



## Corporation of the Township of Esquimalt

# REGULAR COMMITTEE OF THE WHOLE

Monday, February 8, 2010

Esquimalt Municipal Hall – Council Chambers

7:02 p.m.

## MINUTES

**PRESENT:** Mayor Barbara Desjardins (Chair), Councillor Meagan Brame, Councillor Randall Garrison, Councillor Bruce McIldoon, Councillor Alison Gaul, Councillor Lynda Hundleby, Councillor Don Linge

**STAFF:** Laurie Hurst, Chief Administrative Officer  
Barbara Snyder, Director of Development Services  
Jeff Miller, Director of Engineering and Public Works  
Marlene Lagoa, Sustainability Coordinator  
Pat Mulcahy, Manager of Human Resources  
Carollyne Evans, Corporate Administrator

### 1. CALL TO ORDER

Mayor Desjardins called the meeting to order at 7:02 p.m.

### 2. LATE ITEMS

Mayor Desjardins asked that an additional public input opportunity be added to the Agenda following the presentation.

### 3. APPROVAL OF THE AGENDA

Moved by Councillor Garrison, seconded by Councillor Linge that the agenda be approved as amended.  
The motion **CARRIED UNANIMOUSLY**.

### 4. MINUTES

(1) Minutes of the Regular Committee of the Whole, December 14, 2009

Moved by Councillor Hundleby, seconded by Councillor Brame that the Minutes of the Regular Committee of the Whole, December 14, 2009 be approved with the following amendments:

(i) Page 9: Councillors Hundleby and McIldoon were In Favour of extending the Committee of the Whole meeting; the motion carried unanimously.  
The motion **CARRIED UNANIMOUSLY**.

(2) Minutes of the Regular Committee of the Whole, January 11, 2010

Moved by Councillor Hundleby, seconded by Councillor Brame that the Minutes of the Regular Committee of the Whole, January 11, 2010 be approved.

The motion **CARRIED UNANIMOUSLY**.

**5. PRESENTATION**

- (1) Jeff Ward and Leigh Sifton, CRD Parks, E & N Rail Trail

Mr. Ward thanked Council for the opportunity of presenting an overview of the E & N Trail project and showed a power point presentation showing the five contract areas, where the project is currently at, what is next and outstanding issues.

Mr. Ward noted the vision of the project is for a paved, multi-use pathway built entirely within the E&N right-of-way from the Johnson Street Bridge in Victoria to Humpback Road in Langford. The Capital Regional District Board (CRD) has approved Phase 1 which consists of 9.1 km of new trail providing a contiguous route from Esquimalt Road in the City of Victoria to Jacklin Road in the City of Langford using the rail trail. Total budget is \$11,575,000.

Mr. Ward explained the five contract areas:

1. Galloping Goose Regional Trail Paving (100% complete)
2. Selwyn Avenue-Jacklin Road (97% complete)
3. Bridges (contract awarded)
4. Esquimalt Road to Admirals/Colville (not yet tendered)
5. Admirals/Colville to Island Highway (not yet tendered)

Councillor Garrison thanked Mr. Ward for the presentation, noting that there has been no formal consultation with Esquimalt Council or information given from the CRD to Esquimalt Council on decisions made.

Concern was expressed that cyclists to the DND base are forced to use Island Highway which is dangerous and not designated for bike travel. Question was asked what provisions have been made to finish the bridge at 4 Mile Hill and Island Highway. Mr. Ward responded that the Project Committee is searching for grant funding, possibly through the Cycling Network Program of BC. The CRD Parks Acquisition Fund cannot be used as it is strictly for acquisition of park land.

In response to a question whether Esquimalt will be expected to pay for upgrading rail crossings, Mr. Ward stated that would be known following design review and allocation of budget funds.

Mr. Ward added that the Esquimalt trail project will be tendered in about two months' time as two separate projects, one for the trail itself and the other for the intersection. The contract would likely be awarded and works commenced by summer 2010. Mr. Ward stated he would be pleased to come back at a later time and provide another update to Council.

