AMENDED AGENDA
GOVERNANCE & PRIORITIES COMMITTEE
MEETING OF SEPTEMBER 17, 2015, AT 9:00 A.M.
COUNCIL CHAMBERS
CITY HALL, 1 CENTENNIAL SQUARE

Page

CALL TO ORDER

APPROVAL OF THE AGENDA

CONSENT AGENDA

ADOPTION OF MINUTES

AWARD PRESENTATION

Presented to the City of Victoria by the International Association for Public Participation (IAP2), the Canada Core Values Award is given in the category "Foundations for Success".

DECISION REQUESTS

        --K. Hamilton, Director of Citizen Engagement & Strategic Planning
        Late Item: Presentation

A report providing Council with information on the interface between the new Johnson Street Bridge, the Janion Development and the David Foster Harbour Pathway.

[Addenda]
        --K. Hamilton, Director of Citizen Engagement & Strategic Planning
        Late Item: Presentation

A report informing Council of the City's protocol activities, current practices & procedures, and providing an opportunity to give direction on future protocol activities.

Douglas Street.

NEW BUSINESS

MOTION TO CLOSE THE SEPTEMBER 17, 2015, GOVERNANCE & PRIORITIES COMMITTEE MEETING TO THE PUBLIC

> That Governance & Priorities Committee convene a closed meeting that excludes the public under Section 12(6) of the Council Bylaw for the reason that the following agenda items deal with matters specified in Sections 12(3) and/or (4) of the Council Bylaw, namely:

- Section 12(3)(e) The acquisition, disposition or expropriation of land or improvements, if the Council considers that disclosure might reasonably be expected to harm the interests of the City.
- Section 12(3)(g) Litigation or potential litigation affecting the City.
- Section 12(3)(i) The receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;

CLOSED MEETING

CONSENT AGENDA - CLOSED MEETING

ADOPTION OF THE CLOSED MINUTES

16.   Minutes from the Regular Closed Meeting held September 3, 2015

DECISION REQUESTS

17.   Land Disposition / Fire Hall No. 1
           --S. Thompson, Director of Finance

18.   Legal Advice
           --T. Zworski, City Solicitor
           Late Item: Report

19.   Land / Lease of City Office Space
           --T. Soulliere, Director of Parks & Recreation

20.   New Lease / 740 Douglas Street
           --R. Woodland, Director of Legislative & Regulatory Services

21.   **Late Item**:
           Legal Advice
           --T. Zworski, City Solicitor

22.   **Late Item**:
           Legal Advice
           --T. Zworski, City Solicitor

CONSIDERATION TO RISE & REPORT

ADJOURNMENT

<u>MINUTES OF THE</u>
<u>GOVERNANCE & PRIORITIES COMMITTEE MEETING</u>
<u>HELD THURSDAY, SEPTEMBER 3, 2015, 9:00 A.M.</u>

1. CALL TO ORDER AT 9:00 A.M.

Committee Members Present:	Mayor Helps in the Chair; Councillors Coleman, Isitt, Loveday, Lucas, Madoff and Young.
Absent:	Councillors Alto and Thornton-Joe
Staff Present:	J. Johnson – City Manager; J. Jenkyns – Deputy City Manager; R. Woodland – Director of Legislative & Regulatory Services; C. Mycroft – Executive Assistant to the City Manager; C. Havelka – Recording Secretary.
Staff Present for a Portion of the Meeting:	P. Bruce – Fire Chief; B. Dellebuur – Acting Assistant Director of Transportation & Parking Services; K. Hamilton – Director of Citizen Engagement & Strategic Planning; T. Soulliere – Director of Parks & Recreation; S. Thompson – Director of Finance; J. Tinney – Director of Sustainable Planning & Community Development; L. Campbell – Manager of Parks Planning, Design & Development; A. Johnson – Senior Parks Planner.

2. APPROVAL OF AGENDA

Action: It was moved by Councillor Loveday, seconded by Councillor Madoff, that the Agenda of the September 3, 2015, Governance & Priorities Committee meeting be approved.

Amendment: It was moved by Councillor Coleman, seconded by Councillor Loveday, that the agenda of the September 3, 2015 meeting be amended to include the following agenda items on the consent agenda.

Item # 1 – Minutes from the Regular Meeting held August 20, 2015
Item # 8A – Request to Attend Conference

<div align="right">

<u>On the amendment:</u>
CARRIED UNANIMOUSLY   15/GPC696

</div>

<div align="right">On the main motion as amended:
CARRIED UNANIMOUSLY   15/GPC697</div>

3.   CONSENT AGENDA

It was moved by Councillor Coleman, seconded by Councillor Loveday, that the following items be approved without further debate:

3.1   Minutes from the meeting held August 20, 2015

Action: It was moved by Councillor Coleman, seconded by Councillor Loveday, that the Minutes of the Meeting held August 20, 2015 be adopted.

<div align="right">CARRIED UNANIMOUSLY   15/GPC698</div>

3.2   Request to Attend Conference

Councillors Isitt and Loveday submitted reports requesting authorization to attend the Union of British Columbia Municipalities annual convention in Vancouver.

Action: It was moved by Councillor Coleman, seconded by Councillor Loveday, that Committee recommends that Council authorize the attendance and associated costs for Councillor Isitt and Councillor Loveday to attend the Union of British Columbia Municipalities Conference to be held in Vancouver September 21-25, 2015.

<div align="right">CARRIED UNANIMOUSLY   15/GPC699</div>

4.   DECISION REQUESTS

4.1   Update on Implementation of new Municipal Service – Parking Ambassador Program

Committee received a report dated August 26, 2015 from Citizen Engagement and Strategic Planning regarding the implementation strategy for the newly created Parking Ambassador Program.

Committee discussed:
- The change in service and how employees are affected.
- The customer service efficiencies that were identified; moving the dispute office into City Hall.

Action: It was moved by Councillor Isitt, seconded by Councillor Loveday, that Committee receive the report dated August 26, 2015 for information.

<div align="right">CARRIED UNANIMOUSLY   15/GPC700</div>

4.2 Pilot Boulevard Community Garden, Pandora Parkway (900 Block Pandora)

Committee received a report dated August 27, 2015 from Parks and Recreation regarding a proposed pilot boulevard community garden to be located on the Pandora Parkway (900 Block Pandora).

Mayor Helps provided information on the informal Pandora Task Force that proposed this initiative.

Committee discussed:
- How this may impact those sheltering on the boulevard.
- Re-opening the discussion regarding a mid-block crosswalk at this location.

Action: It was moved by Councillor Loveday, seconded by Councillor Isitt, that Committee recommends that Council:
1. Authorize the Mayor and Corporate Administrator to execute a new License of Occupation with the Lifecycles Project Society for a pilot boulevard community garden on Pandora Parkway (900 Block Pandora Avenue) for a period of one year, at an annual consideration of $1.00, in a form satisfactory to staff and subject to the publication of the statutory notices required by the *Community Charter*, and
2. Direct staff to report back to Council within one year on the outcomes related to the pilot garden.

CARRIED UNANIMOUSLY   15/GPC701

4.3 Relocation of the Neighbourhood Garden of All Sorts (formerly the Michigan Street Community Garden) to MacDonald Park

Committee received a report dated August 27, 2015 from Parks and Recreation regarding a proposal to relocate the Neighbourhood Garden of All Sorts (formerly Michigan Street Community Garden) to MacDonald Park, adjacent to Niagara Street.

Action: It was moved by Councillor Lucas, seconded by Councillor Loveday, that Committee recommends that Council:
1. Approve the proposal for a community garden at MacDonald Park, and
2. Authorize the Mayor and Corporate Administrator to execute a new License of Occupation with Lifecycles Project Society, for a community garden at MacDonald Park for a period of three years, at an annual consideration of $1.00, in a form satisfactory to staff and subject to the publication of the statutory notices required by the *Community Charter.*

Committee discussed how this proposal is an acceptable compromise for a community garden and suggestions for future improvements.

CARRIED UNANIMOUSLY   15/GPC702

4.4 Socially Responsible Investments and Pension Funds

Committee received a report dated August 28, 2015 from Finance regarding options to align the City of Victoria's investment portfolio with the socially responsible investing objectives of the City's investment policy particularly with regard to fossil fuel divestment.

Committee discussed:
- Changes that can occur at the MFA level; the MFA is aware of local government interest in socially responsible investing.
- The proposal that Council writes to institutions investing in fossil fuels to inquire about possible options for divesting.
- The proposal that financial returns the City earns on fossil fuel investments is used to fund City sustainable transportation initiatives.

Action: It was moved by Councillor Isitt, seconded by Councillor Loveday, that Committee receive the report dated August 28, 2015, for information.

CARRIED UNANIMOUSLY   15/GPC703

Action: It was moved by Councillor Isitt, seconded by Councillor Loveday, that Committee recommends that Council direct staff to write the institutions where the city currently has short term investments to inquire about options for fossil fuel free investments that currently exist or may exist in the near future.

Amendment: It was moved by Councillor Isitt, seconded by Councillor Loveday, that Committee amend the motion:

1. That Council direct staff to write the institutions where the city currently has short term investments to inquire about options for fossil fuel free investments that currently exist or may exist in the near future, **and**

2. **That staff report back with the information received and what action they intend to take based on this information.**

Amendment to the amendment:

It was moved by Mayor Helps, seconded by Councillor Isitt, that the amendment be amended:

1. That Council direct staff to write the institutions where the city currently has short term investments to inquire about options for fossil fuel free investments that currently exist or may exist in the near future, **and**

2. **That staff report back with the information received and what action they intend to take, <u>or any recommendations that Council might take to amend its investment policy,</u> based on this information.**

A Committee member expressed concerns regarding this motion, noting any action should be aimed at those consuming fossil fuels.

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<div align="right">

Amendment to the amendment:
CARRIED   15/GPC704
</div>

For: Mayor Helps, Councillors Coleman, Isitt, Loveday, Lucas and
              Madoff
Against: Councillor Young

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On the Amendment:
CARRIED   15/GPC705
</div>

For: Mayor Helps, Councillors Coleman, Isitt, Loveday, Lucas and
              Madoff
Against: Councillor Young

Committee discussed the main motion as amended:
- How the City of Vancouver organizes its investments, noting it is guided by separate legislation (Vancouver Charter).
- The position of pension boards and how directors are appointed.

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Main motion as amended:
CARRIED   15/GPC706
</div>

For: Mayor Helps, Councillors Coleman, Isitt, Loveday, Lucas and
              Madoff
Against: Councillor Young

Committee discussed convening a workshop to discuss what services the MFA and other agencies provide to local governments.

4.5   Lessons Learned from the 2014 Municipal Election and Proposed Improvements for 2018

Committee received a report dated August 26, 2015 from Legislative Services regarding lessons learned from the 2014 Municipal Election and identifying anticipated changes for the next election in 2018.

Councillor Lucas withdrew from the meeting at 10:20 a.m. and returned at 10:22 a.m.

Committee discussed:
- The suggestion that door to door enumeration would reach more citizens.
  - Noting the high turn-over at rental units and that voter registration is available on the day of voting.
- Election signs and questioning if they should be permitted on public property.
  - The pros and cons of signs of public property;
  - Improving the regulation of signs as it pertains to public safety.
- Options for increasing public engagement.

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- Receiving clarity from the Province in terms of the legislation regarding scrutineering.
- The suggestion shopping malls and other locations be used for voting opportunities;
  - The challenge of ensuring people register in their home municipality.
  - Working with other municipalities to improve this service.

Mayor Helps withdrew from the meeting at 10:41 a.m. Councillor Coleman assumed the Chair.

Mayor Helps returned to the meeting at 10:43 a.m. and assumed the Chair.

- Possible changes regarding financial reporting regulations.
- The possibility that General Voting Day is scheduled in October.
- Information regarding a select committee on campaign financing limits.

Action: It was moved by Councillor Isitt, seconded by Councillor Loveday, that Committee recommends that Council:
1. Receive the report for information.
2. Direct staff to:
   a. Write to the Provincial government requesting that the *Local Government Act* be amended to increase the amount of time between the end of the nomination period and the start of the advance election dates, and prepare a Council Resolution to submit to AVICC recommending this action, and
   b. Bring forward amendments to the *Elections Procedures Bylaw* by December 31, 2015.

Amendment: It was moved by Councillor Isitt, seconded by Councillor Loveday, that Committee amend the motion:

That Council:
1. Receive the report for information.
2. Direct staff to:
   a. Write to the Provincial government requesting that the *Local Government Act* be amended to increase the amount of time between the end of the nomination period and the start of the advance election dates, and prepare a Council Resolution to submit to AVICC recommending this action, and
   b. Bring forward amendments to the *Elections Procedures Bylaw* by December 31, 2015.
   c. **Direct staff to report back on estimated cost, advisability and feasibility of undertaking a municipal enumeration of voters prior to the 2018 election.**

Committee discussed the amendment:
- The benefits of registering voters at their homes.
- The ease of registering people when they vote.
- Continuing to use other opportunities to engage voters.

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- The types of mail outs staff use to reach voters; improving that process.

<div align="right">On the amendment:
DEFEATED   15/GPC707</div>

For: Councillors Isitt and Loveday
Against: Mayor Helps, Councillors Coleman, Lucas, Madoff and Young

Amendment: It was moved by Councillor Isitt, seconded by Councillor Loveday, that Committee amend the motion:

That Council:
1. Receive the report for information.
2. Direct staff to:
   a. Write to the Provincial government requesting that the *Local Government Act* be amended to increase the amount of time between the end of the nomination period and the start of the advance election dates, and prepare a Council Resolution to submit to AVICC recommending this action,
   b. Bring forward amendments to the *Elections Procedures Bylaw* by December 31, 2015, **and**
   c. **Request Elections BC resume enumeration of provincial voters.**

<div align="right">On the amendment:
CARRIED UNANIMOUSLY   15/GPC708</div>

<div align="right">Main motion as amended
CARRIED UNANIMOUSLY   15/GPC709</div>

Councillor Coleman withdrew from the meeting at 10:59 a.m.

5.   NEW BUSINESS

5.1   Intergovernmental Correspondence – Response Regarding Oil Spill Preparedness

Committee received a letter dated August 4, 2015 from M. Polak, Minister of the Environment regarding a request from the City of Victoria for an independent review of the current state of oil spill preparedness and response in British Columbia.

Action: It was moved by Councillor Loveday, seconded by Councillor Lucas, that Committee receive the correspondence from Minister Polak, dated August 4, 2015.

Committee discussed the marine incident in the Gorge waterway and that better response is needed. It was noted that an emergency resolution on this matter will be going to UBCM.

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Councillor Coleman returned to the meeting at 11:01 a.m.

<div align="right">CARRIED UNANIMOUSLY   15/GPC710</div>

5.2   Intermunicipal Correspondence – Letter from the City of Hamilton

Committee received a letter dated July 16, 2015 from the City of Hamilton in regards to Canada's Post's challenge to the their By-law regulating the installation of equipment on, in and under its road allowance and a request for financial support to appeal the Ontario Superior Court's decision.

Action: It was moved by Councillor Isitt, seconded by Councillor Loveday, that Committee recommends that the City of Victoria contribute a grant in aid of $2,500.00 to the City of Hamilton to support that municipality's appeal of the elimination of door to door postal delivery in Canada.

Committee discussed:
- The request from Hamilton as it pertains to door to door service, or municipal jurisdiction regarding the placement of mailboxes.
- Concerns regarding the suggestion that daily, door to door service of mail should continue.

Amendment: It was moved by Councillor Madoff, seconded by Councillor Isitt, that Committee amend the motion:

That the City of Victoria contribute a grant in aid of $2,500.00 to the City of Hamilton to support that municipality's appeal **of the jurisdiction's authority to reasonably regulate their road allowance.** ~~of the elimination of door to door postal delivery in Canada.~~

<div align="right">On the amendment:
CARRIED UNANIMOUSLY   15/GPC711</div>

Committee discussed the amended motion:
- The option of Canada Post reducing daily, door to door mail delivery.
- Clarity that this is a one-time contribution.

Amendment: It was moved by Councillor Lucas, seconded by Councillor Isitt, that Committee amend the motion:

That the City of Victoria contribute a **one-time** grant in aid of $2,500.00 to the City of Hamilton to support that municipality's appeal of the jurisdiction's authority to reasonably regulate their road allowance.

<div align="right">On the amendment:
CARRIED UNANIMOUSLY 15/GPC712</div>

<div align="right">On the main motion as amended:
CARRIED   15/GPC713</div>

For: Mayor Helps, Councillors Coleman, Isitt, Loveday, Lucas and Madoff

Against: Councillor Young

Action: It was moved by Councillor Madoff, seconded by Councillor Lucas, that the Governance & Priorities Committee convene a Closed meeting that excludes the public under Section 12(6) of the *Council Bylaw* for the reason that the following agenda item deals with matters specified in Sections 12(3) and/or (4) of the Council Bylaw, namely:

- Section 12(3)(c) Labour relations or employee relations
- Section 12(3)(e) The acquisition, disposition or expropriation of land or improvements, if the Council considers that disclosure might reasonably be expected to harm the interests of the City;
- Section 12(3)(i) The receipt of advice that is subject to solicitor-client privilege including communications necessary for that purpose.
- Section 12(4)(b) The consideration of information received and held in confidence relating to negotiations between the City and a Provincial government or the federal government or both and a third party.

6.   CLOSED MEETING AT 11:14 A.M.

Committee Members Present: Mayor Helps in the Chair; Councillors Coleman, Isitt, Loveday, Lucas, Madoff and Young

Absent: Councillors Alto and Thornton-Joe

Staff Present: J. Johnson – City Manager; J. Jenkyns – Deputy City Manager; B. Dellebuur – Acting Assistant Director of Transportation & Parking Services; K. Hamilton – Director of Citizen Engagement & Strategic Planning; J. Huggett – Project Director, Johnson Street Bridge Replacement Project; K. Martin - Partner, Dentons Canada LLP; S. Thompson – Director of Finance; T. Soulliere – Director of Parks & Recreation; J. Tinney – Director of Sustainable Planning & Community Development; R. Woodland – Director of Legislative & Regulatory Services; T. Zworski – City Solicitor; C. Mycroft – Executive Assistant to the City Manager; C. Havelka – Recording Secretary.

7. APPROVAL OF THE CLOSED AGENDA

Action: It was moved by Councillor Isitt, seconded by Councillor Loveday, that the Closed Agenda of the September 3, 2015 meeting be approved.

CARRIED UNANIMOUSLY   15/GPC714

8. ADOPTION OF CLOSED MINUTES

8.1 Minutes from the Closed Meeting held August 20, 2015

Action: It was moved by Councillor Isitt, seconded by Councillor Lucas, that the Minutes from the Closed Meeting held August 20, 2015 be adopted.

CARRIED UNANIMOUSLY   15/GPC715

9. DECISION REQUESTS

9.1 Legal / Mediation Update

Committee received a verbal report regarding legal / mediation update.

The discussion was recorded and kept confidential.

9.2 Intergovernmental Relations

Committee received a report dated August 14, 2015 from the City Solicitor regarding intergovernmental relations.

The discussion and motion were recorded and kept confidential.

All staff, except the City Manager and Deputy City Manager, were excused from the meeting at 12:03 p.m.

9.3 Employee Relations

Committee received a verbal report regarding employee relations.

The motion was recorded and kept confidential.

9.4   **Land / New Lease**

Committee received a letter dated August 30, 2015, regarding a new lease.

The motion was recorded and kept confidential.

10.   **ADJOURNMENT**

Action: It was moved by Councillor Loveday, seconded by Councillor Coleman, that the Governance & Priorities Committee meeting of September 3, 2015, be adjourned at 12:30 p.m.

CARRIED UNANIMOUSLY 15/GPC719

_____
Mayor Helps, Chair

Katie Hamilton and Julie Potter
City of Victoria
1 Centennial Square
Victoria, British Columbia

July 20, 2015

Re: 2015 IAP2 Core Values Award Winner for Organization of the Year

Dear Katie and Julie:

Congratulations on behalf of the judging panel for the 2015 International Association for Public Participation (IAP2) Canada Core Values Awards for your winning entry in the Organization of the Year category entitled *Foundations for Success.* There was substantial competition this year and you should indeed be proud of your accomplishment. Your submittal will be forwarded to the IAP2 Federation to compete against winners in other IAP2 Affiliates from around the world.

Submissions in the Organization category are evaluated on how well the entry addressed the organizational change, commitment to public participation, the seven core values and the judges' overall impressions of the entry. Some feedback on your entry from the judging panel includes:

- The city recognized that they did not have a culture of public participation and explicitly set out to change that by creating a strategy and embarking on a committed implementation of it.
- This application not only demonstrated the organization's commitment to engaging the public using IAP2 values and principles as a foundation but also shared how the organization is using these same values and principles internally to support staff engagement. This demonstrates that the leaders of the organization have a good understanding of P2 and are committed to its integration into the way the organization works. This internal emphasis provides evidence of how staff engagement is influencing the organizational approach to public participation. The application also effectively demonstrates the shift from an organization with zero emphasis on P2 and a low trust rate amongst its citizens to one that is committed to internal and external integration of P2. The creation of a Citizen Engagement and Strategic Planning department emphasizes the organization's commitment to integrating P2 with the city's overall strategic direction.
- Impressive sustained effort to change culture of the organization. New protocols, support from elected and administrative leadership, examples of new ways to engage internally and public
- Excellent demonstration of commitment to Core Values. The organization also recognizes that it is a continual evolution→ recognition of where they started, where they are today and where they need to head next, all with a plan on how to achieve it.

The IAP2 Canada and USA awards will be presented at the North American Conference in Portland, Oregon on Thursday, September 10, 2015 at the Core Values Award Gala. We hope that you and up to one other from your organization will be our guests for the dinner. We would love for you to show a brief video (up to three minutes) if you have one. Some examples of previous winners' videos can be found on the IAP2 Canada Core Values Awards webpage – just scroll to the bottom of the page - http://iap2canada.ca/corevaluesawards. We would also like to provide you with a discounted rate of $525 (US) to attend the full conference – please let us know if you are interested. More information about the conference can be found at http://iap2usa.org/na2015conf .

Please let us know if you will be able to attend the event. If yes, along with presenting your video we would ask you to speak briefly – up to two minutes on your winning application. Please contact Amelia Shaw at info@iap2canada.ca to let her know your plans. Drew Snider, IAP2 Canada will then be in contact with you to discuss the actual Gala, what he will need from you and how it will work.

To assist us with the development of a news release announcing the winners, please forward a brief quote and short bio of your organization by August 24, 2014 to Amelia Shaw at info@iap2canada.ca. The quote may be up to 75 words. The bio may be up to 150 words.

We request that you do not publicize or broadly promote your award ahead of the presentation. We will send the news release to our media contacts after the Gala, and we will copy you. Again, congratulations on your excellent contribution to the best practices of public participation.

Sincerely,

Bruce Gilbert
President, IAP2 Canada

CITY OF
VICTORIA

Governance and Priorities Committee Report
For the Meeting of September 17, 2015

To:	Governance and Priorities Committee	**Date:**	September 4, 2015
From:	Katie Hamilton, Director of Engagement and Strategic Planning		

Subject: Johnson Street Bridge, David Foster Harbour Pathway and Janion Development Interface

RECOMMENDATION:

That Council receive this report for information.

EXECUTIVE SUMMARY

The new Janion development (1610 Store Street) shares a close proximity with the new Johnson Street Bridge, adjacent public plaza area, and future David Foster Harbour Pathway. To ensure cohesive design and connection through these spaces are achieved, the Janion's architect has been involved in providing input for adjoining spaces. This includes access from the future north east plaza space to the new David Foster Harbour Pathway, redesign in the new north east plaza (City right-of-way) to accommodate accessible access for residents and visitors to the new Janion development. The developer and architect will also be invited to participate in upcoming discussions regarding the public realm and landscape designs for the new bridge public spaces, including any redesigns to the north east plaza. The Janion has also contributed $1,700 as part of a bike parking variance agreement with the City for the installation of seven outdoor bike parking stalls in the adjacent plaza in addition to the 123 secure bike stalls within the building.

Discussions with the Janion will continue throughout the project with the goal of completing the new north east plaza for the bridge prior to the Janion's expected completion in July 2016.

PURPOSE
At the August 20 Governance and Priorities Committee Meeting, during the Johnson Street Bridge public realm update, staff briefly highlighted several projects currently underway with the new Janion development in relation to the bridge project. Council requested that staff provide a separate update on all City and bridge related work with the Janion development.

BACKGROUND
The new Janion development shares a close proximity with the new Johnson Street Bridge. The new building will be located less than one metre from the new north east plaza and about 10 metres from the bridge's multi-use trail. The new David Foster Harbour Pathway will be accessed from a stairway from the new plaza and adjacent to the new Janion, with the harbour pathway crossing along the west side of the new building.

The Janion development is currently scheduled for completion by July 2016 and expects to have residents moving in and commercial spaced leased by that time.

Work is underway to ensure that there is a seamless design between the plaza and future harbour pathway connections and the new development to create spaces that function for the public as well as future residents, business, and patrons of the new building.

Accessible Janion Residential Access in City Right-of-Way
Staff are currently working with the Janion's architect on an external staircase and accessible ramp in the City's right-of-way which serves a dual purpose of improving accessibility into the Janion. The design also helps to define the space between the upper plaza and the staircase connection to the future David Foster Harbour Pathway. It also provide an area for some landscaping to help soften the edges of the hardscape (Appendix A). This design will be included as part of the discussion during the upcoming Johnson Street Bridge public realm design workshop in October.

Access to David Foster Harbour Pathway
In order to ensure a pedestrian link to the David Foster Harbour Pathway from the north east plaza, the City has worked with the Janion's architect to develop a staircase concept (Appendix A). Given the grades required, it was determined that an accessible ramp would not be possible in this location, as such a staircase and bike wheel ramp has been designed.

Accessible access will be available on the south side of the Johnson Street Bridge from the plaza adjacent to the proposed Northern Junk development. Accessible access to the David Foster Harbour Pathway could also be established as a requirement in agreements with any future developments north of the Janion so that accessible access could be achieved in the 1600 block of Store Street.

Further design work is also underway to advance the David Foster Harbour Pathway beneath the Johnson Street Bridge. In the short term, this includes designing to the subgrade level in advance of the bridge girders being installed, after which heavy equipment will not be able to access the site. It is anticipated that the construction work for the David Foster Harbour Pathway in the area near the new bridge will be completed after the new bridge is complete in 2017.

Bike Parking Variance
Due to limited space on their property, the Janion development included a bike parking variance and contributed $1,700 to the City to be used towards the installation of seven bike parking stall in the bridge's new north east plaza, in lieu of providing outdoor bike parking on the Janion property. This is in addition to the 123 secure bike stalls within the new Janion building. The City will install

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Johnson Street Bridge, David Foster Harbour Pathway and Janion Development Interface
Page 2 of 3

Johnson Street Bridge, David Foster Harbour Pathway and Jani...   **Page 20 of 284**

the outdoor bike racks as part of the completion of the new plaza.

Coordination of Plaza Design and Landscaping

Given the close proximity of the bridge plaza and Janion development, the Janion's architect and developer will be involved in an upcoming design workshop planned for October regarding the design and function of the north east plaza to ensure a seamless interface between the two and that any additional landscaping proposed for the plaza by the development fits with updated public realm designs.

CONCLUSION:

The new Janion development, the future bridge plaza area and new David Foster Harbour Pathway are very much interconnected in their relationship for creating a new revitalized area of downtown. Dialogue will continue to ensure that a cohesive connection and design is achieved to benefit the future of these spaces and those who will use them.

RECOMMENDATION:
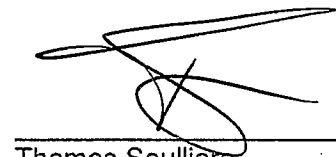
That Council receive this report for information.

Respectfully submitted,

Bridget Frewer
Citizen Engagement Advisor
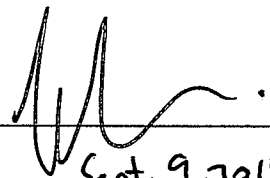
Leigh Campbell
Manager, Parks Planning and Design Development

Katie Hamilton
Director, Citizen Engagement and Strategic Planning

Thomas Soulliere
Director, Parks and Recreation

Report accepted and recommended by the City Manager: _____

Date: _____ Sept. 9, 2015

List of Attachments

- Appendix A – David Foster Way Staircase Concept and Accessible Entrance to Janion Residences

Governance and Priorities Committee Report
Johnson Street Bridge, David Foster Harbour Pathway and Janion Development Interface
Page 3 of 3

August 31. 2015

Johnson Street Bridge, David Foster Harbour Pathway and Jani...   Page 21 of 284

Appendix A - Janion Pedestrian Link Paving Grades

NOTES:

1. PEDESTRIAN LINK STAIRS 3 FLIGHTS, 7 RISERS @ 6", 6 RUNS @ 16".

2. MAIN ENTRY STAIRS 1 FLIGHT, 9 RISERS @ 6-5/8", 8 RUNS @ 13".

3. BRIDGE INFO PROVIDED BY CITY OF VICTORIA, ANY CRITICAL INFORMATION TO BE CONFIRMED.

4. HYDRO JUNCTION BOX AND CONDUIT ROUTES BASED ON PRELIMINARY DESIGN, ACTUAL CONFIGURATION TO BE CONFIRMED.

STORE STREET

VICTORIA HARBOUR

WEST TERRACE

MAIN LOBBY

COMMERCIAL RETAIL SPACE

PLAZA

LANDSCAPE PLANTING

PANDORA AVENUE

MULTI USE TRAIL

BRIDGE GUARD RAIL

HARBOUR PATHWAY

EDGE OF BRIDGE OVER

FUTURE CONNECTION TO HARBOUR PATHWAY

WALKWAY LEVEL / MAIN LEVEL

UNDER BRIDGE / BRIDGE LEVEL

FULL HEIGHT SCREEN C/W GATE

1 PEDESTRIAN LINK
SCALE: 3/32"=1'-0"
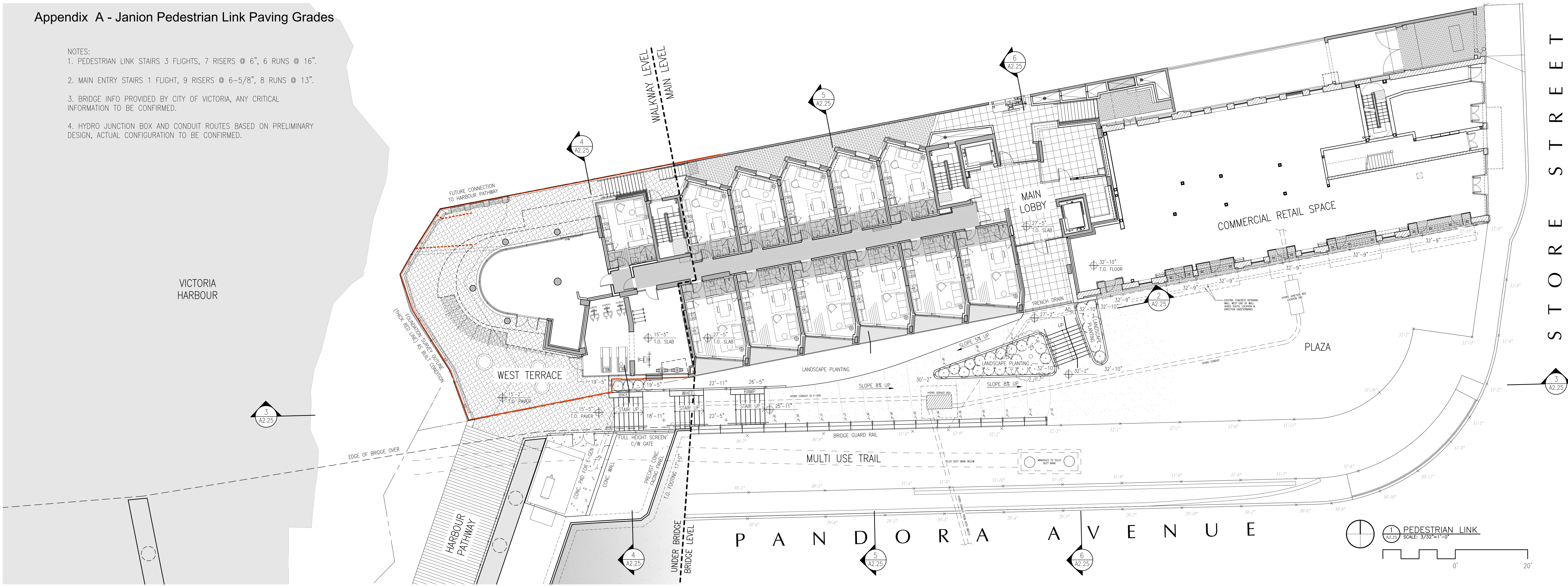
2 PEDESTRIAN LINK SECTION
SCALE: 3/32"=1'-0"
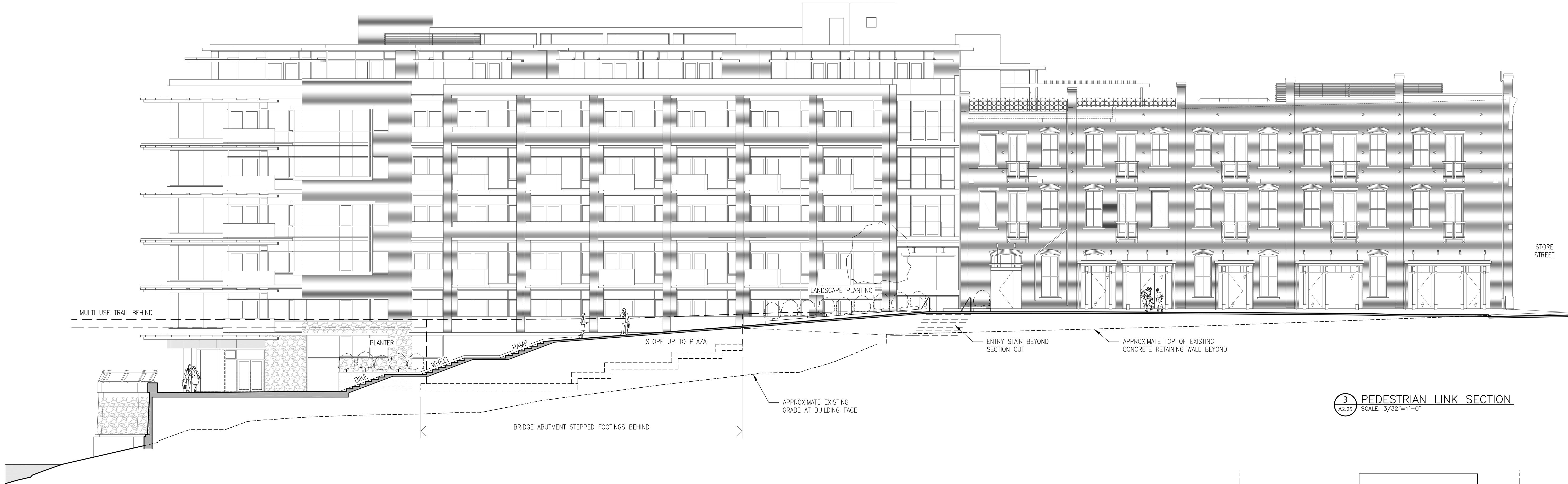
3 PEDESTRIAN LINK SECTION
SCALE: 3/32"=1'-0"
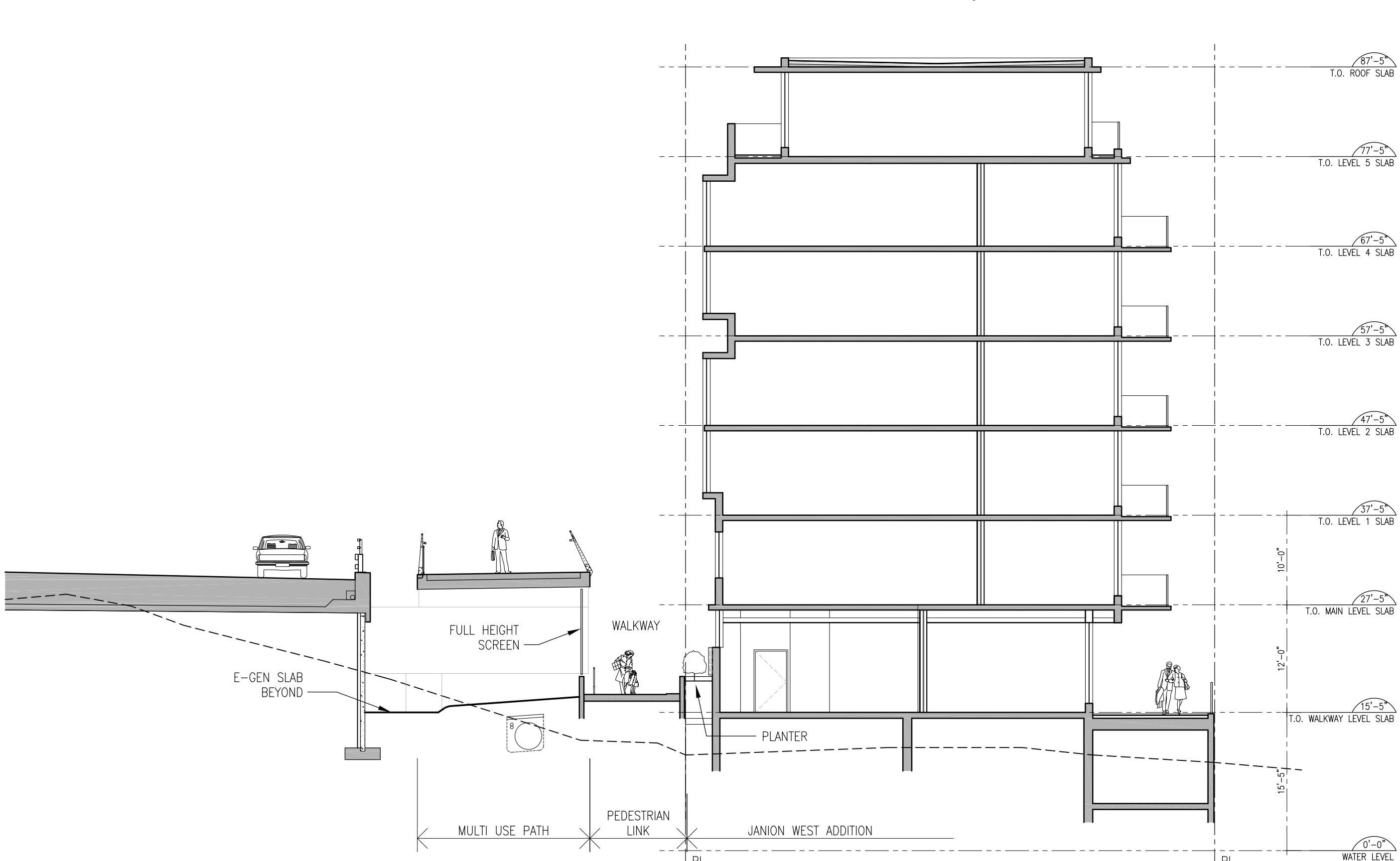
4 PEDESTRIAN LINK SECTION
SCALE: 3/32"=1'-0"
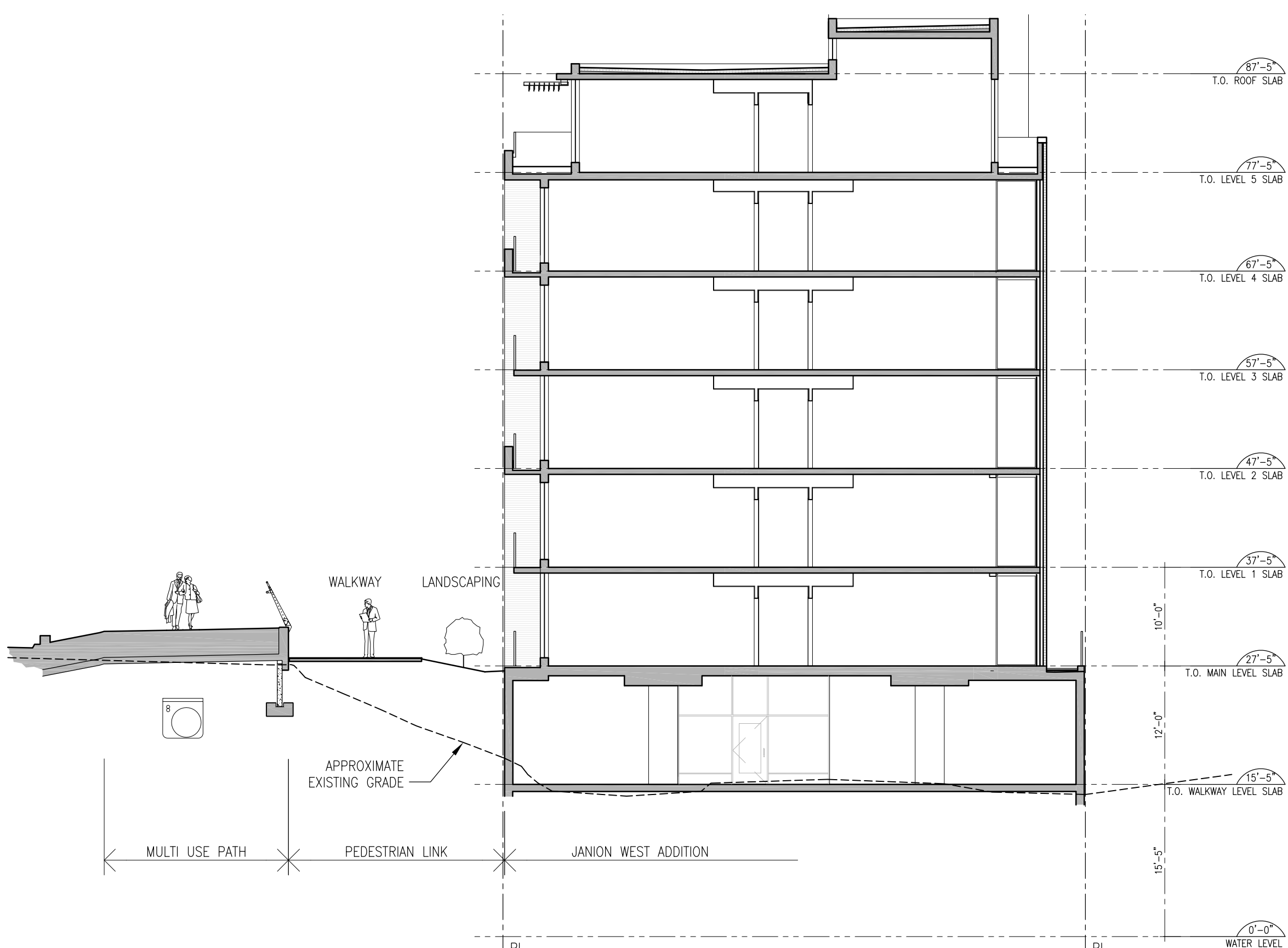
5 PEDESTRIAN LINK SECTION
SCALE: 3/32"=1'-0"
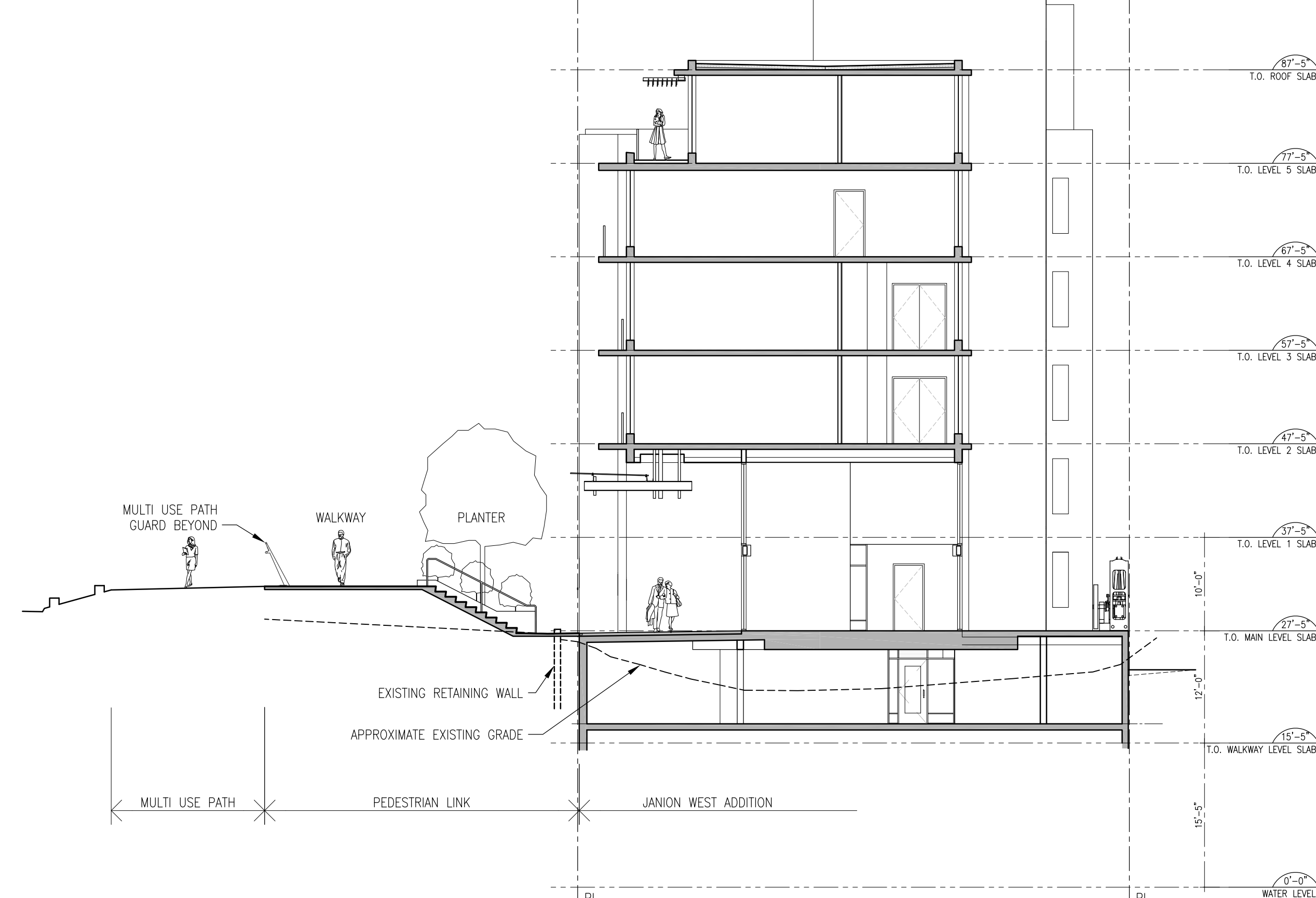
6 PEDESTRIAN LINK SECTION
SCALE: 3/32"=1'-0"

MAIN LOBBY

PLANTER

APPROXIMATE EXISTING GRADE AT BUILDING FACE

APPROXIMATE TOP OF EXISTING CONCRETE RETAINING WALL BEYOND

STORE STREET

MULTI USE TRAIL BEHIND

LANDSCAPE PLANTING

ENTRY STAIR BEYOND SECTION CUT

APPROXIMATE TOP OF EXISTING CONCRETE RETAINING WALL BEYOND

BRIDGE ABUTMENT STEPPED FOOTINGS BEHIND

SLOPE UP TO PLAZA

RAMP

T.O. ROOF SLAB
T.O. LEVEL 5 SLAB
T.O. LEVEL 4 SLAB
T.O. LEVEL 3 SLAB
T.O. LEVEL 2 SLAB
T.O. LEVEL 1 SLAB
T.O. MAIN LEVEL SLAB
T.O. WALKWAY LEVEL SLAB

FULL HEIGHT SCREEN

WALKWAY

E-GEN SLAB BEYOND

PLANTER

MULTI USE PATH

PEDESTRIAN LINK

JANION WEST ADDITION

WATER LEVEL

WALKWAY

LANDSCAPING

APPROXIMATE EXISTING GRADE

MULTI USE PATH

PEDESTRIAN LINK

JANION WEST ADDITION

MULTI USE PATH

WALKWAY

PLANTER

EXISTING RETAINING WALL

APPROXIMATE EXISTING GRADE

PEDESTRIAN LINK

JANION WEST ADDITION

Revision

No.	Description	Date
1	South planter clarified	Jan 8, 2015
2	South planter removed. Bridge guard rail extended.	Jan 23, 2015

Issue	Issue Date
For Information	Dec 10, 2014
For Information	Dec 23, 2014
For Information	Jan 8, 2015
Progress	Jan 16, 2015
Progress	Jan 23, 2015
Client Review	Jan 27, 2015

Consultant

Project
The Janion
1610 Store Street
Victoria, BC
For
Crosstown Properties Ltd.

