. Depending upon that key decision, recommendations for other aspects of the road alterations may vary.

There are aspects of the road alteration work that the LTC may wish to include as recommendations for the Ministry regardless of the decision to relocate the road surface or not; these include:

- Recognition that the current location for the intersection is preferred rather than giving any consideration to impacting the abutting Agricultural Land Reserve by suggesting relocation of the intersection,
- There is no increase in the final width of the road surface from existing, with a maximum width of 5.5m as identified as the narrowest of Island Road Standards in the Letter of Agreement,
- There is no further blasting within the road right-of-way,
- The final surface of the road is chip seal, a lower standard of surfacing than asphalt paving,
- Reducing the maximum speed limit to 35 km/hr along the portion of the roadway affected by the blind curves, and
- Posting signage for both a lowered speed limit and a curve advisory warning.

Comments at the October 22 Special Meeting are summarized in the meeting minutes included with the agenda package for this meeting. The options of relocating or not relocating the road surface were reviewed and various advantages and disadvantages discussed. Comments from residents were mixed without a strong preference for either option being apparent.

Written submissions were received from four residents following the Oct 22<sup>nd</sup> Special Meeting which are attached as Schedule A. Three respondents prefer the option of not relocating the road surface; one respondent sent two separate emails with comments. One respondent

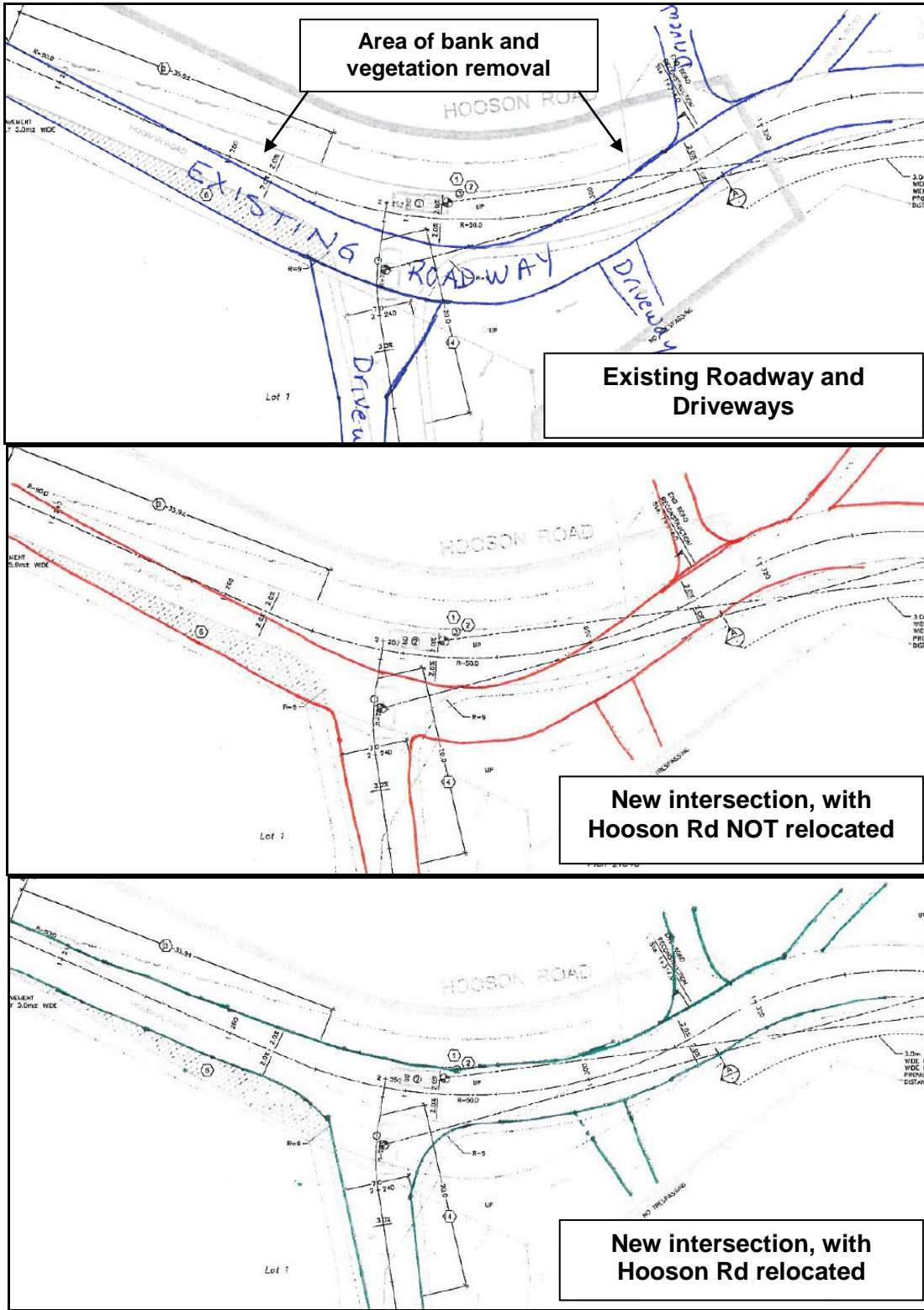
preferred to relocate the road. If further submissions are received they will be brought to the LTC meeting.

