



## MINUTES - COMMITTEE OF THE WHOLE

May 5, 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 Dubow,  
Councillor Loveday, Councillor Potts, Councillor Thornton-Joe,  
Councillor Young

PRESENT ELECTRONICALLY: Councillor Andrew, Councillor Isitt

ABSENT FOR A PORTION OF THE MEETING: Councillor Dubow

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, T. Piwowar - Manager, Facility  
Development, D. Newman - Assistant Director, Parks & Open  
Spaces, M. Cittone - Senior Planner, L. Klose - Senior Planner, A.  
Meyer - Assistant Director of Development Services, A. Hudson -  
Assistant Director of Community Planning, L. Van Den Dolder -  
Assistant City Solicitor, C. Mycroft - Manager of Executive  
Operations, D. Atkinson - Acting Fire Chief, S. Stoltz – Committee  
Secretary

### A. APPROVAL OF AGENDA

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

That the agenda be approved.

#### **Amendment:**

**Moved By** Councillor Young  
**Seconded By** Unanimous Consent

That item **H.1. Council Member Motion: Endorsement of Police Act Review Recommendations** be removed from the Consent Agenda.

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

**CARRIED UNANIMOUSLY**

**B. CONSENT AGENDA**

**Moved By** Councillor Alto  
**Seconded By** Councillor Potts

That the following items be approved without further debate

**CARRIED UNANIMOUSLY**

**C. READING OF MINUTES**

**C.1 Minutes from the meeting held April 7, 2022**

**Moved By** Councillor Alto  
**Seconded By** Councillor Potts

That the minutes from the Committee of the Whole meeting held April 7, 2022 be adopted.

**CARRIED UNANIMOUSLY**

**C.2 Minutes from the meeting held April 21, 2022**

**Moved By** Councillor Alto  
**Seconded By** Councillor Potts

That the minutes from the Committee of the Whole meeting held April 21, 2022 be adopted.

**CARRIED UNANIMOUSLY**

**F. STAFF REPORTS**

**F.1 Proposed Functional Program for New Community Space at 926 Pandora Avenue**

Committee received a report dated April 25, 2022 from the Director of Parks, Recreation and Facilities regarding the functional program of the community space in the proposed new development at 926 Pandora Avenue.

*Councillor Dubow joined the meeting at 9:15 am.*

**Moved By** Mayor Helps  
**Seconded By** Councillor Loveday

That Council approve the functional program for the new community space in the development planned for 926 Pandora Avenue, as shown in Attachment A.

*Committee discussed:*

- *Safety concerns and potential solutions*
- *Diversity, equity and inclusion*

**Amendment:**

**Moved By** Councillor Dubow

**Seconded By** Mayor Helps

That Council:

1. Approve the functional program for the new community space in the development planned for 926 Pandora Avenue, as shown in Attachment A.
2. **Direct staff to apply to the remaining process the Council's equity values.**
3. Forward this motion to the May 5, 2022 daytime Council meeting for Council's consideration.

**CARRIED UNANIMOUSLY**

*Councillor Thornton-Joe requested that the motions be voted on separately.*

**On the first motion:**

That Council:

1. Approve the functional program for the new community space in the development planned for 926 Pandora Avenue, as shown in Attachment A.

FOR (7): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Dubow, Councillor Isitt, Councillor Loveday, Councillor Potts

OPPOSED (2): Councillor Thornton-Joe, Councillor Young

**CARRIED (7 TO 2)**

**On the second motion:**

That Council:

2. Direct staff to apply to the remaining process the Council's equity values.

**CARRIED UNANIMOUSLY**

**On the third motion:**

That Council:

3. Forward this motion to the May 5, 2022 daytime Council meeting for Council's consideration.

FOR (6): Mayor Helps, Councillor Alto, Councillor Dubow, Councillor Isitt, Councillor Loveday, Councillor Potts

OPPOSED (3): Councillor Andrew, Councillor Thornton-Joe, Councillor Young

**CARRIED (6 TO 3)**

**Motion Arising:**

**Moved By** Councillor Potts

**Seconded By** Councillor Alto

That Council forward the 2019 Pandora Task Force Report and Recommendations to staff to be considered for implementation alongside the redevelopment of 926-930 Pandora.