Sheet Title
PEDESTRIAN LINK CONCEPT PLAN & SECTIONS

Drawn By	Checked
DC	DJ

Project Number: 1208.5
Scale: AS NOTED

Revision

Sheet Number
A2.25

Victoria

Johnson Street Bridge
Janion and David Foster Way Interface

September 17, 2015

JohnsonStreetBridge.com

Background

- At the August 20 GPC meeting, staff briefly highlighted projects currently underway related to the new Johnson Street Bridge project and Janion development.

- Council requested that staff provide a separate update on all City and bridge related work with the Janion.

JohnsonStreetBridge.com

Background

- The new Janion building shares a close proximity with the new Johnson Street Bridge.

- The new building will be less than one metre from the north east plaza and about 10 metres from the bridge's multiuse trail.

- The new David Foster Harbour Pathway will be accessed from a stairway from the new plaza and adjacent to the new Janion building.

JohnsonStreetBridge.com

North East Plaza

NORTH EAST PLAZA

JohnsonStreetBridge.com

Ramp and Stair Access to Janion

- Staff are currently working with the developer's architect on a staircase and accessible ramp in the City's right-of-way.

- This serves to provide barrier-free access to the Janion and the upper plaza, as well as define the space between the upper plaza and staircase connection to the David Foster Harbour Pathway.

JohnsonStreetBridge.com
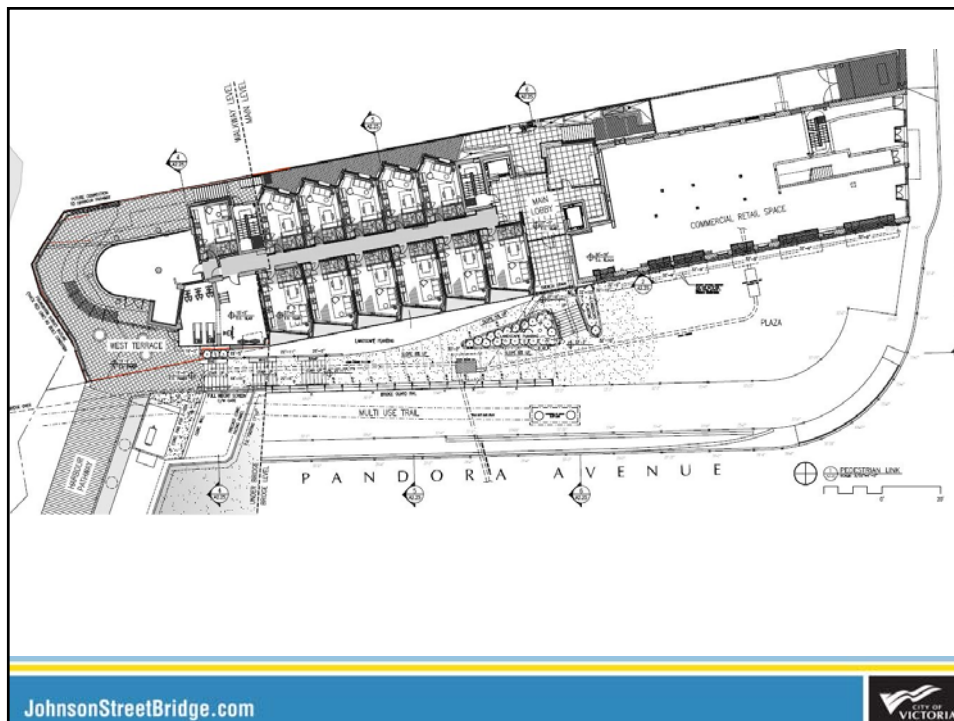
JohnsonStreetBridge.com

David Foster Harbour Pathway

- The City has also worked with the Janion to develop a staircase design from the plaza to the David Foster Harbour Pathway.

- Given the grades required, an accessible ramp could not be achieved.

- Accessible access will be available on the south side of the Johnson Street Bridge from the plaza adjacent to the proposed Northern Junk development.

JohnsonStreetBridge.com

Access to David Foster Pathway

JohnsonStreetBridge.com

Access to David Foster Pathway

JohnsonStreetBridge.com

David Foster Harbour Pathway

- Further design work is also underway to advance the David Foster Harbour Pathway beneath the Johnson Street Bridge.

- This included designing to the subgrade level in advance of the girders being installed this week.

JohnsonStreetBridge.com

David Foster Harbour Pathway

JohnsonStreetBridge.com

Conclusion

- Given the close proximity of the bridge plaza, the Janion will be involved in the Johnson Street Bridge public realm design workshop planned for October.

- Dialogue will continue to ensure a cohesive connection is achieved between the new bridge, David Foster Harbour Pathway, and new Janion development.

JohnsonStreetBridge.com

Thank You

JohnsonStreetBridge.com

CITY OF
VICTORIA

Governance and Priorities Committee Report
For the Meeting of September 17, 2015

To:	Governance and Priorities Committee	**Date:**	September 4, 2015
From:	Katie Hamilton, Director of Citizen Engagement and Strategic Planning		
Subject:	City of Victoria Protocol Program		

RECOMMENDATION
Receive this report for information.

EXECUTIVE SUMMARY
Protocol is an official procedure or system of rules governing affairs of state or diplomatic occasions. At the City of Victoria, protocol has traditionally referred to the appropriate handling of an official visitor or event within the scope of correct etiquette. Protocol creates an atmosphere of courtesy, friendliness and order to the conduct of international affairs.

As representatives of the Capital City of British Columbia, Mayor and Council are often called upon to act in an official capacity when hosting visiting dignitaries, and when interacting with the Office of the Governor General of Canada, First Nations and other levels of government.

Protocol activities, such as Twin City relationships, provide an environment in which economic and community development can be strengthened, and where citizens can learn from each other and provide support to each other. This tie helps to promote Victoria as a tourist destination, support economic development, and position Victoria as an educational destination. Twin Cities also provide us with a strong relationship not only with that city, but with the country as well.

PURPOSE
The purpose of this report is to inform Council of the City of Victoria's historical protocol activities, current practices and procedures, and an opportunity to provide direction to staff on future protocol activities.

BACKGROUND
The protocol function at the City oversees various events, activities and services that benefit, promote, celebrate or enhance the City of Victoria. Visiting dignitaries, delegations, study tours and tour groups will often have their first point of contact with the City through protocol staff. Staff also coordinate official City delegations to foreign countries, and celebrations associated with our Twin Cities. Protocol at the City of Victoria is staffed through an existing position in Citizen Engagement and Strategic Planning, and does not require additional staffing or resources.

Many official delegations have an expectation of being officially welcomed by the Mayor; these responsibilities may be delegated to the Acting Mayor as needed.

Governance and Priorities Committee Report
City of Victoria Protocol Program

September 4, 2015
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City of Victoria Protocol Program --K. Hamilton, Director of...

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Relationships with Victoria's four Twin Cities were established over a period of 17 years. Victoria has four Twin Cities:

- Napier, New Zealand
- Morioka, Japan
- Suzhou, China
- Khabarovsk, Russia

The City has a strong relationship with both Songhees and Esquimalt First Nations and has an important role in raising awareness of the traditional territory in which the City of Victoria is located. In recent years, protocol staff have worked with the Songhees and Esquimalt First Nations to celebrate special events, such as the ground-breaking of Spirit Square, and installation of the *Signs of Lekwungen*, an interpretive walkway was installed along the Inner Harbour and surrounding areas that honours the art, history and culture of the Coast Salish people.

ISSUES & ANALYSIS
Protocol at the City is divided into several programs and types of visits.

First Nations Relationships
Protocol provides support to the Mayor's relationship with Chief Sam of the Songhees First Nation and Chief Thomas of the Esquimalt First Nation, and maintains a relationship with the First Nations' staff.

The City of Victoria has collaborated with the Songhees and Esquimalt First Nations in the process to form Victoria's draft Official Community Plan, providing a wonderful opportunity to learn more about the First Nations vision for the future.

Areas of Victoria are archaeologically significant due the city's rich First Nations history. The City developed an *Archaeological Protocol for Operations and Public Communications* for Victoria in the event human remains and/or artifacts are uncovered during excavation in Victoria. This protocol was informed by local First Nations input and archaeological advisers and has been requested by several other municipalities and regional districts.

With the guidance and support of the Esquimalt and Songhees Nations, the existing ancient burial ground in Beacon Hill Park has been identified as a special place to rebury First Nations human remains that may be uncovered during construction of infrastructure. Protocol staff will work with Capital Regional District staff to formally celebrate this special place, once complete.

Twin City Program
A Twin City is a formalized relationship between cities of two different countries with the purpose of providing city officials and citizens opportunities for a wide range of interactions. The role of the City is to maintain the relationship between city officials, to coordinate and receive delegations, and to organize anniversary celebrations. Volunteers in the community, through Twin City organizations, maintain and build relationships between citizens.

- 1973: Twin City established with Napier, New Zealand
- 1980: Twin City established with Suzhou, China
- 1985: Twin City established with Morioka, Japan
- 1990: Twin City established with Khabarovsk, Russia

Typical Twin City benefits include visits to Victoria through ESL and homestay programs, sports team exchanges, investment delegations, professional and technical study groups, and official government delegations. Our standard practice has been to accept all visits from our Twin Cities.

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City of Victoria Protocol Program
September 4, 2015
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City of Victoria Protocol Program --K. Hamilton, Director of...
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Staff are developing stronger partnerships with Tourism Victoria and the City's new Business Development office to take full advantage of visiting delegations.

Recent highlights of Twin City relationships:
- Local fundraising efforts by the Victoria-Morioka Friendship Society following the Great East Japan Earthquake. Immediate efforts raised over $120,000 for emergency services, and later efforts provided school supplies and sports equipment for youth
- Morioka, Japan has modeled a hanging basket program after ours, and now have over 600 baskets. They hold a competition for these baskets, and one of the winners is awarded with the Victoria Mayor's Hanging Basket Award
- Approximately 50 citizens visited Victoria with the official delegation in May 2015 to unveil a Bell of Friendship which now resides in Centennial Park along the David Foster Harbour Pathway.
- An official delegation from Suzhou, China visited the city in June 2015 to participate in a statue unveiling at Butchart Gardens. While the visit was brief, staff and Council were able to participate in a welcoming dinner and provide gifts from the City.
- The visit from the Suzhou delegation was timed to coincide with the 35th anniversary of the signing of our Twin City agreement. Representatives from both Victoria and Suzhou participated in a re-signing ceremony.

In the City's 2015-2018 Strategic Plan, Strategic Objective 5 notes: Create Prosperity Through Economic Development
- 2016 Action: Invite Twin City delegations for 2017 "Canada 150" events
- 2017 Outcome: Victoria has hosted delegations from each of our Twin City partners

With Canada's sesquicentennial in 2017, Twin City delegations will be invited to take part in City-led celebrations.

In the past, a Council liaison was assigned to each Twin City, although this practice has not been in place for some years.

Three of the Twin City relationships are supported by Twin City Associations, comprised of members of the community. These volunteers facilitate visits between citizens of each city, and maintain communication and friendships. Some of the organizations are more active than others. Staff believe the City's relationship with these associations can be renewed and there are opportunities to increase the community's awareness of the Twin City relationships. Staff will look for ways to share the stories of these relationships and the connections that have been made over the years.

Twin City relationships are common across Canada. In recent years, some communities have decided to continue their relationships but not travel.

Friendship City Program
A Friendship City is less formal than a Twin City relationship, though the purpose of forming a friendship city bond may be similar. The designation recognizes rewarding friendships and exchanges between cities without official twin city agreements.

Victoria has two Friendship Cities:
- Nanning, China (formalized in 2010)
- Changsha, China (formalized in 2011)

Governance and Priorities Committee Report
City of Victoria Protocol Program

September 4, 2015
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City of Victoria Protocol Program --K. Hamilton, Director of...

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Two educational partnerships have already been established based on our Friendship City relationships:

- UVic's Gustavson School of Business has partnered with Hunan University in Changsha on a student exchange program
- School District 62 (Sooke) has partnered with Mingde School in Changsha, through which Chinese students attend various schools in Victoria and participate in a homestay program. Impact from these students in 2012 was estimated at approximately $1.5 million per year

Visits/Tours to City Hall or Victoria

Inter-governmental

Victoria receives visitors from all levels of government, First Nations and other dignitaries. As representatives of the provincial capital, Mayor and Council are often called upon to act in an official capacity to host or welcome these delegations.

There is an expectation that Victoria City Hall will provide a formal welcome to a visiting delegation. This is particularly true with Consuls General, and with municipal officials from Twin Cities and all parts of China. For the latter, a meeting with Victoria City Hall may be required for a travel visa.

To date in 2015, there have been 11 inter-governmental protocol visits in 2015. This represents a slight increase from the prior average of seven visits per year, generally due to requests for introductory visits with the newly elected Mayor.

City support of visiting delegations are important to Tourism Victoria and Greater Victoria Development Association's efforts to bring visitors to our region, to explore tourism and investment opportunities.

School visits

International partnerships between schools have been established based on Twin and Friendship City relationships, economic development missions, and efforts by local schools.

Investment in Victoria is promoted to the parents of these students. By living for short periods of time and staying with local families, students become aware of the quality of life and of education in Victoria. Students who participate in a homestay program in high school are more likely to return for post-secondary education.

To date in 2015, seven visiting school groups have brought 220 students to City Hall. This is generally consistent with previous years. The students have ranged from young children learning music at the Victoria Conservatory, to university students learning about local social issues while studying international business practices.

This year we have changed the format of school visits wherever possible to include roundtable discussions or Q&A with the Mayor/Acting Mayor, and tours of City Hall, moving away from PowerPoint or video presentations. Further opportunities for interactive programming will be explored.

Through the Open Government initiative, staff recommend creating more opportunities to bring local school groups to City Hall to connect them with their city and their municipal government.

Other visits

Professional groups may wish to visit Victoria to learn from local industry. While a visit to City Hall is not expected, protocol staff provide support in the form of issuing the official invitation (for visa purposes) and connecting the visiting delegation with the local professionals. An example of this

type of visit would be in 2015 a broadcasting group from Suzhou met with local broadcasters to understand best practices in this area.

To date in 2015, there have been two professional group visits. On average between three and five are coordinated by protocol staff per year.

While it does increase Council time commitments, protocol related visits benefit greatly from the attendance or participation of Mayor/Acting Mayor and Council. This is particularly true of visits from official government delegations and visiting student groups.

Liaison with Local Community Interests
Occasionally, staff are asked to provide assistance with community events, such as the unveiling of the Dr. Sun Yat-sen statue, and other initiatives to develop relationships with ESL school groups, First Nations and other groups.

Honorary Citizen Awards
Honorary Citizen Awards have historically been held every three years, and celebrates individuals who have made significant contributions to our city through service to the community or person achievements.

The City of Victoria recognized its newest Honorary Citizen at an awards ceremony in May of 2014. The next anticipated intake for this program will be in 2017.
Gifts
Gifts are traditionally given to certain visiting delegations, such as official Twin City representatives. Staff are working to update and improve the quality of protocol gifts, including favouring locally made products to reflect the uniqueness of the region and to showcase Victoria small business success stories, such as coffee, tea, chocolate, eco-friendly products, and artwork by Coast Salish and other local artists.

Pins
City of Victoria lapel pins are most commonly gifted to visiting school groups. On average, one request to donate City pins is received each month. Current practice is to only offer 25 pins per organization, and additional pins can be bought at a cost of $1.50. Requests to mail pins to collectors are not provided.

Proclamations and Flags
Proclamations and flag-raisings can add significant prestige or awareness to a wide range of organizational activities and events, particularly in Provincial capital cities. Proclamations or agreeing to fly an organization's flag, can give the impression of Council or City endorsement of the cause.

- **Proclamations**
Organizations can request proclamations to mark special days, weeks, or months. All requests go through the Mayor's Office. Of note, Human Rights Tribunals in BC have ruled that municipal councils may not decline requests for proclamations. As such, proclamations can be viewed as simply fulfilling a request versus endorsing any particular event or organization. Some cities in Canada have stopped issuing proclamations; however, no other provincial capital has stopped this practice.

- **Flag-raising**
Criteria for eligible organizations:

    ○ Organizations the City has supported, either financially or through in-kind services, such as through a Festival Investment Grant
    ○ Organizations without political, religious or commercial affiliations
    ○ Organizations whose mandate and activities will not discriminate against any individual or group as outlined in the BC *Human Right Code*.

Organizations can book the Pandora Avenue flag pole to fly their flags for a special occasion or event. These requests are coordinated by Citizen Engagement and Strategic Planning, in consultation with the Mayor's office, to determine whether the request fits the criteria as set out in these guidelines. The flag pole will be booked on a first come, first served basis. When not flying an outside organization's flag, the Pandora Avenue flag pole will fly the City Crest flag.

Flag-raising ceremonies may also be requested. Staff will work with the organization to coordinate such events whenever possible.

- **Half-masting**

The Canadian flags on City facilities in accordance with the half-masting policy of the Government of Canada, which includes the following standing days:
- April 28, Day of Mourning for Persons Killed or Injured in the Workplace (Workers' Mourning Day);
- June 23, National Day of Remembrance for Victims of Terrorism;
- Last Sunday in September, Police and Peace Officers' National Memorial Day, unless Half-masting occurs near the place where a memorial is being observed, then Half-masting can occur according to the prescribed order of service, until sunset;
- November 11, Remembrance Day, unless Half-masting occurs at the National War Memorial or a place where remembrance is being observed, then Half-masting can occur at 11 a.m. or according to the prescribed order of service, until sunset;
- December 6, National Day of Remembrance and Action on Violence Against Women.

The Canadian flags may also be lowered to half-mast upon recommendations from the Provincial Protocol Office, for the death of a variety of dignitary or military positions.

- **Light-Up Requests of City Hall or Centennial Fountain**

In the past, occasional requests to light up City Hall or the clock tower were accommodated. This practice has been discontinued as, until the City Hall outdoor lighting system upgrades are complete, out-of-schedule lighting must be done manually by the City's contractor at a cost to the City. Lighting up City Hall is not recommended, as this is a landmark building. Lighting changes will only be considered to mark larger special events such as Canada Day with red lights. Requestors are provided with alternatives, including proclamations, flag-raisings, and banners, as applicable.

Light-up requests to mark special days or events will be considered only the Centennial Square Fountain, once the fountain lighting system has completed upgrades. Centennial Square is a well-travelled public space that hosts many events and festivals. Eligible organizations include those listed above under the flag-raising criteria.

Budgets
Budgets are generally stable annually, with exception of years that include specific delegations abroad, or anniversaries, marked every five years.

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City of Victoria Protocol Program --K. Hamilton, Director of...   **Page 40 of 284**

In 2010 both Suzhou and Morioka Twin City anniversary celebrations occurred, and in 2012 the Mayor of Napier New Zealand participated in Victoria 150 celebrations. As a result, the budget for these two years was increased.

The 2015 budget included anniversary celebrations for both Suzhou and Morioka. The expected actual expenditures for the year are approximately $25,000.

Both Morioka and Suzhou have indicated that formal invitations may be issued to the City of Victoria for visits to their cities in2016.

The Strategic Plan calls to invite delegations from all four Twin Cities in 2017 as part of the "Canada 150" celebrations. As such, a higher budget will likely be required for that year.

The Honorary Citizen Awards budget will also be reassigned into the protocol budget in future.

	Budget	Actuals
2010	$ 55,000	$ 40,964
2011	$ 35,000	$ 31,293
2012	$ 100,000	$ 85,396
2013	$ 35,000	$ 21,986
2014	$ 35,000	$ 16,461
(To Date) 2015	$ 35,000	$ 19,387
(Estimate) 2016	$ 30,000	

CONCLUSIONS

Twin Cities and Protocol is a common and expected role of local government, in particular for Capital Cities. That being said, the Protocol program should be reviewed and enhanced on a regular basis to ensure the specific programs offered are consistent with the Strategic Plan and direction from Council.
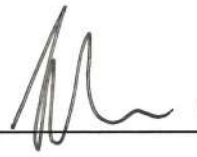
Respectfully submitted,

Katie Hamilton
Director, Citizen Engagement
and Strategic Planning

Heather Follis
Customer Service Advisor

Report accepted and recommended by the City Manager: _____

Date: _____ Sept. 8, 2015

What is "Protocol"?

- Tour groups and school visits
- Honorary Citizen Awards
- Proclamations
- Flag raisings and half-mastings

Update on City of Victoria Protocol Program

First Nations Relationship

- Victoria is located on the traditional territory of the Songhees and Esquimalt Nations
- City relationship with Songhees and Esquimalt First Nations is an important relationship
- Developed an archaeological protocol, informed by First Nations input

Update on City of Victoria Protocol Program

Twin City and Friendship City Programs

Twin Cities

- Napier, New Zealand
- Suzhou, China
- Morioka, Japan
- Khabarovsk, Russia

Friendship Cities

- Nanning, China
- Changsha, China
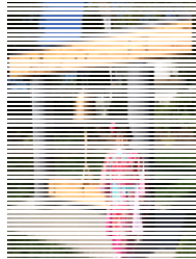
VICTORIA Update on City of Victoria Protocol Program

Visits to City Hall

- All levels of government
- School visits
- Professional groups

VICTORIA Update on City of Victoria Protocol Program

Honorary Citizen Awards

- Traditionally has occurred every three years
- Next anticipated intake is 2017

Update on City of Victoria Protocol Program

Gifts and Pins

- Traditionally given to visiting delegations such as Twin City representatives

- Focus in 2015/2016 on ensuring protocol gifts are local in nature and showcase the uniqueness of Victoria

Update on City of Victoria Protocol Program

Proclamations and Flags

- Proclamation form is available online

- Flag-raisings use the community flagpole at Pandora Avenue entrance to City Hall

- Half-mastings apply to all Canadian flags

Centennial Fountain Light-Up Requests

- Alternative to lighting up historic City Hall building
- We are not currently offering this option due to repairs to lighting

Upcoming

- Potential invitations from both Morioka and Suzhou in 2016

- School tours

- Gift improvements

VICTORIA | Update on City of Victoria Protocol Program

Governance and Priorities Committee Report
For the Meeting of September 17, 2015

To:	Governance and Priorities Committee	**Date:**	September 10, 2015
From:	Katie Hamilton, Director of Citizen Engagement and Strategic Planning		
Subject:	Update on Open Government Initiatives		

RECOMMENDATION

That Council direct staff to:

1. Create a policy on the use of City Hall, consistent with the Guiding Principles for the Use of Public Space.
2. Adopt a policy for allowing weddings in City Hall, with potential for revenue generated.
3. Create a program for local school groups
4. Endorse changes to transparency in Council business including posting Council documents as searchable PDFs, and linking between Council documents and webcasting; displaying motions being debated on screens in Council Chamber; exploring additional functionality to webcasting including vote counts and display of motions
5. Introduce new apps for residents, including request for service, and emergency notification subscriptions

EXECUTIVE SUMMARY

The City of Victoria strives to be open and transparent in all areas, whether it be providing services and information to citizens, to use of public facilities. And citizens, in return, continue to expect higher levels of transparency and engagement opportunities from their local government. Open Government encompasses several areas, including access to data, access to physical facilities, and easy access to information and programs.

Openness and transparency are woven through every aspect of City business, whether that is the routine release of City data, to using technologies to ensure citizens have easy access to services and information. Adopting Open Government principles and practices encourage an engaged and well-informed citizenry, and provides for higher quality services.

In 2011, Council adopted an *Open Government Through Open Data* policy. Since then, the City has made significant progress in the area of Open Government, and is continually working to improve in this area.

In the area of Open Data, the City continues to look for new ways to advance this area. Some upcoming initiatives include:

Governance and Priorities Committee Report
Update on Open Government Initiatives

September 10, 2015
Page 1 of 16

Update on Open Government Initiatives --K. Hamilton, Directo...

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- Additions to the Open Data Catalogue on the City's website and routine release of information; target of 30 new data sets in 2016, with a specific focus on releasing data related to land use and development, budgets, and bylaws
- Focus on releasing data related to land use and development, budgets, and bylaws
- Introduce an open data platform, allowing for data visualizations and exploration of City data by those citizens who are less "digitally literate"
- Continue to use mapping technologies to demonstrate and display City data, including neighbourhood Census data
- Implement a budget simulator online this fall
- Partnering with the University of Victoria, using City data to create apps that address municipal opportunities and challenges
- Exploring the possibility of creating and sharing municipal bylaws in open and searchable format with the Provincial government
- Expanding the use of the Development Tracker, and identifying additional opportunities to continue partnering with PlaceSpeak, and promote PlaceSpeak land-use notifications system in Victoria.

The City works to provide citizens with a better connection to their local government by providing them with more physical connections to their City Hall. The City's current policy is outdated and requires updating to encourage increased public access.

This can potentially include a number of programs and policies that formalize the public's use of City Hall, both during business hours and after hours, including:

- Community and neighbourhood group meetings
- Non-profit meetings, seminars and events
- Arts and culture events
- Private weddings
- Local school group programs

In terms of access to services and information, open government includes not only access to raw data and public facilities, but access to information and services. Social media and online technologies have increased the City's ability to quickly and effectively communicate with residents.

Staff continue to investigate and implement enhancements to the City's website, as well as simple ways to make the business of local government more accessible online. This includes creating documents that are more digitally accessible, better communicating of City information on the website and through social media, and the introduction of a new subscription based e-newsletter.

PURPOSE
The purpose of this report is to provide Council with an update on Open Government initiatives, seek direction for future improvements, and seek approval on a proposed policy on the use of City Hall, including non-profit events, weddings and local school groups.

BACKGROUND
In 2011, Council adopted an *Open Government through Open Data* policy which moved:

Motion One
To lay the foundation for the practical steps needed to facilitate open government operations and open data accessibility, the City of Victoria will adopt these Open Data Principles, which, when applicable, will guide future actions taken in our efforts to operate the most open and transparent civic government possible:

1. *Complete: All public data should be made available. Public data is data that is not subject to legal or otherwise valid privacy, security, or privilege limitations.*
2. *Primary: Data is collected at the source, with the highest possible level of granularity, not in aggregate or modified forms.*
3. *Timely: Data is made available to the widest range of users for the widest range of purposes.*
4. *Machine-processable: Data is reasonably structured to allow automated processing.*
5. *Non-discriminatory: Data is available to anyone, with no requirement of registration.*
6. *Non-proprietary: Data is available in a format over which no entity has exclusive control.*
7. *License-free: Data is not subject to any copyright, patent, trademark or trade secret regulation. Reasonable privacy, security and privilege restrictions may be allowed.*

Motion Two
Working towards the practical application of these principles, the City of Victoria will take these steps:

1. *Identify immediate opportunities to distribute more of its data*
2. *Record the votes cast by ach Councillor at each Council and Committee meeting, whether in support or opposition to any Motion*
3. *Ask staff to report back on the cost associated with taking the actions identified in (a) through (j) below, including an analysis of how these Open Government/Open Data initiatives complement and can be applied in concert with the City of Victoria's Official Community Plan, Economic Development Strategy and Civic Engagement Strategy.*
   a. *Build a searchable database of: existing bylaws, policies, permits, procedures, schedules and feeds, such as child care spaces, garbage collection, health inspections, election results, council meetings, open houses, public hearings, road closures, Police and Fire incidents, etc.*
   b. *Post, as searchable text (not scanned images) Agendas, minutes and other (out of camera) documents related to Council meetings*
   c. *Post searchable archived Council agendas, minutes and reports*
   d. *Begin broadcasting live video streaming (and archiving) of Council meetings*
   e. *Continue to enhance interactive online services*
   f. *Identify and appropriate data licence*
   g. *Index, publish and syndicate its data to the internet using prevailing open standards, interfaces and formats*
   h. *Ensure that data supplied to the City by third parties (developers, contractors, consultants) are unlicensed, in a prevailing open standard form, and not copyrighted except if otherwise prevented by legal considerations*
   i. *Release automatically all reports submitted to Council that do not require confidentiality – if it could be subject to an FOI request, release it and let people know that it is available*
   j. *Inventory existing data, including background research where available, BC Transit data, GIS data sets, such as locations of bike lanes, parking, parking boundaries, zoning maps, air quality, seismic risk areas, community mapping projects, budget data, grant recipients, festival permits, etc.*

Since adoption of these motions, much of this work has occurred and the City has made significant strides in the area of Open Government through Open Data, including:

- the creation of an Open Data Catalogue on the City website
- routine release of varied information in open format including financial, mapping/GIS, and other data
- addition of various online services including a garbage collection reminder service that uses open data
- webcasting (live and archived) of Council and Committee meetings
- introduction of VicMap, a multi-layered and interactive GIS-based mapping system that provides users with a wide range of data and uses, including bike lanes, parking, parks, and other capital asset information
- staffing increases to fulfill FOI requests
- introduction of a new City blog and increased use of social media to connect citizens to services and information.

An Open Meetings policy was created and implemented in 2014, a principle statement by Council that they will conduct business in the open to the greatest extent possible, This also includes a provision to release information from closed sessions as soon as those items can be discussed in public without harming the interests of the City or third parties. Staff are working to ensure that this information is now routinely release on the City's website via the Document Library.

Also in 2014, an Open Data Licence was adopted by Council. This Licence, and the entire open data offering, is available to view at www.victoria.ca/opendata.

The City has Guiding Principles for the Use of Public Space which were adopted in 2011.

ISSUES & ANALYSIS
The City has made significant progress in the area of Open Government, and is continually working to improve in this area. There is still much opportunity for improvement, in particular to the identification of more complex data sets that can be released, portals for improved access and visualization of City data, and improved agendas and reports.

Open Data
There are approximately 130 data sets currently in the online Open Data Catalogue. A number of areas for improvement have been identified, including more routine release of all information, and a focus on land use and development data, traffic bylaws, and budget data. These are the datasets identified by open data groups as the most desirable additions to a municipal open data catalogue. Staff continue to add data sets to the Open Data Catalogue, and are working to educate staff across the organization on the importance of creating data in an open format, and routine release of this data. A target of 30 new data sets each year has been identified, focusing on highest interest data.
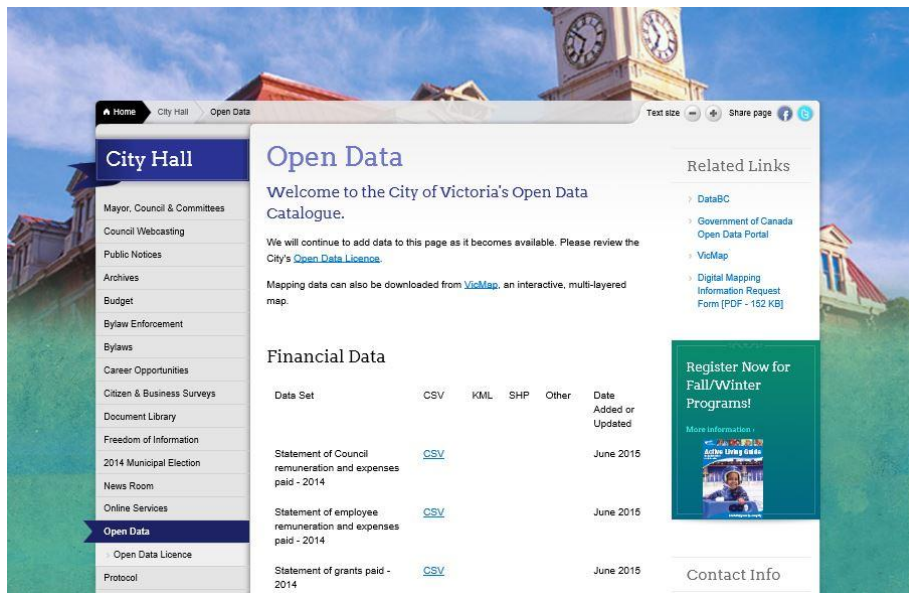
While this approach has worked to date, most of the "low hanging fruit" has already been claimed. In order to advance Open Data, staff are looking to establish formalize and enhance how data is presented and are preparing an RFP for an open data platform. This type of tool would allow the City to display and visualize data in a way that is currently unavailable using the current web page approach. Data visualizations allow citizens without great knowledge of data and app development to utilize and understand City information and data. It can benefit resident and business decision-making.

One example of a data visualization is the recent "Dog Licence/Breed Map" produced by the City. Timed with the renewal of dog licences, the City utilized information collected by its contractor to create and identify which dog breeds are most popular by neighbourhood. The resulting map was extremely popular, and caught media attention local and across the country, resulting in attention to the topic of the need for dog licences. In addition, this data can now be used for Council and staff decision-making, for example when determining where to locate amenities for dog owners, we now have data that visually demonstrates where the majority of licensed dog owners reside. There was no cost to this map as the City already had the information and the mapping capability.

Which Dogs Reign Supreme in Victoria Neighbourhoods?

In 2014 there were over 6,500 dogs licensed in Victoria. The top 5 dog breeds were: Lab or Lab cross, Chihuahua, Golden Retriever, Shih Tzu and Jack Russell Terrier.

Labrador Retrievers are the favourite canine in most neighbourhoods, with Chihuauas topping the popularity list in Victoria West, Hillside/Quadra, North Park and Harris Green. The top dog in Downtown? Pugs rein supreme.
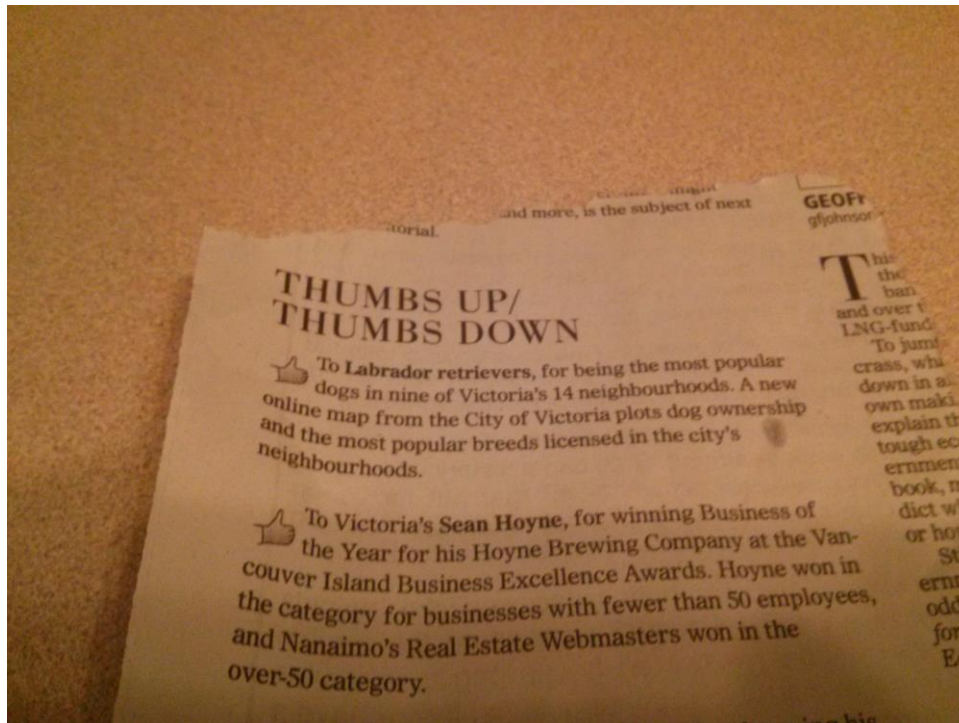
A budget simulator will be launched this fall, timed with the upcoming 2016 budget engagement. The simulator, which is in development, will allow citizens to provide feedback on service areas by adjusting the funding levels for each service. Each adjustment will come with impact information, whether it be lowering or increasing service levels.

The City is exploring a potential partnership with the University of Victoria in the area of app development. A new program this fall aimed at would-be app developers will potentially be using City data to solve real-world problems and opportunities, based on feedback from City staff on what apps might be useful, and where there is data to support them. Some potential examples might be road work mapping apps, or a parks amenities app. The City is also planning to host a hack-a-thon in the winter/spring of 2016 and will be exploring opportunities to present these as business cases to participants.

Options for a new service request app are currently being explored. This type of app allows residents to take a picture of note the location of a service request need – i.e. overflowing garbage can, pothole, broken streetlight – and submit it directly to the City via a mobile app. This service will be implemented by the third quarter of 2016.

Staff are involved with a provincial initiative called the BC DevExchange, which aims to bring public service together with technology entrepreneurs and figure out how government can release data to support local tech developers, and serve as built in clients.

Staff will also be meeting this fall with representatives from the Provincial government to explore the possibility of using technology created by the Province that allows legislation, including municipal bylaws, to be created in an open and searchable format.