Many of the questions raised were related to the development potential in the area generally. For clarification, the property on the north side of the road from the curve, often referred to as the Stewart property, has potential to create one additional lot and there would be no expectation that any further road dedication would be required. Three additional lots further east of the property currently under subdivision have subdivision potential to create up to four additional lots. There would be no rationale to expect any new intersections along Hooson Road being required due to the location and configuration of the existing lots.

Of the 26 lots in the Tyndallwood subdivision, based on orthophotos, it appears that approximately eight have been developed. Obviously there would be increase in future traffic as owners develop their property and live in the area.

In addition to the property being subdivided, there area 49 properties (not including parklands) along Hooson Road beyond the curve. Of these 49 properties, based on orthophotos, it appears that 29 are currently developed, and 20 remain vacant.

**Figure 4: Road Plans  
Showing Existing and Alternative Proposals**



## OPTIONS:

The various options for the LTC to consider in its response to MOTI include:

1. Whether the preferred configuration is to maintain the road surface in the existing location, with new improved sight lines, or to move the relocate the road surface approximately 5.5 m (18 ft) northward to diminish the curve in the road.
2. Generally how the road shoulder on the north side of Hooson Road should be completed.
3. Generally how the road should on the south side of Hooson Road should be preserved.
4. The preferred location for pedestrian travel.

Issue	Notes/Conditions	Relocate	Not Relocate
Location of Road Surface	Width of road surface remains unchanged with a maximum width 5.5 metres for travel lanes	Reduces curvature and improves sightlines at intersection	Curvature remains but sightlines improved for through traffic, but not for traffic turning in intersection
Shoulder on north side	No blasting in road right of way Will include drainage ditch	Less room but option for both drainage ditch and pedestrian shoulder	Room for pedestrian shoulder 1m in width (in addition to Island Road Standards of a 0.6m width gravel shoulder)
Shoulder on south side	No further vegetation removal possible recommendation	Yes	Yes
Pedestrian travel	Provide 1m wide gravel as pedestrian path in addition to 0.6m gravelshould	Room available on either side of the road	Specify preferred shoulder for pedestrian path
Pedestrian surface	Gravel or seeded only	No hard surfacing	Same
Road shoulders	Gravel and seeding only	No hard surfacing	same
Sightlines	Sightlines for through traffice have already been improved with work already completed	More rock/bank removed, max sightlines possible and intersection meets provincial standards	Remove only loose rock/soil and have lesser sightlines than provincial standard for intersection
Speed limit	Signage for reduced speed and a curve advisory preferred with either option	Maintain at 50 kph max <b>or</b> lower to 35 kph due to remaining curves	Reduce to 35 kph with reduced sightlines
Existing vegetation	Remove no further vegetation on west side	Trees at top of bank checked by MOTI for hazard	same

## **STAFF COMMENTS:**

Any resolution providing recommendations to the Ministry should include:

- A statement of support for either relocating the road or maintaining the current configuration,
- Recommendations regarding mitigation work that the Ministry is requested to require,
- Provide any additional comments reflecting the community preferences,
- Consider including additional comments in the event the Approving Officer would not support reduced sightlines if not relocating the road is the LTC's recommendation.

The LTC is also reminded that the objective of the consultative process is to provide comments or recommendations to the provincial Approving Officer for his consideration. Although Ministry staff has been very receptive to consideration of a wide range of possible conditions, the final authority remains with the Approving Officer who may or may not agree to implement the recommendations.

## **RECOMMENDATION:**

The resolution below includes many aspects the LTC may wish to include in a response, as well as options that staff will require clarification on. It is provided for the convenience of the LTC in forwarding the community's preferences to the Ministry for consideration.

