



MINUTES - COMMITTEE OF THE WHOLE

March 5, 2020, 9:00 A.M.

COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE

The City of Victoria is located on the homelands of the Songhees and Esquimalt People

PRESENT: Mayor Helps in the Chair, Councillor Alto, Councillor Isitt, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, Councillor Dubow, Councillor Young

STAFF PRESENT: J. Jenkyns - City Manager, S. Thompson - Deputy City Manager / Director of Finance, C. Coates - City Clerk, P. Bruce - Fire Chief, T. Zworski - City Solicitor, T. Soulliere - Director of Parks, Recreation & Facilities, B. Eisenhauer - Head of Engagement, J. Jensen - Head of Human Resources, K. Hoese - Director of Sustainable Planning and Community Development, A. Meyer - Assistant Director of Development Services, A. Hudson - Assistant Director of Sustainable Planning & Community Development, C. Havelka - Deputy City Clerk, C. Mycroft - Manager of Executive Operations, R. Morhart - Manager, Permits & Inspections, AK Ferguson - Committee Secretary, P. Bellefontaine - Assistant Director, Transportation, R. Kenny - Manager, Transportation and Construction, J. Karakas - Senior Urban Designer, Sustainable Planning & Community Development

A. APPROVAL OF AGENDA

Moved By Councillor Alto

Seconded By Councillor Loveday

That the agenda be approved.

Amendment:

Moved By Councillor Alto

Seconded By Councillor Loveday

That the Agenda of the March 5, 2020, Committee of the Whole meeting be amended as follows:

Consent Agenda:

- C.2 - Minutes from the meeting held January 30, 2020
- C.3 - Minutes from the meeting held February 6, 2020
- C.4 - Minutes from the meeting held February 13, 2020
- C.5 - Minutes from the meeting held February 20, 2020

- F.3 - 1739 Fort Street: Application for a Change to Hours for Christies Carriage House Pub, Liquor Primary License
- I.1 - Council Member Motion: Attendance at Higher Ground Governance Forum, March 2020
- I.3 - Group Insurance Coverage for Neighbourhood Associations

B. CONSENT AGENDA

Moved By Councillor Alto

Seconded By Councillor Loveday

That the following items be approved without further debate:

C.2 Minutes from the meeting held January 30, 2020

Moved By Councillor Alto

Seconded By Councillor Loveday

That the minutes from the meeting held January 30, 2020 be adopted.

CARRIED UNANIMOUSLY

C.3 Minutes from the meeting held February 6, 2020

Moved By Councillor Alto

Seconded By Councillor Loveday

That the minutes from the meeting held February 6, 2020 be adopted.

CARRIED UNANIMOUSLY

C.4 Minutes from the meeting held February 13, 2020

Moved By Councillor Alto

Seconded By Councillor Loveday

That the minutes from the meeting held February 13, 2020 be adopted.

CARRIED UNANIMOUSLY

C.5 Minutes from the meeting held February 20, 2020

Moved By Councillor Alto

Seconded By Councillor Loveday

That the minutes from the meeting held February 20, 2020 be adopted.

CARRIED UNANIMOUSLY

F.3 1739 Fort Street: Application for a Change to Hours for Christies Carriage House Pub, Liquor Primary License

Moved By Councillor Alto

Seconded By Councillor Loveday

That Council direct staff to provide the following response to the Liquor Licensing Agency:

1. Council, after conducting a review with respect to noise and community impacts, does support the application of Christies Carriage House Pub located at 1739 Fort Street having hours of operation from 10:00 am 11:00 pm Sunday through Thursday and 10:00am to 12:00 am Friday and Saturday with the existing occupant load of 135 persons.