Building on the success of the VicMap, new neighbourhood maps using Census data will be created to provide tools for neighbourhoods to understand their community better. Family composition, age, mobility and transportation nodes can be mapped by geographic area. This also helps the City better understand needs, demographic shifts and opportunities in long-term planning.
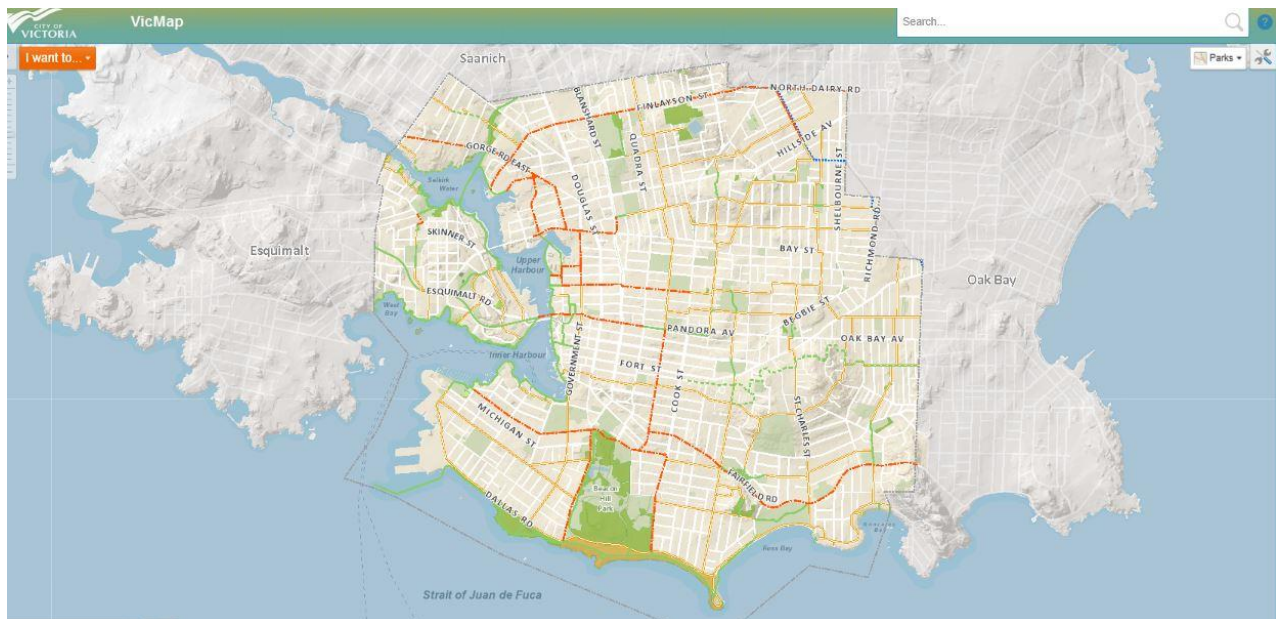
Building on the success of the Recollect garbage notification app, staff are currently exploring the potential to use open data to provide an emergency notification subscription service for residents.

The City has also been participating in GeoThink, a research project out of McGill University. A geo-think tank, the partnership brings academics, government agencies, and students together to share and collaborate on open data and open government.

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Other examples of success in this area include using data to create the new Development Tracker, as well as release that same data in the Open Data Catalogue, and a new partnership with PlaceSpeak to utilize this data through a geographic-based consultation notification system.
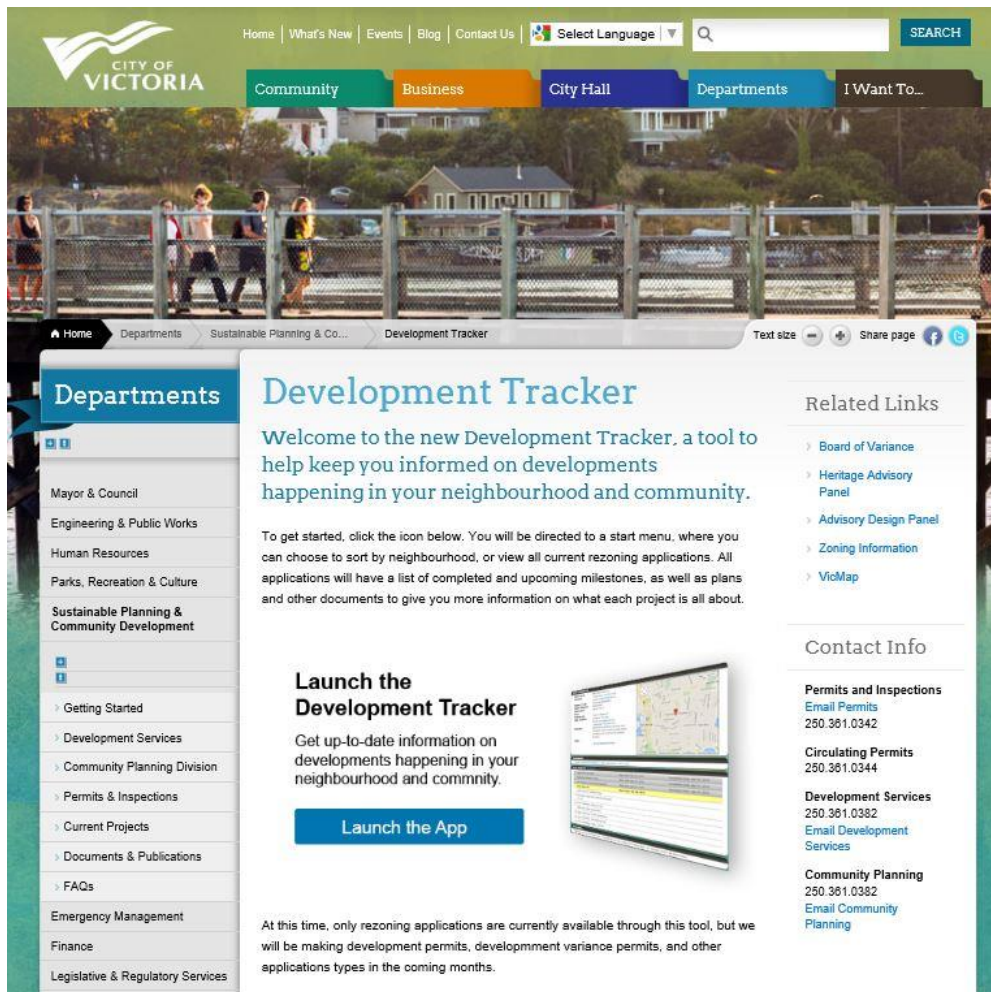
Access to City Hall

Victoria City Hall is a resource for citizens, paid for by tax dollars. And yet, many residents do not ever visit City Hall except to pay taxes, and may not be aware it is a public building, open to the public.

In order to get a sense of best practices in openness and customer service for municipal hall facilities, staff recently visited five Lower Mainland City Halls – Delta, Richmond, Vancouver, Burnaby and Surrey. Each of the locations offered opportunities to learn from best practices, as well as provided some validation of improvements the City has made over the last few years.

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Photos from other municipal halls:

Delta
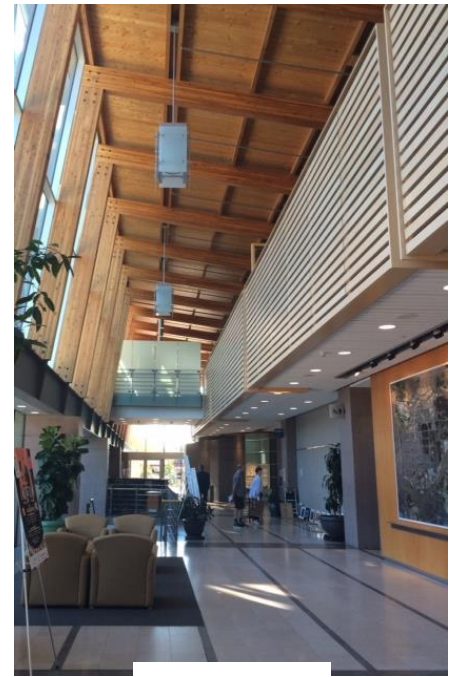
Richmond
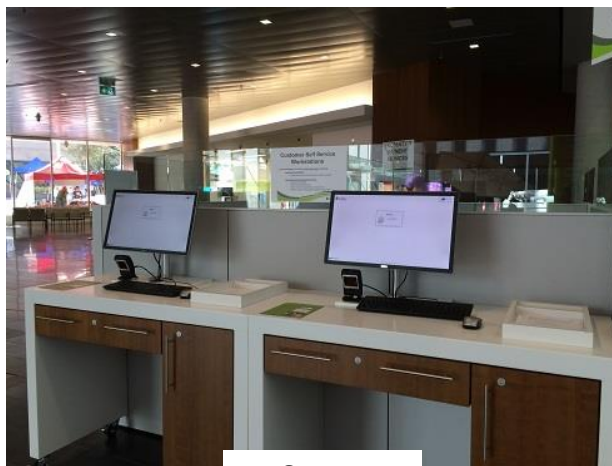
Surrey

Vancouver

Surrey

Burnaby

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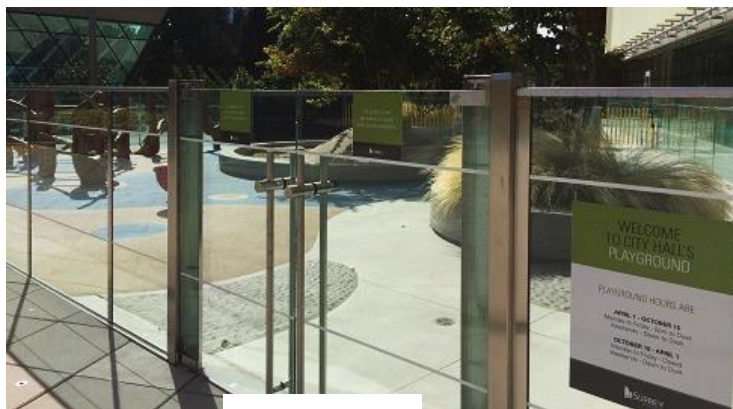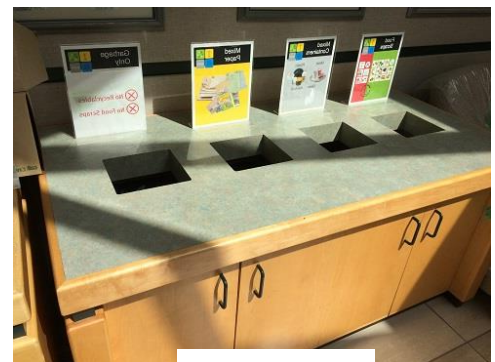
Customer service improvements over the last few years aimed at making City Hall more accessible to citizens include:

- Addition of a Customer Service Ambassador in the foyer of City Hall
- Communal seating in City Hall foyer to facilitate informal meeting space for staff and citizens, and act as a resting place for citizens who have come to do business at City Hall
- 15 minute free parking on Pandora Avenue, as well as increased bike parking
- More inviting and accessible space in the Mayor and City Manager's Office for visitors and those attending Mayor's Community Drop-In
- Improved public spaces in Human Resources, including computer terminals for online applications and seating for applicants waiting for meetings and interviews
- Free WiFi in City Hall
- More public washrooms, including new baby change tables
- Gender-free washrooms
- Broadcasting Council meetings in City Hall foyer for overflow

In order to continue to provide citizens with a better connection to their local government, and responsive to community requests, staff recommend more physical connections to their City Hall. Staff are recommending that Council adopt a policy that would allow for a greater use of City Hall by community groups, based on the Guiding Principles for the Use of Public Space. These requests would be facilitated through Citizen Engagement and Strategic Planning, with assistance from the Mayor's office and respective departments when needed.

Anticipated events could include community group meetings, non-profit events/workshops/ seminars, arts and culture related events, and weddings. Commercial uses are not contemplated.

Anticipated users would be neighbourhood and community groups, non-profit organizations, arts and culture groups, and private individuals for weddings.

Potential spaces could include Council Chambers, Antechamber, Songhees and Esquimalt Nation Meetings Rooms, City Hall foyer, and Douglas Street entrance.

The recent Blood Donor Clinic with Canadian Blood Services is an example of how City Hall can be used by organizations for community-building purposes.

Additionally the Councillor Lounge is being updated and is nearly complete. This space is under-used asset in City Hall, and when completed will be suitable for Council to book for meetings with the public.

Another under-utilized space in City Hall is the Douglas Street entrance. Staff are currently exploring opportunities to use this space, including possible display and function space, or informal meeting and work space.

Some policy considerations will be ensuring that day-to-day business of City Hall is not impacted by external use, frequency and timing of events, insurance requirements, staffing requirements, a clear process for booking the space, equipment availability, room availability, ensuring meeting room availability for internal purposes, and associated fees if applicable.

1) Weddings

Staff are approached routinely by citizens who wish to get married in City Hall. Currently, we have no policy in place that would allow this.

Options for weddings could range from:

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Update on Open Government Initiatives

- providing space in Council Chambers during business hours (minimal impacts, provided there is availability. Staff may need to provide set up and take down)
- providing space in Council Chambers during and after business hours (would require additional security and staff fees, as well as ensuring availability)
- providing space at another location in City Hall i.e. front steps, Antechamber (minimal impact, provided the space is available)
- selling marriage licences at the Public Service Centre

Considerations for creating a policy for weddings in City Hall would include: which level of service to provide; rental costs (in other municipalities, costs range from $100-300, depending on the level of service, times etc); staffing needs; time availabilities; catering options; equipment provided; number of guests/participants; and length of rental allowed. A pilot program for a set period of time, would be contemplated to allow for appropriate evaluation.

Staff would begin implementation in the fourth quarter of 2015 with a start date of the program in first quarter of 2016.

2) Meetings by Community Groups

Many community groups have expressed concerns with a lack of meeting space in the City, and a lack of funds to rent spaces where they are available. Meeting space could be provided free of charge during regular business hours, and at a cost-recovery only basis after hours. Cost-recovery would include any building security needed after hours, labour costs for set up and take down (if applicable), staffing requirements, and other hard costs as needed. Eligible groups would include community and neighbourhood groups, non-profit organizations, and other levels of government.

Staff would begin implementation in the fourth quarter of 2015 with a start date of the program in first quarter of 2016.

3) Art shows and other events

The success of the Witness Blanket exhibit in 2014 has inspired a number of other groups and organizations to approach staff with requests to use City Hall for similar installations. This use is consistent with the intent of the proposed policy, and staff recommend using the facility for more of these events. In the spring of 2015 the City of Victoria Youth Council held a successful art show at the Douglas Street entrance to City Hall as well.

A comprehensive policy would need to be developed should Council wish to proceed with this idea. Some considerations would include: using an arms-length organization to jury any art shows; coordinating shows through the City's Culture division; ensuring the use remains non-commercial and groups are affiliated with a non-profit organization; location for installations would need to be consistent with the daily functioning of City Hall; fair access to all groups who meet the criteria; cost recovery for any after-hours staffing or security costs, as well as an maintenance costs incurred by the City.

Other events uses might include documentary screenings in the Antechamber, festival opening night events in the foyer, TED-X Victoria, community seminars, and youth engagement events.

Staff would begin implementation in the fourth quarter of 2015 with a start date of the program in first quarter of 2016.

4) Local School Groups

While the City often hosts international and visiting school groups, a sustained effort to reach out to and engage local school children has not been made. The annual Christmas caroling week and recent "Mayor for a Day" demonstrate the opportunities for connecting children with civic consciousness at an early age.

In Victoria, all grade six students participate in a social studies unit on government and elections. This would be the perfect opportunity to connect with students and provide some insight into how local government functions, the variety of services local government provides, and the role of elected officials.

Staff recommend creating a local school outreach program by contacting schools within the City of Victoria to invite Grade six classes to the City. This "City Campus" program could involve a variation on the Mayor for a Day program, where all students (public school, independent school and home-schoolers) come on the same day for a tour of City Hall, and finish off with a "mock Town Hall" in Council Chambers. Classes could hold their own mock election prior to the event, and offer one representative from each class to sit on "Council." Classes could also be given a topic in advance (i.e. parks in my neighbourhood) so that students could research and form opinions prior to a Town Hall, where their "elected official" will be presiding.

Alternately, classes could be invited in smaller groups at intervals throughout the year.

Staff would begin implementation in the fourth quarter of 2015 with a start date of the program in first quarter of 2016.

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Access to Services and Information

Open government includes not only access to raw data and public facilities, but access to information and services.

Staff have been implementing simple ways to make City government business more accessible:

- Better use of social media to ensure citizens are aware of the business of Council, including posting agendas on social media, and tweeting meeting progression and items of interest
- Improved placement of agendas and meeting details on the City's website
- Inclusion of Council updates and upcoming meetings in e-newsletter (upcoming)
- Use of City foyer screens to promote upcoming meetings each week
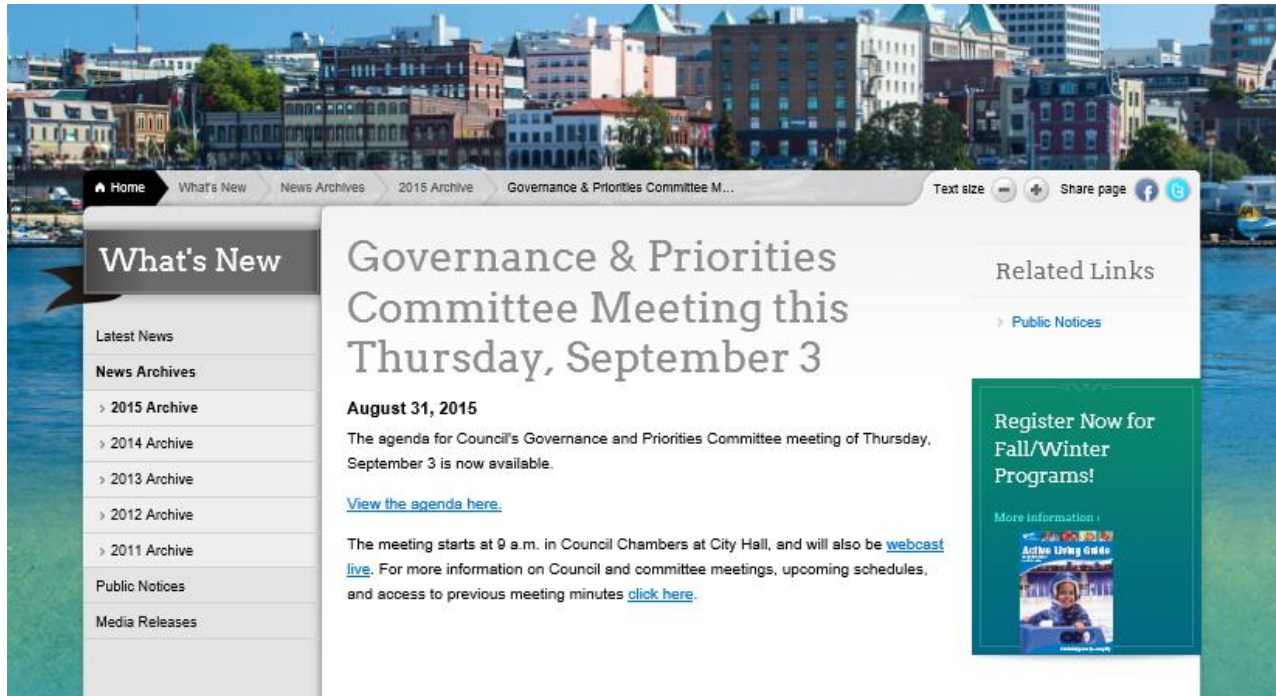
Other recommendations to add transparency to Council business include:
- Display of motions being debated on screens in Council Chambers
- Explore adding functionality to webcasting option, including vote counts and display of motions, indexed to the time-stamp on the video
- Ensuring all Council and Committee meeting agendas and minutes no longer be posted as scanned PDFs, but rather are posted as searchable PDFs. In addition, these documents should be indexed, and links between minutes, agendas, webcasting archives and other documents should be utilized to the greatest extent possible. There are some technological and process limitations to overcome, however, simple reports could be posted to begin with.

Last fall, for the first time webcast election results were broadcast live. It was the largest viewership to any City webcast event by a significant margin, and demonstrates the appetite for increased access to local government information.

Website enhancements

- Posting all jobs, internal and external, to the City's website to allow for transparency and ease of application for all applicants (internal and external).

- Staff are investigating the possibility of search-through capability to iCompass. Currently, visitors to the City's website can only search items on the actual site, which does not include archived and upcoming agendas and minutes. This enhancement would allow users to search through to iCompass and allow minutes and agendas to be returned as search results.
- Staff are also investigating the option to include a subscription based emergency notification service on the website, similar to the garbage collection tool.
- A service request app
- The City has added an Instagram feed to its social media offerings, allowing a visual way to connect with the City. This feed has so far included attractive photos from around the city as well as images of heritage buildings, archival photos, and photos of City programs. Each photo is accompanied by information and "did you knows" to add additional value.

A new City e-newsletter will launch in September to complement the Connect newsletter. The e-newsletter will be a subscription service, and will included added-value information for citizens looking for City information on a more continuous, and immediate, basis.

OPTIONS & IMPACTS
Allowing for greater and varied use of City Hall is consistent with the 2015-2018 Strategic Plan, specifically:
- Engage and Empower the Community
- Facilitate Social Inclusion and Community Wellness
- Nurture our Arts, Culture and Learning Capital
- Demonstrate Regional Leadership

Options include
1. Status quo on use of City Hall; available on an ad hoc basis, with larger requests involving hard costs requiring Council approval. Community requests without direct staff or Council involvement generally discouraged. No impacts to staffing or the Financial Plan.
2. Adopt a policy on the use of City Hall, consistent with the Guiding Principles for the Use of Public Space. Policy could waive user fees, or operate on a cost-recovery basis. Staffing

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resources would be required for booking and liaising with groups. Impacts to the Financial Plan would be dependent on the volume of user requests. (Recommended)

3. Adopt a policy for allowing weddings in City Hall, with fees charged to the user. Potential for revenue generation. Staffing resources would be required for booking. (Recommended)

4. Create a program for local school groups. Staff resources would be required. (Recommended)

5. Endorse changes to transparency in Council business including posting Council documents as searchable PDFs, and linking between Council documents and webcasting; displaying motions being debated on screens in Council Chamber; exploring additional functionality to webcasting including vote counts and display of motions. (Recommended)

6. Introduce new apps for residents, including request for service, and emergency notification subscriptions. Technology requests would be identified in 2016 Financial Plan. (Recommended)

Financial Impacts

The draft 2016 financial plan includes IT budget requests for the costs associated with the service app ($10,000-$15,000), development tracker, and the open data portal ($30,000). Tours and programs offered during business hours can be accommodated through existing staff, and after hours requests will be managed on a cost-recovery basis.

CONCLUSIONS

Connecting citizens with municipal information and services is essential for an engaged and vibrant community. Staff will continue to seek new ways to provide additional transparency and openness in all we do.

Respectfully submitted,

per Heather Follis,
Customer Service Advisor
Citizen Engagement and
Strategic Planning

Katie Hamilton, Director
Citizen Engagement and
Strategic Planning

Report accepted and recommended by the City Manager: _____

Date: _September 11, 2015_ _____

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Open Government at the City of Victoria

Openness and transparency in government → More engaged and well-informed citizenry
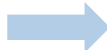
Three Areas
- Access to data
- Access to City Hall
- Access to services and information

Update on Open Government Initiatives

Open Data

- In 2011, the City adopted an *Open Government Through Open Data* policy

- Since that time, significant progress has been made

- Over 130 data sets online currently
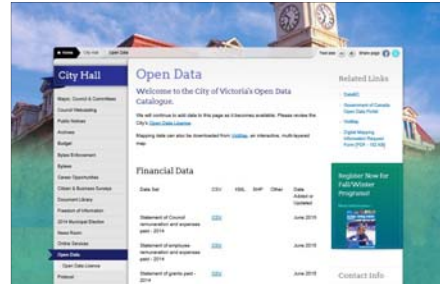
Update on Open Government Initiatives

Upcoming Open Data Enhancements

- Budget simulator

- Open data portal with visualizations

- More mapping, including Census and neighbourhood mapping

- Service request app

Update on Open Government Initiatives

Upcoming Open Data Enhancements

- Emergency notification system

- Partnership with University of Victoria

- Exploring ways to make bylaws more accessible

- Expansion of Development Tracker and partnering with PlaceSpeak

CITY OF VICTORIA | Update on Open Government Initiatives

Access to City Hall

- City Hall is a public asset

- Recent customer service improvements make City Hall more accessible

- How can we continue to better connect citizens to this resource?

CITY OF VICTORIA | Update on Open Government Initiatives

ACCESS TO CITY HALL
Municipal Field Trip: **Delta**

Update on Open Government Initiatives

ACCESS TO CITY HALL
Municipal Field Trip: **Richmond**

Update on Open Government Initiatives

ACCESS TO CITY HALL
Municipal Field Trip: **Vancouver**
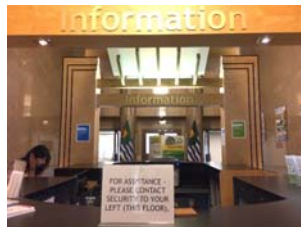
Update on Open Government Initiatives

ACCESS TO CITY HALL
Municipal Field Trip: **Burnaby**

Update on Open Government Initiatives

ACCESS TO CITY HALL
Municipal Field Trip: **Surrey**
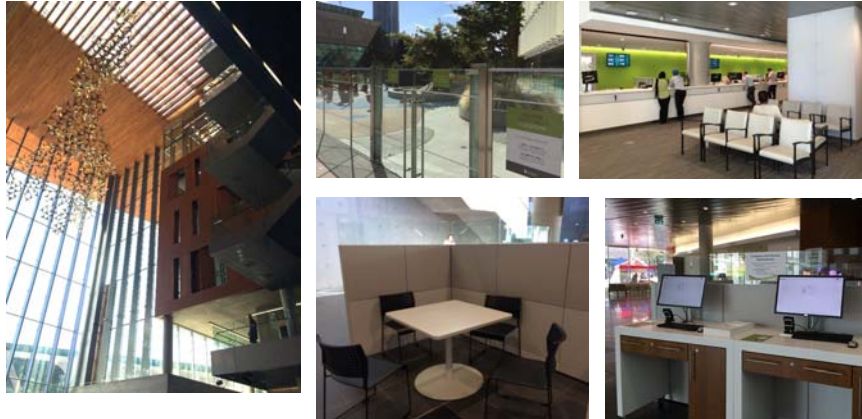
City of Victoria — Update on Open Government Initiatives

Access to City Hall

How can we provide
citizens better access
to their City Hall?

City of Victoria — Update on Open Government Initiatives

Potential Spaces

- Council Chambers
- Antechamber
- Songhees Nation Meeting Room
- Esquimalt Nation Meeting Room
- City Hall foyer
- Douglas Street entrance
- Councillor Lounge
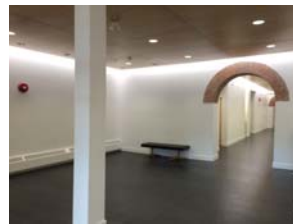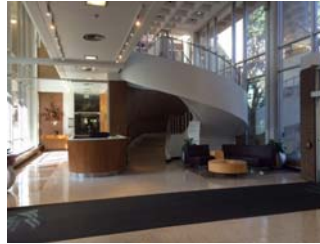
Update on Open Government Initiatives

Potential Uses

- Meetings by community groups and non-profit organizations
- Art shows and other events
- Local school groups
- Weddings

Update on Open Government Initiatives

Policy Considerations

- Ensuring day-to-day business of City Hall is not impacted
- Frequency and timing of events
- Insurance requirements
- Staffing and security requirements
- Clear process for booking the space
- Equipment availability
- Room availability
- Catering options
- Fees – cost recovery, with exception of private weddings

CITY OF VICTORIA   Update on Open Government Initiatives

Access to Services and Information

- Better use of social media for City services, and for Council business

- Better access to Council agendas on City's website

- Using the City Hall foyer screen to promote upcoming Council meetings

- All jobs (internal and external) posted on City's website for better transparency

CITY OF VICTORIA   Update on Open Government Initiatives

Upcoming Enhancements

- Investigating search through capability between City's website, iCompass and Granicus

- Service request app

- City e-Newsletter
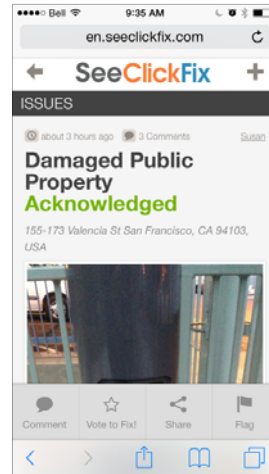
VICTORIA   Update on Open Government Initiatives

Potential Enhancements

- Display motions being debated on screens in Council Chambers

- Ensure decisions are clearly announced following each Council vote

- Explore adding functionality to webcasting, i.e. vote counts, displaying motions

- Posting all Council and Committee agendas and minutes as searchable PDFs, not scanned

- Adding links between webcasting, agendas and minutes to better enable citizens to follow specific items and reference background and context

VICTORIA   Update on Open Government Initiatives

Connection with Strategic Plan

- Engage and Empower the Community
- Facilitate Social Inclusion and Community Wellness
- Nurture our Arts, Culture and Learning Capital
- Demonstrate Regional Leadership

CITY OF VICTORIA   Update on Open Government Initiatives

Financial Impacts

2016 Financial Plan Requests

- Service request app ($10,000 - $15,000)
- Open Data portal ($30,000)
- City Hall bookings on a cost-recovery basis

CITY OF VICTORIA   Update on Open Government Initiatives

Recommendations
That Council direct staff to:

1. Create a policy on the use of City Hall, consistent with the Guiding Principles for the Use of Public Space.

2. Adopt a policy for allowing weddings in City Hall, with potential for revenue generated.

3. Create a program for local school groups

4. Endorse changes to transparency in Council business including posting Council documents as searchable PDFs, and linking between Council documents and webcasting; displaying motions being debated on screens in Council Chamber; exploring additional functionality to webcasting including vote counts and display of motions

5. Introduce new apps for residents, including request for service, and emergency notification subscriptions

CITY OF VICTORIA | Update on Open Government Initiatives

CITY OF VICTORIA

Governance and Priorities Committee Report
For the Meeting of September 17, 2015

To:	Governance and Priorities Committee	**Date:**	September 8, 2015
From:	Katie Hamilton, Director, Citizen Engagement and Strategic Planning		
Subject:	Options for Developing a Youth Engagement Strategy		

RECOMMENDATION

That Council direct staff to:

Engage up to 10 youth, (aged 12-24) including Youth Council representatives, Victoria High School youth leadership students, representatives from youth serving agencies, and youth-at-large to engage the community and assist staff in the development of a "designed by youth, for youth" strategy.

EXECUTIVE SUMMARY

The purpose of this report is to bring forward options for Council's consideration for the development of a youth engagement strategy. The goal of the youth engagement strategy is to increase participation of young members of Victoria in the design, planning and decision-making in their community.

One of the City's goals as outlined in the Strategic Plan is to engage and empower the community. Youth are an important segment of Victoria's population, accounting for 15 percent of the City of Victoria's total population, yet their voices are often underrepresented in City planning.

A youth engagement strategy can identify gaps and strengths in services and civic opportunities for this age demographic and create more opportunities for young people to get involved in their communities. The outcome of this strategy is to create opportunities for youth to engage with their municipality at an early age to foster meaningful and sustain participation in civic issues, and build community connections.

The City currently engages young people through funding youth specific programming at community centres, offering youth programs and services at the Crystal Pool and Fitness Centre, partnerships with other youth serving agencies and through consultation on City planning.

The City's strongest youth partnership has been with the City of Victoria Youth Council. Developed in 2005, the group hosts projects and events to make Victoria more youth-friendly and to meet the needs of youth in creative ways.

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Initial research on national and regional best practices has identified that common methods to engaging youth include establishing youth councils and youth advisory committees; using online tools to engage youth; creating dedicated spaces for youth to meet and creating opportunities for youth leadership and empowerment.

Should Council decide to develop a youth engagement strategy, staff recommend a strategy for youth, by youth. Engaging a youth team from across the Victoria will ensure youth participation and recommendations that are representative of youth from all neighbourhoods.

An assortment of perspectives and recommendations will help foster supportive, inclusive communities where youth have the resources they need to lead and flourish.

This report includes information on the City's current youth services, an overview of current best practices in other municipalities, a potential work plan, a list of groups that would be consulted and a proposed timeline for completion.

PURPOSE

The purpose of this report is to bring forward options for Council's consideration for the development of a youth engagement strategy for the City of Victoria.

Council Motion
On April 30, 2015 Council directed staff *to prepare a report for Council on the development of a youth engagement strategy for the City of Victoria. The report is to include information on best practices in other jurisdictions, a potential workplan, and a list of groups that would be consulted.*

BACKGROUND

Youth aged 12-24 years are an important segment of Victoria's population. Victoria has one high school, one middle school and attracts youth from surrounding municipalities to participate in events, program and services. The University of Victoria and Camosun College draw young people from all over of which many become temporary and permanent residents. Over 15 percent of the total population of Victoria is comprised of people aged 12 – 24, yet input and involvement are often scarcely heard in the City's planning processes.

The City's main form of engaging youth has historically been through youth programming offered at the seven City-owned community centres and Crystal Pool. Over the last few years, more energy has been placed into reaching out to youth to engage them in their community and city.

Through the City of Victoria Youth Council and direct outreach to youth in the city, young people have the opportunity to advise the City on how best to reach their peers as well as co-design events with staff to ensure greater participation.

University of Victoria students assisted in engaging youth in shaping the future of their city with their creativity and innovation in business, the arts, urban planning and the environment in the development of the Official Community Plan. For the engagement of the Burnside Local Area Plan, youth hosted their own event in City Hall, gathering their peers to address the questions for which the City was seeking input. Non-traditional venues are being used to move away from asking people to come to City Hall and explore new areas in the community, such as Rifflandia headquarters and community parks. Idea boards are being placed in parks to collect feedback from youth while visiting the baseball diamond, skate park or sports field. Videos and social media tools make it easier for the City to reach youth, in a way that is more attractive and convenient to them.

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Through these new tools and techniques, the City is engaging a greater number of young people but recognizes more can be done through a targeted effort and development of a long term strategy.

This report identifies four options for developing a youth engagement strategy, areas that the strategy could address an initial list of groups that would be consulted and a potential timeline for completion.

ISSUES & ANALYSIS

The City currently engages youth through funding youth specific programming at community centres, offering youth programs and services at the Crystal Pool and Fitness Centre, partnerships with other youth serving agencies such as BC Healthy Communities and through ongoing efforts to engage youth in City planning and civic issues through new tools and techniques.

City supported youth programming and initiatives currently include:

- The City of Victoria Youth Council which provides guidance to the City on how best to engage youth on City initiatives. The Council also hosts projects and events to make Victoria more youth-friendly and to meet the needs of youth in creative ways.
- The Step Up Youth Leadership Crew, based at the Crystal Pool and Fitness Centre, engages high school aged youth interested in volunteering in the community, developing leadership skills and fundraising initiatives.
- The Youth Leaders in Training Internship Program is an employment readiness program based at the Crystal Pool that requires youth to apply via resume and interview to be selected for two weeks of training and four weeks of internship placement in one of the many summer camps taking place in the city.
- The annual Vee Dub skate competition takes place at the Vic West Skate Park for skateboarders of all levels. The competition and the skate park are supported by the City's Skate Park Host who ensures a welcoming and safe environment.
- Create Community Colour is a partnership program with the United Way that will pair professional artists as mentors with youth aged 15-24 to produce community murals on various graffiti hotspots in downtown Victoria and the surrounding neighbourhoods.
- The Mayor for a Day program enabled young people to spend time at City Hall learning about the role of Mayor and Council and what it takes to run a city. The youth spent time with Mayor Helps, staff and individual councilors getting a first-hand experience.
- Quadra Village Community Centre's "The Crew" is a work experience training program that includes mentoring, coaching and event coordination.
- Burnside Gorge Community Centre's "Youth Self Sufficiency Program" teaches young people how to budget, manage money and set education goals.
- Fairfield Community Centre's "Youth Zone" is a character building, entry level leadership skills program for younger teens.
- Oaklands Community Centre "Flip Out Fridays" program is a drop- in program for youth where the participants help plan the activities they participate in.
- Vic West Community Centre's "The New Youth Project" is a 32 week project that brings together local and international youth to participate in a leadership program.
- James Bay Community Centre's "Youth Getaways" program is a Friday night out trip program that has a different activity every week.

The benefits of the City's current blend of both City and community centre led youth engagement and programming include:

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- A total of nearly 200 programs listed in the Active Living Guide for youth over the age of 12 years
- Over 7,500 visits from youth aged 12 and up at Crystal Pool and Fitness Centre for all programs, events, drop ins, leadership, camps this year so far
- Maximizing the use of existing City and community resources by ensuring all facilities host range of programs that engage youth
- Encouragement of partnerships and linkages to other youth serving agencies
- Accessible neighbourhood venues to encourage more local youth participation
- Ability to provide both recreational and leadership programming
- Engaging youth throughout Victoria by offering programs and serves in multiple neighbourhoods

These benefits will help to form a baseline for measuring the current level of services offered and where the gaps and strengths in youth engagement exists. Success could be measured by potential outcomes such as:

- New and innovative opportunities created for young people to get involved in City programs and initiatives
- An increase in youth led events organized to solicit feedback for the City on various plans and projects
- More inclusive programs offered for youth from diverse backgrounds
- Well defined youth spaces within the community and neighbourhoods
- More youth engaged online and connected through social media with the City of Victoria
- Increased youth participation in City decision-making and consultation processes
- Greater voter engagement of younger demographics, and first time voters

How to engage more youth in City planning and civic issues is a topic many municipalities are seeking to answer. After reviewing what others are doing including Brisbane Australia, Nanaimo, Richmond, it is evident that the more youth involvement in developing the strategy and designing the process to engage their peers fosters greater community ownership and success. In order to gain a better understanding of the barriers the City is facing regarding youth participation in its events and services, a for youth, by youth approach is recommended.

The most common areas of focus in the youth strategies studied include creating more opportunities for personal growth and skill development, fostering stronger relationships with youth service provides and educators, establishing youth councils and youth advisory committees, creating designated spaces for youth to congregate, using social media and online platforms to engage youth and to solicit feedback and creating opportunities for youth leadership and empowerment.

Six municipalities have been studied to date. Of the six municipalities researched, two have developed strategies that are most applicable to what the City of Victoria is seeking in terms of engaging more youth in their local government and city – Brisbane, Australia and Toronto.

1. Brisbane Australia's 2014-2019 youth strategy was created by engaging youth, teachers, service providers and guardians to understand their experiences of Brisbane and identifying the role of local government in responding to the trends and issues being raised. Based on community input staff drafted a strategy that was shared with the Youth Strategy Reference Group, comprised of 20 youth representatives. The benefits of this approach are cost effectiveness and having a representative group review the strategy to ensure it is reflective of youth input.

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2. Toronto recently completed their youth engagement strategy. The focus of their strategy was to engage more youth in the building of their city. The process involved developing a team of ten youth researchers to investigate how best to involve Toronto's youth in discussions around city building. Each researcher was responsible for engaging 30-50 of their peers, whose ideas were used to develop the final strategy. Staff will learn more about Toronto's process at the International Association for Public Participation Conference this month.

3. The District of Saanich, which is currently completing the engagement phase for their five year youth development strategy has hired a consultant to work with a youth engagement team made up of their Youth Council members to research and engage their peers. The consultant will then write the report with input from key staff and a steering committee made up of staff and community stakeholders. The benefits of this approach are youth led engagement and empowerment.

4. The Town of Halton Hills Ontario has recently completed a 10 year Youth Needs Study for 2012-2022. The report was tasked to two consultant groups to work in conjunction. The benefits of this approach are gaining an objective perspective via hiring an external consultant.

Several other municipalities developed youth engagement strategies that were more targeted towards recreation and leisure but contain insight in terms of various ways to engage youth in the development of their strategy.

5. The Town of Whitby, Ontario has completed an award winning Recreation and Leisure Services Youth Strategy for 2013-2018 that was written by staff with research and engagement performed by their youth council members with guidance from key staff.
The benefits of this approach is creating valuable youth led engagement throughout the entire process and remaining cost-effective.

6. The Regional District of Nanaimo's Youth Recreation Strategic Plan for 2011-2016 involved hiring a consultant who teamed up with a youth research team to perform the engagement, and subsequently the consultant wrote the strategy with input from key staff and a steering committee made up of staff and community stakeholders. The benefits of this approach are youth led engagement and empowerment.

7. The City of Richmond's Community Services Youth Services Plan for 2015-2020 involved an implementation team of four key staff who partnered with not for profit groups the Social Planning and Research Council of BC, Peernet BC and an independent consultant to research and engage youth. The Staff team then wrote the report based on their findings. The benefits of this approach are use of community based not-for-profit agencies to research best practices and cost effectiveness.

Among the cities introducing some of the more progressive techniques for engaging youth is the Town of Whitby, Ontario which created a social media platform that implemented youth specific Facebook and Twitter accounts, and an e-newsletters targeting youth. The Regional District of Nanaimo created a grant system for middle, high school and rural initiatives for youth. Brisbane now provides free wi-fi access in 22 parks and public spaces across the city to access tailored communication platforms for mobile devices that use GPS technology to connect people to their city's spaces and venues. Brisbane is also creating a City Colours program where young people

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transform rundown and uninviting public spaces, laneways, bridge underpasses and community spaces into vibrant displays of public art and murals that celebrate the city, people and history. The City of Richmond created a Roving Leader Program to expand their capacity to reach vulnerable, dis-enfranchised and English as a second language youth.

There are several actions the City can take to increase youth engagement and support through the implementation of a youth engagement strategy including:

- Creating designated spaces where youth can meet.
- Strengthening relationships in the community with youth service providers and schools.
- Moving away from predominantly engaging youth on land use and planning issues to creating innovative ways, such as placemaking initiatives with more immediate and visible impacts, to foster youth involvement in their communities.
- Developing ways to connect youth with others in their community.
- Creating opportunities for youth to engage with their municipality at an early age to foster meaningful and sustain participation in civic issues.
- Making City services, staff and information more accessible to youth.
- Utilizing technology and tools to further engage

The duration of the youth engagement strategies is most commonly between five to ten years. It is recommended that the City to develop a plan that will be evaluated and updated every three to five years. This duration will enable the City to monitor trends and best practices, and continually involve youth.

STRATEGY DEVELOPMENT

The proposed youth engagement strategy would be targeted towards young people aged 12 - 24 years of age. Many of the youth strategies explored aim to engage youth from the ages of 15-24; however, the expanded age category will enable the City to also engage middle school students to develop a relationship with their city and elected officials at an earlier age. The local grade six curriculum includes a section on government which is a great starting point from which to engage youth in civic issues and subsequently build upon in the youth engagement strategy.

The proposed strategy would consist of four phases.

Phase One - Stakeholder mapping and service review: In order to have a full understanding of the various ways the City and other agencies engage youth, what is working in terms of youth engagement in Victoria and what could be improved, a review of current youth services in Victoria is proposed. A comprehensive list of stakeholders will be developed to identify all organizations that should be consulted during the service review and throughout the development of the strategy.

Phase Two - Best practices: A comprehensive look at youth engagement strategies in other municipal districts will be explored and considered in a local context.

Phase Three - Youth engagement: To generate a better understanding of trends, barriers to participation and how we can better engage young people, a main focus will be on engaging youth throughout Victoria.
Engagement could include consultation with:

- Internal stakeholders including staff
- Council
- Teachers

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- Youth in Victoria area in traditional and non-traditional arenas (schools, parks, street, coffee shops, malls, sports venues, online, etc.)
- Youth serving agencies, such as:
  - City of Victoria Youth Council
  - YM-YWCA of Greater Victoria
  - Boys and Girls Club Services of Greater Victoria
  - Neighbourhood Community Centres
  - Community Sports Organizations and Clubs
  - Alternative schools, Middles schools, High schools
  - Greater Victoria Public Library
  - 89 Pacific Squadron RCAC (Cadets)
  - Faith based organizations
  - Girl Guides and Scouts Canada
  - Victoria Native Friendship Centre
  - Youth Empowerment Society

Not for Profit entities such as:
  - BC Healthy Communities
  - Victoria Foundation
  - Volunteer Victoria
  - Power to Be
  - Power of Hope
  - Inter Cultural Association
  - Victoria Immigrant and Refugee Centre Society
  - Antidote – multi-racial girls and women support group
  - TRU2U - queer, lesbian, gay, trans support group
  - Sierra Club
  - Recreation Integration
  - Step Up Youth Leadership Crew members

Phase Four: Develop the strategy: The strategy will be based on all previous three phases and will be shared with the community to ensure it reflects the feedback received before being brought before Council.

