



**CORPORATION OF THE
TOWNSHIP OF ESQUIMALT**
Minutes - Draft
Council

Municipal Hall
1229 Esquimalt Road
Esquimalt, B.C. V9A 3P1

Monday, December 15, 2025

5:45 PM

Esquimalt Municipal Hall

**THE REGULAR MEETING OF COUNCIL RECONVENES AT 7:00 PM
WITH MEMBERS OF THE PUBLIC IN ATTENDANCE**

Present: 6 - Mayor Barbara Desjardins
Councillor Ken Armour
Councillor Andrea Boardman
Councillor Meagan Brame
Councillor Duncan Cavens
Councillor Tim Morrison

Regrets: 1 - Councillor Jacob Helliwell

Staff: Dan Horan, Chief Administrative Officer
Deb Hopkins, Director of Corporate Services/Corporate Officer
Bill Brown, Director of Development Services
Joel Clary, Director of Engineering & Public Works
Judy Kitts, Director of Strategic Initiatives
Steve Knoke, Director of Parks & Recreation
Terése Finegan, Acting Director of HR/Manager of Economic Development
Charles Davie, Manager of Engineering
Robbie Young, Manager of Parks
Kirsten Dafoe, Planner
Jonah Ross, Recording Secretary

1. CALL TO ORDER - WURTELE ROOM

Mayor Desjardins called the Regular Council meeting to order at 5:45 PM.

**I. RESOLUTION TO CLOSE THE MEETING PURSUANT TO
SECTION 90 OF THE COMMUNITY CHARTER**

Moved by Councillor Brame, seconded by Councillor Cavens: That the meeting be closed to the general public in accordance to the Community Charter:

Section 90 (1) (a), (e), and (k), to discuss personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality or another position appointed by the municipality; the acquisition, disposition or

expropriation of land or improvements, if the council considers that disclosure could reasonably be expected to harm the interests of the municipality; negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the council, could reasonably be expected to harm the interests of the municipality if they were held in public; and

Section 90 (2) (b) (i), (ii), and (iii) to discuss the consideration of information received and held in confidence relating to negotiations:

- (i) between the municipality and a provincial government or the federal government, or both, or between a provincial government or the federal government, or both, and a third party;
- (ii) between the municipality and another local government or between another local government and a third party; and
- (iii) between the municipality and a first nation or a prescribed Indigenous entity, or between a first nation or a prescribed Indigenous entity and a third party. Carried Unanimously.

II. CLOSED MEETING

III. RECONVENE THE REGULAR MEETING OF COUNCIL AT 7:00 PM IN COUNCIL CHAMBERS WITH MEMBERS OF THE PUBLIC IN ATTENDANCE

Moved by Councillor Brame, seconded by Councillor Morrison: That the Regular Council meeting be reconvened at 7:03 PM. Carried Unanimously.

2. INTRODUCTION OF LATE ITEMS

1) [25-459](#) Late Correspondence

- 1) Item 7.2 - Esquimalt Urban Deer Project, Staff Report No. CSS-25-008
 - Bruce Cuthbert - received December 12, 2025
 - Mary Evans - received December 14, 2025
 - Marvin Eng - received December 15, 2025
 - Kathleen Mick - received December 15, 2025
 - Yvonne Noulette - received December 15, 2025
- 2) Item 7.5 - Active Transportation Network Plan Refresh and Esquimalt Road Phase 2 Update, Staff Report No. EPW-25-018
 - Jessie Lane - received December 13, 2025
 - Tammy Anderson - received December 13, 2025
 - Carling Helander - received December 13, 2025
 - Blake Crouch - received December 14, 2025
 - Meagan Klaassen - received December 14, 2025
- 3) 8.1 - Rezoning First, Second, Third Reading, and Adoption - 868 Old Esquimalt Road, Staff Report No. DEV-25-044

- Danielle Snowsell - received December 14, 2025
- Sasha Prynn - received December 14, 2025

3. APPROVAL OF AGENDA

Moved by Councillor Morrison, seconded by Councillor Cavens: That the agenda be approved as circulated with the inclusion of the late items.
Carried Unanimously.

Councillor Armour asked that we be mindful of the potential implications that our decisions have on Indigenous peoples and to consider the common interests we have with neighbouring First Nations governments who are also making decisions and passing laws that support a sustainable region.

4. ADOPTION OF MINUTES

- 1) [25-457](#) Minutes of the Regular Council meeting held on December 1, 2025
- 2) [25-456](#) Minutes of the Special Council Meeting held on December 8, 2025

Moved by Councillor Brame, seconded by Councillor Armour: That the minutes of the Regular Council meeting held on December 1, 2025 and the Special Council meeting held on December 8, 2025 be adopted as circulated. Carried Unanimously.