**6. PUBLIC INPUT**

Excluding items which are or have been the subject of a Public Hearing

Linda Pakos of Glenairlie Road, View Royal stated there has already been 205 days of traffic upheavals and traffic congestion in her neighbourhood and the tressel work will only add to the horrendous delays. She urged Esquimalt Council to watch what is happening on Island Highway when they are planning their infrastructure works.

John Noyes of Garthland Road spoke to the Engineering staff report regarding Craigflower Road, Phase 1 issues, expressing disappointment that the report did not take into consideration the petition of 129 residents living in the Sioux and Garthland Road area. Mr. Noyes stated he is in favour of lowering the speed limit to 40 km/h and enforcement is key. Lighting is still an issue in particular sections like the bus stop between Forshaw and Shirley Roads which is very dark. Mr. Noyes stated he would like Council to ask staff to determine what can be done to improve the safety of the islands and the aesthetics.

## 7. UNFINISHED BUSINESS

(1) From the Special Committee of the Whole Meeting, January 18, 2010

(a) Development Services Staff Report No. DEV-10-001, Amendment to Official Community Plan and Zoning Bylaw Regarding Maximum Building Heights and Densities

Director of Development Services Barb Snyder stated she did not prepare a staff report but had brought a handout clarifying the floor area ratios [FAR] of 2.5 and 3.0.

Mayor Desjardins read the two motions made at the January 18<sup>th</sup>, 2010 Committee of the Whole Meeting:

Moved by Councillor Gaul, seconded by Councillor Brame that the maximum building height be set at twelve (12) stories.

Moved by Councillor Garrison, seconded by Councillor Hundleby that the motion to set the maximum building height to twelve (12) stories be postponed until the next Committee of the Whole meeting on February 8, 2010 so information can be provided on floor area ratios. The motion **CARRIED UNANIMOUSLY**.

Councillor Garrison raised a point of order that the motion should have stated the matter was postponed to the February 8<sup>th</sup> meeting to continue discussion.

Mayor Desjardins offered two choices to Council:

- (1) Put the motion on the floor again with missing information on floor area ratios brought forward from staff; or
- (2) Ask staff to bring a report back on benefits and risks of floor area ratio options.

Councillor Gaul, the mover of the original main motion, expressed concern of putting a motion on the floor for debate without written information that would be available to the public as well. She stated she was loathe to postpone this matter that the public in the room is most

invested in.

Staff offered to run copies of the handout for the public, however, Council members expressed concern it would be difficult to digest the information without adequate time to review it.

Councillor Garrison expressed great frustration as the public process was embarked upon a year ago and Council is close to making a decision. He stated he was disappointed staff was not able to provide a staff report and this matter has been postponed once again. Developers want certainty and the Township still needs a floor area ratio number. Council is not doing anyone any favours by not making a decision tonight.

Director of Development Services Snyder stated the staff recommendation is a floor area ratio of 3.0.

Moved by Councillor Hundleby, seconded by Councillor Brame that Council postpone the discussion to set the maximum building height and establish the appropriate floor area ratio to the February 15<sup>th</sup>, 2010 Special Committee of the Whole Meeting to allow Council adequate time to review the full staff report details and to ensure the public has full access to the information as well.

Discussion:

Council discussed whether to add a Special Committee of the Whole meeting to the February 15<sup>th</sup> schedule to avoid further delay or to schedule another night. The Corporate Officer confirmed that the decisions made at the Committee of the Whole on the 15<sup>th</sup> would be forwarded to the Regular Council Meeting the same night. Councillor McIlldoon expressed frustration he would be out of the country next week.

Council members asked that the minutes of the January 18<sup>th</sup> Committee of the Whole meeting be available as well as a staff report showing visually the effects of different floor area ratios on height [similar to what Surrey does], the FARs used as a maximum and minimum to keep height under control and how units per hectare could restrict height.

