



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

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

Monday, March 4, 2024

6:40 PM

Esquimalt Council Chambers

**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 Duncan Cavens
Councillor Tim Morrison
Councillor Darlene Rotchford

Regrets: 1 - Councillor Jacob Helliwell

Councillor Armour and Councillor Boardman attended the meeting via teleconference.

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

1. CALL TO ORDER

Mayor Desjardins called the meeting to order at 6:42 PM.

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

Moved by Councillor Rotchford, seconded by Councillor Cavens:
That pursuant to Section 90(1) (a) and (c) of the Community Charter, the meeting be closed to the general public 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; and, labour relations or other employee relations.

Carried Unanimously.

II. CLOSED MEETING

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

Mayor Desjardins reconvened the Regular Council meeting at 7:00 PM.

Mayor Desjardins asked that we be mindful of the potential implications that our decisions have over indigenous peoples and to consider the common interests that we have with neighbouring First Nations governments who are also making decisions and passing laws that support this sustainable region.

Mayor Desjardins highlighted the ceremony that happened over the weekend to install a Welcome Pole, carved by Rupert Jeffrey, in the atrium at Esquimalt Town Square. The Mayor invited residents to visit the Welcome Pole and read its story, and also thanked the Township Community Arts Council for making the arrangements for the installation. Among the attendees were Chief Jerome Thomas of Esquimalt Nation, many elders and Township of Esquimalt Council members.

2. INTRODUCTION OF LATE ITEMS

1) [24-143](#) Late Correspondence

Item 6.2 - Development Permit and Development Variance Permit - 900 Carlton Terrace & 900 Esquimalt Road - Staff Report No. DEV-24-013

- Julia Huggett - received September 27, 2023
- Homes For Living - received February 28, 2024
- Rosemary Wilson and Paige Hendee - received February 28, 2024
- West Bay Residents Association - received February 28, 2024
- Lisa Jeffery - received February 28, 2024
- Ensar Sehic - received February 28, 2024
- Francois Denux - received February 29, 2024
- Julia Huggett- received February 29, 2024
- Connie Brown - received February 29, 2024
- Victoria Francis - received February 29, 2024
- Dave Hutniak - received February 29, 2024
- Tara Todesco - received February 29, 2024
- Patrick Maloney - received March 1, 2024
- Pious Gyimah - received March 1, 2024
- Kristina Egyed - received March 1, 2024
- Kristina Egyed - received March 1, 2024

- Jamie McCallum - received March 1, 2024
- Jayne and Suzanne Bradbury - received March 1, 2024
- Chris Frye - received March 1, 2024
- Sylvain Celaire - received March 1, 2024
- Kim Bellefontaine - received March 1, 2024
- Wob and Mary Ploegsma - received March 1, 2024
- Jody Lambert - received March 1, 2024
- Chris Wallace - received March 1, 2024
- Rick L - received March 1, 2024
- Faith Woo - received March 1, 2024
- Brian Burger - received March 1, 2024
- Hanna Verhagen - received March 2, 2024
- Michael Dillistone and Caroline Startin - received March 2, 2024
- Marie and Corey Payne - received March 2, 2024
- Jessica Earle-Meadows - received March 2, 2024
- Dale Windle - received March 2, 2024
- Hilary Cullen - received March 2, 2024
- Cathy Baker and Dick Jackson - received March 2, 2024
- Thomas Guerrero - received March 3, 2024
- Andy Johnson - received March 3, 2024
- West Bay Residents Association - received March 3, 2024
- Mike Sheward - received March 3, 2024
- Craig Moddle - received March 3, 2024
- Kim Bellefontaine - received March 3, 2024
- Judy Bellefontaine - received March 3, 2024
- J. Clark Hardman - received March 3, 2024
- Cindy Fristoe - received March 3, 2024
- Jennifer Atkinson - received March 3, 2024
- James Rault - received March 3, 2024
- Julie Flatt - received March 3, 2024
- Susan Adams - received March 3, 2024
- Stephen Jakes - received March 3, 2024
- Geoff Murray - received March 3, 2024
- Maureen Mitchell-Starkey - received March 3, 2024
- Carole Witter - received March 3, 2024
- Heather Aked - received March 3, 2024
- Meagan Klassen - received March 3, 2024
- Lucy Martin - received March 3, 2024
- Rosalie and James Queen - received March 3, 2024
- Wolfgang and Dagmar Beimen - received March 3, 2024
- Lynn Brochu - received March 3, 2024
- Tim Ewanchuk - received March 3, 2024
- Colin MacLock - received March 3, 2024