5. BYLAWS FOR ADOPTION OR FIRST AND SECOND READING THAT ARE SUBJECT TO A PUBLIC HEARING

For Adoption

- 1) [25-438](#) Official Community Plan Project – Adoption of Bylaw No. 3176, Staff Report No. DEV-25-061

Council commented that the community's input on the Official Community Plan Recalibration was appreciated.

Moved by Councillor Cavens, seconded by Councillor Brame: That Council adopt Official Community Plan Bylaw, 2018, No. 2922, Amendment Bylaw, 2025, No. 3176. Carried Unanimously.

6. PUBLIC INPUT ON AGENDA ITEMS 7, 8, 9, AND 10

Item 7.2) Esquimalt Urban Deer Project, Staff Report No. CSS-25-008

Eric Zelka, non-resident, encouraged Council to consider joining Oak Bay in exploring regional deer management service delivery options, noting that regional approaches are recommended.

Marvin Eng, resident, expressed concern regarding the Deer Management Study's methodology and findings, and emphasized the importance of evidence-based decision-making in wildlife management.

Item 7.5) Active Transportation Network Plan Refresh and Esquimalt Road Phase 2 Update, Staff Report No. EPW-25-018

Jessie Lane, resident, expressed concern regarding the proposed timeline for adding sidewalks to Wychbury Avenue, as it is a major thoroughfare for vehicle traffic which currently lacks sidewalks on either side, and has a high pedestrian use given its proximity to the elementary school. Sidewalks on this street would reduce risk for students walking to school, and should be prioritized.

Item 7.2) Esquimalt Urban Deer Project, Staff Report No. CSS-25-008

Dwight Ince, resident, expressed concern regarding municipally-funded deer management programs, as wildlife management falls under provincial jurisdiction.

Item 7.5) Active Transportation Network Plan Refresh and Esquimalt Road Phase 2 Update, Staff Report No. EPW-25-018

Dwight Ince, resident, requested that sidewalks proposed for Wychbury Avenue be aligned with the curb, or that the road be widened during the project, to address challenges caused by the current alignment and width of the road.

Josh Katz-Rosene, resident, spoke in support of the sidewalk projects proposed in the Active Transportation Network Plan, as they will help ensure all residents are able to walk safely to schools, businesses, and parks. The resident expressed concern with the recommendation to delay design of the Phase 2 corridor, given the support heard through public engagement, and since a low cost design could be implemented and later adjusted once design guidelines are established.

Doug Scott, resident, expressed concern regarding the Active Transportation Network Plan, as the removal of street parking negatively impacts nearby businesses. With the volume of new housing units being added to the Township, vehicle traffic and parking demand will exacerbate challenges for businesses along the proposed Phase 2 route.

7. STAFF REPORTS

- 1) [25-382](#) Development Variance Permit Application – 622 Admirals Road, Staff Report No. DEV-25-053

Kirsten Dafoe, Planner, presented a PowerPoint and responded to questions from Council.

Council comments included the following:

- The request is minor, and approval was recommended by the Advisory

Planning Commission.

- The proposed sign would cover stonework which currently enhances the aesthetics of the site.
- As the proposed sign would face the neighbouring parking lot, parking challenges could result for businesses next door.

Maria Eligon, the owners' representative, responded to questions from Council.

Council comments continued:

- The proposed sign will help address challenges with wayfinding for visitors of the building.
- Supporting businesses in the community is a priority.

Moved by Councillor Cavens, seconded by Councillor Armour: That Council approve Development Variance Permit No. DVP00167 for 622 Admirals Road to allow a wall sign to be orientated towards a side lot line for the variance outlined in Staff Report No. DEV-25-053. Carried with Councillor Morrison opposed.

2) [25-452](#) Esquimalt Urban Deer Project, Staff Report No. CSS-25-008

The Director of Strategic Initiatives introduced the report and responded to questions from Council.

Council comments included the following:

- Deer management is a regional issue, and program effectiveness will depend on a regional approach.
- Coordination of a regional strategy may be challenging, and slow to implement; Esquimalt's geography may mean that a local response could be effective in the meantime.
- While a regional strategy may not offer a short term solution, it is important to take steps to explore this option.

Moved by Councillor Cavens, seconded by Councillor Armour: That Council direct staff to shift to a monitoring-only approach for deer management, conduct a deer management and social carrying capacity survey, and work with a contractor to prepare a comprehensive immunocontraception (IC) program proposal for Council's consideration in Q3 2026.