Providing the following comments on the prescribed considerations:

- a. The impact of noise on the community in the vicinity of the establishment has been considered in relation to the request, and assumptions are the noise impacts would be negligible based on experience with the operator, and nature of the request. The requested hours of operation in conjunction with the existing occupant load are not expected to result in negative impacts to the community.
- b. If the application is approved, the impact on the community is expected to be positive economically as the approval supports the business plan and long-term viability of the establishment.
- c. The views of residents were solicited via a mail out which included 480 letters to neighbouring property owners and occupiers within 100 metres of the licensed location and a notice posted at the property. The City received six letters in response to the request, all of which generally supported the application and no correspondence was received from the South Jubilee Residents Association.
- d. Council recommends the license endorsements be approved.

CARRIED UNANIMOUSLY

I.1 Council Member Motion: Attendance at Higher Ground Governance Forum, March 2020

Moved By Councillor Alto

Seconded By Councillor Loveday

That Council authorize the attendance and associated costs for Councillor Isitt to attend the Higher Ground Governance Forum in Vancouver, BC, from March 27-28, 2020, with estimated costs as follows:

Registration: \$446
Transportation: \$55
Accommodation: \$190
Incidentals: \$80
Estimated total costs: \$771

CARRIED UNANIMOUSLY

I.3 Group Insurance Coverage for Neighbourhood Associations

Moved By Councillor Alto

Seconded By Councillor Loveday

That Council authorize an expenditure of up to \$7,500, funded from the 2020 contingency, to cover the cost of Group Accident Insurance Coverage for neighbourhood associations that do not have city-funded community centres.

CARRIED UNANIMOUSLY

C. READING OF MINUTES

C.1 Minutes from the special meeting held January 24, 2020

Councillor Thornton-Joe advised that a correction needs to be made on Page 9 under Objective 4 – Outcome, stating “within” the City of Victoria.

Moved By Councillor Loveday

Seconded By Councillor Thornton-Joe

That the minutes from the special meeting held January 24, 2020 be adopted as corrected.

CARRIED UNANIMOUSLY

Moved By Councillor Isitt

Seconded By Councillor Loveday

That Item I.1 - Council Member Motion: Attendance at Higher Ground Governance Forum, March 2020 be forwarded to the Daytime Council Meeting of March 5, 2020.

CARRIED UNANIMOUSLY

D. Presentation

D.1 Municipal Finance Authority of BC Background and Fund Offerings

Committee received a report from the CEO of the Municipal Finance Authority of BC ("MFA"), Peter Urbanc. He advised Committee of the primary functions of the MFA and the differences between socially responsible and fossil fuel free investing and ways the monies are invested.

Committee discussed:

- *The value of having the Municipal Finance Authority in British Columbia*

Moved By Mayor Helps

Seconded By Councillor Alto

That Council receive this presentation for information.

CARRIED UNANIMOUSLY

E. UNFINISHED BUSINESS

E.1 Active Transportation Advisory Committee - Meeting Date: October 22, 2019

Committee revisited the Active Transportation Advisory Committee recommendations which were referred from the February 27, 2020 Council Meeting for further discussion.

Active Transportation Advisory Committee

Meeting Date: October 22, 2019

Motion to Council in consideration of 2020 Financial Plan:

The ATAC is supportive of directions outlined in the DRAFT 2020 Financial Plan for investments on walking, cycling and public transit with the following recommendations:

- The City should increase its capital spending on transit shelters. Specifically, the City should prioritize replacement of old shelters on rapid and frequent transit routes, consider non-standard shelter designs, explore alternative funding models, and prioritize advertisement-free shelters on the busiest corridors.
- The City should continue to support pedestrian wayfinding beyond the downtown core.
- The City should plan for the completion of the Douglas Street Priority Bus lanes to Belleville Street.
- Recognizing that new greenways are largely initiated through private development projects and improvements are associated with Parks or Transportation capital projects, the City should consider a future reserve fund to support greenways implementation.
- The City should consider initiating a project to name/ brand different greenways and active transportation routes across the community.
- The City should continue capital spending to support neighbourhood traffic calming (e.g.: speed reductions; improved pedestrian amenities; reduced cut-through traffic).
- The City should continue to support comprehensive investments under the Bicycle Master Plan budget including accessibility improvements, crosswalk upgrades/installations, sidewalk replacements/widening, and place-making features.