- Terry Males - received March 3, 2024
- Lorin Goshinmon - received March 3, 2024
- Ann White - received March 4, 2024
- Monty Wiseman - received March 4, 2024
- Ashley Pronyk - received March 4, 2024
- David Josephson - received March 4, 2024
- Ron Driedger - received March 4, 2024
- Craig Miller - received March 4, 2024
- Traviss Ram - received March 4, 2024
- Valerie Hostetler - received March 4, 2024
- Brian Newham, Refire Kitchen - received March 4, 2024
- Bruce Williams, Greater Victoria Chamber of Commerce - received March 4, 2024
- Ken Henderson, Esquimalt High School - received March 4, 2024
- Gary Lindsay, Driftwood Brewery - received March 4, 2024
- Kathleen Blundell - received March 4, 2024
- Kele Fleming - received March 4, 2024
- Cliff Childs- received March 4, 2024
- Harold Deck - received March 4, 2024
- Joshua Galbraith - received March 4, 2024

3. **APPROVAL OF AGENDA**

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

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

For Adoption

- 1) [24-136](#) Development Application Procedures and Fees Amendment Bylaw, Staff Report No. ADM-24-016 - For Adoption

Moved by Councillor Cavens, seconded by Councillor Rotchford: That Development Application Procedures and Fees Bylaw No. 2791, 2012, Amendment Bylaw, 2024, No. 3119 be adopted. Carried Unanimously.

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

Item 6. 2) Development Permit and Development Variance Permit - 900 Carlton Terrace & 900 Esquimalt Road - Staff Report No. DEV-24-013

Rozlynn Mitchell spoke on behalf of the West Bay Residents Association in opposition of the development due to a suggested error in the Official Community Plan (OCP), the height and massing, that it will overlook the neighbours, the loss of current commercial space, and the amenity package

not being significant enough for the allowance of the height variance.

Nareela Redcliffe, resident, spoke in opposition as it is not in line with the neighbourhood, not a human scale build, unsafe for neighbours and children pedestrians walking in the area or to school due to ongoing construction and a future blind turnout from the parkade, and expressed that a replica of downtown is not the future that residents want for Esquimalt.

Craig Caven, Director, Country Grocer and Dave Kajak, Esquimalt Store Manager, spoke in support of the development as it addresses the critical housing shortage, the location is on a major transit route, it will revitalize the neighbourhood and bolster the economy, and make it easier to recruit workers that want to live close to their place of employment.

Katie Hooper, Executive Director at Esquimalt Nation, (did not speak as the direct voice of the nation) spoke on the developer's approach with Esquimalt Nation being respectful, included constructive and inclusive dialogues, and that the vision to include affordable housing sets a standard moving forward and is being lead by ethics and collaboration.

Connie Brown, resident, spoke in support as the development will add value to the entire community, the number of floors have been designed to minimize shadowing of neighbourhood properties, and it will provide needed rental accommodation.

Marcel Potvin, resident, spoke in support of the development due to the large amenity package, the pressing need for housing in the area, the provision of family sized homes and affordability program, and that it will enhance the accessibility in the area.

Colin, UVic student, spoke in support of the development due to the need for housing, and felt that the density would not be too much compared to other properties in the area.

Kaya Dupuis, resident, spoke in support due to the development's close proximity to transit and the provision of further housing in Esquimalt that will allow students to continue to live in their community.

Doug Scott, resident, spoke in opposition due to height and the parking exemption variance.

Hilary Strang, resident, spoke in opposition due to the unknown accumulative effects and pressures on the intersection, the neighbourhood

and infrastructure as a whole; expressed the need to balance the increase in development with the need of an urban tree canopy; and, questioned how the proposal and removal of the height restriction in the OCP can be properly assessed without knowing the answers to these challenges.