Moved by Councillor Armour, seconded by Councillor Morrison: That the main motion be amended to also direct staff to work with other municipalities and the CRD to pursue a regional approach. Carried Unanimously.

Council discussion continued on the main motion as amended:

- Taking on provincial responsibilities without understanding the implications of a long term program, or the community's comfort level with the cost, may not be desirable.
- A survey to understand the community's perspective on the issue is supportable.
- Completing work on a deer fencing policy is an important step on this issue to allow interested residents options for deer management on their property.
- Deer remain a challenge for the community, but determining the correct path forward requires further information.
- The contraceptive lasts for 22 months, so delaying further treatments could mean momentum is lost, and a survey may be unnecessary given that community feedback has consistently identified deer as a challenge; a decision to continue the program would preserve progress made so far.

Main Motion as amended:

Moved by Councillor Cavens, seconded by Councillor Armour: That Council direct staff to shift to a monitoring-only approach for deer management, conduct a deer management and social carrying capacity survey, work with a contractor to prepare a comprehensive immunocontraception (IC) program proposal for Council's consideration in Q3 2026, and work with other municipalities and the CRD to pursue a regional approach. Carried with Mayor Desjardins opposed.

Council comments continued:

- Given that wildlife management programs and funding are a provincial responsibility, a letter could be sent to local MLA Darlene Rotchford, and to the Minister of Environment and Parks to engage the province and request support on this issue.

Moved by Councillor Morrison, seconded by Councillor Brame: That Council direct staff to write a letter to the Minister of Environment and Parks and MLA Darlene Rotchford requesting support for wildlife management responsibilities and funding. Carried Unanimously.

3) [25-437](#) Parks and Recreation - Community Dock Grant Application - Staff Report No. P&R-25-011

The Manager of Parks introduced the report, and responded to questions from Council.

Moved by Councillor Brame, seconded by Councillor Morrison: That Council direct staff to apply for the 2026 Wave Prize; and that staff be directed to continue the capital project work to bring this project forward for approvals when ready. Carried Unanimously.

4) [25-447](#) Cunningham Road – Residential Parking Only – Staff Report No. EPW-25-019

The Manager of Engineering introduced the report, and responded to questions from Council.

Council comments included the following:

- Implementing Residential Parking restrictions simply redirects parking challenges to other nearby streets, rather than resolving the issue; however, there are concerns that closing the applications at this point would be unfair.
- CFB Esquimalt creates additional parking pressures for surrounding residential streets, and has a responsibility to manage parking for its staff.
- The problem of street parking demand is complex, and requires a more sustainable solution.
- Until funding is allocated to the permit parking project, these challenges will persist.
- Approval of the request for Cunningham Road could be followed by a pause on applications to determine the direction for moving forward.
- There are concerns that Residential Only parking implies ownership of the street by residents.

Moved by Councillor Armour, seconded by Councillor Morrison: That Council approve the implementation of Traffic Order 1387 for “Residential Parking Only” signage to be installed on both sides of Cunningham Road commencing 9m north of the intersection of Cunningham Road and Kindersley Road and extending north to 9m south of the intersection of Cunningham Road and Parklands Drive as set out in EPW-25-019. Carried with Mayor Desjardins opposed.

Council comments continued:

- Closing the applications will signal to the public that changes to parking management are coming.
- Clear communications will be needed to ensure residents are aware of the change.
- A moratorium is supportable if residents can expect the permit parking project to come forward in the short term, but if funding continues to be delayed, it may not be appropriate.
- Reviewing the moratorium after one year would allow for changes to be made following the budget process.

Moved by Councillor Brame, seconded by Councillor Armour: That Council direct staff to place a moratorium on Residential Parking applications, to be reviewed by Council after one year. Carried Unanimously.

- 5) [25-448](#) Active Transportation Network Plan Refresh and Esquimalt Road Phase 2 Update, Staff Report No. EPW-25-018

The Director of Engineering and Public Works introduced the report and, with the Manager of Engineering, responded to questions from Council.

Council comments on the priority list for Pedestrian Facilities, Policies & Programs included the following:

- There is recognition that some residents have been waiting a long time for certain projects on the list, and that the delay or removal of previously anticipated projects causes disappointment.
- There is a desire to manage expectations for medium- and long-term projects, particularly where timelines may shift by five or six years.
- The proposed list improves equity by better accounting for new density.
- Wychbury Avenue is an important project for improving connectivity, but determining its priority within the project list is a challenge.
- The Wychbury Avenue project should be higher on the list of priorities to address the lack of sidewalks along a major route to Macaulay Elementary School.
- Moving the Lyall Street project higher on the list would be supportable given the pedestrian traffic to and from the elementary school.
- Developing additional criteria to consider the proximity of streets to schools would be beneficial for future planning.

