



## MINUTES - COMMITTEE OF THE WHOLE

April 21, 2022, 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  
Meeting will recess for a lunch break between 12:30 p.m. and 1:30 p.m.

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

PRESENT ELECTRONICALLY: Councillor Isitt, Councillor Loveday

ABSENT FOR A PORTION OF THE MEETING: Councillor Dubow, Councillor Loveday, Councillor Isitt

STAFF PRESENT: J. Jenkyns - City Manager, S. Thompson - Deputy City Manager / Chief Financial Officer, C. Kingsley - City Clerk, C. Anderson - Deputy City Clerk, T. Zworski - City Solicitor, T. Soulliere - Director of Parks, Recreation & Facilities, B. Eisenhauer - Head of Engagement, K. Hoese - Director of Sustainable Planning and Community Development, L. Van Den Dolder - Assistant City Solicitor, J. O'Connor - Deputy Director of Finance, P. Rantucci - Head of Strategic Real Estate, D. Newman - Assistant Director - Parks, Rec & Open Spaces, C. Mycroft - Manager of Executive Operations, C. Medd - Planner, J. Handy - Senior Planner, N. Reddington - Senior Cultural Planner, P. Bellefontaine - Director of Engineering & Public Works, J. Biem - Assistant City Solicitor, D. Atkinson - Acting Fire Chief, S. Stoltz - Committee Secretary

### A. APPROVAL OF AGENDA

**Moved By** Councillor Andrew

**Seconded By** Councillor Alto

That the agenda be approved.

#### **Amendment:**

That the agenda of the April 21, 2022 Committee of the Whole be amended as follows:

#### **Consent agenda:**

#### **C.1 Minutes from the meeting held February 24, 2022**

#### **F.4 Proclamation – Human Values Day**

**CARRIED BY UNANIMOUS CONSENT**

**On the main motion as amended:**

**CARRIED BY UNANIMOUS CONSENT**

**B. CONSENT AGENDA**

**Moved By** Councillor Thornton-Joe  
**Seconded By** Councillor Alto

That the following items be approved without further debate:

**CARRIED UNANIMOUSLY**

**C. READING OF MINUTES**

**C.1 Minutes from the meeting held February 24, 2022**

**Moved By** Councillor Thornton-Joe  
**Seconded By** Councillor Alto

That the minutes from the meeting held That the minutes from the Committee of the Whole meeting held February 24, 2022 be adopted.

**CARRIED UNANIMOUSLY**

**F. STAFF REPORTS**

**F.4 Proclamation - Human Values Day**

Committee received a report dated April 12, 2022 from the City Clerk regarding the proclamation for Human Values Day, April 24, 2022.

**Moved By** Councillor Thornton-Joe  
**Seconded By** Councillor Alto

That the Human Values Day Proclamation be forwarded to the April 21, 2022, Council meeting for Council's consideration.

**CARRIED UNANIMOUSLY**

**F.1 Revenue and Tax Policy Benchmark Monitoring and 2022 Tax Rates**

Committee received a report dated April 4, 2022 from the Deputy Director of Finance regarding updated benchmark measures related to the City's Revenue and Tax Policy and seeking direction on 2022 tax rates.

*Councillor Loveday joined the meeting electronically at 9:03 a.m.*

*Councillor Dubow joined the meeting at 9:07 a.m.*

*Councillor Potts joined the meeting at 9:08 a.m.*

**Moved By** Councillor Isitt  
**Seconded By** Councillor Alto

That Council:

1. Approve 2022 tax rates in alignment with the Revenue and Tax Policy as follows:
  - Residential - 2.8874
  - Utility - 35.1327
  - Major Industrial - 10.5287
  - Light Industrial - 10.5287
  - Business - 10.5287
  - Rec/Non Profit - 6.8083
2. Direct staff to bring forward Tax Bylaw, 2022 for introductory readings to the daytime Council meeting on April 28, 2022.