Timeline
The proposed youth engagement strategy would be completed within a timeframe of approximately six months with work beginning in January 2016 and presenting final recommendations to Council in June 2016.

OPTIONS & IMPACTS

An interdisciplinary staff team is recommended to lead the project. The team would provide guidance in the development of the strategy.

The youth team mentioned in option one and three below is recommended to consist of up to 10 young people that would consist of Youth Council members, Victoria High School youth leadership students, representatives from youth serving agencies, and members and youth-at-large. The youth team would review best practices, design and lead the engagement, collect feedback and create recommendations for Council's consideration with support from staff where needed.

There are four options to consider for how the strategy could be developed:

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Option 1 – Hire youth to engage the community and develop recommendations with staff support where needed. (recommended)

Impact – A youth led and developed strategy would help generate greater ownership and involvement in engagement. Staff would support youth where needed from technical advice to capacity building. The financial obligation for this would be up to $10,000 to hire a youth team and pay them via one-time honorarium. Additional costs would amount to approximately $5,000 to include promotion meeting venues and additional administrative costs.

Option 2 – Hire an outside agency to complete the youth engagement strategy.

Impact – Based on other municipal experience, hiring a consultant to engage youth in the community and develop the strategy would be approximately $20,000 - $40,000. A consultant would be retained through a Request for Proposal.

One consulting agency that is leading the way in terms of youth led strategies is Apathy is Boring. The organization is a youth-driven, non-partisan charitable organization that uses art and technology to engage youth in democracy. Apathy is Boring encourages young people to vote and be involved in their communities and develops opportunities for young people to meaningfully engage in their communities. Staff recently contacted Apathy is Boring to learn more about their services.

Option 3– Hire youth to engage the community and retain a consultant to write the youth engagement strategy based on their findings.

Impact – Having youth reach out to and engage their peers would ensure greater participation in the development of the strategy. The financial obligation would be approximately $10,000 to hire a youth research team and approximately $20,000 to hire a consultant to provide added capacity where needed such as technical advice and writing. The estimate is based on what other municipalities have paid to retain a consultant.

Option 4 – Partner with a local not-for-profit youth service provider to develop the strategy.

Impact – There are many local youth service providers that routinely examine how best to engage youth. Exploring partnership opportunities would strengthen community relationships and share resources. The cost factor would be subject to contractual negotiations with a partnering agency based on the usage of their staff resources and administrative and facilitative costs on their behalf. The estimated cost is $15,000 which would include $10,000 to be paid to the partnering agency as an honorarium and approximately $5,000 to cover additional costs including, promotion, meeting venues and food. The drawback of this option is that youth are not leading the development of the strategy and it provides less opportunity for capacity building upon young people.

All these options share the intention to utilize young people as essential to developing any strategy. This contribution towards civic engagement is directly reflected in the City of Victoria Strategic Plan to "engage and empower" the community.
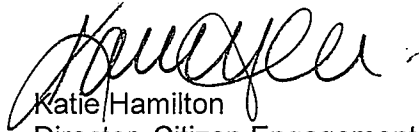
CONCLUSIONS

This report outlines a variety of options to be considered in the development of a youth engagement strategy. It is recommended that a youth team of up to 10 people be hired to lead the engagement of their peers and assist staff in the development of a three- five year youth engagement strategy.

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The recommended approach reflects the City's desire for an engaged and empowered community, supportive of a citizen led, consultative process that is developed by youth for youth. It provides empowerment and capacity building amongst the youth team and builds on the perspective of how to better support young people by making them active, contributing partners in their community.

Appendix A: Youth strategies undertaken in other municipalities.

Respectfully submitted,
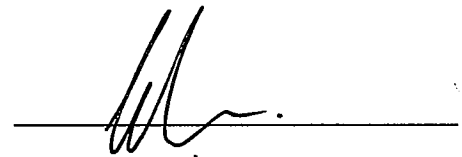
Katie Hamilton
Director, Citizen Engagement and Strategic Planning

Julie Potter
Manager, Citizen Engagement

Report accepted and recommended by the City Manager: _____

Date: _____ Sept. 9, 2015 _____

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Appendix A: Youth strategies undertaken in other municipalities.

City	Timeframe of the strategy	How it was undertaken	Recommendations put forward	Notable actions undertaken
Brisbane, Australia 2.2 million	2014-2019	Staff engaged with youth, service providers, teachers and guardians. Based on feedback they developed the draft strategy and shared it with the Youth Strategy Reference Group, comprised of 20 youth representatives to collect feedback on the draft.	• Ensure Council programs, services and facilities are inclusive of and accessible to all young people • Support and resource youth-led initiatives, ideas and projects • Identify opportunities to involve young people in Council's decision making processes • Provide employment opportunities for young people • Engage with young people internationally through our sisters cities	1) Provide free wi-fi access in 22 parks and public spaces across Brisbane 2) Creating a City Colours program where young people transform rundown and uninviting public spaces, laneways, bridge underpasses and community spaces into vibrant displays of public art and murals that celebrate the city, people and history. 3) Establishing a commuter route marker program to ensure commuter cycling and walking routes are clearly signed with key destinations, as well as safety and directional information.
Whitby, Ontario Population 122,000	2013-2018 Recreation and Leisure Services Youth Strategy	Consultant and staff wrote the report and youth council, staff performed the research	• Enhanced communication via social media • Youth Council Structure - review and refine • Youth Program and Event enhancements • Youth Development and training – become a champion for a Youth Friendly Community • More Community Development	1) Social media platform implemented 2) Junior Whitby Youth Council developed 3) Positive Youth development staff training workshops 4) Youth Friendly Business Recognition Program

Appendix A: Youth strategies undertaken in other municipalities.

			Partnerships • A Facilities Plan for indoor /outdoor rec and leisure service	
Halton Hills, Ontario Population 59,000	2012-2022 Youth Needs Study	Multi – consultation teams wrote the report and performed the research	• Youth engagement best practices – how to ensure youth voices are heard • More inclusive access to programs for all different types of youth • Foster youth friendly training and educational opportunities • Define indoor and outdoor dedicated youth space requirements	1) New Youth Taxi Script Program enabling registered youth to access taxis for half price 2) Development of Mayors' Youth Action Committee for promotion of youth services and advocacy 3) Active recruitment of youth for advisory committee input 4) Staff orientation and training that includes asset building and positive youth development
Regional District of Nanaimo Population 83,810	2011-2016 Youth Recreation Strategic Plan	Consultant wrote the report with youth team research and findings	• Transform from direct programs to community development • Enhance communication • Foster youth leadership • Improve access to facilities • Review access to transportation • Build recreation team • Improve organizational culture and competencies	1) Creation of youth web page Facebook, Twitter 2) Creation of Youth Rec Advisors program where they learn valuable work and leadership skills, establish a job reference, earn volunteer hours for school and meet new people. 3) Created grants for middle, and high schools, and rural initiatives and a process around it for application, approval and accountability
City of Richmond Population 190,470	2015-2020 Community Services Youth Services Plan	Consultant performed the research and staff wrote the report with youth research team	Goal 1 - Building youth assets through engagement and partnerships • Youth asset development • Youth engagement, leadership	1) Created new and innovative programs for youth such as the Richmond Youth Media Program 2) Youth are creatively, actively engaged in youth marketing and communication delivery

Appendix A: Youth strategies undertaken in other municipalities.

		findings	and empowerment • Collaboration with community partners Goal 2 - Expanding opportunities for youth • Youth program development and delivery • Bridging services for vulnerable youth • Safe and social spaces for youth Goal 3 - Improving quality of youth services • Moving towards standards • Marketing and communication • Tracking the progress and reporting to community	3) Implementing a city-wide youth service criteria and programs standard 4) Expanding program capacities to reach out to vulnerable youth, English as a second langue youth and youth with disabilities via the Roving Leader Program
Municipality of Saanich Population 108,000	2016-2021 Youth Development Strategy (in progress)	Consultant writing the report with Youth research team findings	Focusing on: • How to strengthen inclusion • Changing the role and usage of their teen centres • More collaboration with schools and other youth serving agencies • How to address anxiety and stress in their youth programming • Enhancing personal growth and skill development for teens • How to integrate more risk and adventure based programs for youth • How to make young people active creators of their recreational experiences	To be completed

			• More recreational facilities built with youth in mind	

Purpose

To increase participation of
young residents of Victoria
in the design, planning and
decision making in their
community.

Options for Developing a Youth Engagement Strategy

Youth in Victoria

- Victoria has one high school, one middle school and attracts youth from surrounding municipalities to participate in events, programs and services

- The University of Victoria and Camosun College draw young people from all over

- Over 15 percent of Victoria's total population is comprised of people aged 12 - 24

Options for Developing a Youth Engagement Strategy

How We Currently Engage Youth

The City's main form of engaging youth has been through youth programming offered at the seven City-owned community centres and the Crystal Pool and Fitness Centre.

Step Up Youth
Leadership Crew

Options for Developing a Youth Engagement Strategy

How We Currently Engage Youth

Community Centre programming and events

Want to Work But Don't Know Where to Start?

Quadra Village
Community Centre's
The Crew Youth Work
Experience Group

Options for Developing a Youth Engagement Strategy

City of Victoria Youth Council

Developed in 2005, the group hosts projects and events to make Victoria more youth-friendly and to meet the needs of youth in creative ways.

Options for Developing a Youth Engagement Strategy

New Approaches

UVIC students engaged youth
in the Official Community Plan

Social media tools make it easier
for the City to reach youth

Youth led
event for the
Burnside Local
Area Plan

Idea boards used to collect
feedback at parks

Options for Developing a Youth Engagement Strategy

What Others Are Doing

Common areas of focus include:

• Create opportunities for personal growth
  and skill development

• Foster strong relationships with youth
  service provides and educators

• Establish youth councils and youth
  advisory committees

• Create designated spaces for youth

• Use social media and online platforms to
  engage youth and to solicit feedback

• Create opportunities for youth leadership
  and empowerment

Options for Developing a Youth Engagement Strategy

What Others Are Doing
Brisbane, Australia

Engaged youth, teachers, service providers and guardians to understand their experiences of Brisbane and identify the role of local government in responding to the trends and issues being raised.
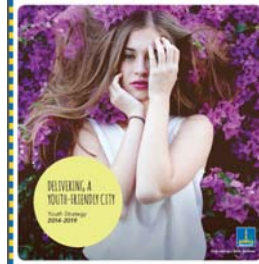
Options for Developing a Youth Engagement Strategy

What Others Are Doing
Brisbane, Australia

- Free wi-fi access in 22 parks and public spaces across the city

- City Colours program that transforms rundown and uninviting public spaces into vibrant displays of public art and murals that celebrate the city, people and history.

- Support youth led initiatives to improve health and well-being

Options for Developing a Youth Engagement Strategy

What Others Are Doing
Toronto, ON

How do we make Toronto the most engaged city in North America on planning issues?
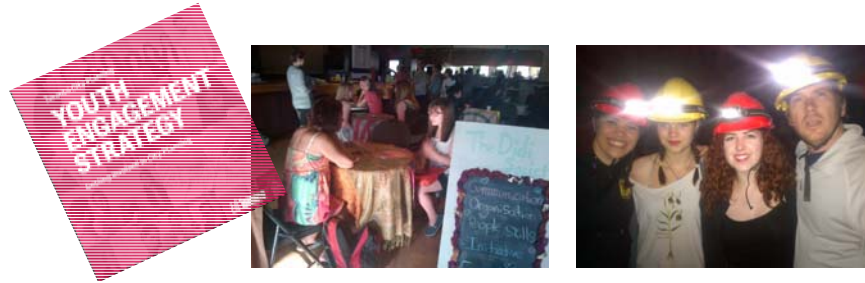
City of Victoria — Options for Developing a Youth Engagement Strategy

What Others Are Doing
Toronto, ON

- Develop a "Planners in Classrooms" (PiCS) educational outreach program to increase awareness of planning issues and concepts among youth

- Develop a City Planning Division Youtube Series / podcast

- Promote engagement in new physical spaces like coffee shops, transit shelters, and libraries

- Implement an "Office Hours" program in local libraries to make Community Planners more accessible

- Use engaging media such as videos, infographics or interactive e-books to communicate the outcomes of planning processes to youth

- Create a "30+U" Youth Engagement Specialist internship(s) to help implement the Youth Engagement Strategy

City of Victoria — Options for Developing a Youth Engagement Strategy

What Others Are Doing
Saanich, BC

- Currently engaging on their five year youth development strategy.

- Working with School District 63 to do more leadership programming at high schools

- Community youth grant program to allow young people/youth groups to apply for grants

CITY OF VICTORIA — Options for Developing a Youth Engagement Strategy

What Others Are Doing
Halton Hills, ON

- New Youth Taxi Scrip program enabling registered youth to access taxis for half the price so that they can have more access to events and programs going on in the city.

- Developed a Mayor's Youth Action Committee (similar to Youth Council) to aid in the promotion of youth services and advocacy for youth issues.

**ACTON SKATEPARK
SUMMER TRIPS
FREE for youth**

CITY OF VICTORIA — Options for Developing a Youth Engagement Strategy

Developing the Strategy

What a Youth Engagement Strategy can do:
- Create designated spaces for youth
- Strengthen relationships in the community with youth service providers and schools
- Increase participation in planning to place-making
- Develop ways to connect youth with others in our city
- Create opportunities for youth to engage with our municipality early on to foster meaningful and sustainable participation in civic issues
- Make City services, staff and information more accessible to youth
- Utilize technology and tools to further engage young residents

CITY OF VICTORIA   Options for Developing a Youth Engagement Strategy

Developing the Strategy

- **Brisbane, Australia:** Staff engaged the community, consolidated feedback and shared it with the Youth Strategy Reference Group, comprised of 20 youth representatives.

- **Toronto:** Hired a consultant to work with a Youth Research Team. Each researcher was responsible for engaging 30-50 of their peers, whose ideas were used to develop the final strategy.

- **Whitby, Ontario:** Research and engagement done by youth council members with guidance from key staff. Feedback compiled by staff.

CITY OF VICTORIA   Options for Developing a Youth Engagement Strategy

Developing the Strategy

- **Nanaimo:** Hired a consultant who teamed up with a Youth Research Team to perform the engagement, and subsequently the consultant wrote the strategy with input from key staff and a steering committee made up of staff and community stakeholders.
- **Richmond:** Four staff worked with not for profit groups and an independent consultant to research and engage youth.
- **Halton Hills:** The report was tasked to two consultant groups.

CITY OF VICTORIA   Options for Developing a Youth Engagement Strategy

Options

Option 1
Hire youth to engage the community and develop recommendations with staff support where needed. (recommended)

Option 2
Hire an outside agency to complete the youth engagement strategy.

Option 3
Hire youth to engage the community and retain a consultant to write the youth engagement strategy based on their findings.

Option 4
Partner with a local not-for-profit youth service provider to develop the strategy.

CITY OF VICTORIA   Options for Developing a Youth Engagement Strategy

Developing the Strategy

| Establish a Youth Research Team | → | Support design of engagement and development of questions | → | Engage the community | → | Consolidate Feedback |
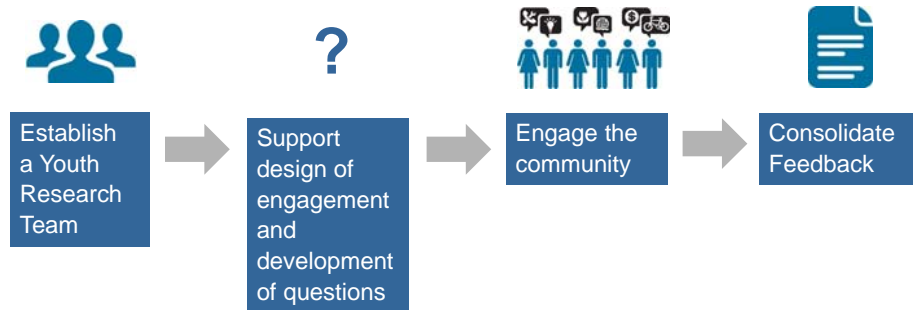
Options for Developing a Youth Engagement Strategy

Timeline

- Preparation: Quarter Four, 2015
- Kick off: January 2016
- Complete by: June 2016

Options for Developing a Youth Engagement Strategy

Recommendation

That Council direct staff to:

Engage up to 10 youth (aged 12 - 24) including Youth Council representatives, Victoria High School youth leadership students, representatives from youth serving agencies, and youth-at-large to engage the community and assist staff in the development of a "designed by youth, for youth" strategy.

Options for Developing a Youth Engagement Strategy

CITY OF VICTORIA

Governance and Priorities Committee Report
For the Meeting of September 17, 2015

To:	Governance and Priorities Committee	**Date:**	September 4, 2015
From:	Susanne Thompson, Director of Finance		
Subject:	Proposed Amendments to the Financial Sustainability Policy		

RECOMMENDATION

That Council amend the Financial Sustainability Policy as follows:

1. Growth in Property Tax Base - replace policy 1.1 as follows:
    a. To balance infrastructure upgrade needs with ongoing operating funding requirements, the first $500,000 of assessment growth (non-market change) property tax revenue will be transferred to infrastructure reserves and the remaining balance allocated as determined by Council.
2. Alternative Revenues and External Funding – add the following to policy 5.1:
    a. Grants should be sought for known infrastructure needs or identified priorities in the City's Strategic Plan even if they are not included in the financial plan due to limited funding or pending Council decision.
3. Infrastructure Maintenance and Replacement – replace policy 6.2 as follows:
    a. Each year, Council will consider a property tax increase dedicated to increasing capital infrastructure investment.
4. Self-financed Programs
    a. In the introductory paragraph, add a reference to the Stormwater Utility and remove the reference to the Victoria Conference Centre.
5. Debt Management – amend policy 8.1 as follows:
    a. Every attempt should be made to keep the debt servicing charges at the current budget level of 7% of the property tax levy by adding new debt only in the years when other debt issues are retired. This will minimize the impact on property taxes as a result of new debt.
    AND add policy 8.3 as follows:
    b. As an alternative to external borrowing, funds in the City's Debt Reduction Reserve can be borrowed with a maximum repayment term of 15 years at an interest rate equal to the lost investment interest
6. Fees and Charges – add the following to policy 9.0:
    a. Fee bylaws should, when appropriate, include an annual increase equivalent to the Consumer Price Index for Victoria.

Governance and Priorities Committee Report
Proposed Amendments to the Financial Sustainability Policy

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EXECUTIVE SUMMARY

The guiding document for budget development, the City's Financial Sustainability Policy's primary objective is to outline principles that guide, support and respect the direction of the community so that taxpayers can look forward to stable, equitable and affordable property taxation.

As directed by Council, a review to ensure the policy is still relevant has been completed and this report outlines the recommended amendments to the policy.

The specific policies reviewed included growth in property tax base; alternative revenues and external funding; infrastructure maintenance and replacement; debt management; and fees and charges. Also, one house-keeping item update is recommended regarding the policy on self-financed programs.

Best practice research across BC and Canada found that not all municipalities have formal policies in place; however all have practices that are tailored to each municipality's particular circumstance.

The recommendations in this report take into account what has worked in other municipalities as well as the specific needs for Victoria.

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Proposed Amendments to the Financial Sustainability Policy

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PURPOSE
The purpose of this report is to outline proposed amendments to the Financial Sustainability Policy for Council's consideration.

BACKGROUND
The Financial Sustainability Policy (attached as Appendix A) contains 14 sub-policies addressing items including growth in the property tax base, property tax increases and infrastructure funding.

On January 22, 2015 Council directed staff to initiate a review of the following:

Policy 1 – Growth in Property Tax Base:
This policy guides how new property tax revenue is used. The current policy is to transfer this revenue to infrastructure reserves.

Policy 5.1 – Alternative Revenues and External Funding
The current policy encourages grant applications that are in line with the Five-year Financial Plan and 20-year Capital Plan.

Policy 6 – Infrastructure Maintenance and Replacement:
The 2015-2034 Capital Plan includes increases of 1.25% for 2015 and 1.5% for 2016 to 2018. The current policy outlines an annual property tax increase of 1.5% to increase capital budget funding.

Policy 8 – Debt Management:
This policy addresses debt from external sources. The current policy keeps the debt servicing charges that are funded through property taxes at a fixed amount ($7.8 million). Having a limit on the debt servicing level ensures that the draw on the annual revenues to service debt is controlled.

Policy 9 – Fees and Charges:
The current policy suggests that all fees and charges be reviewed annually and that inflationary increases be applied each year.

ISSUES & ANALYSIS
In researching best practices, primarily in BC, but also across Canada, it appears that very few municipalities have comprehensive policies in place. However, all have various practices that are tailored to their own community's circumstances. A summary of policies and practices are attached as Appendix B.

1. Growth in Property Tax Base
A growing community not only impacts capital requirements but ongoing operating costs for areas such as parks, roads and fire protection. The current policy only focusses on capital needs by transferring all of new assessment growth property tax revenue into infrastructure reserves.

It would be ideal, if the growth could be easily linked to operating or capital costs. However, in reviewing the available date, the linkage is not a straight-forward exercise. However, in recognition of both known and anticipated operating and capital needs, it is recommended that a portion of new assessment growth property tax revenue, $500,000, be transferred to reserves until the City has reached sustainable funding levels. Sustainable funding levels will be determined based on infrastructure master plans.

The City has complete master plans for water, stormwater and pavement management. However, master plans for parks, facilities, sewer and streets infrastructure have yet to be completed. Therefore, at this time it is unknown how much additional funding is needed in reserves. It is

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recommended that this policy be revisited once that information is available.

It is recommended that the remaining new assessment growth property tax revenue be allocated as determined by Council each year.

2. Alternative Revenues and External Funding

The intent of this policy is to ensure that the City strategically applies for grant funding for the highest priority items and does not let grant opportunities drive the financial plan. In addition, grants that provide 100% funding for projects are rare and as such matching funding is typically required. If that matching funding is not readily available, this can result in funding being reallocated from other priority areas.

However, there are infrastructure needs, such as a new or replacement fire headquarters, that are currently not included in the financial plan due to limited funding or pending Council decisions. It is proposed that the policy be clarified to ensure that grant funding will be sought for these types of infrastructure needs as well.

3. Infrastructure Maintenance and Replacement

The capital plan is informed by master plans and condition assessments of infrastructure. As outlined above, not all infrastructure have master plans and the amount of additional funding needed is at this time unknown. Work is underway to address this information gap and as information becomes available, it will be incorporated into future financial plans.

The City has been increasing infrastructure funding since 1999, more than tripling the annual contribution to the Buildings and Infrastructure Reserve (to over $5 million) and increasing taxes dedicated for capital infrastructure spending from $2.5 million to over $13 million during that same time.

The 2015 capital plan includes increases to the annual funding through a 1.25% tax increase in 2015 and forecasts a 1.5% tax increase each year for 2016-2018. This is a conservative approach in reaching estimated sustainable funding levels.

Until complete information is available, an alternate option for Council's consideration would be to spread the increases over a longer time-period to balance taxpayer affordability while being aware of the risk. Therefore, it is recommended that the policy be amended to reflect that Council will consider a tax increase to increase capital infrastructure investment each year based on proposals for addressing specific needs during the annual financial planning process.

4. Debt Management

Maintaining a limit on debt funding is prudent. However, having the limit expressed in a fixed dollar amount results in the debt level as a percentage of property tax revenue (which is the funding source) decreasing as taxes increase. The intent of the policy is to limit the impact of new debt issues on property taxes. It is recommended that the policy be updated to reflect the maximum debt as a percentage of tax revenue, which is approximately 7%.

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Based on 2013 data, which is the most up-to-date information available from the Province, the City's debt levels are comparable to municipalities in the 65,000 – 100,000 population range.

Average Municipal Levels
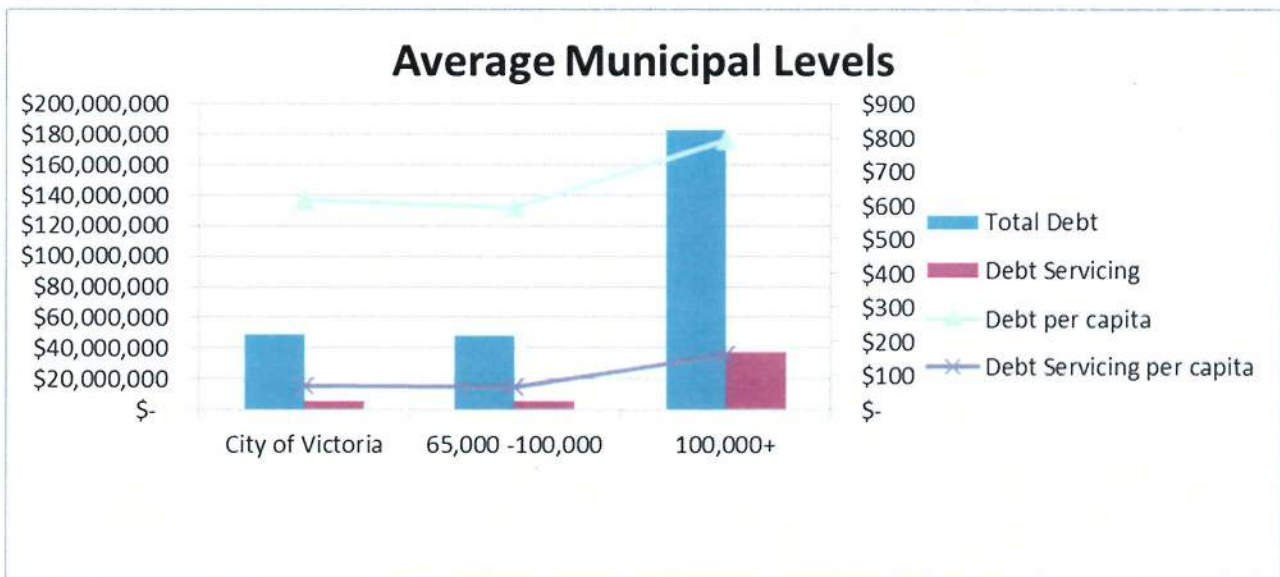
In addition, the policy does not reflect the already established internal borrowing mechanism through the Debt Reduction Reserve. Internal borrowing is less expensive than external borrowing since the internal interest rate could be set at the equivalent rate of the lost investment income. The investment rate of return is typically lower than rates charged by the Municipal Finance Authority that the City is legislated to issue long-term debt through.

It is recommended that internal borrowing be added to the policy outlining a maximum 15 year repayment term, which is the typical term for the City's long-term debt issues to date, at an interest rate equal to the lost interest that would have been earned had the funding remained in the reserve.

5. Fees and Charges

The City has not been proactive in increasing some of its fees annually. Utility user fees and recreation fees are reviewed and updated each year, whereas fees such as DCCs have not been updated since implemented in 2006. It is therefore recommended that the policy be amended to add that fee bylaws should include an annual CPI increase when appropriate. This does not negate the need for regular reviews of fee bylaws, but it will prevent fees from lagging behind significantly.

6. Housekeeping items

Policy 7 addresses self-financed programs and needs to be updated to add the stormwater utility which will be implemented in 2016 and remove the Victoria Conference Centre since it is no longer self-financing.

OPTIONS & IMPACTS

Option 1: Amend the policy as follows (recommended):

The following proposed amendments will provide additional clarification and ensure the policy remains relevant.

Policy 1 – Growth in Property Tax Base:

Replace policy 1.1 as follows:
"To balance infrastructure upgrade needs with ongoing operating funding requirements, the first $500,000 of assessment growth (non-market change) property tax revenue will be transferred to infrastructure reserves and the remaining balance allocated as determined by Council."

Policy 5.1 – Alternative Revenues and External Funding

Add the following to policy 5.1:
"Grants should be sought for known infrastructure needs or identified priorities in the City's Strategic Plan even if they are not included in the financial plan due to limited funding or pending Council decision."

Policy 6 – Infrastructure Maintenance and Replacement:

Replace policy 6.2 as follows:
Each year, Council will consider a property tax increase dedicated to increasing capital infrastructure investment.

Policy 7 – Self-financed Programs

In the introductory paragraph, add a reference to the Stormwater Utility and remove the reference to the Victoria Conference Centre.

Policy 8 – Debt Management

Amend Policy 8.1 as follows:
"Every attempt should be made to keep the debt servicing charges at the current budget level of 7% of the property tax levy by adding new debt only in the years when other debt issues are retired. This will minimize the impact on property taxes as a result of new debt."

Add policy 8.3 as follows:
"As an alternative to external borrowing, funds in the City's Debt Reduction Reserve can be borrowed with a maximum repayment term of 15 years at an interest rate equal to the lost investment interest."

Policy 9 – Fees and Charges:

Add the following to Policy 9.0:
"Fee bylaws should include, when appropriate, an annual increase equivalent to the Consumer Price Index for Victoria."

Option 2: Direct staff to make further amendments as determined by Council.

Will provide further financial policy direction.

Option 3: Do not amend the policy at this time.

Will not clarify and update the policies addressed in this report.

2015 – 2018 Strategic Plan

This policy review does not directly impact the strategic plan, but may result in revenue sources that will help fund items identified in the strategic plan.

Impacts to 2015 – 2018 Financial Plan

This policy guides financial planning and will inform the 2016-2019 Financial Plan.

Official Community Plan Consistency Statement

Not applicable.

CONCLUSIONS

The City has a robust policy in place and with the above recommended changes will be updated to ensure it stays relevant. Staff will continue to monitor other municipalities to learn from their policy choices and will bring forward new information for Council's consideration.

Respectfully submitted,

Susanne Thompson
Director of Finance

Report accepted and recommended by the City Manager: _____

Date: September 11, 2015 _____

List of Attachments
Appendix A: Financial Sustainability Policy
Appendix B: Summary of Policies and Practices from Other Municipalities
Appendix C: Summary of City of Victoria Fees and Charges

Department of Finance Policies and Procedures	
Financial Sustainability Policy	
Authorized by: Council	Date of issue: January 20, 2009 Date of amendment: March 24, 2011

Purpose

The purpose of the Financial Sustainability Policy is to guide the City's financial planning to meet financial obligations while providing high quality services.

Primary Objective

The policies shall be designed and structured to develop principles that guide, support and respect the direction of the community so that tax payers can look forward to stable, equitable and affordable property taxation.

Policies

1. **Growth in Property Tax Base**

   The City is surrounded by other municipalities and has no ability to expand. However, re-development is occurring that brings in new property tax revenue. This new revenue must be estimated using the best available data. The City recognizes that any new developments or re-developments increase demand on existing infrastructure and may result in the need to expand that existing infrastructure.

   Policy 1.0

   Conservative estimates of non-market change assessment revenue will be included in the budget based on information provided by BC Assessment, the Planning and Development Department and the Finance Department.

   Policy 1.1

   To address infrastructure upgrade demands as a result of new developments or re-developments, any non-market change assessment revenue will be transferred to infrastructure reserves.

2. **Property Tax Increase**

   Rising costs of existing services at existing service levels must be recognized. One-time revenues or non-renewable reserves should not be used to fund on-going operating expenses.

   Policy 2.0

Each budget cycle, Council will consider the property tax increase required by first covering the projected cost increase for existing services at existing service levels and then considering other enhancements. (Also see Policy 3.)

3. **New Services and Major Enhancements to Existing Services**

The property tax increase established under Policy 2 allows the City to provide the same level of service to the existing tax base. It is not designed to provide for new services or major enhancements to existing services.

Policy 3.0

New services or enhancements to existing services will be funded by one or a combination of the following:

1. **A reduction in the cost of existing services. This may include a reallocation of resources from one area to another.**
2. **An increase in non-tax revenues.**
3. **A further increase in property taxes.**

4. **Efficiencies, Demand Management and Service Level Changes**

As a sound business practice, departments strive to find and explore efficiencies throughout the City's operations. The City does not have the resources to meet all of the demands that are made. Demand must be managed to make sure that expectations reflect our fiscal realities and the need to contain expenditures. Areas where service level changes may be possible must be identified and brought forward for Council's consideration.

Policy 4.0

Business Plans will identify demand management strategies and will include options for service level changes and alternative service delivery models.

5. **Alternative Revenues and External Funding**

To diversify its revenue base, the City continually looks for new revenue sources that are consistent with the City's Five-year Financial Plan and 20-year Capital Plan.

Policy 5.0

All departments will make every effort to access external funding from non-City sources including other levels of government. All departments will endeavour to develop partnerships, strategic alliances and shared project funding to assist in the reduction of expenditure to the City. Any additional funding can be used to reduce property tax increases, increase service levels and/or provide new services.

Policy 5.1

The City will only apply for grant funding for projects that are already included in the Five-year Financial Plan and the 20-year Capital Plan.

6. Infrastructure Maintenance and Replacement

Much of the City's infrastructure is at or nearing the end of its life. The City is in the process of creating an inventory and completing a condition assessment of its assets. This will allow the City to develop a plan to keep the infrastructure in a proper state of repair to avoid costly failures.

Policy 6.0

The City will establish and maintain an inventory of its infrastructure. A maintenance/replacement plan will be developed utilizing best practices, to keep existing infrastructure in an acceptable condition. This program will be included in the Five-year Financial Plan and the 20-year Capital Plan.

Policy 6.1

The City will depreciate its infrastructure over the useful life of the assets and a sustainable funding strategy will be developed.

Policy 6.2

An annual property tax increase of 1.5% will be levied to increase capital budget funding.

7. Self Financed Programs

The City has several self financed programs: Water Utility, Sewer Utility, Garbage Utility, and the Victoria Conference Centre. The costs for self financed programs should be fully funded by user fees. The Water and Sewer Utilities and the Victoria Conference Centre have established reserves. Any surplus or deficit is transferred at the end of each year to or from each reserve.

Policy 7.0

The City's self financed programs are to be fully funded by user fees including corporate overhead, equipment replacement, debt financing, transfers to reserves and capital expenditures.

Policy 7.1

To ensure that programs remain self funded, user fees for each will be adjusted annually to offset any changes in costs.

8. Debt Management

The maximum amount that the City can borrow from external sources is set by the Community Charter. Debt should only be incurred for one-time capital expenditures and not for on-going programs. Borrowing for one-time capital expenditures allows the cost of the project to be spread out over the useful life of the asset. This results in the costs being paid by future beneficiaries as well as current taxpayers.

Policy 8.0

Debt from external sources should only be incurred for one-time capital projects. These projects should be identified as debt-funded projects in the Five-year Financial Plan and 20-year Capital Plan. A separate report, including a business case, to Council is required seeking approval for proceeding with the borrowing process.

Policy 8.1

Every attempt should be made to keep the debt servicing charges at the current budget level by adding new debt only in the years when other debt issues are retired. This will ensure that there is no additional budget impact and in turn no increase in property taxes as a result of new debt.

Policy 8.2

Debt for Self-financed entities (Water Utility, Sewer Utility, Victoria Conference Centre, and Parking Services) can be incurred if supported through a business case, without consideration of Policy 8.1 which only applies to projects that impact on property taxes.

9. Fees and Charges

Fees and charges are a significant portion of the City's revenues. They will be reviewed on a regular basis to avoid major changes and to provide users with adequate notice of those changes. Any review will include an analysis of the City's costs in providing the service as well as a comparison to other municipalities.

Policy 9.0

Fees and charges will be reviewed annually and adjusted where appropriate. Departments should consider a minimum increase equal to inflation (CPI.) The users will be provided with no less than 2 months notice of those changes.

10. Surplus

Surplus represents non-renewable savings and should not be used for operating purposes or for on-going capital programs.

The Financial Stability Reserves (Operating Fund, Police Department, Water Utility and Sewer Utility) were established to ensure ongoing financial stability and fiscal health of all City Entities. They are funded from the year-end surplus in each respective fund.

Policy 10.0

Surplus will only be considered as a funding source for one-time expenditures. Any surplus not used for one-time expenditures will be transferred to infrastructure reserves, financial stability reserves and/or debt reduction reserves. (Also see Policy 11.)

11. Reserve Funds

The City has a number of reserve funds established for various purposes. The City strives to develop appropriate reserves to meet future financial obligations with respect to City equipment and infrastructure, fiscal needs and employee benefit obligation.

Policy 11.0

Each reserve fund is governed by the City's Reserve Fund Policy that outlines the purpose, the types of expenditures permitted and the desired levels of each reserve.

12. Capital Projects and Programs

Capital projects and programs are funded from a variety of sources including a capital property tax levy, grants and reserves. Once the project or program is completed, its on-going maintenance costs need to be included in the operating budget and future upgrade and/or replacement costs need to be included in the capital plan. These on-going and future costs must be clearly understood before a capital project is approved.

Policy 12.0

Each capital project or program submitted for consideration must clearly state the full initial cost as well as future costs, including operating and upgrade/replacement costs. In addition, the source of sustainable funding for such costs has to be demonstrated.

13. Re-budgeted Capital Projects and Programs

Every year, some capital projects and programs are not completed in the year they were budgeted for. In such instances, a request to re-budget the portion of the project or program that is yet to be completed is submitted to Finance.

Policy 13.0

Requests to re-budget capital projects underway are granted. However, other capital items may be scaled back or deferred to accommodate the re-budget request.

Policy 13.1

Requests to re-budget capital projects that have not been started are not granted. These projects will be considered and prioritized along with all other capital items being put forward.

Policy 13.2

Requests to re-budget capital programs are not normally granted. However, should such a request be granted, next year's program will be scaled back to accommodate the re-budget request.

14. Large Scale Capital Projects

Some capital projects are very large in scale and have various phases.

Policy 14.0

Large scale capital projects will be budgeted in at least two phases. Phase one is for planning and design. Phase two and any subsequent phases are for implementation/build.

Appendix B: Summary of Policies and Practices from Other Municipalities

Municipality	1. Growth in Property Tax Base (Non market change)
Abbotsford	No formal policy in place. Their approach is to budget for non-market change at a fixed, achievable trend level, rather than moving that estimate up and down each year based on recent history and are therefore budgeting more conservatively for this type of tax growth.
Burnaby	No formal policy in place. It is their practice to transfer the additional base funding it recieves from "new growth" in property taxes to the Capital Fund to finance new and/or replacement capital assets.
Kelowna	No formal policy in place. Kelowna is working towards using the following objective and strategies: Objective: To ensure property taxes and fees are sufficient to meet the community's short and long-term needs. Strategies: 8.1 Property taxes will remain as stable as possible over time 8.2 Property taxes will be comparative with similar communities 8.3 Increases to property taxes will be balanced among assessment classes 8.4 Property tax information will be transparent and easy to understand 8.5 Property taxes will reflect the infrastructure, services and service levels that the community believes are important
West Kelowna	No formal policy in place however estimates 1% a year and has used this in all projections and it is similar to the expected population growth.
Richmond	No formal policy in place. The Richmond Financial Strategy document specifies that tax revenue increases will be at Vancouver's CPI rate (to maintain current programs and maintain existing infrastructure at the same level of service) plus 1.0 % towards infrastructure replacement needs.
Port Moody	No formal policy in place. The principles that exists include Development Finance. Development Finance Objective: To ensure growth pays for growth and does not impose a financial burden on Port Moody taxpayers. Development Finance Principles: 5.1 New development pays for new servicing 5.2 Development cost charges will be utilized to ensure developers pay their fair share 5.3 Leverage development to provide community amenities
Toronto	No formal policy in place. Toronto's Council has set a number of fiscal sustainability principles and guiding principles and those relating to tax are as follows: Principles: - Affordability of a tax increase should first be viewed in the context of general inflation and/or the growth in the economy, consistent with the changes in costs of maintaining or enhancing existing service levels (new). - Tax increases should be based on service level costs and provide flexibility for taxpayers with limited fixed incomes (per Council's Strategic Plan January 2002). - Innovative approaches to financing services should be considered before using property tax financing, i.e. property tax is the funding source of the last resort (new). - The property tax base should not be used to fund income distributive programs (new).
Ottawa	No formal policy in place. Recommendations that have not been approved specify that growth must pay its own way. Accordingly, development charges were increased to the highest feasible level where development charges are paying 68% of the net capital costs of growth compared to 54% previously.
Maple Ridge	The formal policy in place specifies that real growth will be set based on the experience of the previous planning period and the projections for the ensuing period, using information provided by the BC Assessment Authority, the Planning Department and the Finance Department.
Town of Langley	No formal policy in place specifically applicable to this area however the Reserve and Surplus Policy specifies a primary objective relating is to Ensure Stable and Predictable Levies. In order to have stable and predictable levies, the Township will maintain a reserve to buffer the impact of unusual or unplanned cost increases and revenue reductions over multiple budget cycles.

Municipality	2. Alternate Revenues and External Funding (Grant funding, partnerships, shared project funding etc)
Abbotsford	No formal policy in place. A revenue framework has been drafted that specifies one-time funding sources such as grants should be used only for one-time cash requirements (i.e. discrete projects), whereas ongoing services should be funded by an ongoing revenue source and should be used for previously identified priorities.
Burnaby	No formal policy in place. They take advantage of government grant funding opportunities whenever they arise and welcome opportunities to participate in joint funding/project arrangements that are mutually beneficial. They currently utilize external gaming funds it recieves from the Province to fund one-time operating and/or capital expenditures that serve to protect or improve Burnaby's environment, heritage, public safety or arts and culture.
Kelowna	No formal policy in place. Kelowna is working towards using the following objectives and strategies: Grant Objective: Kelowna will pragmatically leverage grant opportunities through the following strategies: 5.1 Grants will only be pursued for the City's priority projects 5.2 Grant funding will not increase the scope of a project without Council endorsement 5.3 Annual project funding must be sufficient without conditional grants 5.4 Long-term financial planning will rely on unconditional grant opportunities only Partnerships and Enterprise Objective: To proactively explore opportunities that build community capacity and connections, and leverage resources to provide services that are aligned with the City of Kelowna's priorities. Partnerships and Enterprise Strategies: 7.1 The City will pragmatically partner with other entities to deliver community services and amenities 7.2 The City will explore access to new sources of capital and revenue streams 7.3 The City will leverage existing assets to attract private sector involvement The City of Kelowna possesses many valuable assets such as land, parks and facilities. 7.4 The City will leverage the expertise of outside partners 7.5 Services from partnerships will be reviewed regularly to ensure the needs of the City continue to be met 7.6 The City supports organizations within the community that enhance the quality of life
West Kelowna	No formal policy in place. West Kelowna's practice is to never rely on any external funding unless they have the funds or a signed agreement in hand.
Calgary	The formal policy in place relates to public-private parnerships and states the following guiding principles: 1. The public interest is paramount. 2. Appropriate public control must be preserved. 3. Accountability and good governance must be maintained. 4. The project must be a priority as determined by the capital plan. 5. The project must be approved within both the capital plan and the projected operating budget of the relevant business unit. 6. The P3 procurement process must be competitive, equitable, transparent, and timely. 7. The selected P3 delivery model must provide best value for money over the project lifecycle with appropriate consideration of risk transfer, opportunities for innovation, and community issues.
Richmond	No formal policy in place. The Richmond Financial Strategy document specifies that any increases in alternative revenues and economic development beyond all the financial strategy targets can be utilized for increased levels of service or to reduce the tax rate.
Port Moody	No formal policy in place. The principles that exist include an objective relating to grants. It specifies that Port Moody is to minimize reliance on grant funding by reducing reliance on uncertain grant funding and only pursue grants for community priority projects.
Nanaimo	No formal policy in place however Nanaimo receives grants, casino revenue and interest income revenue as alternative sources of revenues.
Maple Ridge	The formal policy in place specifies that the District of Maple Ridge will make every effort to access external funding opportunities from other levels of government and the private sector by developing partnerships, strategic alliances and co-shared project funding to assist in the reduction of expenditures to the District. They also have the ability to allow for an expansion of the tax base, a reduction of the general tax rate, an increase to service levels and/or provide new services.

