



**MINUTES - COMMITTEE OF THE WHOLE**

**May 22, 2025, 9:03 A.M.**

**COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE**

**The City of Victoria is located on the homelands of the Songhees Nation and Xwsepsum Nation**

PRESENT: Mayor Alto in the Chair, Councillor Caradonna, Councillor Coleman, Councillor Dell, Councillor Gardiner, Councillor Hammond, Councillor Loughton, Councillor Thompson

PRESENT ELECTRONICALLY: Councillor Kim

STAFF PRESENT: J. Jenkyns - City Manager, S. Thompson - Deputy City Manager / Chief Financial Officer, C. Kingsley - City Clerk, S. Johnson - Director of Communications and Engagement, T. Zworski - City Solicitor, P. Rantucci - Director of Strategic Real Estate, K. Hoese - Director of Sustainable Planning and Community Development, A. Hudson - Assistant Director of Community Planning, C. Mycroft - Manager of Intergovernmental & Media Relations, A. Johnston - Assistant Director of Development Services, B. Stark - Assistant Director of Parks and Open Spaces, B. Roder - Deputy City Clerk, D. Newman - Director of Parks and Recreation, W. Doyle - Director of Engineering and Public Works, A. Moffatt - Legislative Coordinator

GUESTS: D. Manak - Chief Constable, Victoria Police Department

**A. TERRITORIAL ACKNOWLEDGEMENT**

Committee acknowledged that the City of Victoria is located on the homelands of the Songhees First Nation and Xwsepsum First Nation communities, and thanked them for allowing us to live, work and play on their lands. The Chair also took time to recognize the visit of a delegation from Morioka, Japan.

**B. INTRODUCTION OF LATE ITEMS**

*There were no late items.*

**C. APPROVAL OF AGENDA**

Moved and Seconded:

That the agenda be approved.

**CARRIED UNANIMOUSLY**

**D. CONSENT AGENDA**

Moved and Seconded:

That the following Consent Agenda item be approved:

**G.1 Council Member Motion: Request to Support Pursuit of a "Trustee Electoral Area" Model in SD61**

That Council direct the mayor to participate in the May 28 meeting organized by the Official Trustee, and any other consultation facilitated by Official Trustee Bell on this matter, and to report back on issues and options arising therefrom.

**CARRIED UNANIMOUSLY**

**E. PRESENTATIONS**

**E.1 Victoria Police Department 2025 Quarter 1 Report**

Committee received a presentation from Chief Constable Manak from the Victoria Police Department (VicPD) regarding the 2025 Quarter 1 report.

*Committee discussed the following:*

- *Status of reintroduction of School Liaison Officer Program*
- *Updates in relation to homelessness, supportive housing and harm reduction sites on Pandora St and elsewhere*
- *Updates on officers injured in the Saanich bank robbery incident*
- *Updates in regards to regional policing at the local and Provincial levels, including the benefits around organised crime investigations*
- *The role of Vancouver Island Integrated Major Crimes Unit (VIIMCU) in the investigation of suspicious sudden deaths*
- *Update on the development of a new law enforcement training centre on Vancouver Island*

*Committee recessed at 10:15 a.m. and reconvened at 10:25 a.m.*

**F. LAND USE MATTERS**

**F.1 1824, 1900, 1907, 1908, 1924 and 2010 Store Street and 530 Chatham Street: Rezoning Application No. 00796 and Associated Official Community Plan Amendment (Downtown and Burnside)**

Committee received a report dated May 8, 2025 from the Director of Planning and Development regarding the rezoning for the property located at 824, 1900, 1907, 1908, 1924 and 2010 Store Street and 530 Chatham Street in order to provide Council an update on the OCP amendment and Rezoning Application for the property located at 1824, 1900, 1907, 1908, 1924 and 2010 Store Street and 530 Chatham Street and recommending that Council instruct the Director of Planning and Development to prepare the necessary Official Community Plan amendment bylaw in accordance with section 475 of the Local Government Act

and the necessary Zoning Regulation Bylaw amendments that would authorize the proposed development outlined in the staff report dated February 18, 2025.