Moved By Councillor Isitt

Seconded By Councillor Dubow

That this item be referred to the 2021 financial planning process for consideration:

- The City should increase its capital spending on transit shelters. Specifically, the City should prioritize replacement of old shelters on rapid and frequent transit routes, consider non-standard shelter designs, explore alternative funding models, and prioritize advertisement-free shelters on the busiest corridors.

CARRIED UNANIMOUSLY

Moved By Councillor Isitt
Seconded By Mayor Helps

Refer this to staff to evaluate the report back to Council in the context of bus rapid transit and transit prioritization throughout the City:

- The City should plan for the completion of the Douglas Street Priority Bus lanes to Belleville Street.

Amendment:

Moved By Mayor Helps
Seconded By Councillor Isitt

Refer this to staff to evaluate the report back to Council in the context of bus rapid transit and transit prioritization throughout the City, **and request that staff present to Council on transit:**

- The City should plan for the completion of the Douglas Street Priority Bus lanes to Belleville Street.

CARRIED UNANIMOUSLY

Amendment:

Moved By Councillor Isitt
Seconded By Mayor Helps

Refer this to staff to evaluate the report back to Council in the context of bus rapid transit, transit prioritization, **and other transit issues** throughout the City and request staff present to Council on transit:

- The City should plan for the completion of the Douglas Street Priority Bus lanes to Belleville Street.

CARRIED UNANIMOUSLY

On the main motion as amended:

Refer this to staff to evaluate the report back to Council in the context of bus rapid transit, transit prioritization, and other transit issues throughout the City and request staff present to Council on transit:

- The City should plan for the completion of the Douglas Street Priority Bus lanes to Belleville Street.

CARRIED UNANIMOUSLY

Moved By Councillor Isitt
Seconded By Councillor Loveday

That the next two bullets be referred to staff to report back in the 2021 budget process on options for greenway improvements:

- Recognizing that new greenways are largely initiated through private development projects and improvements are associated with Parks or Transportation capital projects, the City should consider a future reserve fund to support greenways implementation.
- The City should consider initiating a project to name/ brand different greenways and active transportation routes across the community.

CARRIED UNANIMOUSLY

Moved By Mayor Helps
Seconded By Councillor Potts

As part of the 2021 budget and onwards the City should continue capital spending to support neighbourhood traffic calming (e.g.: speed reductions; improved pedestrian amenities; reduced cut-through traffic).

CARRIED UNANIMOUSLY

Moved By Councillor Isitt
Seconded By Councillor Loveday

That this be referred to staff to report back at the 2021 budgeting process with recommendations for wayfinding outside the downtown:

The City should continue to support pedestrian wayfinding beyond the downtown core.

CARRIED UNANIMOUSLY

Moved By Councillor Isitt
Seconded By Councillor Loveday

That this be referred to staff to inform implementation of the Bicycle Master Plan:

- The City should continue to support comprehensive investments under the Bicycle Master Plan budget including accessibility improvements, crosswalk upgrades/installations, sidewalk replacements/widening, and place-making features.

CARRIED UNANIMOUSLY

F. LAND USE MATTERS

F.1 2558 Quadra Street: Rezoning and Development Permit with Variances Application (Hillside/Quadra)

Committee received a report dated February 20, 2020 from the Director of Sustainable Planning and Community Development regarding a Rezoning and

Development Permit with Variances application for the property located at 2558 Quadra Street in order to construct a five-storey rental building with commercial units on the ground floor.

Committee discussed:

- *The setbacks from the proposed building and the neighbouring buildings.*
- *The percentage of units that would be low market rent.*
- *Ensuring that the breakdown of low market or affordable units be included within the reports coming to Committee of the Whole.*

Moved By Mayor Helps

Seconded By Councillor Alto

Rezoning Application No. 00707 for 2558 Quadra Street

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00707 for 2558 Quadra Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Preparation and execution of legal agreements to secure a Statutory Right-of-Way of 3.2m off Quadra Street, to the satisfaction of the Director of Engineering.
2. Preparation and execution of a Housing Agreement to secure the building as rental in perpetuity and to secure 19 units as affordable and 21 units as below market in perpetuity, defined by the VHRF guidelines that were in existence on March 19, 2019, to the satisfaction of the Director of Sustainable Planning and Community Development.