Municipality	3. Infrastructure Maintenance and Replacement
Abbotsford	No formal policy in place. Abbotsford is currently restructuring the reserve funds to provide greater protection to funds intended for asset renewal and replacement. Previously the "capital" reserves that would hold funds for various functional areas could be used for both new and replacement items and so the new structure will separate funds to be used for new items from funds to be used for replacement items. The asset management function will continue to evolve and currently requires all budget requests for asset replacement projects to consider alternate delivery methods such as whether the asset itself can be replaced in a different form to better address service delivery requirements or to reduce costs.
Burnaby	No formal policy in place. As a result of prudent and strategic financial management practices over the years, the City is currently able to fund the annual depreciation of its capital assets. The depreciation funding is transferred to capital reserves which are used to fund new and/or replacement capital assets. Interest earned on the City's capital reserves is used to fund inflationary impacts that occur each year.
Kelowna	No formal policy in place. Kelowna is working towards using the following objectives and strategies: New Assets Objective: To ensure new asset investments are financially strong, stable, and aligned with City priorities. New Assets Strategies: 1.1 Expenditures for new assets will be prioritized based on social, economic and environmental factors and life cycle cost implications 1.2 Emergent opportunities will be evaluated against existing priorities 1.3 Investment in new assets should follow the long-term capital plan 1.4 The decision-making process for new asset investment will be documented, transparent and clearly communicated to Council, staff and the community Renewed Assets Objective: To proactively manage and reinvest in City assets to meet service level needs for current and future generations. Renewed Assets Strategies: 2.1 The City will invest in existing infrastructure renewal in accordance with the long-term capital plan 2.2 Funding for asset renewal will be balanced against service levels and risk tolerance 2.3 Life cycle costs should be managed through preventative maintenance and renewal strategies
West Kelowna	No formal policy in place. The capital budget is divided into replacement vs. new.
Calgary	The formal policy in place specifies the asset management plan's goal is to meet a desired level of service for present and future citizens in an optimized way, and occurs through the lifecycle (i.e. planning, creation, acquisition, maintenance, operation, rehabilitation and disposal) of assets.
Port Moody	No formal policy in place. The principles that exist include a renewal and replacement objective that specifies that Port Moody will proactively manage and re-invest in City assets in order to, at a minimum, maintain levels of service for future generations. The principles are as follows: Principles: 6.1 Invest in infrastructure renewal/replacement according to the Asset Management Plan 6.2 Periodically review the Asset Management Plan and funding 6.3 Supplement asset funding with additional funding where possible
Burlington	No formal policy in place. The guiding principle followed states that the City of Burlington will maintain all infrastructure in a state of good repair by implementing life cycle costing and provide annual contributions to the replacement reserves to fund the future rehabilitation/ replacement of assets. A review of the asset management financing plan will take place every four years.
Toronto	No formal policy in place. The fiscal sustainability principles and guiding principles state that infrastructure should be evaluated for replacement when it is no longer cost-effective to maintain in a state of good repair. Investment in new infrastructure should be based on analysis of shifts in demographic growth and existing, unmet needs, and capital infrastructure should be funded through the least expensive financing strategy.
Maple Ridge	The formal policy in place specifies that the District of Maple Ridge will establish an inventory of its infrastructure and will keep it up to date where a maintenance/replacement program will be established using best practices. By 2015, the program must be fully funded and the current 5 year financial plan should start to address this on a phased basis. The required tax increase will be beyond that set out in the tax policy, and annual operating and maintenance budgets will be adjusted to accommodate growth.

Municipality	3. Infrastructure Maintenance and Replacement
Town of Langley	The formal policy in place specifies that the Township of Langley establish a Capital Infrastructure renewal and replacement statutory reserve for the purpose of providing funding for capital asset renewal and replacement. The capital assets funded from this reserve shall be either replacement or renewal assets where the renewal cost is defined as an expenditure on an existing asset which aims to return the service potential or the life expectancy of the asset to that which it had originally, prior to its start of usage. The Township will prepare a schedule listing prioritized capital renewal/replacement projects by asset class and be reviewed and updated each year and forms the basis for identifying projects to be funded from the reserve. The capital assets renewal/replacement expenditures are approved by Council through the annual budget process by a simple majority of Council members in attendance. In addition to this, the Township shall strive to contribute to this reserve on a best efforts basis as follows: - Initial contribution of $500,000 increasing by $500,000 each year until the contribution reaches $5 million per year. - Transfer of interest earned from the Local Improvement Fund as available - Transfer from operating and capital surpluses as available The minimum balance for this reserve will ideally be $1,000,000 and the maximum balance will be as determined based on the life cycle replacement of the capital assets. Also, this reserve shall be allocated interest income on the average balance for the year based on the Township's average investment rate for the year.

Municipality	4. Debt Management
Abbotsford	No formal policy in place. The approach by most recent councils has been a desire for zero debt. Abbotsford has been exploring the use of full-cost pricing methods for utilities and using debt to facilitate rate smoothing.
Burnaby	No formal debt policy as Burnaby uses a 'pay-as-you-go' financing strategy for capital investment and has produced capital reserve balances sufficient to fund 80% of the City's five year capital program.
Coquitlam	No formal policy provided however the City of Coquitlam will apply a policy to minimize external debt borrowings and, if required, use existing reserves as a means to internally finance required capital expenditures.
Kelowna	No formal policy in place. Kelowna is working towards ensuring debt financing is used strategically to maintain the City's financial strength and stability. They apply the following strategies: 1. General Fund debt servicing costs will be maintained at or below a targeted level of annual taxation demand 2. The City's debt capacity will be preserved by limiting the use of debt to fund only one-time major capital projects 3. If possible and when beneficial, debt will be paid down earlier 4. Financing for less than a five-year term will be completed through internal financing 5. Impacts on overall City debt levels from "self-funded" cost centres and Funds will be reviewed and understood
West Kelowna	No formal policy in place as it is being updated however the previous policy specified debt to be for one-time capital improvements and unusual equipment purchases, used when the useful project life will exceed the term of financing, and for major equipment purchases where debt servicing is limited to no more than a 3% tax increase per year and is limited to a maximum of 15% of District revenues. Also, reserves are to be considered as a funding source before debt.
Richmond	No formal policy in place as the Richmond Financial Strategy document specifies that a "pay as you go" approach is used rather than borrowing for financing infrastructure replacement.
Port Moody	No formal policy in place. Port Moody's objective is to ensure debt is used prudently to maintain the City's financial sustainability while applying the following principles: 1. Target a maximum debt level of 15% of sustainable revenues 2. Time new debt to coincide with the maturity of existing debt 3. Preserve the City's debt capacity by limiting the use of debt to fund major capital projects 4. Make major debt servicing transparent by using dedicated debt levies 5. Consider paying down debt earlier when possible
Edmonton	The formal policy in place specifies the following: 1. Debt is an ongoing component of the City's capital financing structure and is integrated into the City's long-term plans and strategies. 2. Debt must be Affordable and Sustainable. The City must maintain Flexibility to issue Debt in response to emerging financing needs. 3. Debt must be structured in a way that is fair and equitable to those who pay and benefit from the underlying assets over time. 4. Debt decisions must contribute to a sustainable and vibrant City by balancing quality of life and financial considerations. 5. The issuance of new Debt must be approved by City Council. 6. Debt must be managed, monitored and reported upon.
Burlington	The formal policy in place states that the City of Burlington's debt policy limits the total debt charges and other long term liabilities as a percentage of net revenues to 12.5% (provincial legislated limit is 25%). This allows the city to continue to support issuances of special circumstances debt as well as non-tax supported debt. It also restricts the tax supported debt charges to not exceed 10% of net revenues and allows for a temporary overage of the 12.5% council-approved limit.
Nanaimo	No formal policy in place and adheres to the maximum allowable under the Liability Servicing Limit set by the Community Charter.
Toronto	No formal policy in place. The City of Toronto abides by the principle that borrowing should occur only for assets that have a long-term useful life, and debt repayment periods should not exceed the useful life of the assets.
Maple Ridge	The formal policy in place states that projects that are to be funded by external debt should be submitted to Council with a business case, including recommendations on how the debt will be serviced.
Town of Langley	The formal policy in place is an item from the reserve and surplus policy stating that the debt repayment reserve is used for the retirement of Township Debt. Expenditures are approved by Council through the annual budget process by a simple majority vote and the reserve is funded from general and utility revenues or other transfers. The reserve level is established based on the prevailing debt retirement plan.

Municipality	5. Fees and Charges
Abbotsford	No formal policies in place. In the past the rates for utilities were set using cash flow forecasts based on 10 and 20 year operating and capital requirements however Abbotsford is moving toward a full-cost modeling method which looks at all of the assets in the system, not just those schedule for replacement in the next 20 years. They will use the following 4 principles to aid in finalizing the structure: 1. Allocation of Resources Principle: Cities, like all organizations, have scarce resources; those resources must be allocated in such a way that maximizes benefit to the community. 2. Benefits Principle: Those who receive benefits from a good or service should pay for that good or service according to the level or value of the benefit received. 3. Tax-Supported Subsidies Principle: In cases where groups of individuals may lack the resources required to consume City goods and services, the City may choose to provide a subsidy in order to provide them the choice to consume. 4. Sustainable Funding Source Principle: The nature of a funding source should be considered to determine its appropriateness in funding a given service or project
Burnaby	No formal policy in place. It is City practice to levy those fees and charges allowed under the Community Charter to assist in delivering a particular service or program and to align costs with the benefits provided. The City currently imposes a development cost charge for parkland given its long standing support and dedication to developing 'green space' for the residents of Burnaby. As the City has well-established civil infrastructure that has been built-out over years, it does not impose a development cost charge on development to pay for future growth impacting water, sewer, drainage, or roads infrastructure as allowed under the Community Charter. The City however requires developers to pay their portion of civil infrastructure on subdivision development through an Engineering Services Agreement.
Kelowna	No formal policy in place however Kelowna is working towards the objective that user fees and charges are sufficient to meet the City's needs, that everyone will pay a fair amount for the services they receive, the services will be reasonably accessible by all citizens, and user fees will be transparent and easy to understand.
West Kelowna	No formal policy in place as it is being updated however there is no growth to fees and charges unless a bylaw that outlines the growth is in place. For example, fees and charges for ice rentals, field rentals, etc. will have 3 year projected increases as they try and align rates with surrounding municipalities.
Calgary	The formal policy in place for Calgary applies the following principles to set User Fees: Principle 1 - Benefits Principle: those who receive benefits from a particular municipally provided good or service should pay for that good or services according to the level or value of the benefit received. Principle 2 - Cost Recovery Principle: the full cost of providing a good or service, including operating expenses, administrative costs, capital expenses (including depreciation), as well as implicit costs of foregone opportunities or activities that are not being undertaken, environmental costs and social costs, should be the starting point when calculating the appropriate user fee. Principle 3 - Management of Public Assets Principle: public assets have a value and The City has a responsibility to recognize this value and protect these assets. Principle 4 - Allocation of Resources Principle: in an environment with limited resources available and increasing public demand for goods and services, user fees have value as a mechanism for allocating scarce resources. Principle 5 - General Tax-supported Subsidies Principle: when consumption or use of a good or service benefits society as a whole, all citizens should pay for the societal benefit.
Richmond	No formal policy in place. The Richmond Financial Strategy document specifies that as part of the annual budget process, all user fees will be automatically increased by the CPI, the financial model will be used and updated with current information, and the budget will be presented in a manner that will highlight the financial strategy targets and indicate how the budget meets or exceeds them.
Port Moody	No formal policy in place. Port Moody's objective is to ensure property taxes and user fees are sufficient to meet the community's short and long-term needs and are relatively stable year over year. The following principles will also be applied: 1. Property taxes and user fees will be kept as stable as possible over time 2. Periodic comprehensive reviews of user fees and tax classes will be conducted 3. Property taxes and user fees will not be supplemented by transfers from reserves 4. Proposed property tax shifts will be carefully analyzed before implementation 5. Property taxes and user fees will be transparent and easy to understand 6. Non-recurring revenues will only be matched to non-recurring expenditures
Burlington	No formal policy however the City of Burlington review the rates and fees annually and adjusted in accordance with inflation and market conditions.
Toronto	No formal policy in place however the City of Toronto abides by the principle that user fees should reflect public policy, and be used to manage demand for limited services and recover costs from non-residents. They should also be flexible, reflecting the ability to pay and service delivery costs.
Ottawa	No formal policy in place. Ottawa currently charges fees to users of many services to cover part or all of the costs of providing those services, such as transit fares, recreation program fees, and childcare fees. One important factor in determining user fee amounts is whether all residents, regardless of income, have access to these services. Other user fees include utility charges such as water rates and sewer surcharges that are included on residents' water bills.
Maple Ridge	The formal policy in place states that fees and charges will be reviewed and adjusted annually. The public will be provided no less than 3 months notice of those changes.
Town of Langley	No formal policy in place. User fee revenue is used to fund ongoing operating expenses such as salaries, long term contract increases, and debt repayments, to ensure regular and preventive asset maintenance required to realize optimal lifecycle costs, and to fund operating costs associated with new capital inventory constructed, contracted or inherited (development) by the Township of Langley.

Appendix C: Summary of City of Victoria Fees and Charges

Fee Category		Review Interval	Last reviewed
Water	Consumption Fee	Annually	2015
	Meter Service	Annually	2015
	Special Fees	Periodically	2015
	Connections Fees	Periodically	2015
Sewer	Consumption Fee	Annually	2015
	CRD Consumptoin	Annually	2015
	Connections Fees	Periodically	2015
	Special and Other	Periodically	2015
Stormdrain	Impervious Surface	Annually	2015
	Intensity Factor Fee	Annually	2015
	Codes of Practice	Annually	2015
	Frontage	Annually	2015
	Connections Fees	Periodically	2015
Solid Waste	Collection Fee	Annually	2015
	Other fees	Periodically	2012
Sidewalk Café	Application fee	Periodically	2015
	Rental fee	Periodically	2015
Adminstrative	Utility and tax information request	Periodically	2004
	NSF	Periodically	2004
	Mortgage info request	Periodically	2004
	Special UB reading	Periodically	2004
Business Licence	BL fees - many categories	Periodically	1989
	Street Enterainment Fees	Periodically	1989
Liquor Licence	Liquor Licensing	Periodically	1989
Vehicles for Hire Bylaw	Licensing Fees	Periodically	2003
False Alarm	False Alarm Fees	Periodically	Within last 3 years
Fire Prevention	Demolition	Periodically	2014
	Fire Watch	Periodically	2014
	Security	Periodically	2014
	Compliance	Periodically	2014
	Inspection	Periodically	2014
	Extraordinary	Periodically	2014
	Investigation	Periodically	2014
	Plan Review	Periodically	2014
	Occupancy Load Calc	Periodically	2014
	File Search	Periodically	2014
	Vehicle Inspection	Periodically	2014
Animal control	Dog Licences	Periodically	2014
	Impound fees	Periodically	2014
	Maintenance Fees	Periodically	2014
Building Bylaw	Permit Fees	Periodically	1988
	Search, Access, Report	Periodically	1993
Plumbing	Permit Fees	Periodically	2004
Electrical	Permit Fees	Periodically	1992
Sign	Permit Fees	Periodically	2014

Fee Category		Review Interval	Last reviewed
Development Cost Charges	DCCs	Periodically	2007
Abandoned Properties	Investigation	Periodically	2008
Ross Bay Cemetary	Licence Fees	Periodically	2010
	Interment Fees	Periodically	2010
	Markers Monuments etc	Periodically	2010
	Additional Services	Periodically	2010
Recreation Fees	Rental Fees	Annually	2015
	Crystal Pool Admission	Annually	2015
	RAP Rental	Annually	2015
	Festival Equipment	Annually	2015
	Surface Rental	Annually	2015
	Green Space Rental	Annually	2015
	Filming Fees	Annually	2015
Fireworks	Inspection	Periodically	2010
	Incident Service	Periodically	2010
Noise	Exemption application	Periodically	2003
Rezoning	Pre-application stage	Periodically	2010
	Application Fees	Periodically	2010
	Notice Sign	Periodically	2010
	Public hearing	Periodically	2010
	Large Project Assessment	Periodically	2010
Heritage Revitalization	Application Fees	Periodically	2010
Development Permits	Public hearing	Periodically	2010
	Large Project Assessment	Periodically	2010
	Subdivision	Periodically	2010
	Temporary Commerical	Periodically	2010
Subdivision	Applicatoin	Periodically	2012
Vehicle Impoundment	Impounment fees	Periodically	2002
Tree Preservation	Permit Fees	Periodically	2005
Pesticide Reduction	Permit Fees	Periodically	2007
Parks	Impoundment fees	Periodically	2007
	Permit Fees	Periodically	2007
Towing	Towing & Storage	Periodically	2011
Streets and Traffic	Permit Fees	Periodically	2009
	Impoundment fees	Periodically	2009
	Portable Sign Fee	Periodically	2013
Fuel Storage	Permit Fees	Periodically	2008
Parking	On-street	Periodically	2014
	Off-street	Periodically	2014

Proposed Amendments to the Financial Sustainability Policy

Purpose

To outline proposed amendments to the Financial Sustainability Policy for Council's consideration

Council Direction

Review the following five sub-policies:

- **Policy 1 – Growth in Property Tax Base**

- **Policy 5.1 – Alternative Revenues and External Funding**

- **Policy 6 – Infrastructure Maintenance and Replacement**

- **Policy 8 – Debt Management**

- **Policy 9 – Fees and Charges**

Growth in Property Tax Base

- **Growth impacts both capital and operating budgets**

- **No easy linkage to determine appropriate split**

- **Proposed to allocate first $500,000 to capital reserves and remainder allocated as determined by Council each year**

Alternative Revenues and External Funding

- **Intent of policy is focus is on highest priority needs and does not let grant opportunities drive the financial plan**

- **Proposed to clarify in policy that grant funding will be sought for priority infrastructure needs that are currently not included in the financial plan due to limited funding or pending Council decisions**

Infrastructure Maintenance and Replacement

- **The City has been increasing infrastructure funding since 1999**

- **Current policy has a 1.5% tax increase annually for capital investment**

- **Work is underway to determine funding needs for facilities, parks, streets infrastructure and sewer**

- **Proposed that Council annually considers a property tax increase dedicated to capital investment**

Debt Management

- **The intent of the policy is to limit the impact of new debt issues on property taxes**

- **The policy is currently silent regarding internal borrowing from Debt Reduction Reserve**

- **Proposed to add internal borrowing to the policy and to specify a 7% maximum for external borrowing rather than a fixed dollar amount**

Fees and Charges

- **The intent of the policy is to encourage that fees and charges are reviewed regularly**

- **Fees for the City's major revenue sources - utilities, parking and recreation - are reviewed regularly**

- **However, DCCs for example, have not been reviewed in almost a decade**

- **It is proposed that the policy be amended to add that fee bylaws should include an annual CPI increase when appropriate**

Proposed Amendments to the Financial Sustainability Policy -...

Recommendations

1. **Growth in Property Tax Base - replace policy 1.1 as follows:**
   - **To balance infrastructure upgrade needs with ongoing operating funding requirements, the first $500,000 of assessment growth (non-market change) property tax revenue will be transferred to infrastructure reserves and the remaining balance allocated as determined by Council**

2. **Alternative Revenues and External Funding – add the following to policy 5.1:**
   - **Grants should be sought for known infrastructure needs or identified priorities in the City's Strategic Plan even if they are not included in the financial plan due to limited funding or pending Council decision.**

Recommendations

3. **Infrastructure Maintenance and Replacement – replace policy 6.2 as follows:**
   - **Each year, Council will consider a property tax increase dedicated to increasing capital infrastructure investment**

4. **Self-financed Programs**
   - **In the introductory paragraph, add a reference to the Stormwater Utility and remove the reference to the Victoria Conference Centre**

Recommendations

5. **Debt Management – amend policy 8.1 as follows:**
   - **Every attempt should be made to keep the debt servicing charges at the current budget level of 7% of the property tax levy by adding new debt only in the years when other debt issues are retired. This will minimize the impact on property taxes as a result of new debt.**

   AND add policy 8.3 as follows:
   - **As an alternative to external borrowing, funds in the City's Debt Reduction Reserve can be borrowed with a maximum repayment term of 15 years at an interest rate equal to the lost investment interest**

6. **Fees and Charges – add the following to policy 9.0:**
   - **Fee bylaws should, when appropriate, include an annual increase equivalent to the Consumer Price Index for Victoria**

CITY OF VICTORIA

Governance and Priorities Committee Report
For the Meeting of September 17, 2015

To:	Governance and Priorities Committee	**Date:**	September 4, 2015
From:	Susanne Thompson, Director of Finance Katie Hamilton, Director of Citizen Engagement and Strategic Planning		
Subject:	Lessons Learned from Implementing the City's New Grant Process and Direction Regarding Potential Changes to the Policy		

RECOMMENDATION
That Council direct staff to bring forward amendments to the grant policy to implement the following changes:

1. Require that applicants demonstrate which strategic <u>outcome</u> their project will achieve
2. For arts applications, reduce the eligibility to only those organizations that do not fit under the CRD's Art Fund
3. Redirect all festival applications to the Festival Investment Grant application intake
4. Implement the following limits:
   a. Only fund one-time projects; provide no ongoing operating funding
   b. Only fund projects that primarily benefit City of Victoria residents, not Greater Victoria
   c. Reduce the cap for project grants from 75% to 50% of total project cost
   d. Implement a maximum award amount of $25,000
   e. Require that grant requests be related to "taking action" in the community and provide clear direction to staff as to what this means
   f. Allow only one strategic plan grant application per organization
5. Redirect projects that impact public space to a separate participatory neighbourhood funding stream
6. Improve the application form and asking applicants to:
   a. Outline who will benefit from the project
   b. Outline how much of the project cost is being requested
   c. Identify and provide proof whether other funding sources have been confirmed or are pending
   d. Outline which strategic outcome the project would achieve
7. Establish a process for addressing situations where grant requests exceed available funding:
   a. Staff will provide options for reducing the cap imposed by the policy to a percentage that will fit the available funding.

EXECUTIVE SUMMARY
The purpose of this report is to outline lessons learned implementing the City's new grant process and seek direction regarding potential changes to the policy before the 2016 intake which is scheduled to start in September 2015.

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Council approved a new grant policy for 2015 following a number of staff reports and public consultation opportunities starting in December of 2014. The new policy is intended to be implemented over a two-year period with the goal of a streamlined and consistent process for all competitive grants that provides greater flexibility for Council and increases Council involvement and oversight.

In implementing the process, a number of lessons were learned. In staff's opinion, the process worked well in achieving the goals of the new policy by inviting new applicants to apply, having consistent application and evaluation criteria, having staff involved in an objective manner only, having a goal of providing earlier approvals, not having any program undersubscribed, and having more Council involvement and oversight.

However, there are areas for improvement to make decision-making easier for Council including narrowing the scope and eligibility of the currently very broad program by adding limits such as a maximum award amount, a cap on the number of applications an organization can submit, providing project funding only, and reducing the maximum request for project grants from 75% to 50%. Also, requiring that applicants outline which strategic outcome their project will achieve rather than simply showing alignment with the very broad strategic objectives would narrow the scope.

In addition, re-directing grants that impact public space to a separate neighbourhood/placemaking funding stream, potentially with a matching funding component and a participatory budgeting opportunity is a possibility for 2016 A more detailed report will be brought forward to Governance and Priorities Committee meeting for Council's consideration on October 8.

Staff received varied feedback from applicants. Earlier consideration of applications for upcoming year, is generally seen as favourable. Some applicants appreciated the opportunity to present their application to Council, and other found it onerous.   Some applicants suggest that the oversubscription will encourage applicants to seek higher amounts in future to "cushion" their application from general reductions. One intake, and consistent requirements is seen as favourable and helpful.

Based on past experience this year and prior years, it is likely that the City will continue to receive requests in excess of the funding allocated by Council. Therefore, it might be helpful for Council's decision-making to determine a process for addressing such a situation.

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PURPOSE
The purpose of this report is to outline lessons learned implementing the City's new grant process and seek direction regarding potential changes to the policy before the 2016 intake.

BACKGROUND
On December 18, 2014, Council approved realigning the existing grant programs into two categories: direct award grants, and program grants consisting of Festival Investment grants and grants aligned with the 2015-2018 Strategic Plan. The primary objective was to differentiate grants that are provided to organizations who provide a service on behalf of the City (grants are directly awarded without a competitive process), and all other project or operating grants which would go through a competitive process. For the latter, staff were directed to bring back a streamlined process and evaluation criteria for Council's consideration upon completion of the 2015-2018 Strategic Plan.

On April 23, 2015, staff outlined a new policy and process for Council's consideration (report attached as Appendix A). The goal of the proposed grant program was to implement best practices and create:

1. A consistent and streamlined process that would allow new applicants to apply, have consistent evaluation and reporting back criteria, and provide for earlier approvals than prior years;
2. A grant program that would provide Council greater flexibility to allocate funding to those organizations that best assist in achieving the City's strategic objectives and avoids the historic undersubscription of some grant programs; and
3. A process with more Council involvement and oversight as identified through the public consultation on the draft strategic and financial plans

At that time, Council directed staff to seek feedback from organizations impacted by the proposed policy change. That feedback was reported to Council on June 4, 2015 (report attached as Appendix B) and Council approved the policy changes as amended based on the input received.

The 2015 application intake closed on June 26, 2015 and the eligible applications were brought to Council on July 9, 2015 followed by a Town Hall meeting on July 15, 2015 for presentations from those organizations requesting grants of $10,000 or more.

On August 5, 2015 Council went through the process of awarding the 2015 Strategic Plan, Micro and Community Garden Volunteer grants.

At that time councillors provided feedback regarding their observations of the new process. The following groups the feedback by the themes that emerged:

Arts and Festivals
- Arts applications eligible under the CRD Arts Fund should not be eligible under the City's strategic plan grants
- Having a separate funding envelope for grass roots arts organization
- Having a separate funding envelope for arts
- Directing all festival/events applications to the Festival Investment Grant Policy

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Limits
- Having fewer categories with clear envelopes of funding
- Putting a cap on how many applications an organization can put in
- Having a maximum amount for grant awards
- Requiring that grant awards be limited to projects that benefit City of Victoria residents, not Greater Victoria
- Requiring grant requests to be related to "taking action" in the community
- Grants related to social and health related projects that should be funded by the senior levels of government should not be eligible under the City's policy
- Having clearer rules around infrastructure requests
- Limiting the funding to one-time projects only; provide no ongoing funding

Policy and Process
- Update the policy to provide staff with clear principles/criteria for staff to evaluate each application against and provide recommendations for Council's consideration
- As part of the application form, ask the applicant to provide information on who is going to benefit
- Staff to provide more information to Council regarding each grant application, including how much of the total project cost is being asked for and whether any other funding the organization has applied for has been confirmed
- A desire to keep the politics out of the decisions
- Having a policy that is principle based
- Narrowing the scope of the policy since the strategic initiatives are much too broad
- Exploring options for handing the funding over to a third party such as the Victoria Foundation to adjudicate the grants on behalf of the City

ISSUES & ANALYSIS
The current policy and process aim to achieve a streamlined and consistent process that provides greater flexibility for Council, and more oversight and involvement by Council. There were a number of lessons learned from this year's process as outlined below.

Staff believe the following worked well:

1. Separating the direct-award grants from the competitive grants.
All grants for organizations that provide a service on behalf of the City (community and seniors centres, neighbourhood per capita grants, Victoria Heritage Foundation, Victoria Civic Heritage Trust, and Recreation Integration Victoria) are now directly awarded to those organizations without a competitive process. The organizations are still required to submit a report on achievements annually.

With the exception of Festival Investment grants and Fee-for-Service grants, all remaining grant programs were replaced with the new Strategic Plan grant program. The fee-for-service grants will be replaced with the Strategic Plan grants in 2016.

2. Inviting new applicants to apply
In the past some organizations were not able to apply since their projects did not fit within the City's programs, and the Fee-for-Service grants did not have a competitive process. Although

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the fee for service grant were directly awarded this year to provide ample notice to those organizations, next year all organizations will have to compete for funding leveling the playing field. This saw an increase in applications from $330,072 to $511,499.

3. Having consistent application and evaluation criteria
In the past, the City's grant programs had inconsistent processes. Some (sustainability and neighbourhood development, greenways and arts grants) had competitive processes with extensive evaluations whereas the fee-for-service grants only required a simply request with deliverable (Maritime Museum, Tourism Victoria, and Coalition to End Homelessness).

For 2015, the application and evaluation process was the same for the first four listed above and for 2016, Council approved discontinuing the fee-for-service grants so that all competitive grants are aligned. This alignment improves the City's ability to effectively communicate the opportunity to access City grant programs

4. Staff involvement
Staff's involvement in the evaluation of eligibility was objective, and Council determined the merit of each application. The subjective evaluation of the merit of applications is not staff's role and is a matter for Council to provide direction to staff as a recommended best practice.

5. Earlier approvals
Although the 2015 grants were awarded later than typical, going forwards the intent is to have all grants awarded in the fall in the year prior. This has two benefits: it provides certainty for grant applicants earlier; and grants will be awarded prior to setting the budget for the following year, which will eliminate any potential conflicts of interest for individual councillors when approving the financial plan.

6. No program was undersubscribed
In the past, some grant programs (for example, greenways and youth outreach) were undersubscribed and funding remained unallocated after the application intake. Council awarded the entire $207,000 budget allocated in 2015 plus an additional $36,000 from the strategic objectives account, compared to only awarding 80% of total available funding ($144,000 of the $181,000 budget) in 2014.

7. More Council involvement and oversight
The new process provided Council with all applications for review and required organizations whose grant requests were $10,000 or more to present to Council. However, it resulted in a longer process and made decision-making more difficult for Council.

8. Micro-grants and Community Garden Volunteer Coordinator grants
Council initiated two new grant programs through its strategic planning process. The application and award process worked well and Council will be able to determine if the programs achieved the intended results based on the reporting back from the organizations who received funding before the 2016 grants are awarded.

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Based on the feedback from the meeting of August 5, 2015, there are a number of improvements that can be made to address the concerns expressed. Staff suggest the following improvements for Council's consideration:

1. Scope and eligibility

The current policy has a very broad scope, which results in a large number of applications. In addition, having a competitive process and inviting new applicants to apply makes decision making more difficult since all applicants are competing against each other for limited funding. However, the broader scope allows Council more flexibility to award grants for applications that demonstrate more merit than others.

Should Council wish to reduce the number of eligible applications, the scope could be reduced by requiring that applicants must achieve a stated outcome of the Strategic Plan. The applications received this year fit under the strategic plan objectives, but very few clearly stated which outcome the proposed project would achieve.

The feedback provided by some councillors suggested reducing the number of categories or having separate funding envelopes. While this might not reduce the number of applications received, it may result in fewer applicants competing within a specific envelope. To avoid undersubscribed categories as in the past, should insufficient eligible applications be received for a specific funding envelope, that funding could then be allocated to the other funding envelopes for that particular year. This way Council still obtains the flexibility objective of the policy.

2. Arts grants

A number of suggestions regarding arts grants was provided including limiting the City's funding to only grass-roots arts organizations who would not be eligible under the CRD Arts Fund, creating a separate funding envelope for arts, and redirecting all festival grants to the Festival Investment Grant intake. In 2015, the total grants awarded for arts through the Strategic Plan grants was $20,112 plus $156,000 through the Festival Investment Grants totalling 48.5% of the total funding available ($176,112 out of total of $363,000). The two festival applications (Thinklandia, and Victoria International Jewish Film Festival) received under the Strategic Plan grant category were not eligible under the Festival Investment Grant Policy since they did not have a free component.

3. Limits

The current policy includes a number of limits that are intended to ensure the City is not the sole financial support, and that the Victoria citizens benefit from the programs and projects. The limits are:

- Requests to cover the applicant's administration costs are capped at 18%
- Applicants are required to be located within the Greater Victoria area
- Requests for annual operating funding are capped at 50%
- Requests for project funding are capped at 75%
- Capital equipment, such as computers and office equipment, is ineligible

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To reduce eligible applications or eligible amounts, the following changes or additional limits could be considered:

a. Limiting the funding to one-time projects only; provide no ongoing funding

This would mean that no organization would be relying on the City for ongoing operating funding. For 2015, all Strategic Plan grant applications received were for project funding so this limit would have had no impact. However, under the Fee-for-Service grants (see list on p. 12 of 14 in Appendix A) to be aligned for 2016, many are for ongoing operating funding. At this time, it is unknown what the impact to those organizations would be and if any of them would instead apply for project funding.

b. Requiring that grant awards be limited to projects that benefit City of Victoria residents, not Greater Victoria

Many organizations offer their services beyond City of Victoria borders so this limit would reduce the number of eligible applications. Alternatively, a reduced amount such as a maximum 25% of project amounts could be considered.

c. Reducing the cap for project grants to 50% and operating grants to 25% (assuming operating funding remains eligible)

This would reduce the eligible amounts.

d. Implementing a maximum grant award amount

This would potentially mean that available funding will reach more organizations. However, the grant award amounts for Strategic Plan and Fee-for-Service grants in 2015 ranged from $850 – $100,000 so it might be difficult to determine the appropriate maximum amount. Some of the City's previous grant programs did have maximums: Greenways had a $25,000 maximum and Neighbourhood Development had $10,000. In researching other communities, grant maximums vary and there doesn't appear to be a common practice. A summary is attached as Appendix C.

e. Implementing a cap on the number of applications per organization

Based on 2015, this would have reduced the number of Strategic Plan grant applications by 3 out of 55 received (Downtown Blanshard Advisory Committee-Quadra Village Community Centre; James Bay New Horizons; and Victoria Community Micro Lending Society). Should Council wish to apply this restriction to all grants the City offers including direct-award, micro and community garden volunteer grants, this would have reduced the number of Strategic Plan grant applications by 14 (11 from community and seniors centres and neighbourhood associations, two from Fee-for-Service and one that applied for both a strategic plan and a micro grant; the list is outlined in Appendix D).

f. Requiring grant requests to be related to "taking action" in the community

Implementing this limit would require a clear definition of what "taking action" means.

g. Senior government areas of responsibility

Making grants related to social and health related projects that are the responsibility of senior levels of government ineligible would reduce the number of applications received. For example, the Coalition to End Homelessness and Aids Vancouver Island would likely be deemed ineligible. This could mean that projects related to social and health issues under the objective to "Facilitate Social Inclusion and Community Wellness" in the City's Strategic Plan would no longer be an eligible.

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4. Projects that impact public space

Projects in public space are eligible under the current policy. There is an opportunity to redirect these applications to a neighbourhood/placemaking funding stream, potentially with a matching fund requirement, and a participatory budgeting opportunity. A separate report will be brought to Council for consideration in October

5. Application form

To provide additional information to assist in Council's decision making, the following improvements to the application form are suggested:

- Adding information on who will benefit
- Outlining how much of the total project cost is being requested
- Identifying and providing proof that any other funding the organization has applied for has been confirmed or is still pending
- Adding which strategic outcome the project would achieve, not just which strategic objective the request fits under

6. Over-subscription of grant funding

As was experienced during this year's grant intake, similar to previous years, applications received far exceeded the funding available. In addition to imposing limits on eligibility, developing a process for addressing such a situation would help streamline the process in future years. There are a number of approaches that could be considered:

- Reduce all grants for all applications proportionately. This approach would be simple, but would assume that all applications have the same merit.
- Reducing the limits imposed by the policy, for example reducing the maximum amount of a project budget from 75% of total cost to 50%. This approach would be simple, but would assume that all applications have the same merit.
- Allocate the available budget equally between the strategic plan objectives that have applications and pro-rate the applications within each. This approach would be simple, but would assume that all applications have the same merit.
- Rate and prioritize grant requests and approve those that score highest first and when available budget is allocated, the remainder are declined. This is a complex process, but would allocate funding to those projects that have the most merit.

7. Improving the decision-making process for Council

To assist in improving the decision-making process for Council, the following process improvements could be made:

- Staff could provide a summary outlining the following for each applications:
  - Name of organization
  - Short description of what the request is for
  - The strategic outcome the project will achieve
  - Amount requested
  - Eligible amount
  - Percentage of total project cost requested
  - Other funding sources including whether confirmed or pending
  - How many people will benefit from the project

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- Staff could provide options for fitting requests within allocated grant budget
  - Reduce the cap imposed by the policy to a percentage that will fit the available funding, for example, maximum 40% of total project cost. This would mean that an organization requesting 50% of project cost would see the amount reduced to 40%, but an organization requesting 25% would not be reduced.
  - Reduce all applications proportionately
  - Reduce the cap of $25,000 (assuming Council approves this cap) to a lower amount

OPTIONS & IMPACTS

Option 1: Implement further limits and process changes

1. Require that applicants demonstrate which strategic <u>outcome</u> their project will achieve
2. For arts applications:
   a. Reduce the eligibility to only those organizations that do not fit under the CRD's Art Fund
   b. Redirect all festival applications to the Festival Investment Grant application intake
3. Implement the following limits:
   a. Only fund one-time projects; provide no ongoing operating funding
   b. Only fund projects that benefit City of Victoria residents, not Greater Victoria
   c. Reduce the cap for project grants from 75% to 50% of total project cost
   d. Implementing a maximum award amount of $25,000
   e. Only allow one strategic plan grant application per organization
   f. Require that grant requests be related to "taking action" in the community and provide clear direction to staff as to what this means
4. Redirect projects that impact public space to a separate participatory neighbourhood funding stream
5. Improve the application form and asking applicants to:
   a. Outline who will benefit from the project
   b. Outline how much of the project cost is being requested
   c. Identify and provide proof whether other funding sources have been confirmed or are pending
   d. Outline which strategic outcome the project would achieve
6. Establish a process for addressing situations where grant requests exceed available funding as follows:
   a. Staff will provide options for reducing the cap imposed by the policy to a percentage that will fit the available funding, for example, maximum 40% of total project cost. This would mean that an organization requesting 50% of project cost would see the amount reduced to 40%, but an organization requesting 25% would not be reduced.
7. In addition to the process outlined in point 6 above, to assist in improving the decision-making process for Council, staff will provide a summary outlining the following for each applications:
   a. Name of organization
   b. Short description of what the request is for
   c. The strategic outcome the project will achieve
   d. Amount requested
   e. Eligible amount
   f. Percentage of total project cost requested

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    g. Other funding sources including whether confirmed or pending

    h. How many people will benefit from the project

This option would reduce the number of eligible applications and potentially make decision-making easier for Council.

Staff are seeking Council direction on the proposed recommended changes and seek guidance on deletions and additions.

<u>Option 2: Do not implement any changes to the current policy</u>
This option would not reduce the number of eligible applications and Council's decision-making difficulty would remain the same as in 2015.

2015 – 2018 Strategic Plan
The City's grant program is aligned with the City's Strategic Plan.

Impacts to 2015 – 2018 Financial Plan
The intent is for Council to consider grant requests in alignment with the financial planning process. The total amount awarded would be the budget for that year in the financial plan.

Official Community Plan Consistency Statement
Not applicable.

CONCLUSIONS

Council amended the grant process for 2015, to be phased-in over 2015 and 2016. Council also directed staff to bring forward recommendations providing options for Council's consideration to improve the process.
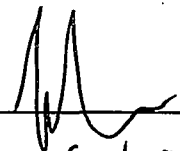
Respectfully submitted,

Susanne Thompson
Director of Finance

Katie Hamilton
Director of Citizen Engagement and Strategic Planning

Report accepted and recommended by the City Manager: _____

                                                 Date: _____ Sept. 9, 2015

List of Attachments

Appendix A: Proposed Alignment of Grants Program with City of Victoria 2015-2018 Strategic Plan

Appendix B: Summary of Public Input on the Proposed Grant Process and Approval of Fee-for-Service Grants

Appendix C: Summary of Maximum Grant Award Amounts in Other Communities

Appendix D: Organizations that Applied under Multiple Grant Programs

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Appendix A

CITY OF
VICTORIA

Governance and Priorities Committee Report
For the Meeting of April 23

To:	Governance and Priorities Committee	Date:	April 13, 2015
From:	Susanne Thompson, Director, Finance Julie MacDougall, Acting Director, Parks and Recreation Katie Hamilton, Director, Citizen Engagement and Strategic Planning		
Subject:	Proposed Alignment of Grants Program with City of Victoria 2015-2018 Strategic Plan		

Executive Summary

The purpose of this report is to propose a new grant program, with a two-phased implementation, in alignment with the 2015-2018 Strategic Plan for Council's consideration.

As directed by Council in April of 2014, a review to streamline the grant process was initiated for implementation in 2015. On December 18, 2014 Council approved grouping existing grant funding into two categories: direct award grants and grants aligned with the 2015-2018 Strategic Plan. Although festival investment grants would fall into the strategic plan grant category, Council approved festival investment grants for 2015 in December of 2014 to enable those grant recipients to apply for Federal grant funding that had a December 31 deadline. Direct award grants (community and seniors centres, neighbourhood per capita grants, Victoria Heritage Foundation, Victoria Civic Heritage Trust, and Recreation Integration Victoria) for 2015 were approved on February 26, 2015. This report addresses the remaining grants that would align with the recently approved Strategic Plan.

In developing a new program, we researched practices in other communities and although processes vary, all grants require Council's approval. Many municipalities offer different grant programs: some with criteria for the specific funding streams and some without criteria where Council determines the merit of each application individually. Some have grant review committees including citizen members and some municipalities are focussing participatory budgeting efforts on grant programs. Typically, if staff recommendations are made for Council's consideration, staff are simply recommending that an organization applying be considered as they have been confirmed as eligible for the specific grant stream. Council determines the merit of the applications.

In the past, five grant programs had a competitive application process: festival investment, neighbourhood enhancement, greenways, community arts, and sustainability. The budget for these programs totalled approximately $327,000, of which $156,000 was allocated to festival investment grants. The remaining grant budget of approximately $513,000 was for "fee-for-service" grants, for which there is no application intake or opportunity for new applicants seek funding, and grants have generally been approved for the same organizations each year.