**THAT** Staff be directed to send a letter to the Ministry of Transportation and Infrastructure summarizing that the North Pender Island Local Trust Committee recommendations for the road alterations on Hooson Road include:

1. That the preferred location for the road surface is -----(relocated as proposed, or remaining in the existing location),
2. That the current location for the intersection is preferred rather than giving any consideration to impacting the abutting Agricultural Land Reserve,
3. That there is no increase in the final width of the road surface from existing, with a maximum width of 5.5m as identified as the narrowest of Island Road Standards in the Letter of Agreement,
4. That the North Pender Island Local Trust Committee and community would support a decision of the Approving Officer to have a reduced standard for sightlines in combination with a reduced speed limit to preserve the rural character of the roadway,
5. That there is no further blasting within the road right-of-way unless absolutely necessary,
6. That the final surface of the road is chip seal, or other similar surfacing of a lower standard than asphalt paving,
7. That the maximum speed limit be reduced to 35 km/hr along the portion of the roadway affected by the curves,
8. That signage be posted for both a lowered speed limit and a curves advisory,
9. That no further existing vegetation be removed from the south side of the roadway,
10. That the preferred location for a pedestrian pathway adjacent to the roadway is the ----- (north, south or both) shoulder,

11. That the pedestrian path would be----- (minimum width of 1 m and be of gravel surface),  
and
12. That the community will consider the design of a "North Pender Heritage Road"  
information sign to propose for future installation around the island.

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Prepared and Submitted by:



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Andrea Pickard

November 16, 2011

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Date

concurrent in by:



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Regional Planning Manager

November 16, 2011

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Date

# Schedule A

**From:** [Gary Steeves](#)  
**To:** [Andrea Pickard](#); [Robert Kojima](#)  
**Cc:** [Derek Masselink](#)  
**Subject:** Fw: Hooson Road construction  
**Date:** November-06-11 2:33:57 PM

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Hi All

I received this from Kathy Curtis and wanted to get it to you asap.

Gary

----- Original Message -----

From: "kcurtis" <kcurtis@uvic.ca>  
To: "Gary Steeves" <gsteeves@islandstrust.bc.ca>  
Sent: Saturday, November 05, 2011 2:19 PM  
Subject: Hooson Road construction

Hi Gary,

I hope this reaches you in time. Thanks for all your work on this.

To: Gary Steeves, North Pender Island Trustee

From: Kathy Curtis, Hooson Road resident

Date: November 5, 2011

Subject: Heritage Road standards for Hooson Road

I'd like to thank you and Derrick as Trustees as well as Brody Porter and Ryan Evanoff for your efforts to preserve Hooson Road as a heritage road.

The main characteristics that Hooson offers are –

Natural vistas  
Pedestrian friendly  
Rural

With a view to maintaining these values, I would recommend the following:

- 1) Complete a one meter wide pedestrian path on the eastern edge (Wilson road side) where work has already begun.
- 2) Do not widen the road.
- 3) Do not move the road from its current location.
- 4) Do not create a 3-meter wide berm on the other side of the road.

The ideal of moving traffic at 50 km/hour as the ultimate goal should not be applicable to Hooson road as a heritage road.

The slower the traffic goes, the safer it is. Increasing sight lines has already speeded up traffic (and reduced pedestrian safety).

Increasing sight lines is also destroying vegetation and forest that is essential to a heritage road.

I look forward to hearing your recommendations on this after your review of community input.

**From:** [Gary Steeves](#)  
**To:** [Robert Kojima](#); [Andrea Pickard](#)  
**Subject:** Fw: Hooson rd. tree removal  
**Date:** November-15-11 9:47:48 AM

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Another piece of correspondence for the Hooson Rd file

----- Original Message -----

From: "kcurtis" <kcurtis@uvic.ca>  
To: "Gary Steeves" <gsteeves@islandstrust.bc.ca>  
Sent: Saturday, November 12, 2011 7:51 AM  
Subject: Hooson rd. tree removal

Hi Gary,

I just wanted to add some information to your file on Hooson Road.

Thanks to Linda Ellstrom's flagging of the proposed 1meter berm and 2 meter ditch on my side of the road (across from Wilson road), I estimate that 9 mature trees will be removed. Another 3-4 will probably die as their roots are disturbed.

Is this necessary?

I am feeling more strongly as time goes on that the efforts to make Hooson Road a straightaway for vehicles travelling at 50km is the antithesis of the "Heritage Road". A heritage road reminds us of a time when roads were for people, not their cars.