*Committee discussed:*

- *Current comparative tax rates in other municipalities*

**On the main motion:**

FOR (5): Councillor Alto, Councillor Dubow, Councillor Isitt, Councillor Loveday, Councillor Potts

OPPOSED (4): Mayor Helps, Councillor Andrew, Councillor Thornton-Joe, Councillor Young

**CARRIED (5 TO 4)**

## **F.2 Options to Reduce Single-Use Items and Encourage Reuse**

Committee received a report dated April 8, 2022 from the Director of Engineering and Public Works regarding options and considerations for reducing single-use items and transitioning the community to the regular use of reusable products.

**Moved By** Councillor Isitt  
**Seconded By** Mayor Helps

That Council:

1. Direct the City Solicitor to draft a bylaw for the protection of the natural environment, subject to the approval by the Minister prior to adoption, to reduce single-use items and encourage the use of reusable products by requiring that businesses:
  - a. distribute single-use straws, utensils, stir sticks, and condiment packages (made of any material) only when requested (three months after bylaw adoption),
  - b. use reusable products for food and beverages consumed on the premises of the business, with exemptions for businesses that cannot

- accommodate sanitization procedures for reusable products (nine months after bylaw adoption),
- c. charge a fee starting at \$0.25 for any single-use takeout cup or container with exemptions for free drinks and drink vouchers, hospitals and community care facilities, and charitable food services (12 months after bylaw adoption for takeout and 24 months after bylaw adoption for delivery and drive-through).
2. Direct the Director of Engineering and Public Works to monitor impacts of the fee for cups and containers and report back to Council if adjustments are required to further motivate waste reduction.
  3. Direct the Director of Engineering and Public Works to report back on options to prohibit specific single-use products if the final federal Single-Use Plastics Prohibition Regulations deviate significantly from their current draft.
  4. Direct the Head of Engagement to develop a communication and outreach plan to support businesses transition to the changes considered in the proposed bylaw.
  5. Advocate to the Minister of Environment and Climate Change Strategy to endorse and expedite approval of municipal bylaws that encourage reusable alternatives to single-use disposable items.

**Amendment:**

**Moved By** Councillor Isitt

**Seconded By** Councillor Dubow

That Council:

1. Direct the City Solicitor to draft a bylaw for the protection of the natural environment, subject to the approval by the Minister prior to adoption, to reduce single-use items and encourage the use of reusable products by requiring that businesses:
  - a. distribute single-use straws, utensils, stir sticks, and condiment packages (made of any material) only when requested (three months after bylaw adoption),
  - b. use reusable products for food and beverages consumed on the premises of the business, with exemptions for businesses that cannot accommodate sanitization procedures for reusable products (nine months after bylaw adoption),
  - c. charge a fee starting at \$0.25 for any single-use takeout cup or container with exemptions for free drinks and drink vouchers, hospitals and community care facilities, and charitable food services (12 months after bylaw adoption for takeout and 24 months after bylaw adoption for delivery and drive-through).
2. Direct the Director of Engineering and Public Works to monitor impacts of the fee for cups and containers and report back to Council if adjustments are required to further motivate waste reduction.
3. Direct the Director of Engineering and Public Works to report back on options to prohibit specific single-use products if the final federal Single-Use Plastics Prohibition Regulations deviate significantly from their current draft.

4. Direct the Head of Engagement to develop a communication and outreach plan to support businesses transition to the changes considered in the proposed bylaw.
5. Advocate to the Minister of Environment and Climate Change Strategy to endorse and expedite approval of municipal bylaws that encourage reusable alternatives to single-use disposable items.
6. **Work with partners to facilitate the provision of reusable water bottles and reusable cups free of charge for unhoused and other low-income community members, and reusable or non-plastic disposable straws from people with disabilities.**

*Committee discussed:*

- *Concerns regarding potential impacts on low-income or unhoused members of the community*
- *Potential partnerships for the program*

**On the amendment:**

**CARRIED UNANIMOUSLY**

*Committee discussed:*

- *Support for reusable container programs in restaurants and businesses around Victoria*

**Amendment:**

**Moved By** Mayor Helps  
**Seconded By** Councillor Alto

That Council:

1. Direct the City Solicitor to draft a bylaw for the protection of the natural environment, subject to the approval by the Minister prior to adoption, to reduce single-use items and encourage the use of reusable products by requiring that businesses:
  - a. distribute single-use straws, utensils, stir sticks, and condiment packages (made of any material) only when requested (three months after bylaw adoption),
  - b. use reusable products for food and beverages consumed on the premises of the business, with exemptions for businesses that cannot accommodate sanitization procedures for reusable products (nine months after bylaw adoption),
  - c. charge a fee starting at \$0.25 for any single-use takeout cup or container with exemptions for free drinks and drink vouchers, hospitals and community care facilities, and charitable food services (12 months after bylaw adoption for takeout and 24 months after bylaw adoption for delivery and drive-through).
2. Direct the Director of Engineering and Public Works to monitor impacts of the fee for cups and containers and report back to Council if adjustments are required to further motivate waste reduction.

3. Direct the Director of Engineering and Public Works to report back on options to prohibit specific single-use products if the final federal Single-Use Plastics Prohibition Regulations deviate significantly from their current draft.
4. Direct the Head of Engagement to develop a communication and outreach plan to support businesses transition to the changes considered in the proposed bylaw.
5. Advocate to the Minister of Environment and Climate Change Strategy to endorse and expedite approval of municipal bylaws that encourage reusable alternatives to single-use disposable items.
6. Work with partners to facilitate the provision of reusable water bottles and reusable cups free of charge for unhoused and other low-income community members, and reusable or non-plastic disposable straws from people with disabilities.
7. **Direct staff to report back in 12 months on the feasibility of implementing a regulation requiring businesses to participate in a reusable cup and container program.**

#### **CARRIED UNANIMOUSLY**

*Committee discussed:*

- *The desire for using reusable products and other sustainable practices to become increasingly normalized for locals and local businesses*
- *Greenwashing in products that are marketed as being sustainable, but in reality are incompatible with local waste processing facilities*
- *The fact that the government cannot simply recycle its way out of the problems that are arising from plastic products; the need for longer-term solutions at all governmental levels*

*Committee recessed at 11:39 a.m. and reconvened at 11:47 a.m.*

#### **Amendment:**

**Moved By** Councillor Andrew

**Seconded By** Councillor Thornton-Joe

That Council:

1. Direct the City Solicitor to draft a bylaw for the protection of the natural environment, subject to the approval by the Minister prior to adoption, to reduce single-use items and encourage the use of reusable products by requiring that businesses:
  - a. distribute single-use straws, utensils, stir sticks, and condiment packages (made of any material) only when requested (three months after bylaw adoption),
  - b. use reusable products for food and beverages consumed on the premises of the business, with exemptions for businesses that cannot accommodate sanitization procedures for reusable products (nine months after bylaw adoption),
  - c. charge a fee starting at \$0.25 for any single-use takeout cup or container with exemptions for free drinks and drink vouchers, hospitals and community care facilities, and charitable food services (12 months after

bylaw adoption for takeout and 24 months after bylaw adoption for delivery and drive-through).

2. Direct the Director of Engineering and Public Works to monitor impacts of the fee for cups and containers and report back to Council if adjustments are required to further motivate waste reduction.
3. Direct the Director of Engineering and Public Works to report back on options to prohibit specific single-use products if the final federal Single-Use Plastics Prohibition Regulations deviate significantly from their current draft.
4. Direct the Head of Engagement to develop a communication and outreach plan to support businesses transition to the changes considered in the proposed bylaw.
5. Advocate to the Minister of Environment and Climate Change Strategy to endorse and expedite approval of municipal bylaws that encourage reusable alternatives to single-use disposable items.
6. Work with partners to facilitate the provision of reusable water bottles and reusable cups free of charge for unhoused and other low-income community members, and reusable or non-plastic disposable straws from people with disabilities.
7. Direct staff to report back in 12 months on the feasibility of implementing a regulation requiring businesses to participate in a reusable cup and container program.
8. **The City request the Minister of Environment grant the ability for a taxation on single use containers.**