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Proposed Alignment of Grants Program with City of Victoria 2015-2018 Strategic Plan

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The program for festival investment grants is proposed to remain unchanged. This program has a well-established and robust policy and guidelines. It is proposed that for 2015, the fee-for-service grant process remain the same, but that the neighbourhood enhancement, greenways, community arts, and sustainability program grants be discontinued and replaced with a single new grant program aligned with the 2015-2018 Strategic Plan. The Strategic Plan has a broad scope and organizations that applied under the previous grant programs will have an opportunity to apply under the new program.

For 2016, it is proposed that the fee-for-service grant program be discontinued and incorporated into the strategic plan grant program. This phase-in is recommended for 2016, to provide organizations with ample notice, in particular those that have not previously been required to go through a competitive process. Also, as the next phase of the financial planning process, Council has directed staff to explore options for participatory budgeting for 2016. Based on experience from other communities, using a portion of the strategic plan grants could be an opportunity.

The new proposed grant program is designed to provide City Council with greater flexibility, involvement and oversight in the award of grants. It is proposed that the application and evaluation process be consistent for all strategic plan grants, including the timing of applications and awards.

The new process will provide opportunity for new applicants to apply and will be assessed using common eligibility criteria. However, the grant program itself is proposed to be broader in scope encompassing all 13 strategic objectives so that applicants are not restricted to apply for one type of grant when their project or program achieves multiple strategic objectives. Also, it is recommended that one funding envelope be created, instead of individual funding allocations for each strategic objective. This provides Council greater ability to provide funding to applications that will help meet approved strategic objectives the best and should prevent the historical experience of having some grant programs that are undersubscribed.

As part of the Strategic Plan, Council also approved the creation of a micro-grant program for volunteer coordination of commons and community gardens and added $36,000 to the Financial Plan to fund community garden volunteer coordinators in the six neighbourhoods that currently have community gardens. The micro-grant program has been added as a separate category in the proposed grant policy. The $6,000 for each of the neighbourhoods with community gardens will be treated as direct-award grants to those neighbourhoods.

Staff's role in supporting the proposed grant program will be to ensure that applicants are eligible. All grants that impact public space will be further assessed to determine implications on the use and function of the public space as well as budget impacts for ongoing maintenance. Adjudication of the merit of grant applications is proposed to be done by Council. It is also proposed that all applicants make a presentation to Council, at special meetings, in support of their application and will be required to report back on achievements. This is common in other municipalities as well.

It is also proposed that for future years, grant applications be due in the fall to enable review and award for the future year in alignment with the financial planning process. This has two benefits: grant applicants will know sooner if they were successful; and Council will be able to award grants prior to setting the budget for the following year, which will eliminate any potential conflicts of interest for individual Councillors when approving the financial plan. This also provides greater administrative efficiency as well as improved ability to effectively communicate the opportunity to access City grant programs.

In 2015, due to the strategic planning process that concluded earlier this month, the grant process

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for 2015 is later than desired. Staff are taking steps to ensure that applicants are well informed of the new process and will be offering assistance as applicants are putting their applications together. An information session is proposed to provide opportunity for not-for-profit organizations to learn more about the process and benefit from advice on how to prepare an effective proposal and presentation.

The above changes, along with common eligibility criteria, are reflected in the proposed *Grant Policy* found in Appendix A.

Recommendations
That Council:

1. Approve the proposed grant program and process incorporated into the *Grant Policy* as outlined Appendix A
2. Implement a phased-in approach as outlined in this report:
   a. In 2015, fee-for service grant process will remain unchanged and neighbourhood enhancement, greenways, community arts and sustainability programs will be replaced with the new grant program aligned with the 2015-2018 Strategic Plan
   b. In 2016, fee-for service grant process will be replaced with the grant program aligned with the 2015-2018 Strategic Plan
3. Direct staff to accept applications until May 24 and schedule two special Governance and Priorities Committee meetings the week of June 14 for presentation by eligible applicants
4. Direct staff to launch the intake for 2016 grants in September 2015 for approval by Council in November 2015 in alignment with the 2016 financial planning process
5. Direct staff to explore, as part of developing options for participatory budgeting, participatory budget opportunities for a portion of the strategic grant budget, prior to the 2016 grant process

Respectfully submitted,
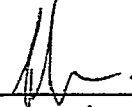
Susanne Thompson
Director, Finance

Julie-MacDougall
Acting Director,
Parks and Recreation

Katie Hamilton
Director, Citizen
Engagement and Strategic Planning

Report accepted and recommended by the City Manager: _____

Date: _____ Apr. 16, 2015 _____

Attachments:
Appendix A - Proposed Grant Policy
Appendix B - 2013 and 2014 Grants Paid

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Proposed Alignment of Grants Program with City of Victoria 2015-2018 Strategic Plan

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Purpose

The purpose of this report is to propose a new grant program, with a two-phased implementation, in alignment with the 2015-2018 Strategic Plan for Council's consideration.

Background

The City of Victoria has supported the community through grants for over 40 years, contributing to the quality of life of residents, businesses and visitors. Some grants are used to fund delivery of services on behalf of the City, such as community recreation programs and heritage preservation. Other grants have supported festivals, community arts, social services, community and economic development.

The *Community Charter* prohibits the City from providing grants to businesses. Therefore, the grant policy only provides for grants to registered non-profit organizations.

The City has in the past offered several grant funding streams with different application intakes. The historical process required significant staff time to review applications and provide recommendations for Council's consideration. Some grant programs were oversubscribed, such as festival investment grants, whereas others did not receive eligible applications, such as greenways, and therefore remained unallocated (for 2014 the total unallocated amount was $35,000 for greenways and youth outreach). In addition, in some grant categories, such as economic development, social service agencies and community development, there was no opportunity for new applicants to apply.

On April 10, 2014 Council requested that staff report back on a streamlined grant process for the 2015 budget year.

On December 18, 2014 Council approved the festival investment grants for 2015 for a cash award total of $156,000. The remaining budget for Strategic Plan grants included in the draft 2015 Financial Plan is approximately $710,000 (including $25,000 unspent budget carried forward from 2014). As outlined in Appendix B, historically, the different grant program envelopes varied significantly as did the individual grant awards:

- Fee for service grants (for example outreach, compost education, Community Social Planning Council, Film Commission, Tourism Victoria, Greater Victoria Coalition to end Homelessness, and Greater Victoria Bike to Work Week) have totaled approximately $500,000 with grant awards ranging from $2,000 to $100,000;
- Neighbourhood enhancement grants totaled $30,000 with grant awards ranging from $1,900 to $5,000;
- Greenways grants totaled $25,000 with grant awards ranging from $10,000 to $15,000;
- Community arts grants totaled $30,000 with grant awards ranging from $7,500 to $10,000, and;
- Sustainability grants totaled approximately $86,000 with grant awards ranging from $4,600 to $10,000.

Also on December 18, 2014 Council approved realigning grants into two categories: direct award grants and program grants based on Council's strategic plan. Direct award grants are provided to organizations that provide a service on behalf of the City, such as community and seniors centres; neighbourhood per capita base grants, heritage grants and Recreation Integration Victoria. Council approved direct award grants for 2015 on February 26, 2015.

Council also directed staff to develop the program for strategic plan grants upon approval of the Strategic Plan. The City's 2015-2018 Strategic Plan has 13 objectives:

1. Innovate and Lead

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2. Engage and Empower the Community; Strive for Excellence in Land Use
3. Build Financial Capacity of the Organization
4. Create Prosperity through Economic Development
5. Make Victoria More Affordable
6. Facilitate Social Inclusion and Community Wellness
7. Enhance and Steward Public Spaces, Green Spaces and Food Systems
8. Complete a Multi-modal Active Transportation Network
9. Nurture Our Arts, Culture and Learning Capital
10. Steward Water Systems and Waste Streams Responsibly
11. Plan for Emergencies Including Climate Change Short and Long Term
12. Demonstrate Regional Leadership.

As part of the Strategic Plan, Council approved the creation of a micro-grant for volunteer coordination of commons and community gardens. This has been added as a separate category in the proposed grant policy.

Through the public consultation on the draft strategic plan and the draft financial plan, the City received feedback regarding grants as follows:

1. Do you have any general comments on the City's investment in grants?

   In response, common themes included:
   - Increased oversight of grants and who gets them is needed
   - Support for grants that support arts and culture
   - More details of these grants are needed – the public isn't aware of how these dollars are being spent
   - Too much money is directed towards grants – they should go towards City services
   - Increase scrutiny around the awarding of grants

2. City spending in this area should be:

more	101	
less	90	
it's just right	153	
	344	
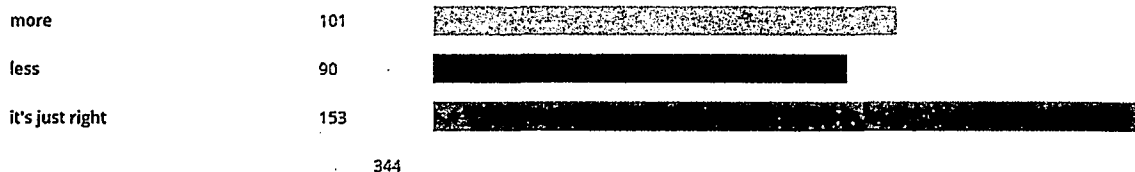
Municipalities have different processes for grants, but all require Council's approval. Many offer different programs: some with specific criteria for the specific funding streams and some without criteria where Council determines the merit of each application individually. Some have grant review committees including citizen members. Typically, if staff recommendations are made for Council's consideration, staff are simply confirming that an organization applying was eligible for the specific grant stream. Council determines the merit of the applications.

Issues & Analysis
The goal of the proposed grant program is to implement best practices and create a consistent and streamlined process where applicants outline how their project or program supports the achievement of the outcomes identified in the Strategic Plan. As outlined below, a number of considerations have been taken into account.

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Streamlined and Consistent Process

Overarching criteria would apply to all strategic grant applications and the application intake period would be aligned with the financial planning process in the fall of each year. Grant applicants would know sooner if they were successful, and applicants, such as those applying for festival investment grants, will be able to leverage other funding opportunities that have December 31 deadlines. The process would also allow for new applicants for all strategic grant objectives.

Festival Investment Grants

It is recommended that the Festival Investment grants, including in-kind allocations, remain unchanged as outlined in the existing Festival Investment Grant Policy and Guidelines. This program has a well-established and robust process. Furthermore, the program is consistent with the Strategic Plan objective Nurture Our Arts, Culture and Learning Capital.

Due to the complexity of applications, specifically how the festivals fit within public space, and the required involvement from Police, Fire and other agencies, the detailed technical review process will also continue.

Greater Flexibility for Council

It is proposed that the program have a broad scope encompassing all 13 strategic objectives.

Rather than establishing individual funding allocations for each strategic objective, it is proposed to pool the entire budget and allocate funding based on applications received in any given year. As a result, grant opportunities will be maximized with no program undersubscribed and Council will be able to allocate funding to those applicants that will best assist in achieving the strategic objectives.

More Oversight and Involvement by Council

For the majority of the grants, staff's role would simply be to ensure eligibility of the applicant based on common criteria (see part 4 of Appendix A).It is proposed that applicants would make a presentation to Council and Council would determine the merit of each application.

To inform Council's decision making, grants that impact public space would be reviewed by staff to determine implications on the use and function of the public space as well as budget impacts.

Micro-grants

As part of the Strategic Plan, Council approved the creation of a micro-grant for volunteer coordination of commons and community gardens. It is proposed that the maximum amount for a micro-grant be $500. Since the grant amounts are small, it is recommended that applicants for micro-grants not be required to present to Council; however Council will still approve each grant.

In addition, Council added $36,000 to fund community garden volunteer coordinators in the six neighbourhoods that currently have a community garden ($6,000 each.)

Reporting on Achievements

Organizations would be required to report on their achievements to demonstrate the result of the City's contribution.

In-kind Grants

As part of the recent financial planning process, it was identified that in-kind grants are currently handled on an ad-hoc basis using a number of already established budgets within the financial

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plan. It is proposed that a policy for in-kind grants be developed and that all in-kind grants be comprehensively reported on. It is proposed that this policy be developed in 2015 for implementation in 2016.

Participatory Budgeting
As part of the financial planning process, Council has directed staff to explore options for participatory budgeting for 2016. Based on experience from other communities, using a portion of the strategic plan grants could be such an opportunity

Limits on Grant Funding
It is proposed that a number of limits be included in the policy. These limits are intended to ensure the City is not the sole financial support of the applicant, and that the citizens of Victoria benefit from the programs and projects. It is suggested that:
- Requests to cover the applicant's administration costs be capped at 18%
- Applicants be required to be located within the Greater Victoria area
- Requests for annual operating funding be capped at 50%
- Requests for project funding be capped at 75%
- Capital equipment, such as computers and office equipment, be ineligible

Over-subscription for Grant Funding
Based on past experience, the City is likely to receive funding applications totalling more than the available budget. There are a number of different ways that Council could allocate the available funding and it is recommended that Council establish a process for addressing a situation where more funding is requested than is available. Some considerations for Council are:
1. Reduce all grants for all applications so that each application receives a proportionately smaller amount
2. Rate and prioritize grant requests and approve the applications that Council expects to contribute the most toward the strategic objectives
3. Increase the grant budget

Options & Impacts

Option 1: Establish a single program with one funding envelope for all strategic objectives (recommended)
- Replace neighbourhood enhancement, greenways, community arts, and sustainability grant programs with the new grant program
- Festival investment grants remain unchanged
- Fee-for service grants remain unchanged for 2015; replaced by the new grant program in 2016

Pros:
- Provides Council with the most flexibility in that the applications with the most merit, based on the strategic objectives, could receive the most funding and not be restricted by amount in a separate funding envelope
- Provides ample notice to the organizations that have not applied under a competitive process previously

Cons:
- Could make decision-making more difficult since all applicants are competing against each other

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Option 2: Establish a new program but allocate funding between all strategic objectives; festival investment grants remain unchanged; same phasing-in approach for fee-for-service grants as in option 1

Pros:
- Applicants know funding available for each category.
- Could make decision-making less difficult since applicants are only competing against other applicants in the same category.

Cons:
- Applications that have more merit than others may be declined due to limited funding for a particular strategic objective.

Option 3: Align existing programs with Strategic Plan objectives

Pros:
- Current programs are known by applicants

Cons:
- Does not address any of the shortcomings of the current programs (some oversubscribed, others undersubscribed; inconsistent processes between the grant programs, reporting requirement not consistent; for the majority of programs no opportunity for new applicants to apply)
- Not all strategic objectives would have a program and if funding envelopes remain the same there would be no funding available to create new ones

Recommendations
That Council:
1. Approve the proposed grant program and process incorporated into the *Grant Policy* as outlined Appendix A
2. Implement a phased-in approach as outlined in this report:
   a. In 2015, fee-for service grant process will remain unchanged and neighbourhood enhancement, greenways, community arts and sustainability programs will be replaced with the new grant program aligned with the 2015-2018 Strategic Plan
   b. In 2016, fee-for service grant process will be replaced with the grant program aligned with the 2015-2018 Strategic Plan
3. Direct staff to accept applications until May 24 and schedule two special Governance and Priorities Committee meetings the week of June 14 for presentation by eligible applicants
4. Direct staff to launch the intake for 2016 grants in September 2015 for approval by Council in November 2015 in alignment with the 2016 financial planning process
5. Direct staff to explore, as part of developing options for participatory budgeting, participatory budget opportunities for a portion of the strategic grant budget, prior to the 2016 grant process

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Appendix A – Proposed Grant Policy and Application Form

1. Purpose
The purpose of the Grant Policy is to guide the City in managing grants with the exception of Housing and Festival Investment Grants which are guided under separate policies.

2. Objectives
The objectives are:
- Support not-for-profit organizations serving the City of Victoria
- Enhance the quality of life for residents, businesses and visitors
- Deliver services on behalf of the City
- Complement or extend the reach of City service
- Provide a service the City would otherwise deliver given adequate resources
- Meet evolving strategic and community priorities
- Provide opportunity to a diverse group of applicants
- Promote sound financial management
- Provide a fair, consistent, effective and efficient evaluation process
- Promote transparency and accountability

3. Grant Definitions
The City Grant Programs will consist of three grant streams: Direct Award Grants, Strategic Plan Grants and Micro Grants.

Direct Award Grants:
- For eligible organizations delivering a service or program on behalf of the City on an ongoing basis, including a service to operate City-owned facilities

Direct Award Grants are:
   a. Community and senior centre operating grants
   b. Neighbourhood base grants and insurance
   c. Heritage grants
   d. Recreation Integration Victoria
   e. Volunteer coordinators for each neighbourhood with a community garden

Strategic Plan Grants:
- For eligible organizations working on a project or program basis that supports the actions and outcomes of the City's 2015-2018 Strategic Plan Objectives

Micro Grants:
- For eligible community groups delivering a service or program for volunteer coordination of commons and community gardens

4. Eligibility Criteria

Common Criteria

The organization must meet all the following criteria to apply for a grant:
- Registered non-profit organization in good standing in the Province of BC or registered charitable organization in good standing with the Canada Revenue Agency
- Organization resides within the Capital Regional District and the services and activities benefit residents of the City of Victoria

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- Complement or extend the reach of the City services
- Evidence of clear mandate and competent administration
- Evidence of ongoing, active volunteer involvement
- Not in arrears with the City of Victoria
- Not in bankruptcy or seeking creditor protection
- Demonstrate financial stability and accountability
- Evidence of diversity of funding sources and/or increasing financial self-sufficiency
- Applicants must apply for funding on an annual basis
- Projects or programs must be substantially completed within the grant time period
- Monitoring and reporting requirements

The grant must be leveraged to create additional financial value by securing one or more of the following:
- Funding from other governments
- Corporate sponsorships
- Matching funds
- In-kind contributions
- Waived fees and charges

The following activities and costs are *ineligible* for grant funding:
- Commercial activities and related costs
- Religious activities and related costs
- Land purchase and land improvements
- Activities and costs that are the responsibility of other governments
- Costs not directly associated with approved project, program or service
- Fundraising costs for the operations of the organization
- Travel costs
- Conference, workshop, training or professional development costs
- Deficit or debt repayment
- Re-investment of unused grant revenue by funded organization

<u>**Specific Criteria**</u>

Direct Award Grants:
- Fund the operation of City-owned facilities and/or
- Deliver services on behalf of the City

Strategic Plan Grants:
The grant must support the outcomes of at least one of the following City Strategic Plan Objectives:

- Innovate and Lead
- Engage and Empower the Community
- Strive for Excellence in Land Use
- Build Financial Capacity of the Organization
- Create Prosperity through Economic Development
- Make Victoria More Affordable
- Facilitate Social Inclusion and Community Wellness
- Enhance and Steward Public Spaces, Green Spaces and Food Systems
- Complete a Multi-model Active Transportation Network

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- Nurture Our Arts, Culture and Learning Capital
- Steward Water Systems and Waste Streams Responsibly
- Plan for Emergencies Including Climate Change Short and Long Term
- Demonstrate Regional Leadership

and

- administrative costs are capped at a maximum of 18% of total budget
- Organizations can be funded up to 75% of project or program costs
- Operating funding up to 50%

Micro Grant:
- Must comply with all City's food policies such as the Boulevard Gardening Guidelines and Community Garden Policy
- Organizations can be funded to a maximum of $500 per grant

5. The Grant Review Process

There is one intake period per year. All grants are awarded using a competitive process and/or performance based process.

The process of reviewing the grants would include the following steps:
1. Applications submitted by deadline
2. Staff review applications for eligibility
3. Applications that impact public space will be vetted through appropriate departments to assess the project or program feasibility
4. Staff report eligible applications to the Governance and Priorities Committee
5. Eligible Strategic Plan Grant applicants present to Council
6. Council assesses each application
7. Council awards and approves the grants
8. Grants distributed in July (to coincide with when the City receives its annual funding through property taxes)
9. Recipients report on grant use and deliverables

6. Decision Making

Staff will review all applications and evaluate based on the eligibility requirements. All eligible grant applications will be presented to Council for review. Eligible applicants applying for the Strategic Plan Grants will be required to make a presentation to Council. City Council will decide on all the grant allocations.

7. Grant Limitations

- Not all applicants meeting the Grant Program requirements will necessarily receive a grant
- Based on the number of applications, groups may not receive the full grant that they request
- Approval of a grant in any one year is not an automatic ongoing source of annual funding

8. Monitoring and Reporting

Each grant recipient will be required to submit an annual or post-program report as specified by the City.

8. Repayment of Grant

If the grant will not be used for the stated purpose, the full amount must be returned to the City.

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Appendix B: 2013 and 2014 Grants Paid

	2013 GRANTS PAID	2014 GRANTS PAID
Fee-for-service		
Greater Victoria Economic Development Agency	50,000	50,000
Greater Victoria Film Commission	45,000	45,000
SportHost	7,500	7,500
Tourism Victoria	47,500	47,500
Victoria Advanced Technology Association (VIATeC)	22,500	22,500
Community Social Planning Council	16,590	16,590
NEED2	20,103	20,200
St John Ambulance	2,221	2,250
Volunteer Victoria	11,439	11,500
Beacon Community Services (school crossing guards)	30,000	30,000
Compost Education Centre	13,530	13,530
Victoria Youth Council	20,000	20,000
Downtown Victoria Ambassadors	15,000	15,000
Greater Victoria Bike to Work Week	2,500	2,500
Greater Victoria School District-Bike to School Week (one time allocation)	0	3,600
Greater Victoria Coalition to End Homelessness	100,000	100,000
Maritime Museum	20,000	20,000
Victoria AM Society	2,000	2,000
Youth Empowerment Society Summer Opportunities	2,000	2,000
Burnside Gorge Community Association (Youth)	10,000	10,000
Fairfield Community Association (Youth)	15,000	15,000
James Bay Community Project (Youth)	10,000	10,000
Our Place Society (Adult)	25,000	25,000
Youth Empowerment Society - Downtown (Youth)	15,000	15,000
	502,883	506,670
Program Grants		
Sustainability *	86,500	86,542
Neighbourhood Development - Enhancement *	20,597	27,845
Neighbourhood Development - Greenways *	25,000	0
Community Arts *	10,000	30,000
	142,097	144,387
* Detailed listing on following pages		
Festival Investment	154,486	153,395
	799,466	804,452

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Appendix B: 2013 and 2014 Grants Paid

Sustainability Grants

Organization	Purpose	2013 Grant Paid
Bipolar Disorder Society of British Columbia	Stigma Stomp Classroom	6,500
Burnside Gorge Community Association	Youth Self Sufficiency Program	10,000
Community Social Planning of Greater Victoria	Building Resilient Neighbourhoods	10,000
Greater Victoria Cycling Coalition	Bicycles Mean Business	10,000
Healing Cities Institute Society	Living the New Economy	10,000
Oaklands Community Association	Youth Leaders in Training	10,000
Our Place Society	Extend - Our Place Society Pilot Project	10,000
Synergy Sustainability Institute	Regional Green Business Certification	10,000
Together Against Poverty Society	Volunteer Disability Peer Advocacy Project	5,000
Victoria Brain Injury Society	Community Awareness Project	5,000
		86,500

Organization	Purpose	2014 Grant Paid
Bipolar Disorder Society of British Columbia	Stigma Stomp Classroom	6,500
Burnside Gorge Community Association	Youth Self Sufficiency Program	7,500
Community Social Planning of Greater Victoria	Building Resilient Neighbourhoods	7,500
Friends Uniting for Nature Society	FUN Champs	6,000
Healing Cities Institute Society	Living the New Economy	6,000
Lifecycles Project Society	From the Ground Up	8,000
Intercultural Association of Greater Victoria	Hands On: Living Puppet Traditions	5,000
Oaklands Community Association	Oakland Market Sustainability Internship	9,000
Quadra School Parent Advisory	Create Vibrant/Sustainable Landscape - Quadra Schoo	8,292
Society of Friends of St. Ann's Academy	Bringing Leadership to Life	7,500
Victoria Brain Injury Society	Youth Supporting Youth	5,800
Victoria Cool Aid Society	Community Volunteer Training	4,675
World Fisheries Trust	Citizens under the Sea: Mobile Seaquaria	4,775
		86,542

Neighbourhood Enhancement Grants

Organization	Purpose	2013 Grant Paid
Fairfield Gonzales Community Association	Fairfield Community Garden	5,000
North Park Neighbourhood Association	Beautification/Information	2,678
Victoria West Community Association	Dishwasher/Community Dinners	2,800
Fernwood Neighbourhood Resource Group	Community Orchard	4,900
Oaklands Community Association	Growing Young Farmers Graden Project	3,315
Victoria West Community Association	McCaskill Street Wall Art	1,904
		20,597

Organization	Purpose	2014 Grant Paid
Burnside Gorge Community Association	Cecelia Ravine Garden	5,000
Fairfield Gonzales Community Association	Educational Awareness - Neighbourhood Resiliency	3,525
Fernwood Neighbourhood Resource Group	Commercial Kitchen Upgrades	4,125
Learning Disabilities Association of BC	School Partnership project - Youth Literacy	5,000
James Bay New Horizons Society	Honey Bee Education Garden and Beehives	4,200
North Park Neighbourhood Association	Neighbourhood Planning and Branding Exercise	3,400
Fernwood Community Association	Shape Your Future	2,495
Fernwood Community Association	Grant Street Book Box Lending Library	100
		27,845

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Appendix B: 2013 and 2014 Grants Paid

Greenways Grants		
Organization	Purpose	2013 Grant Paid
Fernwood Community Association	Central Middle School Greenways Path	15,000
North Jubilee Neighbourhood Association	Fern Park Green Project	10,000
		25,000

Community Arts Grants		
Organization	Purpose	2013 Grant Paid
Open Space	Artist in Residence - Visual Arts	10,000
		10,000
Organization	Purpose	2014 Grant Paid
Fairfield Gonzales Community Association	Fairfield Gonzales Stories Mural Project	7,500
Theatre Inconnu	Family Interactive Puppet Art	7,500
Pandora Arts Collective Society	Collaborative Community Film Project	7,500
Suddenly Dance Theatre Society	Suddenly Dance WITS Residency	7,500
		30,000

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Appendix B

CITY OF VICTORIA

Governance and Priorities Committee Report
For the meeting of June 4, 2015

To:	Governance and Priorities Committee	**Date:**	May 26, 2015
From:	Susanne Thompson, Director, Finance		
	Katie Hamilton, Director, Citizen Engagement and Strategic Planning		
	Julie MacDougall, Assistant Director of Parks		
Subject:	Summary of Public Input on the Proposed Grant Process and Approval of Fee-for-Service Grants		

Executive Summary
The purpose of this report is to summarize the public input regarding the proposed changes to the City's grant program and recommend changes based on the feedback. This report also seeks approval of the 2015 fee-for-service grants.

At the April 23, 2015 Governance and Priorities Committee, staff outlined the proposed new process for the grant program aligned with the Strategic Plan. Subject to feedback from stakeholders, Council approved a phased approach that maintains the current process for the fee-for-service grants in 2015, and in 2016 replaces it with the grant program aligned with the 2015-2018 Strategic Plan.

Over 200 groups were invited to participate in a public information session that was held on May 12, 2015. The session included a presentation of the proposed grant process, hand-outs outlining the draft policy and previous grants paid, and a question period. Fifty people attended this session, which involved two-way conversations with questions, answers and comments; all attendees were further encouraged to submit their comments in writing. Based on early feedback received, the opportunity to submit written comments was extended to May 26 for a total of two weeks; seven written submissions were received (Appendix A).

Comments provided at the meeting included:
- Support for the proposed changes
- Desire for simple application and reporting forms
- Concern regarding reporting timeline (September is a busy time and projects may not be completed yet)
- Concern regarding the resource impact for organizations to present to Council.

The written comments favoured the implementation of the new process and also identified concerns for the City to consider when finalizing the grant process. Some organizations provided feedback that they were still not clear on exactly what was being proposed, so staff followed up with them individually to clarify. The written feedback included:
- Support for a streamlined and consistent approach and improved information about the grant program
- Support alignment to the Strategic Plan
- "Informative information session"; "questions answered fully and handouts were useful"
- Early grant cycle and award is better for organizations to budget

- One year funding commitment can be challenging
- Concern about timing of the reporting requirements since program or project might not be complete
- Support for simplified applications and reporting
- Concern that presenting to Council is time consuming and will challenging for smaller organizations
- Concern around the timing of payment for community garden grants

Based on the feedback, there are a number of suggestions for Council's consideration:
- A simple application form with a shorter version for the micro-grants since the maximum dollar amount is small
- A streamlined reporting format
- An interim report requirement for the 2016 intake due to changing to an earlier application intake timeline
- Align the payment of the community garden volunteer coordination grants and micro grants with the growing season (March)
- Presentations to Council - possibly only requiring presentations from organizations requesting a grant above a certain amount

A terms of reference for the Community Garden Volunteer Coordinator grant has also been developed as per Council direction (Appendix C).

Council has yet to approve the individual grants in the fee-for-service category. The total 2015 fee-for-service grant request is $503,070, which is the same amount granted in 2014.
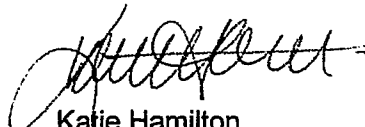
Recommendations
That Council:
1. Approve the Grant Policy, including amendments as a result of the feedback:
    a. A simple application form with a shorter version for the micro-grants
    b. A streamlined reporting form
    c. An interim report requirement for the 2016 intake
    d. Pay community garden volunteer coordination grants and micro-grants in March
    e. Require presentations to Council only for grant requests over an amount determined by Council
2. Direct staff to accept applications for the 2015 Strategic Plan grants until June 26, 2015
3. Direct staff to report on eligible applications at the July 9, 2015 Council meetings (decisions on awards to be made on July 23 after presentations)
4. Direct staff to schedule two Town Hall meetings for presentations by eligible applicants the week of July 13, 2015
5. Approve the 2015 Fee-For-Service Grants as outlined in Appendix B
6. Approve the terms of reference for the Community Garden Volunteer Coordinator grant as outlined in Appendix C

Respectfully submitted,

Susanne Thompson
Director, Finance

Katie Hamilton
Director, Citizen Engagement
and Strategic Planning

Julie MacDougall
Assistant Director,
Parks

Governance and Priorities Committee Report
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Report accepted and recommended by the City Manager: _____

Date: _____ May 28, 2015

Attachments:
Appendix A – Written Feedback on the New Grant Process
Appendix B – 2015 Fee-for-Service Grant Applicants
Appendix C – Community Garden Volunteer Coordinator Grant Terms of Reference
Appendix D – April 23, 2015 Governance and Priorities Committee Report

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Purpose
The purpose of this report is to summarize the public input regarding the proposed changes to the City's grant program and to seek approval of the 2015 fee-for-service grants.

Background
On December 18, 2014, Council approved a streamlined grant process that consisted of separating grants into two categories: direct award grants and program grants aligned with the Strategic Plan. At that meeting, Council also approved the 2015 festival investment grants to enable those grant recipients to apply for Federal grant funding that had a December 31 deadline. Council approved the 2015 direct award grants on February 26, 2015.

As part of the strategic planning process, Council approved a volunteer coordinator grant of $6,000 for each of the six neighbourhoods that have community gardens focussing on food production as well as a micro-grant for commons and community gardens.

At the April 23, 2015 Governance and Priorities Committee, staff outlined the proposed grant process for the grants to be aligned with the Strategic Plan (report attached as Appendix D) and Council approved the following motion:

"That Council:
1. Approve the proposed grant program and process incorporated into the Grant Policy as outlined in Appendix A attached to the report dated April 13, 2015.
2. Implement a phased-in approach as outlined in this report:
    a. In 2015, fee-for service grant process will remain unchanged and neighbourhood enhancement, greenways, community arts and sustainability programs will be replaced with the new grant program aligned with the 2015-2018 Strategic Plan.
    b. In 2016, fee-for service grant process will be replaced with the grant program aligned with the 2015-2018 Strategic Plan.
3. Direct staff to launch the intake for 2016 grants in September 2015 for approval by Council in November 2015 in alignment with the 2016 financial planning process.
4. Direct staff to explore, as part of developing options for participatory budgeting, participatory budget opportunities for a portion of the strategic grant budget, prior to the 2016 grant process.
5. Direct staff to:
    a. Engage the public, including stakeholders, to gather their input on this proposal.
    b. Amend the dates following the receipt of stakeholder input.
    c. Report back to Council within four to six weeks."

The goal of the proposed grant program is to implement best practices and create a consistent and streamlined process where applicants outline how their project or program supports the achievement of the outcomes identified in the Strategic Plan. The objectives of the proposed program are:
1. Flexibility
    a. A grant program that is broader in scope with one funding envelope to provide Council with greater ability to fund applications that meet strategic objectives the best
    b. Avoids the historical experience of having some grant programs undersubscribed
2. Consistency and opportunity
    a. The same application and evaluation process for all strategic plan grants, including the timing of applications and awards
    b. Opportunity for new applicants to apply and be assessed using common eligibility criteria

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      c. Timing of grant awards earlier (in the fall of the previous year) to allow Council to consider grant applications before the budget is set
3. Involvement and oversight
      a. Council will determine the merit of each application; staff will determine eligibility
      b. Applicants will present their requests to Council
      c. Formal reporting back before the following year's grant awards

Subject to feedback from stakeholders, Council approved a two phased approach that consisted of maintaining the current process for the 2015 fee-for-service grants and in 2016 replacing it with the grant program aligned with the 2015-2018 Strategic Plan. The intake period for 2016 is to be launched in September 2015 for approval by Council in November 2015, in alignment with the 2016 financial planning process. The Festival Investment Grant Policy is to remain unchanged.

A public information session that included a presentation outlining the proposed changes and a question period was held on Tuesday, May 12 at City Hall, which 50 people attended. This session was open to anyone interested in the City's grant process and over 200 invitations were sent out to past applicants, both those who have received grants and those who were unsuccessful in past intakes.

Issues & Analysis
Public Input
The in person forum held at City Hall attracted 50 participants. Staff engaged in two-way conversations explaining the new grant process and answering questions from the participants.

Written feedback was encouraged over a two-week period. The City received seven submissions commenting on the new process. Some responses included questions and staff have contacted the organizations directly to provide clarity. Overall, the comments included support for various aspects of the proposed program and also outlined some concerns to consider when finalizing the process.

The feedback is summarized as follows:
- Support for a streamlined and consistent approach and improved information about the grant program
- Support alignment to the Strategic Plan
- Informative information session; questions answered fully and handouts were useful
- Early grant cycle and award is better for organizations to budget
- One year funding commitment can be challenging
- Concern about timing of the reporting requirements since program or project might not be complete
- Support for simplified applications and reporting
- Concern that presenting to Council is time consuming and will challenging for smaller organizations
- Concern around the timing of payment for community garden grants

All written responses received are attached in Appendix A.

Based on the feedback, there are a number of suggestions for Council's consideration:
- A simple application form with a shorter version for the micro-grants since the maximum dollar amount is small
- A streamlined reporting format
- An interim report requirement for the 2016 intake due to changing to an earlier application intake timeline
- Align the payment of the community garden volunteer coordination grants and micro grants with the growing season (March)

- Presentations to Council - possibly only requiring presentations from organizations requesting a grant above a certain amount

2015 Fee-for Service Grants

In April 2015, Council approved a two phased approach that maintains the current process for the 2015 fee-for-service grants and in 2016 implements the new grant program aligned with the 2015-2018 Strategic Plan.

The organizations requesting fee-for-service grants in 2015 are the same as in prior years. The grant requests range from $2,000 to $100,000 totalling $503,070 which is equal to the grant amount approved in the prior year. The requests have been summarized by organization in Appendix B.

Community Garden Volunteer Coordinator Grant Terms of Reference

As part of the strategic planning process, Council approved a volunteer coordinator grant of $6,000 for each of the six neighbourhoods that have community gardens focussing on food production. As per Council's direction, the Community Garden Volunteer Coordinator Grant Terms of Reference is attached in Appendix C.

Timeline

The proposed timeline is as follows:

Proposed Date	Description of Activity
June 26, 2015	Application Deadline
July 9, 2015 - Council	Report to Council of Eligible Applicants
Week of July 13, 2015 - Town Halls	Eligible Applicants Present to Council
July 23, 2015 - Council	Decision on Grant Award
September 30, 2015	2016 Grant Application Deadline
November 2015	Council Approval of 2016 Grants

Recommendations

That Council:

1. Approve the Grant Policy, including amendments as a result of the feedback:
   a. A simple application form with a shorter version for the micro-grants
   b. A streamlined reporting form
   c. An interim report requirement for the 2016 intake
   d. Pay community garden volunteer coordination grants and micro-grants in March
   e. Require presentations to Council only for grant requests over an amount determined by Council
2. Direct staff to accept applications for the 2015 Strategic Plan grants until June 26, 2015
3. Direct staff to report on eligible applications at the July 9, 2015 Council meetings (decisions on awards to be made on July 23 after presentations)
4. Direct staff to schedule two Town Hall meetings for presentations by eligible applicants the week of July 13, 2015
5. Approve the 2015 Fee-For-Service Grants as outlined in Appendix B
6. Approve the terms of reference for the Community Garden Volunteer Coordinator grant as outlined in Appendix C

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Appendix C

Summary of Maximum Grant Award Amounts in Other Communities

Nanaimo	**Operational Grants:** • New and emerging organizations who have applied but are not yet registered as a non-profit organization or who have not completed one full year of operation must produce letters of support or demonstrated community interest. Maximum grant for emerging groups is $2,000. • Organizations applying for funding of $15,000 or greater and/or three-year operating funding, must include a three-year program plan and three-year proposed budget, including detail of anticipated costs.
Saanich	**Community Association Operating Grants:** Eligible community associations that represent a population area of less than 10,000 may receive an annual operating grant of up to $1,100 based on expenditures. Eligible community associations that represent a population area of more than 10,000 may receive an annual operating grant of up to $1,650 based on expenditures. All eligible community associations may receive an annual liability insurance grant of up to $500 per year based on expenditures. The Saanich Community Association Network (SCAN) may receive funds to offset secretarial/administrative services to a maximum of $1,500 per year based on expenses submitted. **Small Sparks** are limited to a maximum amount of $500 per project. **Neighbourhood Matched Projects:** The maximum amount toward any one small project or event is $3,000. Funding must be matched by the applicant. **Sustainability Projects:** Grants are available for any one project or event from $1,000 to $10,000. Funding requests over $5,000 must be matched by the applicant.
Kelowna (Application Based Grants	**Established Grants:** Funding Levels: A maximum of 50% of the establishment costs. It is the organization's responsibility to secure any additional funds necessary. **Operational Grants:** Funding Levels: A maximum of 25% of the organization's operating budget, or 10% if it receives funding from other levels of government or other agencies. It is the organization's responsibility to secure any additional funds necessary. **Special Projects Grants:** Funding Levels: A maximum of 80% of the costs of the special project. It is the organization's responsibility to secure any additional funds necessary. **Heritage Building Grants** Buildings "esignated" heritage are eligible for grants to a maximum of $10,000/3 year period. Buildings listed on the Kelowna Heritage Register are eligible for grants to a maximum of $5,000/ 3 year period.
City of Penticton	Depending on the nature of the project/program, grant assistance for that particular project/program will have a maximum duration of three years (if required) on a declining basis without re-application. Declining basis means that in the second year the maximum grant will be two thirds of the first year grant upon submission of a completed Reporting Out form for the first year. In the third year the maximum grant will be one third of the first year grant upon submission of a completed Reporting Out form for the second year. No assistance will be available for any project/program in a fourth or subsequent year.
Burnaby	**Spots Team Grants:** The maximum grant allowed per team is $1,000. **Neighbourhood Enhancing** projects may receive grants up to $500. **Neighbourhood Events** Project Budget: Up to $10,000 Maximum level of support: 40% of expenses up to $4,000 **Festivals and Special Events: Small Scale** Project Budget: Up to $30,000 Maximum level of support: 40% of expenses up to $12,000 **Festivals and Special Events: Large Scale** Project Budget: Over $30,000 Maximum level of support: 33% of expenses up to $25,000
City of North Vancouver (Application Based Grants)	**Living City Grants:** A total of $15,000 in grants is available each year, with the majority of grants awarded in the range of $1,500 to $5,000.

Appendix C

Summary of Maximum Grant Award Amounts in Other Communities

City of North Vancouver (Council Contingency Grants)	We provide grants of $50-$500 to help residents, neighbourhood groups, and community groups strengthen their communities by bringing their neighbours together.
City of Richmond	**Arts & Culture Project Grants:** Funds may be requested for up to 50% of the total cost of the project, to a maximum of $5,000. **Health, Social & Safety and Parks, Recreation & Community Events:** City grant programs will consist of two streams of grant requests, (1) $5,000 or less and (2) over $5,000, whereby application requirements may be streamlined for requests of $5,000 or less.
City of Surrey	**Community Grants:** The total of the recommended grants shall not exceed the total grants budget funding available, and a minimum of $10,000 of the grants budget shall remain unallocated for critical, unanticipated grant requests received after September 30th. **Culture Grants:** Capacity Building Grants Under this category, grants up to $2500 are provided to qualified groups to support the organizations' development needs, including but not restricted to any of the following: •training; •workshops and conferences; •applying for registered not-for-profit status; •Board development activities; •marketing; and •strategic planning. Project Grants Under this category, grants are provided to encourage partnerships and collaborations that result in cultural programs and initiatives. The grant award contributes up to fifty percent (50%) of the program budget on a matching basis, which could include in-kind contributions. The maximum grant under this category is $5000. Cultural Sustainability Grants Under this category, grants are provided to assist with costs for an organization to provide cultural-based servicing in the City. Such a grant would be a "one-time" grant. The applicant would need to provide a business plan as part of its application that demonstrates economic viability and includes demonstration of secured funding for at least eighty percent (80%) of the current year's budget for the organization. The grant is limited to the lesser of $5000 or twenty percent (20%) of the organization's annual budget and could recognize the value of in-kind contributions by the organization. **Neighbourhood Enhancement Grants** Small Project Grants (Maximum $3,000) Celebration & Activity Grants (Maximum $1,000)
City of WhiteRock	**Grants In Aid:** The Grants-In-Aid Committee shall confine its allocation to 95% of the total grant-in-aid budget. The remaining 5% shall be held back in the event of a worthy late submission. Only one grant award will be given to an organization with a grant maximum award of $2,000.
City of Vancouver (Social Policy Grants)	Grants will not exceed 50% of total cost of eligible expenses.