Kathy Curtis

November 14, 2011

Gary Steeves  
200-1627 Fort Street  
Victoria, BC V8R 1H8

Re: S curve on Hooson Road, Pender Island.

We want to submit our opinion regarding the change in the road that is required due to the development occurring at the S corner. We feel that the road work already completed has greatly improved the visibility on the corner.

Our first vote would be to simply clean up the existing work and leave the S as is. We believe that traffic speed would increase if the S is straightened, especially now that visibility has improved significantly.

Therefore we would like the S to be retained to naturally keep traffic to the pace of a country road and at most we would be in favor of a slight reduction, approximately one foot, of the remaining small outcrop at the start of the curve, if necessary.

Sincerely,

Marian and Lindsay Thomson  
5593 Hooson Rd,  
Pender Island, BC  
V0N 2M1

Linda Ellstrom  
Jacob Doornbos  
5430 Hooson Road  
Pender Island , B.C.  
V0N 2M1  
Nov. 10, 2011

Robert Kojima  
200-1627 Fort Street  
Victoria, B.C. V8R 1H8

Dear Robert,

Thank you for the opportunity to have our concerns noted. Included with this letter are 1 copy of the site plan handed out at the meeting of Oct. 22, 2011 and 1 copy of the survey of the planned subdivision supplied by Islands Trust. These are marked to locate and illustrate our fears and concerns

### 1. SPEED TO INCREASE

We have lived on Hooson Road since 1998. Then it was a sleepy little place, only 6 residences west of us, very infrequent traffic. With the development of Tyndlewood Estates, the frequency and speed of construction vehicles and attendant workers, as well as new residents, have turned Hooson Road into a noisy and scary thoroughfare. This is as it is, but to us living on the S bend, it will be a situation made more unsafe by straightening out the S curve and allowing all vehicles to speed up. As it is now, the S shape puts pressure on the traffic from both east and west to slow down. Your site plan only concerns itself with the traffic on Hooson Road and the Tapio property. There are 3 other driveways and 1 road also converging at that spot. These will be as blind to oncoming traffic if the bend gets straightened as they are now. To increase speed at this point seems dangerous. You have to consider all the residents of that corner, not just the developer.

### 2. STEWART ESTATE DEVELOPMENT

The property on the north side of the bend is being developed too. By the same developer. Given this developer's proven fondness for wide roads, it is realistic to foresee an access road of the same character as is on the south side. This road must exit the estate onto Hooson Road where the driveway is now to avoid ALR zoned land. If the bend is straightened, the traffic travelling eastward on Hooson will not see vehicles exiting the Stewart Estate until right upon them. The high bluff blocks that view. The traffic coming from the Stewart Estate will also be blind to traffic coming from the west. And yet the plan is to have cars closer to the embankment and the angle of intersection more acute. This does not make any sense from the point of safety.

### 3. REMOVAL OF TREES

This is not a concern about safety, it is a fear that the character of the neighbourhood will even further changed by the removal of the trees and natural vegetation on the south side of Hooson Road at the location marked "A" on the site plan. To get a line of site from the car marked "2", travelling up against the buff, would require the removal of a high bank of sandstone rock. The trees are growing on top of that bank so they will go too. Carving off that bank will leave as brutal a scar as has already been made on the north side of the road. The residents were freaked out 10 years ago at the clear cutting that was allowed on either side of Hooson Road. We know that the logging was within their rights as property owners, we know that. To protest the carving away at the road and the bluffs on either side of our road is within our rights and we beg you to reconsider, keeping in mind the character of the road and its Heritage designation.

#### 4. RESIDENTS GETTING FED UP

We know that there are some residents getting angry that this mess at the corner has been left for so long. We are too. They want it made straight because they want the construction zone gone NOW. If I wasn't such a nice person, I would think that it was intentional to get the residents on side with the developer. But I suspect that paving it straight or landscaping the mess and retaining the curve as it is will take about the same amount of time. Leaving the curve as is may even take less time and give less disruption to the neighbourhood than will repositioning the road and building a whole new roadbed and the repaving it. And this is a dead end road. There is no other way to get home for us. To say nothing of emergency vehicles.