Councillor Garrison stated he was opposed to postponing discussion and setting a meeting date when Councillor McIlldoon could not be in attendance.

Councillor McIlldoon raised a point of order that a Committee of the Whole on February 15<sup>th</sup> would be a Special meeting.

Mayor Desjardins stated she appreciated that the matter is very important to Council. Staff did make an effort to have the information available tonight and it is important not to rush in making this decision.

THE QUESTION WAS CALLED ON THE MAIN MOTION AND DECLARED **CARRIED** with Mayor Desjardins, Councillors Hundleby, Linge, Brame In Favour and Councillors McIlldoon, Garrison, Gaul Opposed.

8. **STAFF REPORTS**

***Administration***

- (1) Community Greenhouse Gas Emission Reduction Target Setting for Bill 27, Staff Report No. ADM-10-013

Sustainability Coordinator Marlene Lagoa stated she felt the best platform to set greenhouse gas emission targets is to set a meeting with Council and members of staff.

Moved by Councillor Garrison, seconded by Councillor Brame that Council and staff have a meeting in the month of February to review options for setting a community wide Greenhouse Gas emission reduction target.

Discussion

It was noted that an OCP amendment is required which necessitates a Public Hearing. Councillor McIlldoon stated it is not a good idea to schedule meetings during university break periods and pointed out Council accommodates other school schedules. He stated that Councillors have lives outside of the Council table.

The QUESTION WAS CALLED ON THE MAIN MOTION AND **CARRIED UNANIMOUSLY.**

**Engineering and Public Works**

- (2) Report on Craigflower Road, Phase 1 Issues, Staff Report No. EPW-10-003

Director of Engineering and Public Works Jeff Miller gave a brief overview of his staff report. He noted his staff recommendation for the Craigflower Road, Phase 1 issues, is that no additional work be carried out on the six median islands, no additional work be carried out for corridor street lighting and the speed limit on Craigflower Road be lowered from 50 km/h to 40 km/h. All works carried out have met professional engineering requirements. Public Open Houses were carried out July 20, 2006, November 16, 2006 and May 2008 with only one written response concerning landscaping.

Council agreed to vote separately on the three recommendations in the staff report.

Moved by Councillor Garrison, seconded by Councillor Linge that the speed limit on Craigflower Road be lowered from 50 km/h to 40 km/h and that Streets and Traffic Regulation Bylaw, 2005, No. 2607 be amended accordingly.

The motion **CARRIED UNANIMOUSLY.**

Director of Engineering Miller noted there was approximately \$30,000 left in the project account, however, some of that was held in reserve for deficiencies if works are not completed.

Moved by Councillor Garrison, seconded by Councillor Brame that Council direct staff to proceed with Option 3 in the table showing the capital cost breakdown for altering the remaining six islands in the Craigflower Road, Phase 1 infrastructure project.

Discussion:

Council expressed that the remaining monies should be used to address safety issues first before looking at additional landscaping, plants, lighting, and other aesthetic improvements. Suggestion was made that sustainability funding may cover the costs of solar lighting.

Moved by Councillor Hundleby, seconded by Councillor Linge that discussion on the four options in Staff Report No. EPW-10-003 showing the capital cost breakdown for altering the remaining six islands in the Craigflower Road, Phase 1 infrastructure project be postponed until a staff report is brought back to Council giving options and recommendations for using the remaining project funds for improving public safety, landscaping [including suitable drought resistant plants], lighting [including solar lighting], and operational costs to maintain the islands.

Question was raised about sidewalks to which Director of Engineering Miller responded that sidewalks on both sides of the road were originally in the conceptual plan, however, the decision was made to remove a chunk of sidewalks to put in a bioswale.

Mayor Desjardins stated she has spoken with Inspector Darrell McLean regarding public safety issues. The Police Department is working hard with the schools to educate students and improve their knowledge of where to walk. Patrolling and safety checks are also being carried out.