**CARRIED UNANIMOUSLY**

*Committee recessed at 10:06 a.m. and reconvened at 10:10 a.m.*

**F.2 Local Area Plans, Official Community Plan Amendments and Zoning Guidance for Fernwood, North Park and Hillside-Quadra**

Committee received a report dated April 25, 2022 from the Director of Sustainable Planning and Community Development regarding the final products resulting from Village and Corridor Planning Phase 1 for consideration.

**Moved By** Mayor Helps

**Seconded By** Councillor Dubow

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of Hillside-Quadra Neighbourhood Plan (2022), the North Park Neighbourhood Plan (2022), the Fernwood Neighbourhood Plan (2022), and the edited Downtown Core Area Plan (2022) at the same Council meeting at which the associated Official Community Plan Amendment Bylaw is considered for adoption, and allow for public comment.
3. Direct staff to bring forward an Official Community Plan Amendment Bylaw for first and second readings prior to consideration at a public hearing.
4. Rescind the Hillside-Quadra Plan and Design Guidelines Parts 1, 2, and 3 (1996), the North Park Plan (1996), and the Fernwood Plan (1994) following approval of the respective 2022 Plans.
5. Direct staff to prepare amendments to the Zoning Regulation Bylaw to pursue Option 3 in Attachment J of this report to implement City-initiated zoning for residential rental tenure in locations both on and off frequent transit corridors and bring forward for Council consideration at a later date.
6. Direct staff to develop one or more “destination” zones as outlined in Attachment J of this report and bring forward for Council consideration at a later date.
7. Direct staff to prepare updates to the Inclusionary Housing and Community Amenity Policy to reflect the intent of the new Urban Place Designations

developed during the Village and Corridor Planning Process – Phase 1, if the Official Community Plan amendments are approved by Council.

*Committee discussed:*

- *Affordable housing in the area, and potential for increased housing density*
- *Concerns regarding the timeline of the project*
- *Public feedback regarding the project, and the potential for increased engagement with the public*

*Councillor Isitt joined the meeting in person at 11:15 a.m.*

**Amendment:**

**Moved By** Councillor Isitt

**Seconded By** Councillor Loveday

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of Hillside-Quadra Neighbourhood Plan (2022), the North Park Neighbourhood Plan (2022), the Fernwood Neighbourhood Plan (2022), and the edited Downtown Core Area Plan (2022) at the same Council meeting at which the associated Official Community Plan Amendment Bylaw is considered for adoption, and allow for public comment.
3. Direct staff to bring forward an Official Community Plan Amendment Bylaw for first and second readings prior to consideration at a public hearing.
4. Rescind the Hillside-Quadra Plan and Design Guidelines Parts 1, 2, and 3 (1996), the North Park Plan (1996), and the Fernwood Plan (1994) following approval of the respective 2022 Plans.
5. Direct staff to prepare amendments to the Zoning Regulation Bylaw to pursue Option 3 in Attachment J of this report to implement City-initiated zoning for residential rental tenure in locations both on and off frequent transit corridors and bring forward for Council consideration at a later date.
6. Direct staff to develop one or more “destination” zones as outlined in Attachment J of this report and bring forward for Council consideration at a later date.
7. Direct staff to prepare updates to the Inclusionary Housing and Community Amenity Policy to reflect the intent of the new Urban Place Designations developed during the Village and Corridor Planning Process – Phase 1, if the Official Community Plan amendments are approved by Council.
8. **Invite written comment from the Downtown-Blanshard Advisory Committee, the Fernwood Community Association, the Hillside-Quadra Neighbourhood Action Committee and the North Park Neighbourhood Association to inform Council’s consideration of the Neighbourhood Plans and potential OCP amendments.**

**CARRIED UNANIMOUSLY**

**Moved By** Councillor Isitt

**Seconded By** Councillor Dubow

That this item be postponed to the May 12 COTW meeting.