Moved by Councillor Cavens, seconded by Councillor Morrison: That Council endorse the priority list for Pedestrian Facilities, Policies & Programs as outlined in Staff Report EPW-25-018, with an amendment to move Wychbury Avenue up to #5 and renumbering the list accordingly.

Council comments continued:

- The Lyall Street project could be moved up ahead of Devonshire Road, given that Lyall is a major connector to Macaulay Elementary School.
- The Devonshire Road project should not move to a lower priority, as it currently does not have a sidewalk on one side
- Lyall Street improvements are needed, but the missing sidewalk on Devonshire Road means pedestrians are in conflict with large commercial vehicle traffic.

Moved by Councillor Morrison, seconded by Councillor Brame: That the main motion be amended to also include an amendment to move Lyall Street to #3, and Devonshire Road to #4. Defeated with Mayor Desjardins, and Councillors Armour, Boardman, Brame, and Cavens opposed.

Main Motion:

Moved by Councillor Cavens, seconded by Councillor Morrison: That Council endorse the priority list for Pedestrian Facilities, Policies & Programs as outlined in Staff Report EPW-25-018, with an amendment to move Wychbury Avenue up to #5 and renumbering the list accordingly. Carried Unanimously.

Council comments on the priority list for Cycling Facilities, Policies & Programs included the following:

- The Macaulay Road project will connect the elementary school to the protected bike lane network, and is highly used by students.

Moved by Councillor Cavens, seconded by Councillor Boardman: That Council endorse the priority list for Cycling Facilities, Policies & Programs as outlined in Staff Report EPW-25-018, with an amendment to move Macaulay Road up to #3 and renumbering the list accordingly. Carried Unanimously.

Council comments on the Esquimalt Road Active Transportation and Underground Improvements Phase 2 included the following:

- There is a need to ensure resources are allocated to ensure the greatest safety benefit.
- The E&N trail provides a safe option for cyclists but accessing it requires riding without a protected lane along Admirals Road.
- Pausing the section of Esquimalt Road, from Admirals Road to Canteen Road, would allow for renewed engagement to guide prioritization of remaining work, including potential additions on Admirals Road.
- CFB Esquimalt has reported that base traffic has been redirected away from Canteen Road, towards the E&N trail and Admirals Road entrance; reconsidering this section could be appropriate.

Staff noted that a traffic signal upgrade secured through development contributions is planned for the intersection at Nelson Street and Esquimalt Road, and that the developer will also be installing bike lanes in front of 602 Nelson Street, as part of frontage improvements required by the Subdivision and Development Servicing Bylaw, No. 3128, 2023.

Council comments continued:

- The section from Fraser Street to Canteen Road could be excluded from design work and upcoming engagement with an exception for work already approved at 602 Nelson Street.
- There is concern that excluding the section from Fraser Street to Canteen Road could result in a disconnected bike lane at Nelson Street.
- Any sections excluded at this stage will be revisited.

- A decision on the proposed changes should not proceed without renewed engagement, and further information regarding potential cost-savings.

Moved by Councillor Morrison, seconded by Mayor Desjardins: That Council direct staff to:

- a. Proceed with detailed design engagement on Esquimalt Road Active Transportation and Underground Improvements - Phase 2, excluding the segment between Fraser Street and Canteen Road, with the exception of approved developer-contributed works at 602 Nelson Street, and report back to Council with a What We Heard Report, anticipated in spring 2026; and
- b. Continue to pause on design work on protected bike lanes on Esquimalt Road between Fraser Street and Canteen Road, with the exception of approved developer-contributed works at 602 Nelson Street, in consideration of the Esquimalt Road Urban Design Guidelines, City of Victoria watermain upgrade and the next Council's priorities planning;

as described in Staff Report EPW-25-018. Defeated with Mayor Desjardins, and Councillors Armour, Boardman, Brame, and Cavens opposed.

Councillor Boardman left the meeting at 9:38 PM and returned at 9:39 PM.