Murray Ambler, resident, spoke in support due to the need for densification in the community, the high number of two bedroom units, the strata condos with rental component, the commercial investment and its proximity to a traffic corridor.

Linda Toews, resident, spoke in support as the development will allow dog ownership in rental units, and provide a dog park and other common areas which will foster a communal feeling.

Brian Hawe, resident, spoke in support due to the need for affordable and convenient housing for employees at the navy base therefore lessening commuters from the western communities that contribute to the traffic issues. The resident was also in support of the family sized units and commercial space.

Sheila, spoke on behalf of the property owner at 612 Head Street, and acknowledged that although the development is a forward thinking project for Esquimalt, is concerned with the capacity for sewage; that their adjacent one storey property will be dwarfed by the building and it will impact their business; and, that the amenities offered are not in line with what has been required of other developers based on the FAR, so the contribution should be over 1 million dollars for subsidized housing.

Robert Starkey, Victoria resident, spoke in support as he would like to move to the Township, and the development achieves a lot in a small footprint including adding vibrancy to an area of growth, and encourages a car lite lifestyle.

Suzanne Bradbury, resident, spoke in support of the project as the area is ripe for renewal and the developer has a more beautiful, functional and vibrant vision for Esquimalt in the future and is known for their quality developments.

Marie Fidoie, resident, spoke in opposition due to the height being higher than the peak at Highrock and that the spirit of the OCP did not envision the increase in height beyond 12 storeys.

Ruth Edwards, spoke in opposition due to the height of 26 storeys being too

high and that the development will not be an affordable option for most.

Gajendra Naruka and Prahlad Singh from Spice Valley restaurant, spoke in support of the proposal due to the need for housing and felt that the building is ideal for the location and will revitalize the area.

Anna Wray, commercial realtor, spoke in support as the development would bring new vibrancy and businesses to the area with the increase in population.

Miranda Worthy, resident, spoke in support of the development due to the positive impact of density to an already populated area. The resident commented that creating density by having taller buildings in cities allows for the preservation of forests.

Kate Hayes, resident, spoke in support as it will be an improvement to the neighbourhood, it will bolster local businesses, allow for maximum density with the least visual impact, enable more people to stay in Esquimalt, improve affordability, and that the amenity package offered would provide for a lot of opportunities.

Tony Winter, resident and General Manager of Victoria Shipyards (personal opinion, not of SeaSpan) spoke in support of the development, noting that it is hard to attract employees to the area due to the lack of affordable housing and that it would be a benefit to have inclusive housing in walking distance to the shipyards.

Craig Moddle, resident, spoke in support and commended the developer for the creative approach to solving the density issue.

Mac Carson, City of Victoria resident, spoke in support of the project as the developers are professional to work with, community driven and create attractive projects with different types of housing that are well received by buyers and renters.

Colin Maclock, resident, expressed doubt over whether the project would be affordable, would prefer a 12 storey building and is concerned that a 26 storey building would be allowed to be built in an area surrounded by seismic faults.

Nancy Harrigan Lambert, resident, spoke in opposition due to the height and density, the strain it would cause on the insufficient infrastructure and traffic, and questioned the affordability for students.

Samantha Eustace, resident, spoke in support as the developer has built successful dog friendly communities that are well maintained and the centralized location is ideal for ease of transit use and walkability.

Holly Courtright, President of the Esquimalt Chamber of Commerce, spoke in support as the area is in dire need of revitalization, would include commercial frontage along a main artery in the Township, would increase density, and felt that over time the 26 storeys will be more normalised.

Gilbert, UVic student (non resident), spoke in support as the biggest worry for students is housing availability not affordability and the development is located on a transit line and includes rental units.

Robert Mulner, resident, suggested that the height of the building be reduced to 12 storeys and that the second building be increased to 12 to maintain the density on the site. The resident also suggested that the commercial space be increased to enable the site to be a destination property for the community.

Lorne Argyle, resident, spoke in opposition due to the height.

