



# CORPORATION OF THE TOWNSHIP OF ESQUIMALT

## Minutes - Draft

### Council

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

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Monday, March 6, 2023

7:00 PM

Esquimalt Council Chambers

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**Present:** 7 - Mayor Barbara Desjardins  
Councillor Ken Armour  
Councillor Andrea Boardman  
Councillor Duncan Cavens  
Councillor Jacob Helliwell  
Councillor Tim Morrison  
Councillor Darlene Rotchford

**Staff:** Dan Horan, Chief Administrative Officer  
Ian Irvine, Director of Financial Services & IT  
Bill Brown, Director of Development Services  
James Davison, Manager of Development Services  
Deb Hopkins, Manager of Corporate Services/Corporate Officer  
Sarah Holloway, Deputy Corporate Officer/Recording Secretary

#### 1. CALL TO ORDER

Mayor Desjardins called the Regular Council meeting to order at 7:00 PM.

Councillor Morrison recognized and acknowledged the Songhees and Esquimalt Nations on whose traditional territory we live, we learn, and we do our work.

Mayor Desjardins expressed condolences to the Nygaard family in recognition of Ruby Nygaard who was a longstanding resident and volunteer of Esquimalt.

Mayor Desjardins welcomed Constable Diack to the Township as the new community resource officer.

#### 2. INTRODUCTION OF LATE ITEMS

- 1) [23-149](#) Late Correspondence
- 1) Item No.5.1 - Public Hearing - OCP Amendment & Rezoning 485 S Joffre St, Staff Report No.: DEV-23-010
  - Flo Steel - received March 3, 2023
  - Joshua Galbraith - received March 6, 2023
  - Maria Hla-Tin - received March 6, 2023
  - Suzanne Bradbury - received March 6, 2023

- The Homes for Living Team - received March 6, 2023
- Erin Rice - received March 6, 2023
- Kelly Teeple and Ken Whitehead - received March 6, 2023
- Rosalie D and J Harvey Queen - received March 6, 2023
- Cathie Lamont - received March 6, 2023
- Saira Reynolds & Colin - received March 6, 2023

2) Item No.7.2 - 2023 Local Grant Allocations, Staff Report No. FIN-23-003

- Casey Edmunds, Executive Director, Société francophone de Victoria  
- received March 6, 2023

**3. APPROVAL OF AGENDA**

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

**4. PUBLIC AND STATUTORY HEARINGS**

*The Public Hearing is to afford all persons who deem their interest in property affected by the Bylaw an opportunity to be heard or to present written submissions before the Municipal Council on matters contained in the Bylaw.*

- 1) [23-130](#) Notice of Public Hearing - 485 South Joffre Street

**5. PUBLIC HEARING STAFF REPORTS**

**Background Information - Available for Viewing Separately**

**a) Director of Development Services - Overview of Application**

- 1) [23-043](#) Public Hearing – OCP Amendment & Rezoning 485 S Joffre St, Staff Report No.: DEV-23-010

The Manager of Development Services presented the application and responded to questions from Council.

The application is for an amendment to the Official Community Plan from the property's current Low Density Residential designation to a Townhouse Residential designation, with an associated change from the Enhanced Design Control Residential to a Multi-Family Development Permit Area; and a change in zoning from the current Two Family DADU Residential [RD-4] zone to a new Comprehensive Development District, to accommodate six (6) strata townhouse dwelling units, to be constructed in one building on the subject property.

**b) Applicant or Authorized Representative - Overview of Application**

Kim Colpman, the applicant presented a Powerpoint and in response to questions from Council stated the following:  
- Bike storage lockers will be 3 X 6.

- The garden space use could be changed to a playground if the units were pre sold to families prior to development.

Moved by Councillor Morrison, seconded by Councillor Helliwell: That the written submissions be received as circulated. Carried Unanimously.

**c) Public Input**

Linda Clarke, resident, spoke in opposition due to the amendment to the Official Community Plan, massing and density. The resident would prefer 4 town homes or a duplex as it is a narrow street with no sidewalks and the increase in cars on the street will be hazardous for children from the daycare who need to walk on the street.