*Committee discussed the following:*

- *Staff policy in relation to commitment to unit numbers*
- *Potential for green roofs for buildings in the development, role of the city in maintenance and insurance considerations*
- *Initiatives to commemorate the Indigenous and colonial history of the site*
- *Current considerations for designated visitor parking*
- *Noise impact on residence due to the industrial location*
- *Possibility of a storm water feature for water release into the harbour*
- *Horizontal blocking due to the height restrictions*

Moved and Seconded:

1. That Council instruct the Director of Planning and Development to prepare the necessary Official Community Plan amendment bylaw in accordance with section 475 of the Local Government Act and the necessary Zoning Regulation Bylaw amendments that would authorize the proposed development outlined in the staff report dated February 18, 2025 for 1824, 1900, 1907, 1908, 1924 and 2010 Store Street and 530 Chatham Street
2. That first and second reading of the Official Community Plan and Zoning Regulation Bylaw amendments (collectively, the “Bylaw Amendments”) be considered by Council and a public hearing date be set.
3. That subject to approval in principle at the Public Hearing, the applicant prepare and execute the following legal agreements, with form satisfactory to the City Solicitor prior to adoption of the bylaws:
  - a. Provision of a Master Development Agreement to secure:
    - i. Phasing with associated utility and frontage upgrades, with the first phase including the provision of an air space parcel for a not-for-profit art gallery or other cultural facility, a public plaza, a mid-block lane, utility relocation (including underground of Hydro on Discovery Street, and approximately 87 units secured rental dwelling units. Subsequent phases (DA1,2,3) or (DA5) can occur in any order, however DA3 cannot apply for a development permit unless the partial harbour pathway is constructed or included in the application for DA3, and DA1 and DA2 include their adjacent amenities and DA 5 must include approximately 52,400 sf (70 units) secured rental dwelling units.
    - ii. Provision and maintenance of a continuous waterfront pathway (Harbour Pathway) from the property’s southernmost boundary to its northern most boundary, including a 5m Statutory Right of Way over the entire portion of pathway that secures public access 24 hours a day, 7 days a week, with limited restrictions when required to support marine industrial uses.

- iii. Provision and maintenance of an alternate, interim pathway route along Discovery Lane with 3m sidewalks, pedestrian lighting, and tree planting and a 5.0m SRW, east of buildings W1 and W2. This pathway will accommodate a public access route while the Harbour Pathway is closed to accommodate marine industrial uses on the waterfront.
- iv. Interim site conditions.
- v. Provision and maintenance of a SRW for a portion of the Harbour Pathway with a width of between 5m and 10m and an area no less than 430m<sup>2</sup>, open to public access 24 hours a day, 7 days a week.
- vi. Provision and maintenance of a volumetric SRW between buildings W6 and W7 to secure public access between Store Street and the waterfront, and for the realignment of the storm drain, of an area no less than 670m<sup>2</sup> and a width no less than 5.0m that includes underground utilities, a publicly accessible/ universally accessible elevator and is open to the public between 8am and 8pm.
- vii. Provision and maintenance of a SRW over a public plaza at the corner of Chatham and Store Street of an area no less than 700m<sup>2</sup> open to the public 24 hours a day, 7 days a week.
- viii. Provisions and maintenance of a 6m wide volumetric SRW on the mid-block lane between Chatham and Discovery Streets to be open for public access between 8am and 8pm, 7 days a week.
- ix. Provision and maintenance of a 6m wide SRW for the length of the Government Street frontage and to secure the retention of the existing street trees.
- x. Provision of a 3.0 m wide SRW at the northern most boundary of Development Area 2 and Development Area 3.
- xi. Provision of an airspace parcel to be provided to a not-for-profit art gallery or other cultural institution at no cost and of a size no less than 1416m<sup>2</sup>.
- xii. Provision of a plaza in the area designated for an air space parcel for an art gallery or other cultural institution should construction not commence prior to submitting a development permit within the last development area.
- xiii. Encroachment agreements for decorative features that may extend over the City ROW, prior to applying for a building permit.
- xiv. Provision of a 4.5m x 9m SRW on a portion of the plaza at Chatham and Store Street to accommodate a below grade sewer pump station.
- xv. Provision of a 3.0m underground parkade setback on Chatham Street to accommodate the location of mature trees.
- xvi. Land use and noise and nuisance mitigation measures identified within report by a qualified professional at each