#### 5. SITE LINES

The residents were told at the Islands Trust meetings that the removal of the bluff on the north side of the road and straightening the curve was necessary to afford traffic a line of site to oncoming traffic and for cars turning left out of the Tapio property. When the bluff was removed, the site lines were created. They are there now. It seems to be a rule of nature that you always meet oncoming traffic on the narrowest section of the road. More often than not, I meet a car coming in the opposite direction at the curve and it's very true, you can see approaching traffic much sooner. This has not made the curve safer in my view because already you can see traffic moving faster because they can see farther.

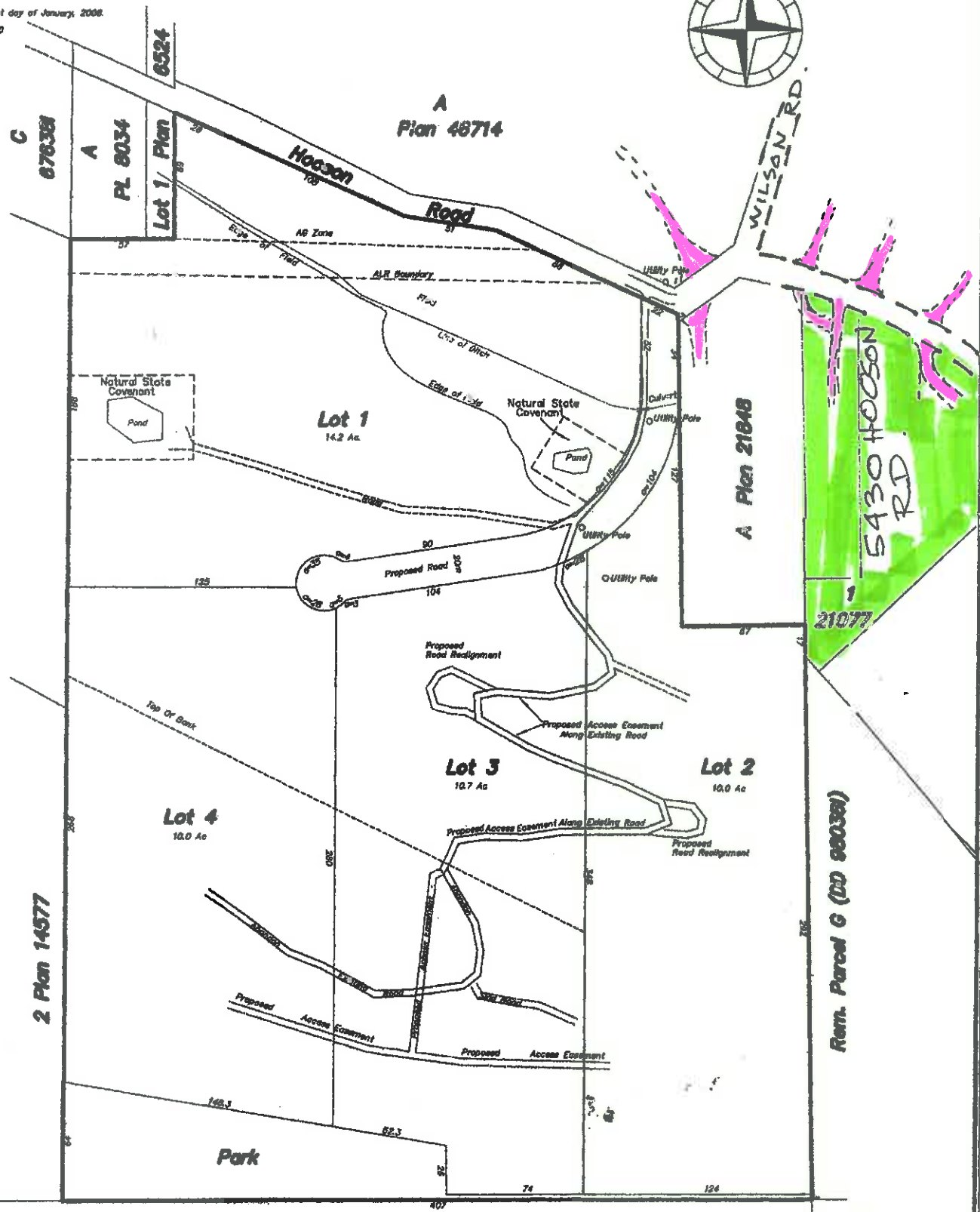
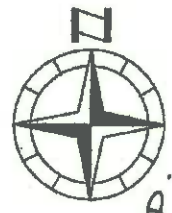
In summation, and for the points noted above, we stand for leaving the S curve as it is and for some landscaping of the scar that has been left by the stop work order. This work does not have to be held up for good weather, which if 2012 is going to be anything like 2011, won't come until June, It doesn't have to be left like this if paving and regrading is not required.