John Scott, resident, spoke of concerns with the trend to concentrate units on large sites and/or land assemblies in order to solve the housing crisis.

Eivin Hoy, resident, spoke in opposition due to the expected increase in parking and traffic which could lead to safety concerns on the small street already coping with pre existing parking issues. The resident would prefer a duplex with suites.

Normand Groulx, resident, spoke in opposition due to expected parking issues on the small street and was concerned with the tight turning radius which could effect garbage and recycling pickup. The resident requested that the Township limit parking at the property to one car only and designate it to their area.

Doug Marshall, resident, spoke in opposition due to density and raised concerns for the existing infrastructure being effected.

Meagan Brame, resident and property owner of the Daycare on Joffre Street, spoke in support of the application as it offers missing middle housing and 1:1 ratio for parking. The resident acknowledged that it is a narrow street with parking challenges that are exasperated due to large events held nearby.

Doug Scott, resident, spoke in support of the project due to the 1:1 ratio for parking, additional housing, the massing not being overwhelming, the opportunity for a playground at the back of the property, and that it provides three bedroom units.

Mayor Desjardins invited members of the public to speak a second time.

John Scott, resident, expressed concern that by approving this application it would open a flood gate of profit oriented developers or home owners to

develop other single family lots in low density areas. The resident would prefer the lot remain either single family or duplex.

Linda Clarke, resident, expressed concerns that per current animal bylaw regulations there could be up to 12 dogs allowed on the property.

Eivin Hoy, resident, informed Council of the non residents parking in front of driveways during major events in the community and that parking is a constant challenge on Joffre Street.

Mayor Desjardins invited members of the public to speak a third time.

There were no additional speakers.

**d) Adjournment of Hearing**

Mayor Desjardins declared the Public Hearing for Bylaws 3071 and 3072 closed at 7:48 PM.

**e) Consideration of Staff Recommendation**

Council comments included:

- The verbal commitment made by the applicant to fund the sidewalk frontage should be formalised.
- The application provides missing middle housing and needed three bedroom units in the neighbourhood.
- Building to Step Code 3, the 1:1 parking ratio and making changes to the application based on feedback is appreciated.
- The application meets the goals set out by Council.
- Due to the cycling space given, each unit being provided a yearly bus pass and the proximity to major bus routes the increased density, which can mitigate the housing crisis, is supportable.
- In the correspondence to Council there were many letters of support from the community.
- The housing strategy needs to address the issues with the Official Community Plan and future development.
- A revision of the parking bylaw may help address the parking challenges throughout the community.
- The narrowness of Joffre Street and the tight turnarounds that may effect emergency vehicles are a concern.
- Below grade units are not preferred.
- The applicant should be commended for the development achieving a look and feel of a large home.
- Spot zoning is a better solution than blanket rezoning's.

In response to questions from Council the Director of Development Services informed Council that the Township would not be able to enforce any measures taken by the applicant to regulate parking by owners on the street or to prevent car ownership.

Moved by Councillor Cavens, seconded by Councillor Armour:

1. That Council amend Official Community Plan Bylaw, 2018, No. 2922, Amendment Bylaw, 2022, No. 3071 by replacing the words “cross-hatched” with “hatched” in sections 2(1) and 2(2) and give Bylaw No. 3071 second reading as amended;
2. That Council give third reading as amended to Official Community Plan Bylaw, 2018, No. 2922, Amendment Bylaw, 2022, No. 3071 which would amend Schedule B, by changing the “Proposed Land Use Designations” from “Low Density Residential” to “Townhouse Residential” and Schedule H, by changing the Development Permit Area from “No. 3 Enhanced Design Control Residential” to “No. 6 Multi-family Residential” for 485 South Joffre Street;
3. That Council amend Zoning Bylaw, 1992, No. 2050, Amendment Bylaw No. 3072 by replacing the words “cross-hatched” with “hatched” in section 2(3) and replacing “11.5 m” with “9.5 m” in Section 6 Building Height and give Bylaw No. 3072 second reading as amended;
4. That Council, give third reading as amended to Zoning Bylaw, 1992, No. 2050, Amendment Bylaw No. 3072 to change the zoning designation from Two Family DADU Residential [RD-4] to CD No. 154 [Comprehensive Development District No. 154] for 485 South Joffre Street [PID 006-104-801; Lot 5, Block B, Section 11, Esquimalt District, Plan 4478]; and
5. That Township staff be directed to coordinate with legal counsel and the applicant to register a Section 219 Covenant on the title of the subject property prior to Council’s consideration of adoption of Amendment Bylaws No. 3071 and 3072. Carried with Councillor Rotchford Opposed.