Development Permit with Variances Application No. 00141 for 2558 Quadra Street

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00707, if it is approved, consider the following motion:

That Council authorize the issuance of Development Permit with Variance Application No. 00141 for 2558 Quadra Street, in accordance with:

1. Plans date stamped February 12, 2020.
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
 - i. decrease the rear yard setback from 4.53m to 2.90m to the steps;
 - ii. decrease the north side yard setback from 4.53m to 0m to the parkade and 2.52m to the building face; and
 - iii. decrease the south side yard setback from 4.53m to 0m to the parkade and 3.89m to the building face.
3. Revised plans, to the satisfaction of the Director of Sustainable Planning and Community Development and the Director of Engineering, addressing staff comments regarding the public realm.
4. The Development Permit lapsing two years from the date of this resolution.

CARRIED UNANIMOUSLY

F.2 1820 Government Street: Application for a New Food Primary Licence with Entertainment Endorsement for January Gin Joint and Eatery

Committee received a report from the Director of Sustainable Planning and Community Development regarding the application by January Gin Joint and Eatery for a new food primary license with entertainment endorsement located at 1820 Government Street.

Committee discussed:

- *whether the occupancy load includes occupants and staff.*
- *the differences between food primary and liquor primary.*
- *Whether the food primary license allows for children to be allowed in the establishment.*
- *Whether the windows were upgraded during the last renovation.*

Moved By Councillor Thornton-Joe
Seconded By Mayor Helps

That Council direct staff to provide the following response to the Liquor Licensing Agency:

1. Council, after conducting a review with respect to noise and community impacts, does support the application of January Gin Joint & Eatery located at 1820 Government Street to have hours of operation from 9:00 am to 12:00 am Sunday through Wednesday and 9:00 am to 1:00 am Thursday through Saturday, an occupant load of 43 people and an entertainment endorsement.

Providing the following comments on the prescribed considerations:

- a. The impact of noise on the community near the establishment was considered in relation to the request and assumptions are the noise impacts would be comparable in proportion to existing licence capacity in the vicinity.
- b. If the application is approved, the impact on the community is expected to be positive economically as the approval supports this new business and the long-term viability of the establishment.
- c. The views of residents were solicited via a mail out which included 474 letters to neighbouring property owners and occupants within 100 metres of the licensed location and a notice posted at the property. The City received one letter from the Downtown Residents Association opposing the application in response to the request.
- d. Council recommends the hours supported for the establishment be approved.

CARRIED UNANIMOUSLY

F.4 Update Report: Next Generation Conversion Regulations

Committee recessed at 10:36 a.m. and returned at 10:42 a.m.

Committee received a report from the Director of Sustainable Planning and Community Development dated February 20, 2020 providing an update following feedback received on the Next Generation Conversion Regulations and seeking direction for moving forward.

Committee discussed:

- *concerns with the sizes of the proposed unit.*
- *the possibility of parking in front yards.*
- *reasoning for the age of the home being considered when a minimum unit size is being considered.*
- *concerns with the regulations being changed after public engagement.*
- *the restrictions on using attic space.*
- *concerns with property owners removing protected trees in order to add a driveway to the front yard.*