Appendix D: Organizations that Applied under Multiple Grants Programs

1. Burnside Gorge Community Association (Strategic Plan, Direct Award and Micro)
2. Community Social Planning Council (Strategic Plan and Fee-for-Service)
3. Cook Street Village Activity Centre Society (Strategic Plan and Direct Award)
4. Downtown Blanshard Advisory Committee-Quadra Village Community Centre (Strategic Plan – 2 applications - and Direct Award)
5. Fairfield Gonzales Community Association (Strategic Plan, Direct Award and Micro)
6. Fernwood Neighbourhood Resource Group (Strategic Plan and Direct Award)
7. James Bay Neighbourhood Association (Strategic Plan, Direct Award and Micro)
8. James Bay New Horizons (Strategic Plan – 2 applications - and Direct Award)
9. Oaklands Community Association (Strategic Plan and Direct Award)
10. Victoria Compost and Conservation Education Society (Strategic Plan and Fee-for-Service)
11. Victoria West Community Association (Strategic Plan, Direct Award and Micro)
12. LifeCycles Project Society (Strategic Plan and Micro Grant)

Lessons Learned Implementing the Strategic Plan Grant Process

Purpose

- **Outline lessons learned from the Strategic Grant program implementation**

- **Seek Council direction on potential changes to the policy before the 2016 intake, scheduled to launch in September 2015**

Original Grant Programs

Grants for organizations that provide service on behalf of the City

Five programs with competitive application processes:

- **Festival Investment $156,000**
- **Neighbourhood Enhancement $30,000**
- **Greenways $25,000**
- **Community Arts $30,000**
- **Sustainability $86,000**

One program without competitive process

- **Fee-for-service $513,000**

New Approved Programs

- **Direct-award grants** (organizations that provide service on behalf of the City)
- **Strategic Plan grants**
- **Micro grants**
- **Community garden volunteer coordinators**
- **Fee-for-Service grants remained unchanged for 2015, but to be discontinued for 2016**
- **Festival Investment grants remained unchanged**

Strategic Plan Program Objectives

Based on research of other municipalities and taking public input into account:

- **Flexibility**
  - Broader scope to allow grant awards to organization that best assist in achieving City's strategic objectives
  - One funding envelope to avoid historical undersubscription of some grant programs

- **Consistency and opportunity**
  - Consistent application, evaluation and reporting back process
  - New applicants
  - Earlier approval

- **Council involvement and oversight in the award of grants**
  - Applicants present requests to Council; Council determines merit
  - Formal reporting back before following year's grant awards

Lessons Learned

What worked well:

1. **Separating direct-award grants from competitive grants**

2. **Inviting new applicants to apply**

3. **Having consistent application and evaluation criteria**

4. **Staff involvement was objective**

5. **Earlier approvals (future years)**

6. **No program was undersubscribed**

7. **More Council involvement and oversight**

8. **Micro-grants and Community Garden Volunteer Grants**

Potential Improvements

Scope and eligibility

- **Require applicants to achieve a stated strategic plan outcome**
- **Reduce the number of eligible categories**

Art grants

- **Reduce eligibility to only those organizations that do not fit under the CRD's Art Fund**
- **Redirect all festival applications to the Festival Investment Grant process**

Potential Improvements

Limits

- **One-time projects only; no ongoing operating funding**
- **Projects that benefit City of Victoria residents only, not Greater Victoria**
- **Reduce the cap for project grants to 50%**
- **Maximum award amount**
- **Cap on number of applications per organization**
- **Require grant requests to be related to "taking action" in the community**
- **Grant requests related to a senior level of government responsibility ineligible**

Potential Improvements

Public Space

- **Redirect applications to neighbourhood/placemaking funding stream**

Application Form

- **Who and how many will benefit**
- **How much of total project cost is being requested**
- **Identifying and providing proof that other funding is confirmed or pending**
- **Link to strategic outcome, not just objective**

Potential Improvements

Over-subscription process

- **Reduce all grants proportionately**
- **Reduce limits imposed by the policy**
- **Allocate available budget equally between strategic objective**
- **Rate and prioritize grant requests**

Lessons Learned from Implementing the City's New Grant Proce...

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Potential Improvements

Decision-making process

- **Evaluation criteria summary**
  - ° **Name and short description of request**
  - ° **Strategic outcome link**
  - ° **Amount requested and eligible amount**
  - ° **Percent of total project cost requested**
  - ° **Other funding sources confirmed or pending**
  - ° **How many will benefit**

Potential Improvements

Decision-making process

- **Options for fitting requests within allocated budget**
  - **Reduce the cap imposed by the policy**
  - **Reduce all applications proportionately**
  - **Reduce the maximum award amount imposed by the policy**

Recommendations

Direct staff to bring forward amendments to the grant policy to implement the following changes:

1. **Require that applicants demonstrate which strategic outcome their project will achieve**
2. **For arts applications, reduce the eligibility to only those organizations that do not fit under the CRD's Art Fund**
3. **Redirect all festival applications to the Festival Investment Grant application intake**
4. **Implement the following limits:**
   a. **Only fund one-time projects; provide no ongoing operating funding**
   b. **Only fund projecs that primarily benefit City of Victoria residents, not Greater Victoria**
   c. **Reduce the cap for project grants from 75% to 50% of total project cost**
   d. **Implement a maximum award amount of $25,000**
   e. **Require that grant requests be related to "taking action" in the community and provide clear direction to staff as to what this means**
   f. **Allow only one strategic plan grant application per organization**

Recommendations

5. Redirect projects that impact public space to a separate participatory neighbourhood funding stream
6. Improve the application form and asking applicants to:
   a. Outline who will benefit from the project
   b. Outline how much of the project cost is being requested
   c. Identify and provide proof whether other funding sources have been confirmed or are pending
   d. Outline which strategic outcome the project would achieve
7. Establish a process for addressing situations where grant requests exceed available funding:
   a. Staff will provide options for reducing the cap imposed by the policy to a percentage that will fit the available funding.

CITY OF
VICTORIA

Governance & Priorities Committee Report
For the Meeting of September 17, 2015

To:	Governance & Priorities Committee	Date:	September 4, 2015

From: Robert Woodland, Director, Legislative and Regulatory Services

Subject: Application for Patron Participation Entertainment & Extended Hours
Northern Quarter restaurant - 1724 Douglas Street - Licence No. 306479

RECOMMENDATION

That Council, after conducting a review with respect to noise and community impacts regarding the application to add a Patron Participation Entertainment Endorsement and Extend Business Hours for the Food Primary liquor licence of the **Northern Quarter,** Liquor License No. 306479, located at 1724 Douglas Street, supports the application of the Northern Quarter restaurant to:

1. Amend its Food Primary liquor licence to add a Patron Participation Entertainment Endorsement;

2. Amend its Food Primary liquor licence to increase the hours of liquor service on Friday and Saturday nights to 9:00 a.m. to 1:00 a.m.; and

3. The Council provides the following comments on the prescribed considerations:

    (a) The location is in the Historic Commercial District of the Downtown Core Area Plan, which encourages the development of tourism, retail and entertainment focused businesses. The property is zoned CA-3, Central Area General Commercial District, which permits theatre, auditorium and restaurant uses. There is significant new residential development occurring immediately to the east of the property, which may support the business' viability. The Food Primary liquor licensed business is compatible with the neighbouring land uses and is within the Intermediate Noise District, which allows for a higher noise threshold.

    (b) These licence amendments are expected to have a minor impact on the neighbourhood, since the restaurant is currently open until 12:00 midnight on Friday and Saturday nights. The restaurant's occupant capacity is 100 people including staff. The restaurant's location on a main arterial road in the downtown core is expected to mitigate the noise impact from the later business hours. The City has not received any bylaw complaints with respect to noise for this restaurant.

    (c) The views of adjacent residents and businesses were solicited via a mailed notice to neighbouring property owners and occupiers within 50 metres of the restaurant and a notice was posted at the restaurant entrance. The City received seven letters in support of the application and four letters opposed to the application. An additional

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Application for Patron Participation Entertainment & Extended Hours

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letter opposed to the application misidentified the location of the restaurant as being within The Hudson building.

EXECUTIVE SUMMARY

The purpose of this report is to seek a Council resolution, in accordance with the requirements of the *Liquor Control and Licensing Act* (the Act), regarding an application by the Northern Quarter restaurant to amend their Food Primary liquor license at 1724 Douglas Street to:
- Add a Patron Participation Entertainment Endorsement (dancing); and
- Extend their liquor service hours to 1:00 a.m. on Friday and Saturday nights.

The hours of liquor service are currently 9:00 a.m. to 12:00 midnight seven days per week. The business hours of the restaurant are currently 4:30 p.m. to 12:00 midnight Tuesday through Saturday, with brunch service from 10:00 a.m. to 3:00 p.m. Sundays. The occupant capacity for the restaurant is 100 persons including staff.

The approval of a Patron Participation Entertainment Endorsement would allow the restaurant to have a small dance floor for patrons to dance to music that is offered on most evenings. The licensee is also requesting a one-hour extension to 1:00 a.m. for their liquor service hours on Friday and Saturday nights to support their business model. There is no change to the patron capacity of the restaurant and food service is required during liquor service hours.

Public consultation for this licence application included a mailed notice to residents and businesses within 50 metres of the restaurant and a sign posted for thirty days at the entrance to the business. Seven letters were received in support of the application and 5 letters were received opposed to the application. Opponents are primarily concerned with the impact of late night noise on the adjacent residential units in The Hudson building. One letter opposed to the application misidentified the location of the restaurant as being within The Hudson building.

PURPOSE

The purpose of this report is to seek a Council resolution regarding an application by the Northern Quarter restaurant located at 1724 Douglas Street, to amend their Food Primary liquor license to:
- Add a Patron Participation Entertainment Endorsement (dancing); and
- Extend their liquor service hours to 1:00 a.m. on Friday and Saturday nights.

BACKGROUND

The Northern Quarter restaurant is located at 1724 Douglas Street and has an occupant capacity of 100 persons including staff. The current licensed liquor service hours are from 9:00 a.m. until 12:00 midnight, seven days per week. The business hours of the restaurant are currently 4:30 p.m. to 12:00 midnight Tuesday through Saturday, with brunch service from 10:00 a.m. to 3:00 p.m. Sundays.

The applicant is seeking a Patron Participation Entertainment Endorsement to allow the restaurant to have a small dance floor that would allow patrons to dance to live music that is offered most evenings until 11:30 p.m. In their attached letter (Appendix A), the applicant has described the full rationale for their request. A map of the subject property and the immediate area is also attached to this report (Appendix B).

Location

Official Community Plan
- The property is within the Core Historic Urban Place designation in the Official Community Plan. Area uses include: commercial, including office, retail, visitor accommodation, multi-unit residential and mixed use.
- The area is covered by Development Permit Area 1 (HC): Core Historic which enables Council to review and approve the character of commercial, industrial and multi-family residential developments. Heritage conservation is also included in one of the purposes of the DPA.

Downtown Core Area Plan
- The property is within the Historic Commercial District of the Downtown Core Area Plan, which supports growth in the tourism, retail and entertainment sectors. Residential dwellings are also encouraged in the upper stories of existing buildings.

Zoning and Designations
- The property is zoned CA-3 Zone, Central Area General Commercial District, which permits theatres, auditoriums, gymnasiums and other places of recreation or amusement as well as transient accommodation, restaurants and retail sales
- The site falls within the Intermediate Noise District under the *Noise Bylaw*

Neighbourhood Compatibility
The one storey building is comprised of ground floor retail and office spaces (most are currently vacant) and is located on the west side of Douglas Street near the corner of Herald Street. It is across the street from The Hudson, which has ground floor commercial and upper floor residential uses. Immediately adjacent land uses are:

- North (across Herald Street) – Office building (seven storeys)
- East (across Douglas Street) : The Hudson (152 residential units) with ground floor commercial space including the Victoria Public Market
- West: a two storey apartment building (17 units) with the Chung Wah Mansion (56 units) apartment building further west
- South: a one storey building with ground floor commercial space and further south the Masonic Temple building

Liquor Control and Licensing Branch

The General Manager of the provincial Liquor Control and Licensing Branch (LCLB) issues liquor licences under the authority of the *Liquor Control and Licensing Act* and regulations. Local governments are asked to provide comments and recommendations to the LCLB on all liquor-primary licence applications regarding (1) the potential for noise and (2) impact on the community if the application is approved.

ISSUES & ANALYSIS

This application is a permanent change to the liquor licence terms and conditions, which would enable the restaurant to have a small dance floor in conjunction with live music and provide liquor service until 1:00 a.m. on Friday and Saturday nights. A letter from the applicant outlining his business plans is attached to this report as Appendix A.

Governance and Priorities Committee Report
Northern Quarter restaurant - 1724 Douglas Street - Licence No. 306479

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Technical Review
Within a 50 metre radius of the Northern Quarter, there are three licensed Food Primary businesses (restaurants), which includes the Ambrosia Event Centre and two licensed restaurants in the Victoria Public Market. There are no Liquor Primary businesses within 50 metres.

The Northern Quarter restaurant is permitted to have live music under their existing Food Primary licence. The business owner advises that the live music typically ends at 11:30 p.m. If the additional hour of liquor service is approved for Friday and Saturday nights with a Patron Participation Entertainment Endorsement then the latest the live entertainment could go is 12:00 midnight.

The addition of a dance floor on its own is not likely to increase noise levels significantly on the street. The increase of liquor service hours by one hour until 1:00 a.m. on Friday and Saturday is more likely to increase noise on these days if the music continues past 11:30 p.m. Restaurant patrons would also be expected to leave the business at a later hour on these two nights, which may cause some additional street noise.

The restaurant and the adjacent Hudson residences are located within the Intermediate Noise District, which sets a higher threshold for noise disturbances. While the decibel level of music played within the restaurant may be able to be regulated under the *Noise Bylaw*, ambient street noise created by people leaving the business cannot.

The location is within the downtown core and the proposed liquor licence amendments are consistent with similar restaurants in the downtown. The requested changes otherwise provide an additional option for downtown entertainment in an area that anticipates such uses. There are no bylaw compliance issues with the restaurant and their business licence is in good standing. Victoria Police did not provide any comments in response to the application.

There are residences immediately across street from the restaurant venue and there will therefore be some risk of sound impacts to these residents if later hours on weekends are approved. There are no immediately adjacent residents on the west side of Douglas Street where the restaurant is situated. The wide width of Douglas Street and it's sidewalk (29m) and the lack of balconies on The Hudson building on the east side of Douglas Street mitigates potential noise disturbance to Hudson residents. The distance of the restaurant from residents to the west of the building (around the corner on Herald Street and Fisgard Streets) is such that any additional noise impacts are likely to be minimal.

Public Consultation
In accordance with the City's Liquor Licensing Fee Bylaw and Liquor Licensing Policy, all property owners and occupiers within 50 metres of the applicant's location were solicited by a mailed notice to provide input regarding this application. In addition, the business displayed a poster at the entrance to the restaurant for thirty days, which invited people to provide input to the City with respect to this application.

Seven letters were received in support of the application and 5 letters were received opposed to the application. Opponents are primarily concerned with the impact of late night noise on the adjacent residential units in The Hudson building. One letter opposed to the application misidentified the location of the restaurant as being within The Hudson building. A written response was received by the City from The Hudson Strata Council, advising that the Northern Quarter is a welcome addition to the neighbourhood; however, they noted that the requested licence amendments may negatively impact residents on the Douglas Street frontage of their building. The letters received by the City are included in Appendix C.

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Northern Quarter restaurant - 1724 Douglas Street - Licence No. 306479
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Official Community Plan

The existing and proposed restaurant uses are consistent with the *Official Community Plan* objectives for this neighbourhood, the Downtown Core Area Plan, and the CA-3, Central Area General Commercial District.

Strategic Plan 2015 – 2018

The recommendation to support the application is likely to increase the business viability of the restaurant, which is consistent with Strategic Plan Objective #5 - *Create Prosperity Through Economic Development.*
The restaurant's business model, which features live music and spoken word performances is consistent with Strategic Plan Objective #10 - *Nurture Our Arts, Culture and Learning Capital.*

2015 – 2019 Financial Plan

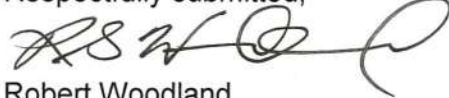There is no expenditure impact on the Financial Plan.

CONCLUSIONS

The City's current liquor licensing policy is silent about Patron Participation Entertainment Endorsements and Council has normally considered each application on its own merits.

The technical review by staff from several City Departments identified few concerns about the Patron Participation Entertainment Endorsement, as the addition of a dance floor is unlikely to change the character of the restaurant from its current format offering live entertainment. The increase in liquor service hours until 1:00 a.m. is more likely to increase noise disturbance to neighbouring residents, since customers will leave the venue later on these two nights. Live entertainment offered with the Patron Participation Entrainment Endorsement must end by 12:00 midnight, even though the restaurant can continue to serve alcoholic beverages until 1:00 a.m.

Commercial and residential redevelopment in the north part of the downtown is expected to attract new residents and businesses. The downtown community should expect that restaurants, bars and other evening entertainment venues will be a part of the landscape. The City's role in this application is to assess whether the proposed changes to the restaurant are reasonable, consistent with the City's community planning vision for this neighbourhood, and do not adversely affect residents and businesses in the neighbourhood. Considering all the factors, including public input from neighbouring residents and businesses, staff recommend that Council consider a resolution in support of the application.

Respectfully submitted,

Robert Woodland
Director, Legislative and Regulatory Services

Report accepted and recommended by the City Manager: _____

Date: _____ Sept. 7, 2015 _____

List of Attachments

Appendix A – Letter from Applicant Re: Requested Change
Appendix B – Map of 1724 Douglas and Surrounding Area
Appendix C – Public input

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Date: July 13th 2015
License #: 306479
Business Name: Northern Quarter
Address: 1724 Douglas Street, Victoria, BC

Re: Patron Participation entertainment endorsement – letter of intent

Dear sirs,

I am writing in support of my application for a Patron Participation entertainment endorsement on my existing Food Primary license.

Northern Quarter is a restaurant venue offering seasonal food and daily feature menus showcasing the best of Vancouver Islands produce. Our vision is to pair an excellent dining experience with inspiring and inclusive live entertainment.

We have built a beautiful and simple stage which is perfect for housing smaller musical ensembles and spoken word events e.g. stand up comedy and quiz nights.

My business partner and I have owned and managed similar style restaurant venues in Victoria over the last 10 years. My experience was owning and operating the Fort Street Café and chef Torin was owner operator of the Superior Café in James Bay. Both venues successfully managed live entertainment and made them conducive to a dining experience.

Northern Quarter hopes to become a mainstay of community spirit and creativity, truly reflecting the expression and intelligence of our clientele. We hope to provide an alternative experience to the typical downtown bar scene.

While an audience participation endorsement will potentially allow us to offer a small dancing area when catering to special events and private parties, it will also allow us to present a hosted Open Stage event. Any dancing will remain within 10ft from the front of the stage.

We hope to become an integral part of the Hudson District and provide a respectful, tasteful and welcoming restaurant which will become a 'regular' for the growing community.

Kind regards,

Benjamin Coey
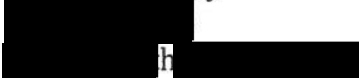
Application for a Permanent Change to a Liquor Licence
All Licence Types
Liquor Control and Licensing Form LCLB005b

FILLING OUT THIS FORM:
Complete all applicable fields then submit with payment as outlined in Part 10 of this application form.
- If you have any questions about this application, call Liquor Control and Licensing Branch (LCLB) toll-free at: **1 866 209-2111.**
- LCLB forms and supporting materials referred to in this document can be found at: **www.pssg.gov.bc.ca/lclb**

Application Contact Information

The applicant authorizes the person below to be the primary contact for the duration of the application process only.

Name: BENJAMIN CCEY

Phone number: ███ ███ ████

Fax number:

E-mail address: ██████████████████

Licensee Information

Licensee name [as shown on licence]: NORTHERN QUARTER

Establishment name [as shown on licence]: NORTHERN QUARTER

Establishment Location address (as shown on licence):

1724 DOUGLAS ST	VICTORIA	BC	V8W 2G7
Street	City	Province	Postal Code

Mailing address: (All correspondence will go to this address)

521 SPRINGFIELD ST	VICTORIA	BC	V1A 3Y6
Street	City	Province	Postal Code

Business Tel with area code: ███████████

Business Fax with area code:

Business e-mail: ██████████████

Contact Name: BENJAMIN CCEY
last / first / middle

Title/Position: OWNER OPERATOR

Type of Change Requested

Please check (☑) appropriate box(es) below and provide licence numbers affected for each requested change. You may complete more than one change section on this form. An incomplete application will be held for a maximum of thirty (30) days. If still incomplete after the thirty (30) day period, the application may be terminated. See Part 13 for the approval process for the change you have requested.

Type of change requested	Licence numbers affected MANDATORY	Job Number *Office Use ONLY*	
☐ 1. Establishment/business or licence name change (p.2)		(C2-LIC)	(sub)
☑ 2. Food-primary entertainment endorsement (p.2)	306479	(C2-LIC)	(sub)
☐ 3. Request for change in terms and conditions (p.2)		(C3-LIC)	(sub)
☐ 4. Live theatres requesting liquor service (p. 2)		(C3-LIC)	(sub)
☐ 5. Request for tied house restrictions exemption (p. 3)		(C3-LIC)	(sub)
☑ 6. Change to hours of sale (p.3)	306 479	(C3-LIC)	(sub)
☐ 7. Catering endorsement (p.4)		(C3-LIC)	(sub)
☐ 8. Temporary off-site sale endorsement (p.4)		(C2-LIC)	(sub)

Applying for other permanent changes to your licence?
- To apply for alterations or additions to a licensed establishment (structural changes), use an *Application for a Structural Change*. For Liquor Primary and Liquor Primary Club, use form LCLB012a; for Food Primary, use LCLB012b; for Manufacturer and Winery Endorsements, use LCLB013; for Wine Store and Licensee Retail Store, use LCLB012c.
- To apply to have a third party management firm or lessee operate your licensed establishment, use the *Application to Add or Change a Licensee's Third Party Operator* (LCLB026) or to apply for a resident manager to operate your establishment, use the *Application to Add or Change a Licensee's Resident Manager* (LCLB025).
- To apply for a change to the shareholders, directors, licensee name or to add a receiver or executor, use the *Application for a Permanent Change to a Licensee* (LCLB005a).

i03

PART 1: Establishment or Business Name Change and/or Licence Name Change `C2 - LIC`

To be completed when the licensee wishes to change the name of an establishment or business and/or licence.

Note: If a name change results in a change in exterior signs, the signs are subject to branch approval.

Fee: $220 per licence x [   ] licences = $ [   ]

Establishment or business name change:

Current establishment or business name as shown on licence: [   ]

Proposed name: [   ]

Licence name changes:

Licence #: [   ]   Current licence name: [   ]

Proposed licence name: [   ]

Licence #: [   ]   Current licence name: [   ]

Proposed licence name: [   ]

Attach the following:

☐ Sketch or picture of the proposed establishment or business signage.   *Also complete Parts 9 and 10*

PART 2. Entertainment Endorsement (Food Primary licenses only) `C2 - LIC`

According to the type of entertainment being applied for, complete either (A) or (B) below and attach required documents:

A) Patron non-participation entertainment endorsement (e.g., musicians)

Note: Patron non-participation entertainment must end by 1:00 a.m.   Fee: $220 per licence x [   ] licences = $ [   ]

☐ Submit a letter of intent describing, in detail, the form of patron non-participation entertainment proposed and where it will take place in your restaurant.

B) Patron participation entertainment endorsement (e.g., dance floor):

Note: Patron participation entertainment must end by midnight.   Fee: $330 per licence x [1] licences = $ 330

☐ Submit a letter of intent describing, in detail, the form of patron participation entertainment proposed and where it will take place in your restaurant.

☐ Request a local government/First Nation resolution commenting on the application (local government must complete Part 12 of this form. For further information on local government resolutions, read Part 11).

There are restrictions related to forms of entertainment, sound systems, etc. If you are uncertain about any of the details of your proposal, consult with licensing staff at LCLB in Victoria (see contact information on page 5 of this form).

NOTE – When relocating a Food-Primary establishment: An endorsement for patron participation entertainment cannot transfer location without local government/First Nations comment and LCLB approval. This is required because the local government/First Nation must be provided an opportunity to reconsider the impact of the endorsement on the community given the establishment's new location. Use this form to reapply for the endorsement but do not pay the application fee(s).

Are you submitting an application to transfer the location of a Food Primary licence with this application? ☐ Yes ☑ No

Also complete Parts 9 and 10

PART 3. Request of Change in Terms and Conditions `C3 - LIC`

This section may be used for requests to change the terms and conditions on a liquor licence including requests to the general manager for an exercise of discretion. Depending on the nature of the licence change requested, local goverment and public input may be required.

Fee: $220 per licence x [   ] licences = $ [   ]

Attach:

☐ A letter of intent describing, in detail, the proposed change to your licence and compelling reasons for your request. To request discretion, provide a written submission detailing why a request for discretion should be approved. All documentation to support your request for discretion must be submitted together in one package; the branch will not consider additional materials submitted after a completed application is received. If a staff report is prepared in regards to your request, you will be provided with a copy and will have two weeks to provide any comment before the request for discretion is considered by the General Manager. For more information on requests for discretion, see section 4.1.2 of the Licensing Policy Manual (http://www.pssg.gov.bc.ca/lclb/docs-forms/lclb207-policy-licensing.pdf)

Also complete Parts 9 and 10

PART 4. Live theatres requesting liquor service in conjunction with films/broadcasts `C3 - LIC` `Fee: $330`

Licensed live event theatres may apply for permission to serve liquor in conjunction with films and broadcasts. Please provide a written proposal detailing your request.

See Policy Directive 12-02 for the conditions that apply to liquor service at live theatres during films and broadcasts.

LCLB will forward your application to your local government/first nation for comment. Consideration will also be given to the compliance history of the establishment.

Also complete Parts 9 and 10

PART 5. Request for Exemption from Tied House Restrictions (Manufacturers only) | C3 - LIC

Fee: $220 per affected licence x [ ] licences = $ [ ]

Small and medium manufacturers may apply to have a tied house association with up to 3 licensed establishments (LP, LRS, FP, Catering) that are <u>not</u> located on the same site as the manufacturer and where the manufacturer's products may be sold.

Attach a signed letter for each manufacturing licence that you are applying for above, stating the following:

☐ Identify the manufacturer (by licence name and licence number) applying for the exemption. If the manufacturer is not yet licensed, provide the proposed licence name, location address and the job number assigned to your file.

☐ Identify the liquor licences (by name and number) that you wish to have exempted from the tied house restrictions (maximum you can ever apply for is three) as well as any licence where you want the exemption removed

☐ Disclose the manufacturer's production amount (minus spillage) for the previous year.

For more information on requests for exemption, see Policy Directive 13-03.　　　　　*Also complete Parts 9 and 10*

PART 6. Change to Hours of Sale | C3 - LIC
(Liquor Primary, Liquor Primary Club, Food Primary & Manufacturer endorsements)

Pursuant to Section 12(3) of the Liquor Control and Licensing Act, the general manager may limit the days and hours that an establishment is permitted to be open for the sale of liquor.

Hours of liquor sales for Food Primary establishments must meet with the dining habits of the clientele expected. Liquor must not be served unless the establishment is open for the service of a varied selection of menu items.

Licensees may apply to revise hours of sale, subject to any restrictions within the *Liquor Control and Licensing Act*, Regulations, branch policies and/or original terms and conditions of licensing. In some instances, the general manager of the Liquor Control and Licensing Branch may require the licensee to post public notices before a decision to alter licence hours is considered.

Check (☑) the appropriate change, and provide the requested information and documents:

A) Food Primary

☐ (i) Request to change hours of liquor sales before midnight　**Fee: $220 per licence x** [ ] **licences = $** [ ]
　　• complete proposed hours of sale table below

☑ (ii) Request to extend hours of liquor sales later than midnight **Fee: $330 per licence x** [1] **licences = $** [330]
　　• complete proposed hours of liquor sale table below, and
　　• request a local government/First Nation resolution commenting on the application (local government must complete Part 12 of this form; for further information on local government/First Nations resolutions, read Part 11).
　　Note: if you have patron participation entertainment, it must end by midnight

B) Liquor-Primary, Liquor-Primary Club, Manufacturer Special Event Area or Manufacturer Lounge

☐ (i) Request to change the hours of liquor sales within the hours currently approved:
　　• complete proposed hours of sale table below　　**Fee: $220 per licence x** [ ] **licences = $** [ ]

☐ (ii) Request to change the hours of liquor sales outside the hours currently approved:
　　• complete proposed hours of liquor sale table below, and　**Fee: $330 per licence x** [ ] **licences = $** [ ]
　　• request a local government/First Nation resolution commenting on the application (local government must complete Part 12 of this form; for further information on local government/First Nation resolutions, read Part 11).

Complete the table below, indicating proposed hours of liquor sales:

Current Hours of Liquor Sale:

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
OPEN	9:00 am	9 am	9 am	9 am	9 am	9 am	9 am
CLOSED	midnight	midnight	midnight	midnight	midnight	midnight	midnight

Proposed Hours of Liquor Sale:

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
OPEN	9 am	9 am	9 am	9 am	9 am	9 am	9 am
CLOSED	midnight	midnight	midnight	midnight	1 am	1 am	midnight

NOTE – When relocating a Food-Primary establishment: An endorsement for hours of liquor service after midnight cannot transfer location without local government/First Nations comment and LCLB approval. Use this form to reapply for the endorsement but do not pay the application fee(s).

Are you submitting an application to transfer the location of a Food Primary licence with this application? ☐ Yes ☑ No

Also complete Parts 9 and 10

PART 7. Request for Catering Endorsement (Food Primary and Liquor Primary licences only)

Food primary and liquor primary licensees (**excluding** liquor primary club licensees) may apply for a catering endorsement if they wish to be licensed to transport and sell liquor at catered events where they have been hired to provide food service. The catered events must be hosted by other people and must take place outside the 'red-lined area' (the area where liquor is sold, served and consumed) and generally away from the establishment. The caterer must be present for the duration of a catered event. Licences with a catering endorsement are subject to an annual licensing fee of $100 in addition to the annual renewal fees.

Fee: $330 per licence x [   ] licences = $ [   ]

To qualify for an endorsement the applicant must demonstrate at the time of inspection:
- Catering service is focused on the preparation and serving of food.
- The applicant has the personnel and infrastructure necessary to prepare and serve food at events hosted by others. This includes a requirement to have a full commercial kitchen at the applicant's existing licensed establishment.

NOTE: If a licence is approved with a catering endorsement, **the licensee must notify LCLB of all catered events** (except in private residences) using OneStop (www.bcbusinessregistry.ca). Some events may require approval from LCLB before the catered event can take place. Further information about how to notify LCLB will be provided by your local liquor inspector when they complete their final inspection.

LCLB will review your application and if approved you will be required to arrange a final inspection. If the liquor inspector is not satisfied with your kitchen equipment, food selection, advertising and staffing, you may be required to make changes and schedule a second (2nd) inspection to confirm you meet the requirements of a catering endorsement. **A fee of $200 will be charged if a second (2nd) inspection is required.**

Also complete Parts 9 and 10

PART 8. Temporary Off-Site Sale Endorsement (Licensee Retail Store & Wine Store licences only)

Licensee retail store (LRS) licensees and wine store (WS) licensees may apply for a temporary off-site sale endorsement to permit the sale of packaged liquor in conjunction with a Special Occasion Licensed (SOL) event that has a focus on food and/or beverage tasting (e.g., a wine festival).

A temporary off-site store can only operate during the festival days and hours but liquor sales cannot take place before 9am or after 11pm. The LRS or WS licensee must have an agreement with the SOL licensee and confirm with the SOL licensee that Local Government /First Nations permits the sale of packaged liquor products for off site consumption at the SOL event. Wine store licensees can only sell the range of products permitted by their store licence.

No Fee

NOTE: If a licence is approved with a temporary off-site sale endorsement, the licensee must notify LCLB for each temporary off-site store they will be operating by submitting a complete Temporary Off-site Sale Authorization form (LCLB 091) by fax or email 14 calendar days prior to the SOL event. A copy of LCLB 091 form can be found on our website at http://www.pssg.gov.bc.ca/lclb/docs-forms/LCLB091.pdf. An event specific authorization will be issued.

Also complete Parts 9 and 10

PART 9: Declaration

My signature (the licensee's) below indicates that I understand and acknowledge:

All of the information given is true and complete to the best of my knowledge. Section 15(2) of the *Liquor Control and Licensing Act* states, "A person applying for the issue, renewal, transfer or amendment of a licence who fails to disclose a material fact required by the form of application or makes a false or misleading statement in the form of application, commits an offence".

Signature of any shareholder of a private corporation, signing officer of a public corporation or society, sole proprietor or all individuals in a partnership is required below:

Note: An agent, lawyer, resident manager or third party operator **may not** sign the declaration on behalf of the applicant.

Name of Official: BENJAMIN PAUL COEY, PAUL
(last / first / middle)

Position: SHAREHOLDER + LICENSEE   Date: 14 / 7 / 2015   Signature: _____
(Day/Month/Year)

Name of Official: _____
(last / first / middle)

Position: _____   Date: _____   Signature: _____
(Day/Month/Year)

Name of Official: _____
(last / first / middle)

Position: _____   Date: _____   Signature: _____
(Day/Month/Year)

Name of Official: _____
(last / first / middle)

Position: _____   Date: _____   Signature: _____
(Day/Month/Year)

PART 10: Application Fees

TOTAL FEE Submitted: $ _____

┌───┐
In accordance with Payment Card Industry Standards, the branch is no longer able to accept credit card information via email.
└───┘

Payment is by (check (☑) one):

○ Cheque, payable to Minister of Finance (if cheque is returned as non-sufficient funds, a $30 fee will be charged)

○ Money order, payable to Minister of Finance

○ Credit card: ○ VISA   ○ MasterCard   ○ AMEX

    ○ I am submitting my application by email and I will call with my credit card information. I will call Victoria Head Office at 250-952-5787 or 1-866-209-2111 and understand that no action can proceed with my application until the application fee is paid in full.

    ○ I am submitting my application by fax or mail and have given my credit information in the space provided at the bottom of the page.

Liquor Control and Licensing Branch
Location: 4th Floor, 3350 Douglas St., Victoria BC V8Z 3L1
For Mail Only: PO Box 9292 Stn Prov Govt Victoria, BC V8W 9J8
Phone: 250 952-5787   **Fax:** 250 952-7066   **Web:** www.pssg.gov.bc.ca/lclb   **E-mail:** liquor.licensing@gov.bc.ca

LCLB005b   5 of 7   Application for Permanent Change to Liquor Licence

Credit Card Information (To be submitted by fax or mail only)

Name of cardholder (as it appears on card): _____

Credit card number: _____   Expiry date: _____ / _____
                                                        (Month)   (Year)

Signature: _____

PART 11: Local Government/First Nation Resolutions: (Information for the Applicant)

For the following changes a resolution from your local government or First Nation, commenting on the application is required:

- Part 2(B): Food-primary patron participation entertainment endorsement, and
- Parts 5(A)(ii) and 6(B)(ii): Change to hours of sale

Licensee responsibilities:

- Fill out appropriate change application sections in this form.
- **Request your local government/First Nation to sign and date Part 12 of this form.**
- Provide a photocopy of this form to the local government/First Nation and request that a resolution be provided within 90 days and sent directly to the Liquor Control and Licensing Branch, Victoria Head Office.
- Send the original form and application fees to the branch.
- The Liquor Control and Licensing Branch will follow up with the local government/First Nation if a resolution has not been received by the Branch within 90 days of the local government's receipt of your request.

Your local government/First Nation may decide that it does not wish to provide comment on your change request. However, they must still provide a resolution stating this decision and this resolution must be submitted to the Liquor Control and Licensing Branch.

For more information on resolutions regarding B.C. liquor licences, please visit the LCLB website publication index to consult the guide *Role of Local Government and First Nation* at http://www.pssg.gov.bc.ca/lclb.

PART 12: Local Government/First Nation Confirmation of Receipt of Application

This application serves as notice from the Liquor Control and Licensing Branch (LCLB) that an application for one or more of the following changes to a liquor licence has been made within your community:
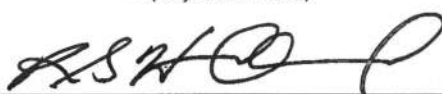
- Hours of liquor service past midnight for a food primary licence.
- Change to hours of liquor service for a liquor primary, liquor primary club, winery lounge or winery special event endorsement
- Addition of patron participation entertainment endorsement for a food primary licence.

Local government/First Nation (name): *Corporation of the City of Victoria*

Name of Official: _____
ROBERT G. WOODLAND
Corporate Administrator
City of Victoria   Title/Position: _____
(last / first / middle) #1 Centennial Square
Victoria BC V8W 1P6

Date of receipt of application: *23/7/2015* _____   Phone Number: *250.361.0203*
(Day/Month/Year)

Signature of Official: _____

The Liquor Control and Licensing Branch (LCLB) requests that a resolution commenting on the application be sent to the LCLB Victoria Head Office within 90 days of the above date of receipt.

To comply with section 53 of the Liquor Control and Licensing Regulation, this resolution must:

- Comment on the following regulatory criteria:
  - the potential for noise if the application is approved;
  - the impact on the community if the application is approved; and
  - whether the amendment may result in the establishment being operated in a manner that is contrary to the primary purpose (provide comments only if the application is from a food-primary licence for an extension of hours of liquor service past midnight or the addition of patron participation entertainment).
- Indicate whether or not the views of residents were gathered, and if not, provide reasons why they were not gathered (residents include residents and business owners).
- If the views of residents were gathered explain:
  - the views of the residents;
  - the method used to gather the views of the residents; and
  - comments and recommendations with respect to the views of residents.
- Provide recommendation as to whether the amendment should be approved.

You must refer to and attach any report presented by an advisory body or sub-committee to the council or board.

If more than 90 days is required to provide a resolution, please contact the branch to make a request to the general manager for an extension. If the local government/First Nation decides not to provide comment, a resolution indicating this decision must be provided to the branch. Please be advised that if the LCLB does not receive a resolution or a request for an extension within 90 days, the general manager is authorized to review the application without a resolution and make a decision about the application.

For more information on resolutions regarding B.C. liquor licences, please visit the LCLB website publication index to consult the guide *Role of Local Government and First Nation* at http://www.pssg.gov.bc.ca/lclb.

PART 13: Application and Approval Process – What happens next?

For the following change requests (all C2):

- Part 1 Establishment or Licence Name Change
- Part 2 Food-Primary Entertainment Endorsement (may require local government/First Nations resolution).
- Part 8 Temporary Off-site Sale Endorsement

   The process is:

   1. Applicant will complete the appropriate section of this form and Parts 9 and 10, and attach all required documents.
   2. Applicant must submit a complete application package and fee to the Liquor Control and Licensing Branch.
   3. Liquor Control and Licensing Branch (LCLB) staff will review the application package for completeness and will advise the applicant of any information/documentation required before the application can be processed. If a complete application is not received within 30 days of notification, your application will be terminated and you will have to re-apply and pay the application fees.
   4. LCLB staff will advise the applicant and the liquor inspector when the application is approved.

For the following change requests:

- Part 3 Change to Terms and Conditions   **(all C2)**
- Part 4 Live theatres requesting liquor service   **(all C2)**
- Part 5 Request for exemption from tied house restrictions **(all C3)**
- Part 6 Change to Hours of Sale (may require local government/First Nations resolution)   **(all C3)**

   The process is:

   1. Applicant will complete the appropriate section of this form and Parts 9 and 10, and attach all required documents.
   2. Applicant must submit a complete application package and fee to the Liquor Control and Licensing Branch.
   3. Liquor Control and Licensing Branch (LCLB) staff will review the application package for completeness and will advise the applicant of any information/documentation required before the application can be processed. If a complete application is not received within 30 days of notification, your application will be terminated and you will have to re-apply and pay the application fees.
   4. LCLB staff may request your local liquor inspector to provide comments regarding your application.
   5. LCLB staff will advise the applicant and the liquor inspector when the application is approved.

For the following change request:

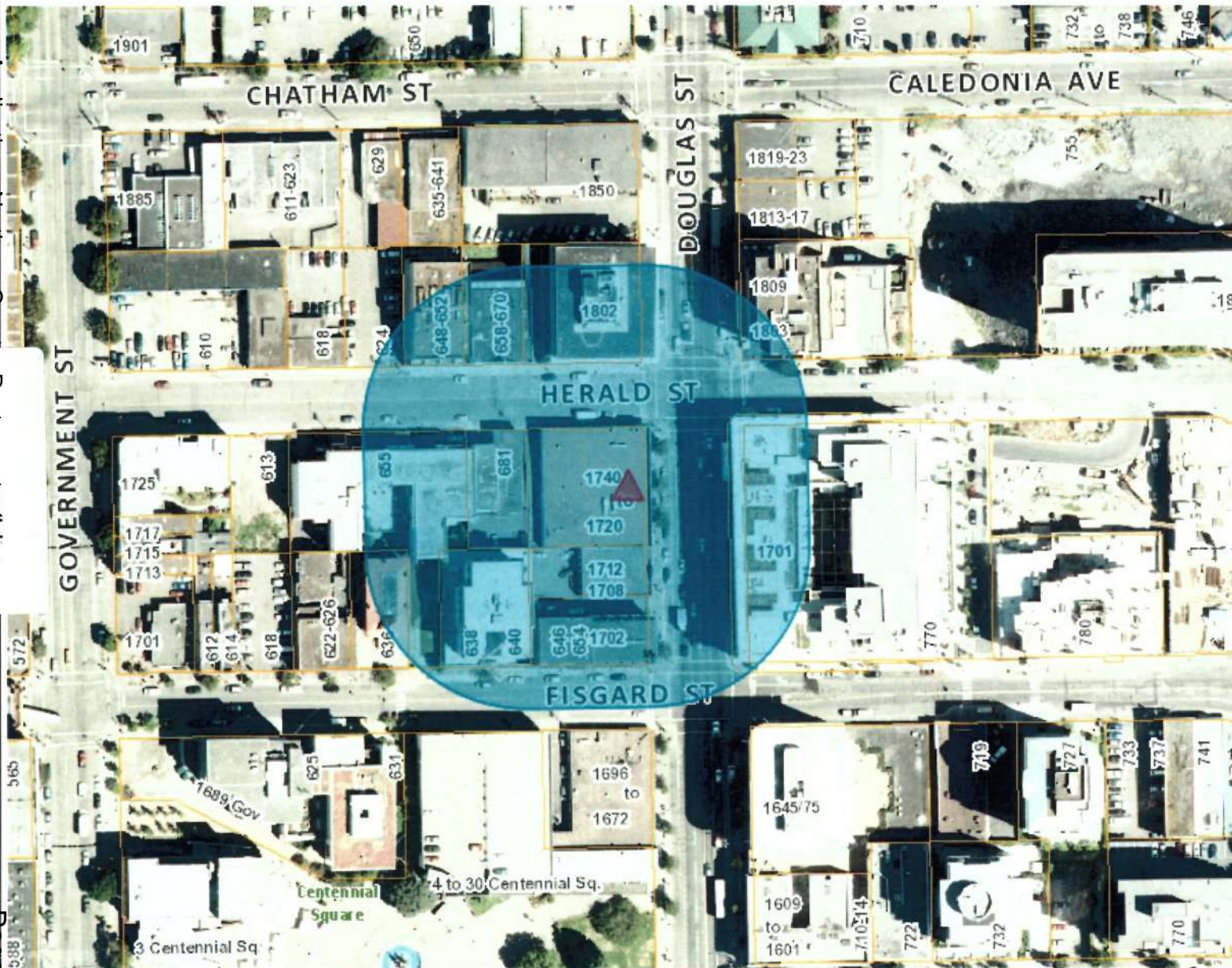- Part 7 Catering Endorsement **(all C1)**

   The process is:

   1. Applicant will complete the appropriate section of this form and Parts 9 and 10, and attach all required documents.
   2. Applicant must submit a complete application package and fee to the Liquor Control and Licensing Branch.
   3. Liquor Control and Licensing Branch (LCLB) staff will review the application package for completeness and will advise the applicant of any information/documentation required before the application can be processed. If a complete application is not received within 30 days of notification, your application will be terminated and you will have to re-apply and pay the application fees.
   4. If the application requirements have been met, the applicant will be asked to contact the inspector for an interview/final inspection. Before contacting the inspector for the interview/final inspection, the applicant must have the inspector interview letter.
      Note: The applicant must contact the local area inspector to arrange for a final inspection by the date noted on the letter (30 days from the date on the letter). If the inspector is not contacted to arrange for a final inspection or for an extended time, the application will be terminated.
   5. At your final inspection, the inspector will verify that your business location meets the requirements for a catering licence by reviewing the food selection, the kitchen equipment, advertising and staffing resources. If the inspector is not satisfied you business location meets the requirements of a catering licence you may be asked to makes changes and schedule a second (2nd) inspection to confirm you meet the requirements of a catering licence. **A fee $200 will be charged if a second (2nd) inspection is required**
   6. LCLB staff will advise the applicant and the liquor inspector when the application is approved.