In Favour: 6 - Mayor Desjardins, Councillor Armour, Councillor Boardman, Councillor Cavens, Councillor Helliwell, and Councillor Morrison

Opposed: 1 - Councillor Rotchford

Moved by Councillor Cavens, seconded by Councillor Morrison: That Council directs staff, subject to the strategic planning process, to review the Sidewalk Master Plan in order to prioritize the construction of pedestrian infrastructure, such as sidewalks, for infill projects above 2 units, particularly when relaxation to parking requirements are being sought. Carried Unanimously.

In Favour: 7 - Mayor Desjardins, Councillor Armour, Councillor Boardman, Councillor Cavens, Councillor Helliwell, Councillor Morrison, and Councillor Rotchford

In response to questions from Council the Chief Administrative Officer explained that staff are guided by legislation and the Subdivision Bylaw in their discussions with development applicants in regards to improvements to the municipality, such as sidewalks, when formalising the engineering servicing agreement.

Council commented that the applicant's verbal commitment to providing funding for a sidewalk should be ensured and formalised.

Moved by Councillor Morrison, seconded by Councillor Helliwell: That Council direct staff to ensure that the verbal commitment to provide funding for a frontage sidewalk at 485 South Joffre Street is fulfilled by the applicant. Carried with Councillor Armour Opposed.

In Favour: 6 - Mayor Desjardins, Councillor Boardman, Councillor Cavens, Councillor Helliwell, Councillor Morrison, and Councillor Rotchford

Opposed: 1 - Councillor Armour

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

Casey Edmunds, Executive Director of Société francophone de Victoria, requested that Council reconsider the recommendation from the Local Grant Committee to not fund the Société; reminded Council that Franco Fest will be held in Esquimalt for the first time this year; and, that of the Township's population 4% identify French as their first language and 13% speak French.

## **7. STAFF REPORTS**

### ***Administration***

- 1) [23-119](#) Council Budget Discussion - Victoria Police Department 2023 Budget, Staff Report No. ADM-23-007

Moved by Councillor Rotchford, seconded by Councillor Boardman: That Council Budget Discussion - Victoria Police Department 2023 Budget be postponed. Carried Unanimously.

### ***Finance***

- 2) [23-124](#) 2023 Local Grant Allocations, Staff Report No. FIN-23-003

Councillor Cavens recused himself and left the meeting at 8:30 PM due to a conflict of interest arising from being a board member of one of the organizations that has requested a grant.

Councillor Armour, Chair of the Local Grant Committee spoke to the recommendation, the committee's decision making process and emphasized the need to create an approach that would offer stability to organizations so they could scale their funding over four years without the uncertainty of a yearly application process.

Council comments included:

- A call for proposals would no longer be required. Applications could be received anytime throughout the year.
- Any additional requests would be considered from the contingency fund.
- In reviewing the applications the Committee chose to provide funds to applicants that had received funds in previous years, but saw merit in all of the organizations regardless.
- Preference was given to organizations that were based in Esquimalt or provided a benefit to Esquimalt residents.
- Applicants will continue to be required to provide evidence of authorized funding use.

The Director of Financial Services informed Council that the 10% reserve funds that remain in the Local Grant account would be retained until a revised policy is in place and Council could make a decision as to the allocation at that time.