FOR (2): Councillor Dubow, Councillor Isitt

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

**DEFEATED (2 TO 7)**

*Committee discussed:*

- *Concerns regarding increased density in the city, housing affordability, and maintaining the current standard of living within the city*
- *The desire for continued communication with the affected neighborhoods*
- *The diversity and evolution of the area*

*Mayor Helps left the meeting at 12:10 p.m. and Councillor Loveday assumed the role of Chair.*

*Mayor Helps returned to the meeting at 12:13 p.m.*

*Committee discussed:*

- *Family growth and objectives in the area; goals, objectives, and guidelines regarding family housing in various neighbourhoods and future community planning*

*Committee recessed at 12:29 p.m. and reconvened at 1:30 p.m.*

*Councillor Loveday assumed the role of Chair, as Mayor Helps was absent when Committee reconvened.*

*Mayor Helps returned to the meeting at 1:38 p.m. and assumed the role of Chair.*

*Councillor Isitt joined the meeting in person at 1:39 p.m.*

*Councillor Alto returned to the meeting at 1:40 p.m.*

**Amendment:**

**Moved By** Councillor Isitt

**Seconded By** Councillor Andrew

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of Hillside-Quadra Neighbourhood Plan (2022), the North Park Neighbourhood Plan (2022), the Fernwood Neighbourhood Plan (2022), and the edited Downtown Core Area Plan (2022) at the same Council meeting at which the associated Official Community Plan Amendment Bylaw is considered for adoption, and allow for public comment.

3. Direct staff to bring forward an Official Community Plan Amendment Bylaw for first and second readings prior to consideration at a public hearing.
4. Rescind the Hillside-Quadra Plan and Design Guidelines Parts 1, 2, and 3 (1996), the North Park Plan (1996), and the Fernwood Plan (1994) following approval of the respective 2022 Plans.
5. Direct staff to prepare amendments to the Zoning Regulation Bylaw to pursue Option 3 in Attachment J of this report to implement City-initiated zoning for residential rental tenure in locations both on and off frequent transit corridors and bring forward for Council consideration at a later date.
6. Direct staff to develop one or more “destination” zones as outlined in Attachment J of this report and bring forward for Council consideration at a later date.
7. Direct staff to prepare updates to the Inclusionary Housing and Community Amenity Policy to reflect the intent of the new Urban Place Designations developed during the Village and Corridor Planning Process – Phase 1, if the Official Community Plan amendments are approved by Council.
8. Invite written comment from the Downtown-Blanshard Advisory Committee, the Fernwood Community Association, the Hillside-Quadra Neighbourhood Action Committee and the North Park Neighbourhood Association to inform Council’s consideration of the Neighbourhood Plans and potential OCP amendments.
9. **Direct staff to provide a verbal report at the May 19 Daytime Council Meeting on the implications of having the Zoning Bylaw amendments – including details regarding Residential Tenure Zoning and conditions for Pre-Zoning -- considered concurrently with the Official Community Plan amendments and Neighbourhood Plans**

**CARRIED UNANIMOUSLY**

**Amendment:**

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

**That #9 in the motion be forwarded to the May 5, 2022 daytime Council meeting for Council's consideration.**

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

That Council:

1. Receive for information the Village and Corridor Planning Phase 1 Engagement Summary and the Local Issues, Opportunities, and Implementation Summary.
2. Consider approval of Hillside-Quadra Neighbourhood Plan (2022), the North Park Neighbourhood Plan (2022), the Fernwood Neighbourhood Plan (2022), and the edited Downtown Core Area Plan (2022) at the same Council meeting at which the associated Official Community Plan Amendment Bylaw is considered for adoption, and allow for public comment.

3. Direct staff to bring forward an Official Community Plan Amendment Bylaw for first and second readings prior to consideration at a public hearing.
4. Rescind the Hillside-Quadra Plan and Design Guidelines Parts 1, 2, and 3 (1996), the North Park Plan (1996), and the Fernwood Plan (1994) following approval of the respective 2022 Plans.
5. Direct staff to prepare amendments to the Zoning Regulation Bylaw to pursue Option 3 in Attachment J of this report to implement City-initiated zoning for residential rental tenure in locations both on and off frequent transit corridors and bring forward for Council consideration at a later date.
6. Direct staff to develop one or more “destination” zones as outlined in Attachment J of this report and bring forward for Council consideration at a later date.
7. Direct staff to prepare updates to the Inclusionary Housing and Community Amenity Policy to reflect the intent of the new Urban Place Designations developed during the Village and Corridor Planning Process – Phase 1, if the Official Community Plan amendments are approved by Council.
8. Invite written comment from the Downtown-Blanshard Advisory Committee, the Fernwood Community Association, the Hillside-Quadra Neighbourhood Action Committee and the North Park Neighbourhood Association to inform Council’s consideration of the Neighbourhood Plans and potential OCP amendments.
9. Direct staff to provide a verbal report at the May 19 Daytime Council Meeting on the implications of having the Zoning Bylaw amendments – including details regarding Residential Tenure Zoning and conditions for Pre-Zoning -- considered concurrently with the Official Community Plan amendments and Neighbourhood Plans.