- DP phase to ensure residential and industrial land use compatibility.
- xvii. Green building/ sustainability measures including a commitment to provide:
    - a. a report that demonstrates how the proposed stormwater designs will meet the City's Rainwater Management Standards required prior to DP issuance.
  - xviii. TDM measures where parking standards are not met to the satisfaction of the Director of Planning.
  - xix. Provision of proposed shoreline design and bank retention details, prior to a development permit application being submitted for development proposals within DA1 and DA2.
  - xx. Heritage designation and seismic upgrading of 1824, 1900 and 1910 Store Street in association with the DP applications for these properties.
  - xxi. Subsequent Development permit applications to meet the family housing policy if over 50% of the floor area is for residential use.
- b. Provisions of the following frontage improvements that are in addition to the standard works and services required in the Subdivision and Development Servicing Bylaw:
    - i. Store Street, for the full street width from Chatham to Discovery Street, as an All Ages and Abilities shared use roadway that is traffic calmed, grade-raised, of higher quality materiality, and that supports time-limited vehicle closures for public events.
    - ii. Chatham Street frontage that includes one-way protected bike lanes, widened sidewalks, street trees, and a midblock pedestrian crossing consistent with the Downtown Public Realm Plan, Downtown Core Area Plan and Greenway objectives.
    - iii. Discover Street, for the full street width from Store Street to Government Street, that accommodates an enhanced public realm and spaces for performance and festival uses, consistent with the Burnside Gorge Neighbourhood Plan.
  - c. Housing agreement to secure no less than 117, 825 square feet (approximately 157 units) of purpose-built market, residential rental units in perpetuity, located within DA-4 and DA-5.
  - d. Cost sharing agreement for the design and construction of frontage upgrades north of the centre line on Discovery Street between Store and Government Street.
  - e. All required main extensions or realignments of storm drains and sanitary sewers to the satisfaction of the Director of Engineering.
  - f. The Requirements of the Sanitary Attenuation Report.
4. That adoption of the zoning bylaw amendment will not take place until all of the required legal agreements that are registrable in the Land Title Office have been so registered to the satisfaction of the City Solicitor.
  5. That the above Recommendations be adopted on the condition that they create no legal rights for the applicant or any other person, or obligation

on the part of the City or its officials, and any expenditure of funds is at the risk of the person making the expenditure.

**Amendment:**

Moved and Seconded:

1. That Council instruct the Director of Planning and Development to prepare the necessary Official Community Plan amendment bylaw in accordance with section 475 of the Local Government Act and the necessary Zoning Regulation Bylaw amendments that would authorize the proposed development outlined in the staff report dated February 18, 2025 for 1824, 1900, 1907, 1908, 1924 and 2010 Store Street and 530 Chatham Street
2. **Direct staff to work with the applicant to explore the following and consider incorporating into the development prior to the introduction of preliminary readings of the bylaws:**
  - a. **increasing the commitment to green roofs, rain gardens, stormwater treatment and retention areas and permeable paving**
  - b. **adding more specific design details and criteria to ensure some form of shoreline restoration is achieved inline with Green Shores principles**
  - c. **limiting the construction of overwater structures and vertical walls**
  - d. **including marine concrete products specifically designed to support habitat complexity for marine species (potentially including Olympia oysters) and ensuring that piles should not be made of creosote treated wood**
  - e. **requiring that the applicant commit to Urban Site Certification with Salmon Safe BC**
  - f. **adding a commitment to create opportunities for education and public interaction with the marine environment including signage and viewing areas along the pathway.**
3. **Once the direction in previous number 2 has been completed**, that first and second reading of the Official Community Plan and Zoning Regulation Bylaw amendments (collectively, the “Bylaw Amendments”) be considered by Council and a public hearing date be set
4. That subject to approval in principle at the Public Hearing, the applicant prepare and execute the following legal agreements, with form satisfactory to the City Solicitor prior to adoption of the bylaws:
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    - i. Phasing with associated utility and frontage upgrades, with the first phase including the provision of an air space parcel for a not-for-profit art gallery or other cultural facility, a public plaza, a mid-block lane, utility relocation (including underground of Hydro on Discovery Street, and approximately 87 units secured rental dwelling units. Subsequent phases (DA1,2,3) or (DA5) can occur in any order, however DA3 cannot apply for a development permit unless the partial harbour pathway is constructed or included in the application for DA3, and DA1 and DA2