Moved by Councillor Armour, seconded by Councillor Cavens: That Council direct staff to:

- a. Proceed with detailed design engagement on Esquimalt Road Active Transportation and Underground Improvements - Phase 2, excluding the segment between Fraser Street and Admirals Road, and report back to Council with a What We Heard Report, anticipated in spring 2026; and
- b. Continue to pause on design work on protected bike lanes on Esquimalt Road between Fraser Street and Admirals Road in consideration of the Esquimalt Road Urban Design Guidelines, City of Victoria watermain upgrade and the next Council's priorities planning;

as described in Staff Report EPW-25-018. Carried Unanimously.

Moved by Councillor Cavens, seconded by Councillor Morrison: That Council endorse the priority list for Complete Streets, Complete Intersections, Policies & Programs as outlined in Staff Report EPW-25-018. Carried Unanimously.

The Regular Council meeting recessed at 8:21 PM and reconvened at 8:30 PM with all members of Council present.

- 6) [25-449](#) Additional Amendments to the Capital West Accessibility Advisory Committee Terms of Reference, Staff Report No. ADM-25-065

Moved by Councillor Brame, seconded by Councillor Boardman: That Council approve the amendments to the Capital West Accessibility Advisory Committee's Terms of Reference to include public participation at the meetings and that the public participation period be limited to a maximum duration of 30 minutes, with each speaker provided up to five minutes as outlined in Staff Report No. ADM-25-065. Carried Unanimously.

8. **BYLAW READINGS NOT SUBJECT TO A PUBLIC HEARING**

- 1) [25-314](#) Rezoning First, Second, Third Reading, and Adoption – 868 Old Esquimalt Road, Staff Report No. DEV-25-044

Kirsten Dafoe, Planner, presented a PowerPoint and responded to questions from Council.

The applicants, Tim Rodier, from Outline Home Design, and Andrew Hazlett, from Hazlett Homes, presented a PowerPoint and responded to questions from Council.

Council comments included the following:

- The quality and quantity of outdoor space for units are appropriate.
- The frontage and proportions proposed are supportable.
- The proposal's north-south orientation reduces impacts on neighbours.
- There is concern that the street is not a suitable site for increased density.

Moved by Councillor Cavens, seconded by Councillor Armour: That Council give first, second, and third reading, and adopt Zoning Bylaw, 1992, No. 2050, Amendment Bylaw, 2025, No. 3172. Carried with Councillor Brame opposed.

9. **REPORTS / MINUTES FROM COMMITTEES**

- 1) [25-455](#) December 8, 2025 Committee of the Whole Resolutions to be Ratified

Moved by Councillor Armour, seconded by Councillor Brame: That the resolutions from the December 8, 2025 Committee of the Whole be ratified:

1. Impact Assessment – Major Review of the Official Community Plan, Staff Report No. DEV-25-062

That Council direct staff to initiate a major review of the Official Community Plan based on the Impact Assessment attached as

Schedule "A" to staff report DEV-25-062, subject to funding approvals in the 2026 budget process. Carried Unanimously.

10. COMMUNICATIONS

For Council's Consideration

- 1) [25-458](#) Letter from View Royal Mayor Sid Tobias dated November 27, 2025 Re: Bill M-216 - Professional Reliance Act

Council commented that there is interest in submitting Council's concerns regarding Bill M-216 to the Minister of Housing and Municipal Affairs.

Moved by Councillor Armour, seconded by Councillor Brame: That Council direct the Mayor to write a letter to the Minister of Housing and Municipal Affairs providing Council's input regarding Bill M-216. Carried Unanimously.

For Council's Information

- 2) [25-454](#) Letter from Mary Lynn McKenna, Esquimalt Neighbourhood House re: Request to Ministry of Health and Addictions

Council commented that the Esquimalt Neighbourhood House relies on this annual funding to provide counselling services, and that a letter of support should be provided.

Moved by Councillor Brame, seconded by Councillor Cavens: That Council direct staff to send a letter in support of the Esquimalt Neighbourhood House's funding request to the Minister of Health, and Parliamentary Secretary for Mental Health and Addictions. Carried Unanimously.

11. PUBLIC COMMENT PERIOD

Doug Scott, resident, noted ongoing parking challenges in the Parklands neighbourhood, and expressed concern that visitors to a nearby business are contributing to increased pressure on street parking. A review of parking on the 600 block of Constance Avenue is also requested to ensure that residents are able to safely enter and exit their driveways, as parking is not sufficiently staggered for safe access.

12. ADJOURNMENT

Moved by Councillor Brame, seconded by Councillor Armour: That the Regular Council meeting be adjourned at 10:29 PM. Carried Unanimously.

MAYOR BARBARA DESJARDINS

THIS TH DAY OF ,2025

DEB HOPKINS,
CORPORATE OFFICER
CERTIFIED CORRECT