**THE QUESTION WAS CALLED ON THE MAIN MOTION AND DECLARED CARRIED UNANIMOUSLY.**

(3) Craigflower Road, Phase 2, Project Update, Staff Report No. EPW-10-002

Director of Engineering Miller gave a brief overview of his staff report noting, should Council approve, the tender for the infrastructure works will be released February 9<sup>th</sup>, close March 4<sup>th</sup>, contract awarded and construction commencing April until September/October 2010. Mr. Miller noted the project is fully funded by the Federal Gas Tax Revenue and upgrades the Craigflower Road corridor from a rural cross section to an urban multi-modal cross section, improving the overall safety and operating efficiency for all modes of transportation.

Mayor Desjardins stated comments made by the public regarding safety concerns will be considered.

Concern was expressed that bike lanes on north and south sides are very dangerous and asked if discussions had been held with View Royal. Their use of red paint on bike lanes is very effective for drivers and perhaps could be incorporated by Esquimalt as well. Director Miller added View Royal is also upgrading Island Highway.

It was noted there is a new signalized crosswalk at Cooper Road. Question was raised whether the residents were in favour of relocating the crosswalk at Rankin Road to Dellwood. Director Miller commented that the relocation

provides better access and the decision was made in consultation with the Songees First Nations and with their support.

Moved by Councillor Linge, seconded by Councillor Hundleby that Council approve the detailed design of Craigflower Road, Phase 2, and authorize Staff to issue the construction tender.

The motion **CARRIED UNANIMOUSLY**.

- (4) Consideration of Previous Council Resolution Regarding the Legion Rise [622 Admirals Road], [Lot 155, Suburban Lot 43, Esquimalt District, Plan 2854], [Lot 156, Suburban Lot 43, Esquimalt District, Plan 2854], [Lot 157, Suburban Lot 43, Esquimalt District, Plan 2854], [Lot 158, Suburban Lot 43, Esquimalt District, Plan 2854, Except Part in Red on Plan 312 BL], Staff Report No. DEV-10-012

Director of Development Services Snyder clarified that on September 8<sup>th</sup>, 2008 Council passed a resolution to hold the Legion project at 622 Admirals Road in abeyance pending a review of the Official Community Plan. Apart from the Legion application, there have been no other applications submitted seeking increases in height and density.

Councillor Gaul commented she is very concerned about leaving a project on hold for such a length of time.

Director Snyder noted that the Legion application has gone to the Advisory Planning Commission and the Committee of the Whole and recommendations made. However, no Public Hearing has been held.

Council questioned whether it was procedurally correct to rescind the resolution made in September 2008 to hold the Legion application in abeyance. Both the Chief Administrative Officer and Corporate Administrator advised Council could take make the decision to take the Legion application from being in abeyance.

Moved by Councillor Garrison, seconded by Councillor Gaul that the September 8, 2008 resolution of Council to hold the Legion project at 622 Admirals Road in abeyance pending a review of the Official Community Plan be rescinded and that the applicants for the Legion project be advised that they are welcome to bring the application back to Council for consideration.

The motion **CARRIED UNANIMOUSLY**.

## 9. MAYOR'S AND COUNCILLORS' REPORTS

- (1) Report from Mayor Desjardins, Mayor's Visit to Surrey

Mayor Desjardins referred to her report on her visit with Mayor Diane Watts of Surrey on January 12, 2010. She stated it was important to note that to attract and retain business and development, Surrey's tax base is 60% residential and 40% commercial/industrial. In comparison, Esquimalt's is 80/20 and queried how Esquimalt could make a change to 60/40 so that Esquimalt can have a better distribution of services. Surrey has set a policy that zoning for industrial/commercial use not be allowed to change.

Esquimalt has lost commercial space and the loophole that allows this must be looked at.