FOR (4): Councillor Andrew, Councillor Potts, Councillor Thornton-Joe, Councillor Young

OPPOSED (5): Mayor Helps, Councillor Alto, Councillor Dubow, Councillor Isitt, Councillor Loveday

#### **DEFEATED (4 TO 5)**

##### **On the main motion as amended:**

That Council:

1. Direct the City Solicitor to draft a bylaw for the protection of the natural environment, subject to the approval by the Minister prior to adoption, to reduce single-use items and encourage the use of reusable products by requiring that businesses:
  - a. distribute single-use straws, utensils, stir sticks, and condiment packages (made of any material) only when requested (three months after bylaw adoption),
  - b. use reusable products for food and beverages consumed on the premises of the business, with exemptions for businesses that cannot accommodate sanitization procedures for reusable products (nine months after bylaw adoption),
  - c. charge a fee starting at \$0.25 for any single-use takeout cup or container with exemptions for free drinks and drink vouchers, hospitals and community care facilities, and charitable food services (12 months after bylaw adoption for takeout and 24 months after bylaw adoption for delivery and drive-through).

2. Direct the Director of Engineering and Public Works to monitor impacts of the fee for cups and containers and report back to Council if adjustments are required to further motivate waste reduction.
3. Direct the Director of Engineering and Public Works to report back on options to prohibit specific single-use products if the final federal Single-Use Plastics Prohibition Regulations deviate significantly from their current draft.
4. Direct the Head of Engagement to develop a communication and outreach plan to support businesses transition to the changes considered in the proposed bylaw.
5. Advocate to the Minister of Environment and Climate Change Strategy to endorse and expedite approval of municipal bylaws that encourage reusable alternatives to single-use disposable items.
6. Work with partners to facilitate the provision of reusable water bottles and reusable cups free of charge for unhoused and other low-income community members, and reusable or non-plastic disposable straws from people with disabilities.
7. Direct staff to report back in 12 months on the feasibility of implementing a regulation requiring businesses to participate in a reusable cup and container program.

**CARRIED UNANIMOUSLY**

**F.3 Garden Suite Program Review**

*Councillor Isitt left the meeting at 12:10 p.m.*

Committee received a report dated April 7, 2022 from the Director of Sustainable Planning and Community Development regarding an overview and update on the garden suite program.

**Moved By** Councillor Andrew

**Seconded By** Councillor Alto

1. Prepare and bring forward, for first and second readings, an Official Community Plan Amendment Bylaw to update the Garden Suites Policy and Guidelines, as identified in this report.
2. Consider consultation under Section 475(2)(b) of the Local Government Act and direct staff that no referrals of the Official Community Plan Amendment Bylaw are necessary to the Capital Regional District Board, Island Health, Songhees Nation, Esquimalt Nation, provincial or federal governments, Township of Esquimalt, District of Saanich and the District of Oak Bay.
3. Consider consultation under Sections 475(1) and 475(2) of the Local Government Act and direct staff to undertake focused consultation with the development industry and the Community Association Land Use Committees on the proposed amendments to the Official Community Plan through a 30-day notification and notice posted on the City website.
4. Prepare and bring forward, for first and second readings, amendments to the Land Use Procedures Bylaw revising the Development Permit application base fee for Garden Suites from \$1,000 to \$3,000, increasing to \$3,500 if the application is not consistent with the applicable Design Guidelines and must be referred to Council for consideration.