Moved By Councillor Isitt

Seconded By Mayor Helps

1. That Council direct staff to prepare bylaws to amend Schedule G - House Conversion Regulations and Schedule C - Off Street Parking Regulations of the Zoning Regulation Bylaw, consistent with this report, in order to:
 - a. change the qualifying year of construction;
 - b. reduce restrictions on exterior changes;
 - c. clarify and expand opportunities to utilize under-height basements;
 - d. allow attic spaces to be developed;
 - e. allow vehicle car parking in front yard (for non-heritage properties);
 - f. increase and incentivize permitted number of units;
 - g. allow windows and doors on front elevations;
 - h. decrease parking requirements; and
 - i. require bicycle parking.
2. That Council direct staff to monitor the impact of the Next Generation Conversion Regulations, with particular attention paid to buildings with heritage value, and prepare an update report to Council within two to three years (once meaningful observations can be made), noting that staff would report back earlier in the event that a pattern of negative impacts to buildings with heritage value or other concerning trends are observed.
3. That as a next step, Council direct staff to undertake a further assessment of the parking requirements, including the impact of parking on the site layout and associated landscaping, as well as the possibility of delegating authority to staff for minor parking variances associated with house conversions.
4. That Council direct staff to continue to explore and bring forward items for Council's consideration that are listed in the "Sprint Option" of the Committee of the Whole Report dated December 5, 2019, as opportunities for improvements/expansion (e.g. green building incentive program) present themselves, noting that a more fulsome review and accounting of progress towards sprint goals would be included in the two to three year review report.

5. That Council direct staff to develop a design guidance document to provide advice aimed at advancing high-quality design that respects the local context and addresses potential neighbourliness impacts.

Amendment:

Moved By Mayor Helps

Seconded By Councillor Alto

1. That Council direct staff to prepare bylaws to amend Schedule G - House Conversion Regulations and Schedule C - Off Street Parking Regulations of the Zoning Regulation Bylaw, consistent with this report, in order to:
 - a. change the qualifying year of construction;
 - b. reduce restrictions on exterior changes;
 - c. clarify and expand opportunities to utilize under-height basements;
 - d. allow attic spaces to be developed;
 - e. allow vehicle car parking in front yard (for non-heritage properties);
 - f. increase and incentivize permitted number of units;
 - g. allow windows and doors on front elevations;
 - h. ~~decrease~~ **remove** parking requirements; and
 - i. require bicycle parking.
2. That Council direct staff to monitor the impact of the Next Generation Conversion Regulations, with particular attention paid to buildings with heritage value, and prepare an update report to Council within two to three years (once meaningful observations can be made), noting that staff would report back earlier in the event that a pattern of negative impacts to buildings with heritage value or other concerning trends are observed.
- ~~3. That as a next step, Council direct staff to undertake a further assessment of the parking requirements, including the impact of parking on the site layout and associated landscaping, as well as the possibility of delegating authority to staff for minor parking variances associated with house conversions.~~
That Council direct staff to monitor the impact of removing parking requirements and prepare an update to Council within two to three years (once meaningful observations can be made) noting that staff would report back earlier in that the event of a negative pattern emerging.
4. That Council direct staff to continue to explore and bring forward items for Council's consideration that are listed in the "Sprint Option" of the Committee of the Whole Report dated December 5, 2019, as opportunities for improvements/expansion (e.g. green building incentive program) present themselves, noting that a more fulsome review and accounting of progress towards sprint goals would be included in the two to three year review report.
5. That Council direct staff to develop a design guidance document to provide advice aimed at advancing high-quality design that respects the local context and addresses potential neighbourliness impacts.

FOR (5): Mayor Helps, Councillor Alto, Councillor Isitt, Councillor Potts, and Councillor Dubow

OPPOSED (3): Councillor Loveday, Councillor Thornton-Joe, and Councillor Young

CARRIED (5 to 3)

On the main motion as amended:

1. That Council direct staff to prepare bylaws to amend Schedule G - House Conversion Regulations and Schedule C - Off Street Parking Regulations of the Zoning Regulation Bylaw, consistent with this report, in order to:
 - a. change the qualifying year of construction;
 - b. reduce restrictions on exterior changes;
 - c. clarify and expand opportunities to utilize under-height basements;
 - d. allow attic spaces to be developed;
 - e. allow vehicle car parking in front yard (for non-heritage properties);
 - f. increase and incentivize permitted number of units;
 - g. allow windows and doors on front elevations;
 - h. remove parking requirements; and
 - i. require bicycle parking.
2. That Council direct staff to monitor the impact of the Next Generation Conversion Regulations, with particular attention paid to buildings with heritage value, and prepare an update report to Council within two to three years (once meaningful observations can be made), noting that staff would report back earlier in the event that a pattern of negative impacts to buildings with heritage value or other concerning trends are observed.
3. That Council direct staff to monitor the impact of removing parking requirements and prepare an update to Council within two to three years (once meaningful observations can be made) noting that staff would report back earlier in that the event of a negative pattern emerging.
4. That Council direct staff to continue to explore and bring forward items for Council's consideration that are listed in the "Sprint Option" of the Committee of the Whole Report dated December 5, 2019, as opportunities for improvements/expansion (e.g. green building incentive program) present themselves, noting that a more fulsome review and accounting of progress towards sprint goals would be included in the two to three year review report.
5. That Council direct staff to develop a design guidance document to provide advice aimed at advancing high-quality design that respects the local context and addresses potential neighbourliness impacts.

CARRIED UNANIMOUSLY

G. STAFF REPORTS

G.1 Dallas Road Balustrade Replacement

Committee received a report dated February 28, 2020 from the Assistant Director of Transportation seeking approval for project funding which would allow for the full replacement of the 500 m long Dallas Road balustrade with new stanchion and wire cable railing consistent with the Ogden Point Breakwater.

Committee discussed:

- *Public concerns regarding it not being an effective barrier for storm surges.*
- *How the materials of the current balustrade will be disposed of.*
- *Whether there are any options for restoring the current balustrade.*
- *Concerns with vehicles going through the proposed balustrade.*
- *Reasoning for this item not coming through the original budget discussions.*
- *Whether any public input was received regarding this project.*

- *Reasoning for the replacement of the balustrade not being included in the rebuilding of the wall.*

Moved By Mayor Helps
Seconded By Councillor Alto

That Council:

Direct staff to amend the 2020 Financial Plan by adding \$3,850,000 in project funding for the replacement of the Dallas Road Balustrade funded from the Buildings and Infrastructure Reserve.

Amendment:

Moved By Councillor Isitt
Seconded By Mayor Helps

That Council:

Direct staff to amend the 2020 Financial Plan by adding \$3,850,000 in project funding for the replacement of the Dallas Road Balustrade funded from the Buildings and Infrastructure Reserve **and that staff be authorized to repurpose up to 10 parking spots for benches and other public realm improvements.**

CARRIED UNANIMOUSLY

On the main motion as amended:

That Council:

1. Direct staff to amend the 2020 Financial Plan by adding \$3,850,000 in project funding for the replacement of the Dallas Road Balustrade funded from the Buildings and Infrastructure Reserve; and,
2. That staff be authorized to repurpose up to 10 parking spots for benches and other public realm improvements.

CARRIED UNANIMOUSLY

I. NEW BUSINESS

I.2 Council Member Motion: Recommendations from the Accessibility Working Group

Committee recessed at 12:36 pm and returned at 12:54 p.m.

Committee received a Council Member Motion dated February 27, 2020 from Councillors Potts and Loveday regarding the motions passed by the Accessibility Working Group.

Moved By Councillor Loveday
Seconded By Councillor Potts

That Council forward this to staff for consideration during the implementation of the Urban Forest Master Plan.

1. AWG recommends to Council to direct staff to amend the Urban Forest Master Plan to include consideration of human health.

CARRIED UNANIMOUSLY

Moved By Councillor Loveday

Seconded By Councillor Potts

That Council forward the following resolution for consideration when the AWG Framework comes back to Council:

The AWG recommends to Council that a dedicated advisory body for accessibility is struck to replace the Accessibility Working Group before the end of its current interim mandate and that this committee includes one or two current AWG members to provide continuity (see attached background provided by the AWG in attachment A).

CARRIED UNANIMOUSLY

J. ADJOURNMENT OF COMMITTEE OF THE WHOLE

That the Committee of the Whole Meeting be adjourned at 1:08 p.m.

CARRIED UNANIMOUSLY

CITY CLERK

MAYOR