Mayor Desjardins noted Surrey restricts height and density through units per hectare and queried what that would look like in Esquimalt. Surrey also relies on neighbourhood concept plans. Esquimalt's Village Core project could be looked at as a neighbourhood; the Township needs to do all it can to increase density and help clarify that for residents and developers.

Mayor Desjardins suggested Council spend a strategic weekend discussing what Esquimalt has to offer and could offer business so that they want to locate in the Township.

Moved by Councillor Brame, seconded by Councillor Hundleby that the report from Mayor Desjardins on her visit with the Mayor of Surrey January 12, 2010 to discuss Surrey's Economic Development Stimulus Plan be received.

The motion **CARRIED UNANIMOUSLY**.

**10. PUBLIC QUESTION AND COMMENT PERIOD**

*Excluding items which are or have been the subject of a Public Hearing*

Muriel Dunn of Old Esquimalt Road commented that she was at the meeting on September 8<sup>th</sup>, 2008 when the motion to put the Legion application in abeyance was made, noting this was a political ploy. Mrs. Dunn stated this is not a Legion issue, it is an Esquimalt issue about a building and belongs to Esquimalt seniors. She is not interested in looking at a 17 story building; 12 stories should be the maximum. She noted the 4 storey building on the corner of Craigflower and Tillicum is ugly. Mrs. Dunn encouraged Council to look at the tall buildings near Mount St. Mary's in the Fairfield/Humboldt area – they are a mess and block the sunshine.

Allan Fleury of Bewdley Avenue commented that Esquimalt needs to grow and has to grow up, there is no place to go but up. Esquimalt needs developers to bring projects. Developers are being wooed by Sooke. Increase in population will lessen the tax burden for everyone.

Linda David of Shirley Road stated one median divider needs to come out as the dividers are wider than the turning lane.

Gillian Manson of Forshaw Road thanked Council for looking at the residents' concerns for Craigflower Phase 1. She noted that a lot of money does not have to be spent on planting the medians; for example, a \$100 tree will grow into a \$600 tree if properly cared for. She also asked Council to keep an open mind – a boardwalk is an environmentally friendly alternative.

Brian Gray of Macaulay Street strongly urged Council not to become like Vancouver where parking is limited and to look at parking for the current as well as the future. Mr. Gray commented it is easy to get caught up in numbers, for example, if there is only one parking stall per apartment unit, where does the nursing staff park for aging in place developments? The Building Code does not address health care delivery, for example, while only one elevator is required, two elevators would aid deliveries to seniors.



Mayor Desjardins suggested that these issues be discussed at the Access Awareness Committee and then brought forward.

Barb Noyes of Garthland spoke to the issues that had previously been discussed with staff and the Mayor a week ago regarding the Craigflower Road Phase 1 project that included concerns about irrigation, turning radius onto Shirley because of the narrow westerly island, costs of removing islands, curb painting, planting and maintenance of islands. Mayor Desjardins asked Mrs. Noyes to submit all the issues in writing.

Sandy Rozon of Old Esquimalt Road stated she is concerned with the speed limit on Old Esquimalt Road. From Head Street down it is 30 km/h but once drivers pass the school zone they immediately speed up even though the speed limit is now the same. Speed signs are needed.

John Noyes of Garthland thanked Council for their consideration. He noted it is extremely important to build neighbourhoods and have some consistency within the area. He would like to see irrigated islands between Dominion and Tillicum and 3 islands between Tillicum and Garthland.

11. **ADJOURNMENT**

Moved by Councillor Gaul, seconded by Councillor Hundleby that the Committee of the Whole meeting be adjourned at 9:05 p.m. to reconvene *In Camera*.  
The motion **CARRIED UNANIMOUSLY**.

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MAYOR OF THE CORPORATION  
OF THE TOWNSHIP OF ESQUIMALT  
THIS 15<sup>th</sup> DAY OF FEBRUARY, 2010

CERTIFIED CORRECT:

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CAROLLYNE EVANS  
CORPORATE ADMINISTRATOR