- include their adjacent amenities and DA 5 must include approximately 52,400 sf (70 units) secured rental dwelling units.
- ii. Provision and maintenance of a continuous waterfront pathway (Harbour Pathway) from the property's southernmost boundary to its northern most boundary, including a 5m Statutory Right of Way over the entire portion of pathway that secures public access 24 hours a day, 7 days a week, with limited restrictions when required to support marine industrial uses.
  - iii. Provision and maintenance of an alternate, interim pathway route along Discovery Lane with 3m sidewalks, pedestrian lighting, and tree planting and a 5.0m SRW, east of buildings W1 and W2. This pathway will accommodate a public access route while the Harbour Pathway is closed to accommodate marine industrial uses on the waterfront.
  - iv. Interim site conditions.
  - v. Provision and maintenance of a SRW for a portion of the Harbour Pathway with a width of between 5m and 10m and an area no less than 430m<sup>2</sup>, open to public access 24 hours a day, 7 days a week.
  - vi. Provision and maintenance of a volumetric SRW between buildings W6 and W7 to secure public access between Store Street and the waterfront, and for the realignment of the storm drain, of an area no less than 670m<sup>2</sup> and a width no less than 5.0m that includes underground utilities, a publicly accessible/ universally accessible elevator and is open to the public between 8am and 8pm.
  - vii. Provision and maintenance of a SRW over a public plaza at the corner of Chatham and Store Street of an area no less than 700m<sup>2</sup> open to the public 24 hours a day, 7 days a week.
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OPPOSED (2): Councillor Dell, Councillor Thompson

**CARRIED (7 to 2)**

**Amendment:**

Moved and Seconded:

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  - e. requiring that the applicant commit to Urban Site Certification with Salmon Safe BC
  - f. adding a commitment to create opportunities for education and public interaction with the marine environment including signage and viewing areas along the pathway.
  - g. provide a specific commemoration to the Indigenous history of the site.**
3. Once the direction in previous number 2 has been completed, that first and second reading of the Official Community Plan and Zoning

Regulation Bylaw amendments (collectively, the “Bylaw Amendments”) be considered by Council and a public hearing date be set

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**CARRIED UNANIMOUSLY**

*Committee recessed at noon and reconvened at 1:00 p.m.*

*Committee discussed the following:*

- *Impact of the development on residential housing*
- *Importance of retention of public water access*
- *Number of family appropriate units in this project as relevant to the Family Housing Policy*

**On the main motion as amended:**

1. That Council instruct the Director of Planning and Development to prepare the necessary Official Community Plan amendment bylaw in accordance with section 475 of the Local Government Act and the necessary Zoning Regulation Bylaw amendments that would authorize the proposed development outlined in the staff report dated February 18, 2025 for 1824, 1900, 1907, 1908, 1924 and 2010 Store Street and 530 Chatham Street
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  - c. limiting the construction of overwater structures and vertical walls
  - d. including marine concrete products specifically designed to support habitat complexity for marine species (potentially including Olympia oysters) and ensuring that piles should not be made of creosote treated wood
  - e. requiring that the applicant commit to Urban Site Certification with Salmon Safe BC
  - f. adding a commitment to create opportunities for education and public interaction with the marine environment including signage and viewing areas along the pathway.
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    - a. a report that demonstrates how the proposed stormwater designs will meet the City's Rainwater

Management Standards required prior to DP issuance.