**Amendment:**

**Moved By** Councillor Andrew

**Seconded By** Councillor Young

**That the proposed fees in the report be reduced to \$1500 for a base fee and \$2000 for applications that are inconsistent with design guidelines.**

**Amendment to the amendment:**

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

**That the proposed fees in the report be reduced to ~~\$1500~~ \$2000 for a base fee and ~~\$2000 for applications that are inconsistent with design guidelines.~~**

FOR (7): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Dubow, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe

OPPOSED (1): Councillor Young

**CARRIED (7 TO 1)**

**On the amendment:**

**That the proposed fees in the report be reduced to \$2000 for a base fee.**

FOR (5): Councillor Alto, Councillor Andrew, Councillor Loveday, Councillor Thornton-Joe, Councillor Young

OPPOSED (3): Mayor Helps, Councillor Dubow, Councillor Potts

**CARRIED (5 TO 3)**

*Committee recessed at 12:32 p.m. and reconvened at 1:31 p.m.*

*Committee discussed:*

- *Cost implications for potential projects*

**On the main motion as amended:**

1. Prepare and bring forward, for first and second readings, an Official Community Plan Amendment Bylaw to update the Garden Suites Policy and Guidelines, as identified in this report.
2. Consider consultation under Section 475(2)(b) of the Local Government Act and direct staff that no referrals of the Official Community Plan Amendment Bylaw are necessary to the Capital Regional District Board, Island Health, Songhees Nation, Esquimalt Nation, provincial or federal governments, Township of Esquimalt, District of Saanich and the District of Oak Bay.
3. Consider consultation under Sections 475(1) and 475(2) of the Local Government Act and direct staff to undertake focused consultation with the development industry and the Community Association Land Use Committees

on the proposed amendments to the Official Community Plan through a 30-day notification and notice posted on the City website.

4. Prepare and bring forward, for first and second readings, amendments to the Land Use Procedures Bylaw revising the Development Permit application base fee for Garden Suites from \$1,000 to \$3,000, increasing to \$3,500 if the application is not consistent with the applicable Design Guidelines and must be referred to Council for consideration.

That the proposed fees in the report be reduced to \$2,000 for a base fee.

#### **CARRIED UNANIMOUSLY**

#### **F.5 Cultural Spaces Workshop (Verbal)**

Council received a report dated April 8, 2022 from the Head of Business and Community Relations providing Council with an update on the progress to date on the Cultural Space Road Map and participated in a workshop.

#### **Motion to extend the meeting:**

**Moved By** Councillor Dubow

**Seconded By** Councillor Andrew

That the meeting be extended to 3:30 p.m.

#### **CARRIED UNANIMOUSLY**

**Moved By** Councillor Thornton-Joe

**Seconded By** Councillor Andrew

That Council suspend the rules of order.

#### **CARRIED UNANIMOUSLY**

*Committee discussed:*

- *Policy and operational barriers to areas owned by the City*
- *Concerns regarding potentially adverse impacts on people of colour in the community, and a desire to seek more expertise in this area for future projects*
- *Roles the City could play in terms of art hubs and helping to secure more assistance for art societies in Victoria*

*Councillor Isitt joined the meeting electronically at 3:05 p.m.*

#### **H. NEW BUSINESS**

#### **H.1 Council Member Motion - Dogs in Parks Motions**

Council received a report from the Mayor dated April 18, 2022 directing staff to include previously approved off-leash dog park motions in the 2023 Dogs in Parks review.

**Moved By** Mayor Helps  
**Seconded By** Councillor Andrew

That Council direct staff to include all the dogs in parks motions, including the motion for Brooke Street Park, Royal Athletic Park, and the eastern part of Harris Green at Chambers and Pandora in the Dogs in Parks strategic discussion scheduled for 2023.

FOR (8): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Dubow, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, Councillor Young  
OPPOSED (1): Councillor Isitt

CARRIED (8 TO 1)

**Moved By** Mayor Helps  
**Seconded By** Councillor Alto

That Council Member Motion – Dogs in Parks Motions be forwarded to the April 21, 2022 Daytime Council meeting.

FOR (7): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Dubow, Councillor Potts, Councillor Thornton-Joe, Councillor Young  
OPPOSED (2): Councillor Isitt, Councillor Loveday

CARRIED (7 TO 2)

**I. ADJOURNMENT OF COMMITTEE OF THE WHOLE**

**Moved By** Councillor Alto  
**Seconded By** Councillor Loveday

That the Committee of the Whole Meeting be adjourned at 3:17 p.m.

**CARRIED UNANIMOUSLY**

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CITY CLERK

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MAYOR