Lucy Martin, resident, would prefer the development be 12 storeys or less and a better design.

6. STAFF REPORTS

- 1) [24-135](#) 2024 Budget - Greater Victoria Public Library Presentation, Staff Report No. ADM-24-015

Andrew Appleton, Board Chair of the Greater Victoria Public Library (GVPL), introduced the presentation and Maureen Sawa, CEO presented a PowerPoint and responded to questions from Council.

Highlights of the presentation included an overview of the shared service model between 10 municipalities; the introduction of free menstrual products and water bottle filling stations at all locations; the elimination of overdue fines to reduce barriers to access; the participation in the reading club program surpassing the pre-COVID numbers; the completion of the strategic bridge plan; and, the 2024 budget request of \$20,707,793 representing an increase of 5.99% over 2023.

In response to Council comments the following information was provided:
- Staffing challenges are preventing the opening of the Esquimalt GVPL Branch on Sundays, but discussions are occurring on adjusting the service levels to enable the Sunday opening hours.

- The enhanced digital services offered by the GVPL due to an increase in demand, has incurred higher related costs such as service agreements and licensing fees.
- GVPL is prioritizing sustainability projects such as LED lighting which is resulting in long term savings.
- Providing for security and safety of patrons and staff has contributed to additional costs.

2) [24-099](#) Development Permit and Development Variance Permit -
900 Carlton Terrace & 900 Esquimalt Road - Staff
Report No. DEV-24-013

The Manager of Development Services presented a PowerPoint and informed Council of corrections to the report as follows:

- Within the parking analysis for the total bicycle spaces, should the proposed parking bylaw be adopted by the time the applicant applies for a building permit, the total bicycle spaces would be 69 and not require a variance.
- The shadow study was included twice in the appendixes and the correct version is in the architectural package.
- The applicant requested it be clarified that the zero carbon measures and the tenant assistance package would be part of the density bonusing package.

The application proposes to construct a 272-unit mixed-use building with a Floor Area Ratio (FAR) of 4.7, a mix of condo units (176), rental units (96), and 730 square metres (7858 square feet) of commercial space.

The Manager with the Director of Development Services responded to questions from Council.

Jordan Milne, the applicant, requested an increase of time to present and show a video.

Moved by Councillor Rotchford, seconded by Councillor Cavens: That the applicant presentation time be extended for a total of 15 minutes and include a short video. Carried Unanimously.

Council recessed at 8:49 PM and returned at 8:53 PM with all of Council present.

Jordan Milne, the applicant presented a PowerPoint and video and responded to questions from Council.

Council comments included the following:

- The development is a compelling vision for the corner of Head Street and Esquimalt Road and given the housing crisis it might be the right vision.
- The streetscape is an improvement over the existing commercial property.
- The Official Community Plan (OCP) does not accurately define the vision for the area.
- Residents have indicated that the OCP needs to be updated, be less ambiguous and the vision for the block be presented in a complete form.
- A charette process to review the OCP and Floor Area Ratio (FAR) for this location could allow for dialogue and to create a vision that the community could agree on.
- A charette process that involves the community should be limited to 2-3 months and keep the scope specific.
- The vision of the project and revitalization of the area is commendable but the variances are not congruent to Esquimalt's current skyline.
- The project is a bold iconic structure and varied streetscapes are more interesting.
- The proposed charette process may be an unnecessary delay that could take longer than 2 - 3 months.
- The application was received and processed using the current rules of the OCP, so there are concerns of fairness in reviewing and changing the OCP during the approval process.
- The public input has been received with at least 50% in support.
- The height is less concerning than mass, as shadowing will be less with a thinner building.
- A significant number of businesses are in support of the development and revitalization of the corner lot as more commercial space is needed in Esquimalt.

Moved by Councillor Cavens, seconded by Councillor Morrison: That Council delay consideration of the application and ask staff to come back with a plan to start a 2-3 month process using a charette methodology to review and/or revise the OCP and/or Zoning for the Commercial/Commercial Mixed-Use designation and C-2 zone; and clarify the community's and Council's expectations with regard to height and density; and that consideration of the DP and DVP be delayed until after this information is brought back to Council. Defeated.