- xviii. TDM measures where parking standards are not met to the satisfaction of the Director of Planning.
  - xix. Provision of proposed shoreline design and bank retention details, prior to a development permit application being submitted for development proposals within DA1 and DA2.
  - xx. Heritage designation and seismic upgrading of 1824, 1900 and 1910 Store Street in association with the DP applications for these properties.
  - xxi. Subsequent Development permit applications to meet the family housing policy if over 50% of the floor area is for residential use.
- b. Provisions of the following frontage improvements that are in addition to the standard works and services required in the Subdivision and Development Servicing Bylaw:
- i. Store Street, for the full street width from Chatham to Discovery Street, as an All Ages and Abilities shared use roadway that is traffic calmed, grade-raised, of higher quality materiality, and that supports time-limited vehicle closures for public events.
  - ii. Chatham Street frontage that includes one-way protected bike lanes, widened sidewalks, street trees, and a midblock pedestrian crossing consistent with the Downtown Public Realm Plan, Downtown Core Area Plan and Greenway objectives.
  - iii. Discover Street, for the full street width from Store Street to Government Street, that accommodates an enhanced public realm and spaces for performance and festival uses, consistent with the Burnside Gorge Neighbourhood Plan.
- c. Housing agreement to secure no less than 117, 825 square feet (approximately 157 units) of purpose-built market, residential rental units in perpetuity, located within DA-4 and DA-5.
- d. Cost sharing agreement for the design and construction of frontage upgrades north of the centre line on Discovery Street between Store and Government Street.
- e. All required main extensions or realignments of storm drains and sanitary sewers to the satisfaction of the Director of Engineering.
- f. The Requirements of the Sanitary Attenuation Report.
5. That adoption of the zoning bylaw amendment will not take place until all of the required legal agreements that are registrable in the Land Title Office have been so registered to the satisfaction of the City Solicitor.
6. That the above Recommendations be adopted on the condition that they create no legal rights for the applicant or any other person, or obligation on the part of the City or its officials, and any expenditure of funds is at the risk of the person making the expenditure.

**CARRIED UNANIMOUSLY**

**G. NEW BUSINESS**

**G.1 Council Member Motion: Request to Support Pursuit of a "Trustee Electoral Area" Model in SD61**

*This item was approved on the Consent Agenda.*

**G.2 Council Member Motion: Affordable Non-Market Housing Data and Targets**

*Committee discussed the following:*

- *Possibility of merging municipal housing targets with the housing targets already set by the Province*
- *Requirements of base data on current housing supply before assigning targets*

Moved and Seconded:

That Council directs staff to break down the affordable housing needs as part of the Housing Strategy Annual Review for 2024 and set housing targets in the following categories:

**Increase the Supply of new units approved for non-market median incomes and below**

- break this out into median, low-income, and very low-income housing types, e.g., below-market, rent-geared to income, shelter rate units, and transitional housing, and set targets for each category.

**Focus on Renters for new Affordable Non-Market Homes**

- break this out into the various housing categories, e.g., below-market, rent-geared to income, shelter rate units, supportive housing, and transitional housing, and set targets for each category

OPPOSED (1): Councillor Gardiner

**CARRIED (8 to 1)**

**H. NOTICE OF MOTIONS**

*There were no Notices of Motions.*

**I. CLOSED MEETING, IF REQUIRED**

*There was no closed meeting.*

**J. ADJOURNMENT OF COMMITTEE OF THE WHOLE**

Moved and Seconded:

That the Committee of the Whole Meeting be adjourned at 1:52 p.m.

**CARRIED UNANIMOUSLY**

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CITY CLERK

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MAYOR

DRAFT