Linda Elstrom  
Jacob Downer

PRESENT DRIVEWAYS  
5430 HOOSON (OUR PLACE)

**Plan of Proposed Subdivision of  
Remainder of the East 1/2 of  
The SW 1/4 of Section 19, (DD 964811),  
North Pender Island, Cavichan District.**

Distances shown are in metres.  
Dated this 21st day of January, 2008.  
Scale = 1:1500



**RICHARD J. WEY & ASSOCIATES**  
Land Surveying Inc.  
#4-2227 James White Boulevard  
Telephone (250) 656-5153  
File: 60048D\SH\RT

NW 1/4 Sec.14

27  
WP74671



**From:** [Robert Kojima](mailto:Robert.Kojima)  
**To:** [Andrea Pickard](mailto:Andrea.Pickard)  
**Subject:** Fw: Hooson Rd subdivision and proposed road changes  
**Date:** November-15-11 7:28:07 PM

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**From:** Ene Haabniit [mailto:eneh@shaw.ca]  
**Sent:** Tuesday, November 15, 2011 07:25 PM  
**To:** Robert Kojima  
**Cc:** Gary Steeves; Derek Masselink; Derek Masselink  
**Subject:** Hooson Rd subdivision and proposed road changes

Attention: Robert Kojima, Island Planner  
200 - 1627 Fort St  
Victoria, BC V8R 1H8

Dear Robert Kojima,

I would like to thank you, the Islands Trust and North Pender Island Trustees for the opportunity to participate in the public community meeting and workshop held on Pender Island on October 22, 2011 regarding proposed changes to the "s-curve" of Hooson Road, due to the establishment of a new small sub-division and future public road going south off of Hooson.

After considering the information presented and discussed by the variety of participants at the Oct. 22 meeting, discussion with some of my Hooson Rd neighbours and visiting the site of the new intersection several times by foot and by car, the following are my comments and recommendations:

1. I would like to see the developer of the new sub-division comply closely to all local, provincial and federal standards and laws with regard to putting in the new access road and making any required changes to Hooson Road. I don't feel that the safety of Hooson Road residents or visitors should ever be knowingly compromised, even if that may somewhat change the aesthetic or heritage nature of the road.
2. Changing the curve slightly as per the engineering drawings presented Oct. 22 does not, in my opinion, necessarily detract from the heritage nature and appeal of the road for people walking, biking or driving the road. To the extent possible, "natural" landscaping of the intersection is very important to restore it to a rural-looking environment.
3. If the proposed change to the new road is implemented, I would like to see the developer make the new curve or intersection as pedestrian and bike-friendly as possible (e.g. a walking/bike path for a short portion of the curve).
4. I am strongly opposed to any blasting involved in changing the location of the road due to potential damage to local wells, natural habitat or other structures.
5. My main concern with regard to the proposed change to the s-curve of Hooson Rd is that it may encourage drivers to drive faster due to better visibility. I would therefore like to see some type of speed control on the narrow road with its many walkers, runners and bikers, such as a 35 or 40 kph zone.

6. The new intersection of Hooson Rd, the new subdivision road, Wilson road, a few driveways and potentially another public access road if the former Stewart property is sub-divided, makes for a potentially hazardous corner that should be planned for by all parties concerned. I am hopeful that there will be better communication between all interested parties in the future.

Hooson Road is changing whether I/we like it or not. The new, small subdivision that is just going in has already changed the look and feel of Hooson Rd, as has the development of Tyndall Woods and as will the potential development/subdivision of the former Stewart property. On the one hand, the road already seems busier as well as more open and "suburban"-looking in places; on the other hand, there is more than ever to look at and cherish in terms of picturesque homes and gardens, spectacular arbutus trees, wild and domestic animals of all kinds, and more.

As a new permanent resident on Hooson (and long-time weekender) it's clear to me that both the longtime and new residents and local and off-island visitors that frequently walk, bike, run or drive by my house, all care deeply about whatever makes Hooson Road a bit special and officially a "heritage" road - even if we can't easily articulate it.

I sincerely hope that a speedy resolution can be found to the current impasse with the proposed road changes. Please don't hesitate to contact me if I can be of assistance somehow.

Best regards, Ene

Ene (Haabniit)  
4446 Hooson Rd  
Pender Island, BC V0N 2M1

250-629-6015