In 2 - Councillor Cavens, and Councillor Morrison
Favour:

Opposed: 4 - Mayor Desjardins, Councillor Armour, Councillor Boardman, and Councillor Rotchford

Councillor Rotchford moved and Councillor Armour seconded:

That Council approve Development Permit No. DP000221 and Development Variance Permit No. DVP00138 and instruct the Director of Development

Services not to issue either permit until the Section 219 Covenant, which will secure the amenities and the transportation demand management (TDM) measures, as described in staff report DEV-24-013, is registered on title.

Council discussion continued:

- The development is not supportable due to the height.
- The developer has provided a great example on how to conduct community outreach.
- The height is preferable over massing, as it allows for more greenspace.
- The proposal is a significant deviation from the OCP's mass and height and the lack of policy or framework to evaluate the application is of concern.
- Further information on how to determine an appropriate amenity package is needed.

The Director of Development Services clarified that Council's purview allows for the negotiation of the amenity package and housing agreement and that Council should be satisfied that the Development Permit (DP) meets the DP Guidelines.

Moved by Councillor Morrison, seconded by Councillor Armour: That Council postpone the discussion on the application to the March 18, 2024 Regular Council meeting and direct staff to provide an extensive comparison study of the amenity package to similar density project amenity packages within the CRD and Metro Vancouver. Carried Unanimously.

Moved by Mayor Desjardins, seconded by Councillor Morrison: That the adjournment of the Regular Council meeting be extended to 11:00 PM. Carried Unanimously.

Councillor Armour left the meeting at 10:28 PM and did not return.

3) [24-111](#) Rezoning Application – 914 McNaughton Avenue, Staff Report No. DEV-24-017

Alex Tang, Planner presented a PowerPoint and responded to questions from Council.

The application proposes a change in zoning from RD-4 [Two Family DADU Residential] to a Comprehensive Development District [CD No. 165] to accommodate the proposed duplex with secondary suites.

Adam Cooper, applicant presented a Powerpoint and responded to questions from Council.

Moved by Councillor Morrison, seconded by Councillor Rotchford: That Council give first, second, and third readings, to Zoning Bylaw, 1992,

No. 2050, Amendment Bylaw, 2024, No. 3132. Carried Unanimously.

4) [24-112](#) Preliminary Year End Financial Reporting, Staff Report FIN-24-004

The Director of Financial Services introduced the report and responded to questions from Council.

A request was made that a breakdown of each item deducted from the contingency fund be made available at year end.

The 2023 Preliminary Year End Financial Reports as attached to Staff Report FIN-24-004 were received for information.

7. REPORTS / MINUTES FROM COMMITTEES

1) [24-137](#) Recommendations from the Special Committee of the Whole Meeting of February 27, 2024

Moved by Councillor Rotchford, seconded by Councillor Morrison: That the recommendations from the Special Committee of the Whole meeting of February 27, 2024 be ratified:

1. Policing Models Options Analysis and Way Ahead, Staff Report No. ADM-24-011

"That it be recommended to Council that staff be directed to continue to explore an Esquimalt Police Department with contracted out specific services similar to other regional municipal community policing models."

"That it be recommended to Council that the options of the RCMP and the full-service contract model with another municipal police service be removed from consideration in Esquimalt". Carried Unanimously.

8. RISE AND REPORT (FROM IN CAMERA)

1) [24-134](#) Rise and Report from the In Camera meeting of February 26, 2024

1. Advisory Planning Commission Design Review Committee Interviews & Appointment, Staff Report No. ADM-24-013

That Council appoint Alexander Robinson, to the APC Design Review Committee for a term beginning immediately and ending December 31, 2025.

9. PUBLIC COMMENT PERIOD

There was no public input received.

10. ADJOURNMENT

Moved by Councillor Rotchford, seconded by Councillor Morrison: That the Regular Council meeting be adjourned at 10:37 PM. Carried Unanimously.

MAYOR BARBARA DESJARDINS

THIS 18TH DAY OF MARCH, 2024

DEB HOPKINS,
CORPORATE OFFICER
CERTIFIED CORRECT