That item #9 in the motion be forwarded to the May 5, 2022 daytime council meeting for Council's consideration.

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

**CARRIED (7 TO 2)**

**F.3 Missing Middle Housing – Engagement Summary and Next Steps**

Committee received a report dated April 25, 2022 from the Director of Sustainable Planning and Community Development providing Council with a summary of engagement on the Missing Middle Housing Initiative, how the engagement results and further analysis has informed recommended policy and regulatory changes, and to seek direction to prepare bylaw amendments.

**Moved By** Councillor Dubow  
**Seconded By** Councillor Isitt

That this item be postponed until the May 12, 2022 COTW meeting of Council.

FOR (5): Councillor Andrew, Councillor Dubow, Councillor Isitt, Councillor Thornton-Joe, Councillor Young



OPPOSED (4): Mayor Helps, Councillor Alto, Councillor Loveday, Councillor Potts

**CARRIED (5 TO 4)**

**Moved By** Councillor Loveday

**Seconded By** Councillor Potts

That Committee reconsider the motion to postpone.

FOR (6): Mayor Helps, Councillor Alto, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, Councillor Young

OPPOSED (3): Councillor Andrew, Councillor Dubow, Councillor Isitt

**CARRIED (6 TO 3)**

*Committee recessed at 2:03 p.m. and reconvened at 2:05 p.m.*

**Moved By** Councillor Young

**Seconded By** Councillor Thornton-Joe

That the postponement motion be rescinded.

FOR (6): Mayor Helps, Councillor Alto, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, Councillor Young

OPPOSED (3): Councillor Andrew, Councillor Dubow, Councillor Isitt

**CARRIED (6 TO 3)**

**Moved By** Councillor Isitt

**Seconded By** Councillor Young

That Council receive a presentation from staff and limits discussion on the item today to any questions arising, and that any motions or recommendations in relation to this matter be considered at the May 12 COTW meeting.

**Motion to extend the meeting:**

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

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

**CARRIED UNANIMOUSLY**

**On the motion:**

That Council receive a presentation from staff and limits discussion on the item today to any questions arising, and that any motions or recommendations in relation to this matter be considered at the May 12 COTW meeting.

**Amendment:**

**Moved By** Mayor Helps

**Seconded By** Councillor Loveday

That Council receive a presentation from staff and limits discussion on the item today to any questions arising, and that any motions or recommendations in relation to this matter be considered at the May 12 COTW meeting.

**And that if this item is approved at the May 12 COTW meeting that it be forwarded to the Daytime Council meeting of May 19th.**

FOR (4): Mayor Helps, Councillor Alto, Councillor Loveday, Councillor Potts

OPPOSED (5): Councillor Andrew, Councillor Dubow, Councillor Isitt, Councillor Thornton-Joe, Councillor Young

**DEFEATED (4 TO 5)**

**On the main motion:**

That Council receive a presentation from staff and limits discussion on the item today to any questions arising, and that any motions or recommendations in relation to this matter be considered at the May 12 COTW meeting.

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

OPPOSED (1): Councillor Loveday

**CARRIED (8 TO 1)**

*Councillor Dubow left the meeting at 2:16 p.m.*

*Committee discussed:*

- *Questions regarding the design for proposed housing styles*
- *Clarification regarding the potential timeline of the project*
- *Questions regarding potential rental incentives supporting tenants, and the Tenant Displacement Policy*

*Councillor Dubow returned to the meeting at 3:25 p.m.*

**Moved By** Councillor Isitt

**Seconded By** Councillor Dubow

That the meeting be extended to 4:30 p.m., and item *H.1. Council Member Motion: Endorsement of Police Act Review Recommendations* be moved to the May 19 COTW meeting.

**CARRIED UNANIMOUSLY**

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

**Moved By** Councillor Alto  
**Seconded By** Councillor Dubow

That the Committee of the Whole Meeting be adjourned at 3:41 p.m.

**CARRIED UNANIMOUSLY**

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CITY CLERK

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MAYOR

DRAFT