Moved by Councillor Armour, seconded by Councillor Rotchford: That Council:

- (i) allocate the local grants in the amount of \$143,300 annually for the 2023, 2024, 2025 and 2026 fiscal years as set out in the schedule as attached to Staff Report No. FIN-23-003, and
- (ii) direct staff to prepare a revised local grant policy for Council consideration. Carried Unanimously.

In Favour: 6 - Mayor Desjardins, Councillor Armour, Councillor Boardman, Councillor Helliwell, Councillor Morrison, and Councillor Rotchford

Absent: 1 - Councillor Cavens

Mayor Desjardins recommended that Council consider funding the Société francophone de Victoria for 2023.

Council comments included that this motion would be in contravention of the recommendation from the Local Grant Committee.

Moved by Mayor Desjardins, seconded by Councillor Morrison: That Council allocate \$3,000 from the remaining amount in the Local Grant account to the Société francophone de Victoria for 2023. Carried with Councillor Armour Opposed and Councillor Cavens Absent.

In Favour: 5 - Mayor Desjardins, Councillor Boardman, Councillor Helliwell, Councillor Morrison, and Councillor Rotchford

Opposed: 1 - Councillor Armour

Absent: 1 - Councillor Cavens

3) [23-138](#) 2023 Draft Budget Presentation

Councillor Cavens returned to the meeting at 8:53 PM.

Councillor Morrison left the meeting at 8:54 PM and returned at 8:55 PM.

The Director of Financial Services made a PowerPoint presentation and with the Chief Administrative Officer, responded to questions from Council.

Council comments included:

- The presentation has provided some welcome changes that focus on key long term service and infrastructure levels.
- The draft budget is introducing realistic staffing levels to make up for the past under funding of Township operations.
- The proposed tax increase of 8.31% will ensure service levels can be maintained.
- Tax rates in the Township have greatly benefited from the Payments in Lieu of Taxes (PILT) Program for federal properties.

**8. REPORTS / MINUTES FROM COMMITTEES**

1) [23-118](#) Draft Minutes of the Local Grant Committee meeting held on February 16, 2023.

The minutes were received for information.

**9. COMMUNICATIONS**

***For Council's Consideration***

1) [23-131](#) Letter from the Town of View Royal dated February 23, 2023 Re: Implementation of Service Priorities for Transit Routes 24, 40 and 46

Moved by Councillor Morrison, seconded by Councillor Armour: That Council are in support of a joint letter to be submitted by View Royal requesting that BC Transit implement the service priorities of Route 24 realignment (Admirals Walk/Cedar Hill); Route 40 introduction (UVic to Dockyard via Admirals-McKenzie); and Route 46 expansion (Dockyard/Westhills). Carried Unanimously.

**10. PUBLIC COMMENT PERIOD**

Billie Field, resident, updated Council on a resident planning committee to improve Anderson Park by updating the play structure, adding picnic tables, benches, bike lock ups and additional trees. The Committee will be presenting their proposal along with an 85 resident signature petition to the Environment, Parks, Recreation Advisory Committee for consideration on March 9, 2023.

Elna MacLeod, resident, spoke in support of a plan to improve Anderson



Park, informed Council of the minimal equipment and outdated swings, and described the park use by high school students and families that could benefit from the addition of picnic benches.

Natalie Kelt, resident, informed Council of the need for updates to Anderson Park due to growth in the community with an increase in families, and requested that there be more shade and a multi aged play structure included in any improvements.

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

Moved by Councillor Boardman, seconded by Councillor Rotchford: That pursuant to Section 90 (2) (b) of the Community Charter, the meeting be closed to the general public for the consideration of information received and held in confidence relating to negotiations 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. Carried unanimously.

**12. ADJOURNMENT**

Moved by Councillor Boardman, seconded by Councillor Rotchford: That the Regular Council meeting be adjourned at 9:41 PM. Carried Unanimously.

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MAYOR BARBARA DESJARDINS  
THIS DAY OF \_\_\_\_\_, 2023

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DEBRA HOPKINS,  
CORPORATE OFFICER  
CERTIFIED CORRECT