Northern Quarter Restaurant

09/02/2015

Legend

Victoria Parcels

1: 1,788

Notes

Liquor Licence Application with 50 metre notice area

91   0   45   91 Meters

NAD_1983_CSRS_UTM_Zone_10N
Public domain: can be freely printed, copied and distributed without permission.

This map is a user generated static output from an Internet mapping site and is for reference only. Data layers that appear on this map may or may not be accurate, current, or otherwise reliable.
THIS MAP IS NOT TO BE USED FOR NAVIGATION

Janet Hawkins

From:	Matthew Koch ███████████
Sent:	Saturday, Aug 29, 2015 2:55 AM
To:	Liquor Licence Email
Subject:	Northern Quarter

Dear Madam or Sir:

   I am writing with regard to the application of Northern Quarter (1724 Douglas Street) to change the nature of its liquor licence slightly. As a neighbor of Northern Quarter, I find the proposed changes quite acceptable. Northern Quarter has been contributing dramatically to the revitalization of an economically troubled corner of our downtown, so they should be supported in taking such minor steps to ensure their enterprise is successful. Should you have any questions for me, please do not hesitate to contact me at this electronic address or by telephone at ████████

Thanks very much,

Matthew Koch
University of Victoria

Kim Ferris

From: Luke Seeley ▮▮▮▮▮▮▮▮▮▮▮▮▮▮
Sent: Wednesday, Aug 5, 2015 9:19 AM
To: Liquor Licence Email
Subject: Northern Quarter Application

Hi there

I received notice of the Northern Quarter's application for a Food Primary license and wanted to weigh in.

I support their application. The restaurant is nice and could serve the nearby residents well as a local pub, which we don't really have at the moment. That block that they occupy has long been dead and bringing in a younger, hipper crowd could help bring some life to that block and perhaps encourage other business to move in.

These are the guys that brought us the Fort St. cafe and the two Picnic cafes, which have been local faves for many for some time now. They're both good guys and I'm not worried they'll do anything to disturb the the neighbourhood (they don't bring in loud heavy metal acts or anything).

I see this as only a good thing.

1

Kim Ferris

From:	Justin Filuk < ██████████████ >
Sent:	Thursday, Aug 6, 2015 8:18 AM
To:	Liquor Licence Email
Subject:	Notice of Application For Permanent Change To A Food Primary Liquor Licence - Northern Quarter (1724 Douglas Street)

Dear Victoria City Council,

I am writing on behalf of the Townline Group of Companies, owner of the retail air space parcel in the Hudson building located at 1701 Douglas Street. Townline fully supports this application, new businesses in Downtown Victoria need to be supported. This is positive for the neighbourhood and the 1700 block of Douglas, hopefully more businesses will relocate to the area.

Regards,

Justin Filuk
Development Manager

T O W N L I N E
#120 – 13575 Commerce Parkway
Richmond, British Columbia V6V 2L1
T: ██████████
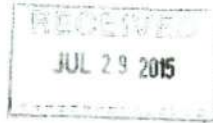
█████████████

T O W N L I N E

Townline is Down to Earth. Please consider the environment before printing this e-mail.

1

July 28, 2015

To the Owners/Occupiers
of properties adjacent to 1724 Douglas Street
Victoria, BC

RECEIVED
JUL 2 9 2015

NOTICE OF APPLICATION FOR PERMANENT CHANGE TO A FOOD PRIMARY LIQUOR LICENCE

Application to add Patron Participation Entertainment (dancing) and Extend Service Hours

The purpose of this notice is to inform the public of a proposal to change the liquor licence terms and conditions for the Food Primary business (restaurant) **Northern Quarter**, located at 1724 Douglas Street:

1. The licensee is applying to change the hours of liquor service as follows:
   - The current hours of liquor service are 9:00AM – Midnight, seven days a week.
   - The requested change to the hours of liquor service is 9:00AM to 1:00AM on Fridays and Saturdays only.

2. The licensee is also requesting a change to allow dancing (patron participation entertainment during musical performances.

Residents and businesses located within a 50 metres radius of the proposed site are invited to comment on this proposal by writing to:

Corporate Administrator
Legislative Services
1 Centennial Square
Victoria, BC V8W 1P6

or, by e-mail
liquorlicence@victoria.ca

To ensure the consideration of your views, your correspondence must be received on or before **August 28, 2015**. Please note all comments will be submitted to Victoria City Council and will be part of the public record regarding the application

2

Kim Ferris

From:	Dan Reid ▮▮▮▮▮▮▮▮▮▮▮▮>
Sent:	Thursday, Aug 6, 2015 12:22 PM
To:	Liquor Licence Email
Subject:	Noethern Quarter Licence extension

Hello,

Thanks for inviting feedback on Northern Quarter's application for an extension on service hours. I cannot endorse this application enough. NQ is a vital cultural space for downtown Victoria. It provides a much needed space for crestive expression for many emerging local artists. Sadly, there are no other venues in town that provide this. Lacey Lou's did for a time but they ran into financial difficulty and were forced to close.

It is imperative that we don't allow this to happen to NQ. Allowing them to extend their hours will certainly help with their bottom line and I encourage you to support their application.

I have had the great pleasure of attending many performances and songwriter workshops already and am proud to have a space like this in our community. I think venues such as these will really help showcase our strong local cultural heritage.

As for the dancing: it's pretty quaint this even has to be debated this day and age. Let us dance!

Cheers,

Dan Reid

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Janet Hawkins

From:	Katie Chan < ██████████████ >
Sent:	Wednesday, Aug 12, 2015 8:39 PM
To:	Liquor Licence Email
Subject:	Attn: Corporate Administrator RE: Northern Quarter 1724 Douglas Street

Dear Corporate Administrator,

As a resident of the city of Victoria I would like to voice my support for the proposed changes to the liquor license for Northern Quarter (1724 Douglas Street). The business is an asset to Victoria's vibrant food and entertainment culture and the extended licenced hours will help encourage its growth.

Sincerely,
Katie Chan
924 Empress St

Janet Hawkins

From:	Rick Ilich ▓▓▓▓▓▓▓▓▓▓▓ >
Sent:	Friday, Aug 14, 2015 5:44 PM
To:	Liquor Licence Email
Subject:	Northern Quarter extended hours

I am a resident at 426-770 Fisgard, across the street from the application.
I am in full support of the extended hours, as I respect how difficult running a small business can be.
These neighbourhood character defining business have my support.
Thank you
Rick Ilich

Janet Hawkins

From:	Jade Ang ▇▇▇▇▇▇▇▇▇▇a>
Sent:	Wednesday, Aug 26, 2015 9:27 AM
To:	Liquor Licence Email
Subject:	RE: Northern Quarter	1724 Douglas Street

To Corporate Administrator,

RE: Northern Quarter | 1724 Douglas Street

We would like show our support of the increased hours regarding liquor service at a local business, we feel this would be good for the neighbourhood and would like to see more businesses be able to serve liquor as well as increase their hours.

Thank you for your time,

Hudson Retail Inc.

Janet Hawkins

From:	Anna < ██████████ >
Sent:	Thursday, Aug 27, 2015 12:17 PM
To:	Liquor Licence Email
Subject:	RE: Northern Quarter extended service licence

Response to City of Victoria regarding Northen Quarter application for extended service hours:

To whom it may concern,

First of all, we would like to express our support for local businesses in our neighbourhood. We appreciate the flavour that local businesses bring and choose to give our patronage to local small businesses.

However, as property owners and residents within 50m of Northern Quarter, we are deeply concerned about the application to permanently change service hours on Fridays and Saturdays to 1 am and also to include dancing. We understand that the extension is only for 1 hour on weekends only and it is not an unreasonable request as their business hopes to grow. We believe the success of Northern Quarter as a business would not be hindered without extended hours and dancing.

Our window directly faces Northern Quarter and we already hear their bass, music, cheering, and outdoor conversations in the evenings. We can hear the music and cheering at this current moment with all the windows closed. Adding extended hours and dancing would prolong the noise and make it intolerable for residents trying to sleep before 1am. We often sleep before 11pm, even on weekends. Street noise carries to our unit and we are able to hear outbursts from drunk patrons often already.

Like many other places that have dancing, it is inevitable that Northern Quarter patrons will be outdoors on the street, smoking, chatting, getting air and cooling off from the venue. Hence, even if service hours have ended, patrons are likely in the streets still disturbing the peace at night way beyond service hours. Extending their hours would be extending the noise, likely till 2-3am.

As property owners, this business directly affects the value of our asset as proximity to places like night clubs, are a deterrent to most buyers due to the noise at night. Therefore, we are seriously concerned about this application and write in favour of its rejection.

We look forward to your confirmation of reception and hearing the result of this application.

Sincerely,

Robert and Anna King

320-770 Fisgard St

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Kim Ferris

From:	Candice Peterson < ▇▇▇▇▇▇▇▇▇▇▇ >
Sent:	Saturday, Aug 1, 2015 7:36 AM
To:	Liquor Licence Email
Subject:	Appllication response

We received letter to respond to application for increased hours and patron dancing at the northern quarter 1724 Douglas street

We reside directly across the street. The noise level from patrons leaving the business is already an issue. Our sleep is interrupted frequently.

Allowing extended hours will increase interrupted sleep as patrons will be leaving at a later time when effected residents are surely to be sleeping.

Adding dancing will increase the noise level in that there will be an increase of patrons. The business itself is small. When there is increased number of people wanting to go in, there is a larger number of people waiting outside. Therefore noise level increases.
Dancing in a venue changes the venue. It becomes more of a club type atmosphere than a pub.

The noise level is already significant enough. We understand that there will be increased noise when a pub opens across from us, however these changes will further impact our sleep.

Thank you,
Resident of 770 fisgard street

1

Kim Ferris

From:	Sylvain Boies < ▮▮▮▮▮▮▮▮▮ >
Sent:	Monday, Aug 3, 2015 6:13 PM
To:	Liquor Licence Email
Subject:	Feedback on application for 1724 Douglas Street

Hello,
I am writing in response to your notice dated July 28 advising the neighbours of the above-noted property of the request for a liquor license. I am opposed to the granting of this request s it directly affects the residents of my condominium building. The noise that will result from the late party goers, especially at the time of the bar closing, will affect our capacity to sleep and rest.Do not hesitate to contact me if you require additional information.
Thank you.

Sylvain C. Boies, Ph.D.

648 Herald Street, Suite 202
Victoria, BC   V8W 1S7
Tel.: ▮▮▮▮▮▮▮▮

1

RECEIVED

AUG 1 2 2015

LEGISLATIVE SERVICES
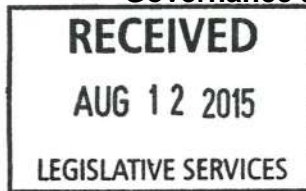
AUGUST 11, 2015

Corporate Administrator
Legislative Services
1 Centennial Square
Victoria, BC V8W 1P6

NOTICE OF APPLICATION FOR PERMANENT CHANGE TO A FOOD PRIMARY LIQUOR LICENCE

We are opposed to the requested change to the liquor license for the Northern Quarter, located at 1724 Douglas Street.

This part of the downtown transitions to residential properties in the vicinity of Douglas and [now] Pandora and the extended hours and planned Patron Participation use are not in keeping with that transition.
In addition there already exists two other establishments nearby – Paul's Motor Inn and the Capital CityCenter – which offer the same entertainment opportunities.
Uses such as proposed would be better located several blocks south, closer to similar businesses.

Mike and Robyn Brady
Resident Owners at the Hudson
770 Fisgard St
Victoria
V8W 0B8

Janet Hawkins

From:	L-and-L▓▓▓▓▓▓▓▓
Sent:	Friday, Aug 28, 2015 2:34 PM
To:	Liquor Licence Email
Subject:	Application for Permanent Change to a Food Primary Liquor License. 1724 Douglas St

To whom it may concern

I am writing this to voice my concern regarding the proposed change in license to the premises previously occupied by Smoke N Bones. I'm sure you are aware that all the units in the. Hudson are residential apart from the first floor. We own unit # 223, a one bedroom condo directly above this location and during the previous operation of the restaurant we were notified on several occasions that our tenants were disturbed by the noises generated by the restaurant in the late evening. Given the proposed change that extends the hours on Friday and Saturday to 1 am as well as permitting patron participation during musical performances our concerns are as follows:

- potential persistent noise complaints from tenants
- potential for tenants to break the lease citing inability to enjoy their home
- difficulty in securing long term tenants
- potential devaluation of our unit as it is directly above a noisy restaurant
- additional costs to owner as the owner is responsible to cover costs of move in fees of
  $200.00 for each tenant change

Regards
Leslee Laban
Laban Holdings Ltd

1715 Government Street
Victoria, BC
V8W 1Z4

Manager Bylaw and Licensing c/o Legislative Services
City of Victoria
No.1 Centennial Square
Victoria, BC
V8W 1P6

Sept 10, 2015

Re: Permanent Change to a Liquor Licence-Northern Quarter

Dear Manager Bylaw and Licensing,

The DRA Land Use Committee has reviewed the proposed Liquor Licence change for the Northern Quarter Restaurant.

In the last few years, Downtown residents have raised several concerns regarding noise from patrons leaving Liquor service establishments in the late hours. There are risks associated with constructing residential units in close proximity to a late night Liquor outlet and opening new Liquor outlets near residential units. In approaching these applications, the DRA LUC typically takes note of which use was established first in the immediate area. Certainly there is a justified expectation of due diligence by residents purchasing units next to long established Liquor outlets and the DRA has always recommend that developers mitigate these concerns in the construction process by applying sound abatement (triple glazing, aircon etc). With this particular application there is a very substantial residential building (The Hudson) directly opposite the applicant that has no sound abatement due to the desire to preserve the single-glazed historic windows. This residential building has existed for several years predating this application and an established right of "quiet enjoyment".

There have been several recent applications of this type, where food primary licences are being amended to facilitate uses that would be considered more associated with Liquor Primary Licences. It is our understanding that "Good Neighbour" agreements are not a requirement of a Food Primary Licence, which concerns the DRA as there is a need for some form of enforcement for establishments that remain open late. It should also be noted that Licence amendments, once approved, could remain in perpetuity regardless of the operator and without a mechanism to support enforcement.

Feedback from the committee is as follows:
- This establishment is located directly opposite a major heritage building with a substantial number of residential units and no soundproofing.

- There have been incompatibilities recognized between residences and licensed establishments with late night opening hours for liquor service in other locations within the downtown.
- The audience participation component of the application may be considered acceptable separately.

Decision: The DRA has a history of supporting proposals of all kinds that will bring vitality and vibrancy to our neighbourhood. That is one of the reasons our members have chosen to live in the Downtown core. In balancing these goals with the potential impacts, the "audience participation" component of this application is supportable; however, the DRA LUC cannot support the extended hours proposed in this application because of the likely negative impact on established residents.

Sincerely,

Ian Sutherland
Chair Land Use Committee
Downtown Residents Association

CITY OF
VICTORIA

Governance and Priorities Committee Report
For the Meeting of September 17, 2015

To:	Governance and Priorities Committee	**Date:**	September 11, 2015
From:	Robert Woodland, Director of Legislative and Regulatory Services		
Subject:	Update on Regulations for Medical Marijuana-Related Businesses		

RECOMMENDATION

That Council receive this report for information

EXECUTIVE SUMMARY

In accordance with Council direction from May 14, 2015, staff have initiated preliminary consultation with businesses, residents and other stakeholders regarding the regulation of medical marijuana-related businesses. A report summarizing the results of this preliminary consultation and draft recommendations will be presented to this Committee on November 5, 2015. A Town Hall meeting, which will provide an opportunity for public input on the draft recommendations, is also planned for November.

PURPOSE

The purpose of this report is to update Council on the work underway to develop regulations for medical marijuana-related businesses.

BACKGROUND

Over the course of the last year, there has been a significant increase in the number of marijuana-related businesses operating in the City of Victoria. These include businesses that sell marijuana paraphernalia (bongs, pipes, etc.) and/or provide medical advice or consulting relating to the use of medical marijuana. Although some businesses are currently selling marijuana, none have a Health Canada licence that permits this.

Some of these marijuana-related businesses are having a number of community impacts that are resulting in complaints to both the Victoria Police Department and the City of Victoria. Concerns include:
- Increased foot traffic surrounding businesses
- Nuisance to other nearby businesses, potentially impacting their customers
- Odour, food safety and other health issues
- Exposure of young persons to the sale of marijuana
- Infiltration of organized crime
- Sale to persons without medical need

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The Victoria Police Department is also concerned about the lack of effective or reasonable security measures at these businesses for both the protection of employees and robbery prevention.

On May 14, 2015 Council directed staff to consult with the existing member-based medical cannabis dispensaries in the City of Victoria and bring forward for Council's consideration:

1. Proposed bylaw amendments aimed at mitigating community impacts and concerns associated with the operation of medical marijuana-related businesses at a town hall meeting prior to the consideration of proposed bylaws.

2. A proposed compliance and enforcement strategy consistent with the proposed new regulations.

The relevant excerpt from the May 14, 2015 Council minutes is attached as Appendix A.

Council has previously considered the issue of medical marijuana. On April 25, 2002, Council expressed "its support for the decriminalization of marijuana (cannabis) use and possession in Canada, for medicinal purposes only." Council has also forwarded resolutions to both UBCM and FCM that advocate for a regulatory approach to medical cannabis control. Copies of these Council resolutions are attached as Appendix B.

The 2015 Second Quarter Operational Plan included the following timelines for the project:

	Q1	Q2	Q3	Q4
Engagement on medical marijuana regulations			September	GPC report October
Examine and address impacts of medical marijuana businesses - Report back to Council on options for regulation - Implement Council direction	Start			Town Hall Bylaw amendments

On September 10, 2015, Health Canada sent letters to 13 marijuana dispensaries and called on them to immediately suspend all activities. The letter told dispensaries that, if they do not cease all activities with controlled substances, Health Canada will contact the RCMP within 30 days "for enforcement action as they deem necessary."

ISSUES & ANALYSIS

Progress to Date

Activities to date have focussed on background and best practices research and soliciting preliminary feedback from businesses, residents and other stakeholders. Invitations to provide input have been sent to medical marijuana-related businesses currently operating in the city and other interested stakeholders, such as:
- business associations, including the Downtown Victoria Business Association and the Greater Victoria Chamber of Commerce
- Greater Victoria School District No. 61
- health officials, including the Chief Medical Health Officer at Island Health and the Provincial Health Officer

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Update on Regulations for Medical Marijuana-Related Businesses

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- advocacy groups and industry associations, including Canadian Medical Cannabis Partners Society, Smart Approaches to Marijuana Canada, and Canadian Association of Medical Cannabis Dispensaries
- licensed producers located on Vancouver Island, and
- neighbourhood associations.

Response to the invitations has been positive to date. Staff have collected valuable feedback regarding current operational practices, industry best practices and health and safety concerns through face to face meetings, telephone conversations, written submissions and visits to local businesses. A public survey is also available through the Have Your Say Website until September 18, 2015. As of September 10, 2015, 310 responses had been received.

Next Steps

A report summarizing the preliminary feedback received and outlining draft recommendations will be presented to this Committee on November 5, 2015. A Town Hall meeting to solicit feedback on the draft recommendations is also planned in November. A summary of feedback received in response to the draft recommendations and proposed bylaw amendments will be presented to Council following the Town Hall meeting.

OPTIONS & IMPACTS

2015 – 2018 Strategic Plan

The initiative supports Objective 7 from the 2015 – 2018 Strategic Plan: Facilitate Social Inclusion and Community Wellness.

Impacts to 2015 – 2018 Financial Plan

The necessary staff resources to complete this work are included within the 2015 – 2018 Financial Plan. An increase in business licensing fee revenue can be expected once new regulations are in place.
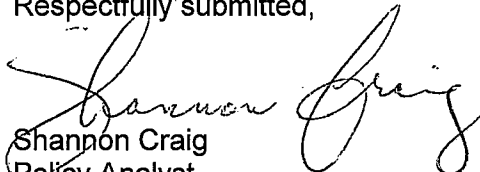
Official Community Plan Consistency Statement

The initiative is consistent with various policies outlined in Section 15 of the Official Community Plan: Community Well-Being. These include policy 15.20 (Collaborating with partners to encourage a safe and thriving Downtown and Neighbourhoods) and policy 15.24.2 (Reducing harm to individuals and communities from the sale and use of both legal and illegal substances).

CONCLUSIONS

In accordance with Council direction from May 14, 2015, staff have initiated preliminary consultation with businesses, residents and other stakeholders regarding the regulation of medical marijuana-related businesses. A report summarizing the results of this preliminary consultation and draft recommendations will be presented to this Committee on November 5, 2015. A Town Hall meeting, which will provide an opportunity for public input on the draft recommendations, is planned in November.

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Respectfully submitted,

Shannon Craig
Policy Analyst
Legislative and Regulatory Services

Robert Woodland
Director
Legislative and Regulatory Services

Report accepted and recommended by the City Manager: _____

Date: September 15, 2015

List of Attachments:

Appendix A - Excerpt from May 14, 2015 Council Minutes
Appendix B - Other Council Resolutions on the Topic of Medical Marijuana

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Appendix A - Excerpt from May 14, 2015 Council Minutes

REPORTS OF THE COMMITTEE

1. **Governance and Priorities Committee – May 7, 2015**

   1. **Medical Marihuana**
      It was moved by Councillor Isitt, seconded by Councillor Alto, that Council direct staff to bring forward for Council's consideration:
      1. Proposed bylaw amendments aimed at mitigating community impacts and concerns associated with the operation of medical marihuana-related businesses at a town hall meeting prior to Council's consideration of the proposed bylaw amendments.
      2. A proposed compliance and enforcement strategy consistent with the proposed new regulations.

      Amendment:
      It was moved by Councillor Alto, seconded by Councillor Isitt, that the motion be amended as follows:
      That Council direct staff to **consult with the existing member-based medical cannabis dispensaries in the City of Victoria and** bring forward for Council's consideration:
      1. Proposed bylaw amendments aimed at mitigating community impacts and concerns associated with the operation of medical marihuana-related businesses at a town hall meeting prior to Council's consideration of the proposed bylaw amendments.
      2. A proposed compliance and enforcement strategy consistent with the proposed new regulations

      <u>Carried Unanimously</u>

      Councillor Isitt thanked the operators for providing a source of pain medicine for people.

      Councillor Alto said that she had some reservations with regulation and the potential negative effect it may have on long time providers as they have done so much over the years. This is a good step forward and she thinks we will find a solution that will work for everyone.

      Mayor Helps thanked Mr. Smith for his leadership.

      <u>Carried Unanimously</u>

Governance and Priorities Committee Report
Update on Regulations for Medical Marijuana-Related Businesses
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Appendix B – Other Council Resolutions on the Topic of Medical Marijuana

Supporting a Regulatory Approach to Cannabis Control

That Council direct staff to forward the following resolution to the Federation of Canadian Municipalities for their consideration:

WHEREAS, Cannabis prohibition efforts have failed to effectively limit the availability of cannabis, especially to our youth; and

WHEREAS, Cannabis prohibition has created a large financial opportunity that has fuelled an increasingly violent illegal market with expanding organized crime involvement; and

WHEREAS, Academic, law enforcement, and health experts believe that a strictly controlled public health oriented regulatory framework for cannabis control has the potential to reduce rates of cannabis use, raise substantial tax revenue, undermine organized crime and save law enforcement time and expenditures; and

WHEREAS, Many municipalities are increasingly affected by the harms of cannabis prohibition (e.g. grow-ops, etc.) which negatively impacts community health and safety; and

WHEREAS, Municipalities are increasingly bearing the financial burden of failed policy approaches that emphasize enforcement of marijuana prohibition over evidence-based policies, consuming significant portions of municipal budgets and diverting law enforcement attention away from criminal activities where police involvement can better improve community safety; therefore be it

RESOLVED, That the Federation of Canadian Municipalities lobbies the Federal Government to investigate the regulation and taxation of cannabis.

Carried Unanimously

Council Meeting
January 17, 2013

Governance and Priorities Committee Report
Update on Regulations for Medical Marijuana-Related Businesses

September 11, 2015
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<u>**REPORTS OF THE COMMITTEE**</u>

3.   <u>**Governance and Priorities Committee – March 15, 2012**</u>

    3.   <u>**Motion – Supporting a Regulatory Approach to Cannabis Control**</u>
It was moved by Councillor Alto, seconded by Councillor Coleman, that Council endorse the following motion:
WHEREAS cannabis prohibition efforts have failed to effectively limit the availability of cannabis, especially to our youth;

WHEREAS cannabis prohibition has created a large financial opportunity that has fuelled an increasingly violent illegal market with expanding organized crime involvement;

WHEREAS academic, law enforcement and health experts, including the Health Officer's Council of BC, believe that a strictly controlled public health oriented regulatory framework for cannabis control has the potential to reduce rates of cannabis use, raise substantial tax revenue, undermine organized crime and save law enforcement time and expenditures;

WHEREAS many BC municipalities are increasingly affected by the harms of cannabis prohibition (e.g. grow-ops, etc.), which negatively impacts community health and safety;

WHEREAS BC municipalities are increasingly bearing the financial burden of failed policy approaches that emphasize enforcement of marijuana prohibition over evidence-based policies, consuming significant portions of municipal budgets and diverting law enforcement attention away from criminal activities where police involvement can better improve community safety;

THEREFORE BE IT RESOLVED that the City of Victoria supports the taxation and regulation of cannabis to address the ineffectiveness and harm of cannabis prohibition, and agrees to write to municipalities in the Capital Regional District, the Union of BC Municipalities, the Federation of Canadian Municipalities, and Provincial and Federal Ministers in the Justice and Health departments to inform them of our support.   <u>Carried Unanimously</u>

Council Meeting
March 22, 2012   Page 29 of 49

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Medical Cannabis

WHEREAS the federal medical cannabis program administered through Health Canada's Marihuana Medical Access Division does not satisfy the constitutional rights of critically and chronically ill patients to access marihuana for medicinal use;

WHEREAS the use of cannabis by legitimate cannabis patients is a health issue, and as such should be under the legislative purview of Provincial governments;

THEREFORE BE IT RESOLVED that UBCM lobby the Provincial Government to work with the federal government toward the goal of decentralizing the administration and oversight of legitimate medical cannabis use and production from federal authority to Provincial health ministries as part of their public and personal health mandate.

<u>Carried</u>

Council Meeting
March 11, 2010

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Update on Regulations for Medical Marijuana-Related Businesses

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<u>OPEN MEETING</u>

It was moved by Councillor Hughes, seconded by Councillor Coleman that the Mayor be requested to immediately discuss with the Minister of Health and the Minister of Justice of the Government of Canada, a suitable method to allow the distribution of cannabis for medicinal purposes.   <u>Carried</u>

Council Meeting
April 10, 2003   Page 20 of 21

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6. <u>DECRIMINALIZATION OF MARIJUANA.</u> It was moved by Councillor Madoff, seconded by Councillor McLean, that Victoria City Council express its support for the decriminalization of marijuana (cannabis) use and possession in Canada, for medicinal purposes only. <u>Carried</u>

Council Meeting
April 25, 2002

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CITY OF
VICTORIA

Governance and Priorities Committee Report
For the Meeting of September 17, 2015

To:	Governance and Priorities Committee	**Date:**	September 3, 2015
From:	Robert Woodland, Director of Legislative & Regulatory Services		
Subject:	720 Belleville Street – Renewal of Lease		

RECOMMENDATION

That Council authorizes the Mayor and Corporate Administrator to execute an agreement with the Canadian Pacific Lawn Bowling Club of Victoria BC to renew a lease of part of 720 Belleville Street for a period of three years commencing September 21, 2015, in a form satisfactory to staff, and subject to the publication of the statutory notices required by the *Community Charter*.

EXECUTIVE SUMMARY

In 2009 the City granted the Club a lease of the bowling green and clubhouse at 720 Belleville Street. A location plan and photograph are attached in Appendices A and B respectively. The lease was renewed in 2012, and the Club has now requested that it be renewed again for a further period of three years.

PURPOSE

The purpose of this report is to seek Council approval to renew a lease at 720 Belleville Street with Canadian Pacific Lawn Bowling Club (the "Club") for the period September 21, 2015 to September 20, 2018.

BACKGROUND

The Club was established in 1923 as a recreational outlet for employees of the Canadian Pacific Railway and Steamship Company. It moved to its present site in 1928 and has been a tenant of the City since 1978 when the City acquired the land.

In 2009 the City granted the Club a lease of the premises shown in Appendix C for an initial term of three years followed by four options to renew, each of three years. The first renewal was for the period September 21, 2012 to September 20, 2015, and the Club has now requested the lease be renewed for a further period of three years.

The leasehold parcel is part of the same legal lot as Cridge Park, but is clearly recognisable as being the Club's premises.

ISSUES AND ANALYSIS

The renewal options in the lease provide that it shall be renewed at the City's discretion, although such consent shall not be unreasonably withheld. The Club has the right to request a further term of three years and the City would have to have a sound basis to refuse the lease renewal request.

The Club has opened its membership to the general public since the 1950s, although it has retained its historic name of the Canadian Pacific Lawn Bowling Club. Over the last three years, membership has averaged between 120 and 130, and is a good mix of working and retired people aged from 30 to 80 plus. The vast majority are Victoria residents living within walking distance of Cridge Park. Annual dues are $175 for regular members and $40 for social, of which $35 per player is remitted back to Bowls Canada and Bowls BC for association dues.

The lease provides that the premises shall be used for any recreational or social activity organized by the Club, provided such activity is in keeping with its not-for-profit status and is appropriate to the facility. A report submitted by the Club on its membership, utilization, community engagement and bookings, leasehold improvements and finances is attached in Appendix D.

As with three other sports clubs occupying City land – Victoria Lawn Bowling Club, Vic West Lawn Bowling Club and Beacon Hill Cricket Club – the Club pays a notional rent of $1.00 per year. The club is wholly responsible for the upkeep of the greens, gardens and clubhouse.

OPTIONS AND IMPACTS

Option 1 – Maintain Status Quo By Renewing The Lease (Recommended).

The Club is a popular downtown amenity for local residents and others within the City. There are no identifiable risks to renewing the lease, and the staff resources to do so are minimal. The tenant is responsible for maintenance and repair costs, and has carried out a number of leasehold improvements as listed in its report at Appendix D.

Option 2 – Decline to Renew The Lease.

The Club has the right to renew the lease at the City's discretion. Exercise of the City's discretion must be reasonable and connected to a City purpose. For example, if the City wanted to put the land to another community purpose such as park, then it would be reasonable for the City to decline to renew the lease.

Alignment With City Objectives

2015 – 2018 Strategic Plan
The recommended course of action is consistent with Objective #7 of the Strategic Plan as the use under the lease provides sport and recreation opportunities for children and adults. It is also consistent with Objective #8, to enhance and steward green spaces.

Impacts to 2015 – 2018 Financial Plan
There is no impact on the 2015-2018 Financial Plan as the rent under the lease renewal is a nominal sum of $1.00 per year. The tenant is responsible for maintenance and repair costs of the facility and green space.

Official Community Plan Consistency Statement
The recommended course of action is consistent with Goal #9(A) of the OCP, which states that "Victoria is an active community where everyone enjoys convenient access to community parks,

open spaces, facilities, amenities and programs close to where they live". The lawn bowling facility is identified as such on Map #2 of the OCP.

CONCLUSIONS

The Club is a historic non-profit organization which has been a tenant of the City since 1978. In keeping with similar sports clubs, it occupies City land for a nominal rent and offers membership to everyone for a modest cost. The Club is responsible for repair and maintenance costs of the facilities.

The Club is a popular downtown amenity for local residents and others within the City. There are no identifiable risks to renewing the lease, and the staff resources to do so are minimal.
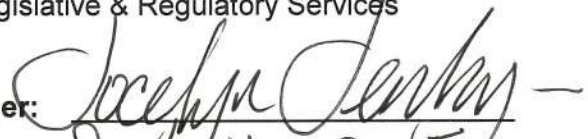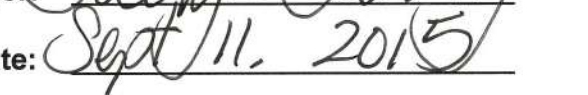
Respectfully submitted,

Neil Turner
Property Manager

Robert Woodland
Director of Legislative & Regulatory Services

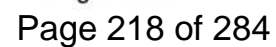**Report accepted and recommended by the City Manager:**

Date: Sept 11. 2015

List of Attachments:

Appendix A – Location Plan
Appendix B – Photograph
Appendix c – Lease Plan
Appendix D – Report From Club

Appendix A
Location Plan

Appendix B

Governance and Priorities Committee Report
720 Belleville Street – Renewal of Lease

September 3, 2015
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720 Belleville Street - Renewal of Lease --R. Woodland, Dire...

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Appendix C
Lease Plan

Appendix D

Canadian Pacific Lawn Bowling Club
2012- 2015 Lease Report to Council

September 1st, 2015

Mr. Neil Turner
Property Manager
Legislative and Regulatory Services
City of Victoria

Dear Mr., Turner,

On behalf of the Board of the Canadian Pacific Lawn Bowling Club I'm pleased to offer this brief report outlining the activities and contributions of our members during the past term of our lease.

Membership

Canadian Pacific's membership has averaged between 120 and 130 over the past three years…the third largest amongst single green clubs on the South Island. The vast majority are Victoria residents living within walking distance of Cridge Park. We have a good mix of working and retired folk aged from 30 to 80 plus. Annual dues are $175 for regular members and $40 for social… which is comparable to the other eleven lawn bowling clubs in our district. $35 per player is remitted back to Bowls Canada and Bowls BC for association dues.

We're always keen to sign up new members to help support our programs. We recruit most through our annual spring Open House and evening lessons, all of which are open to the public. We also manage a comprehensive website at downtownlawnbowling.ca and a group Facebook page.

Utilization

Cridge Park is arguably the most utilized green in BC. Our regular playing season starts April 1st and runs through to September 31st. The green is closed for maintenance during the months of November and May, but open for unstructured play all winter (as weather permits). In 2009 we introduced the sports of croquet and in 2013 a bocce court was added. During the winter our Clubhouse is booked regularly for Pop Choir, darts and cards.

Bowling - Our organized afternoon daily draws have expanded from five to nine per week. Open play is accommodated each morning Monday through Friday. We host three major Bowls South Island Cup tournaments each year plus seven one-day Club tournaments. On Friday evenings we hold BBQ and Bowl events.

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720 Belleville Street – Renewal of Lease

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720 Belleville Street - Renewal of Lease --R. Woodland, Dire...

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Croquet - Members run regular draws three days per week during the playing season and Sunday afternoons in the off-season as weather allows. Lessons are offered to the public every Thursday afternoon. We host two Open District Croquet Pairs tournaments each year as well as two one-day club events. This past August CP members hosted the Canadian National Singles Championship on Juan de Fuca's multi green facility.

Bocce -Drop in games are organized each Friday afternoon throughout the year as weather permits.

Pop Choir -- 30+ members participate in the Victoria Pop Choir, which is based in our Clubhouse. Sunday evening sessions are open to the public and run year 'round.

Community Engagement

Members donate both time and equipment to host a number of charitable events on the green. Over the past term these have included: Canuck Place – BC Children's Hospital family visit, two Tour de Rock Great Gatsbowl 1920's theme fundraisers, the Urban City Challenge for Victoria Prostrate Centre, COOL Church Organ Conference, and the Canadian Women's National Field Hockey squad.

In 2013 our partnered with Victoria High School's Community Recreation program by providing equipment and coaching in the sports of lawn bowling and croquet to grade 11 and 12 students. This spring CP will host the inaugural Senior Secondary School Mixed Triple tournament that will involve students from schools across the Lower Island.

Lawn bowling is a sport enjoyed across the Commonwealth and each year we welcome dozens of tourists familiar with the game to join our daily draws. This is often the highlight of their stay.

Community Bookings

Each year CP's members host a variety of company staff functions and outside social bookings. This past term we welcomed; the BC Ministry of Finance, Cold Water Divers, Island Blueprint, The Empress Hotel, MacDonald Realty, Defense Construction Canada, Metalab, the University of Victoria, and the Rebels Sports Club.

Leasehold improvements

Members are also responsible for all leasehold improvements. The following were undertaken this past term: interior walls and trim repainted, new low flush toilets installed, entire kitchen sub-floor rebuilt. Linoleum flooring replaced throughout, custom draw-board and new guest bowls storage units fabricated, water heater replaced, concrete sidewalks poured, new flagpole erected, double glazed fibreglass exterior doors installed and a new storage cupboard was added in the change rooms.

In the previous term members constructed a lattice fence around the entire property, replaced all plinths and backboards around the green, installed a drip irrigation system, rebuilt a dozen benches, painted the exterior of the Clubhouse, installed a regulation sized bocce court, laid a brick patio, bought new window coverings, replaced a refrigerator, and expanded the rose gardens. All this was accomplished with volunteer labour.

Finances

The Club leases space in Cridge Park for $1 per year. In return, our members are responsible for 100% of the upkeep of the green, gardens and clubhouse. Our total operating budget for this term averaged $32,000 per year. Members contributed approximately $16,000 annually in playing dues. The balance was met through fundraising efforts, tournament fees, social events, outside bookings, donations and grants.

All this would prove impossible if not for the hundreds of volunteer hours contributed annually by our members. As a result the City of Victoria boasts a superb downtown community sports facility and historic tourist attraction at no cost to the taxpayer.

Sincerely,

Lorne Carnes
1st Vice President

Canadian Pacific Lawn Bowling Club
720 Belleville Street
Victoria BC
V8P 3H4

Governance and Priorities Committee Report
720 Belleville Street – Renewal of Lease

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720 Belleville Street - Renewal of Lease --R. Woodland, Dire...

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CITY OF
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Governance and Priorities Committee Report
For the September 17, 2015 Meeting

To: Governance and Priorities Committee   **Date:**   September 10, 2015

From: Jas Paul, Assistant Director, Engineering

Subject: 2015 Watermain Replacement Budget Adjustments

Recommendation

That Council approve adjustments to the 2015 water capital budget including:

- Increase the project budget for the Rockland Avenue watermain replacement project by $120,000; and
- Deferral of the Lyall Street watermain project to 2016.

Executive Summary

The City has an annual program to replace watermains which have been identified as having a system deficiency, inadequate capacity, or having gone well beyond their life expectancy. Projects are selected based on the Water System Master Plan prioritization, the latest failure (leaks/breaks) history and coordination with other infrastructure projects. The budget for watermain replacements in 2015 is $3.2 million and includes over two kilometres of main replacement.
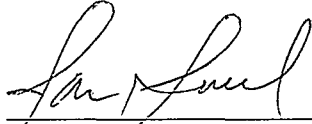
The City recently issued a tender for watermain replacement work on Rockland Avenue between Gonzales Avenue and Lyman Duff Lane. The tender closed on September 3, 2015 with three proponents submitting bids, Chew Excavating, Scansa Construction and York Excavating. The lowest bid was submitted by Scansa Construction in the amount of $569,807.80.

The budget allocated for this project is $450,000. Staff developed this budget last fall before a detailed design was completed. When project budgets are developed for watermain construction staff review past projects to develop unit rates for construction. The length of watermain replacement is then multiplied by the appropriate unit rate and a budget estimate is prepared. The alignment or exact placement of the new watermain is not developed until the detail design is complete and details such as proximity to other infrastructure, traffic impacts and volume of rock removal is not known.

The lowest bid for the Rockland project exceeds the budget by $119,807.80. There are several likely reasons why the bids came in higher than the budget including; presence of rock, proximity to gas mains, and possible market conditions. The proposed alignment of the watermain relative to the road travel lanes is also a likely factor as the contractor must keep one lane open for traffic during construction.

The Rockland watermain is 109 years old and has been identified as priority for replacement in the Water System Master Plan. It is recommend that the Rockland watermain replacement project should be completed this year. To facilitate the increased budget requirement, it is recommend that the Lyall Street, Peters to Head (Esquimalt) watermain replacement be deferred to 2016. The budget allocated to Lyall Street is $150,000 and this will be used to increase the Rockland Avenue budget and proceed with award of the tender.

Respectfully submitted,

Jas Paul,
Assistant Director, Engineering

Report accepted and recommended by the City Manager: _____

Date: September 10, 2015

Governance and Priorities Committee Report
2015 Watermain Replacement Budget Adjustments

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2015 Watermain Replacement Budget Adjustments - J. Paul, Ass...

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![City of Victoria logo]

Council Member Motion
For the Governance and Priorities Committee Meeting of September 17, 2015

Date: September 10, 2015

From: Councillor Ben Isitt, Councillor Jeremy Loveday and Mayor Lisa Helps

Subject: Regional Housing First Strategy

Background:

The City of Victoria and Capital Region have faced a homelessness crisis for a number of years, reflecting provincial, national and international trends, including: structural changes within the Canadian economy; a retreat of other levels of government from an interventionist social policy for housing, income support, and mental health; deinstitutionalization of mental health services; and a proliferation of addiction issues in the absence of adequate harm reduction and treatment services.

The impacts of homelessness include harm to the health, security and wellbeing of individuals who lack adequate shelter and supports, as well as societal impacts including substantial financial expenditures on policing, hospitalization, criminal justice, parks and streets maintenance, and the economic impact of visible street-level homelessness in commercial and residential areas.

While homelessness is a regional issue with provincial and national dimensions, affecting people who become marginalized and their families in all 13 municipalities and 3 electoral areas within the Capital Region, its impacts are concentrated within urban centres such as the City of Victoria, and effective responses are undermined by the lack of full cost-accounting of its impacts by multiple agencies (provincial health, social assistance, criminal justice and corrections agencies; municipal police, parks and public works departments).

Research suggests that the most cost-effective option for responding to homelessness is to build long-term housing with supports, operated by partner social service agencies, alongside customized supports for people with lower barriers to housing. This approach has been implemented by local government jurisdictions including the City of Medicine Hat, in partnership with the governments of Alberta and Canada. Housing First recognizes that many people who are homeless require support beyond a basic tenancy relationship in order to retain secure housing and address other issues.

In 2008, local governments including the City of Victoria and Capital Regional District partnered with diverse agencies to form the Greater Victoria Coalition to End Homelessness, with a mandate of eliminating homelessness in the Capital Region by 2018. The Coalition is recognized as the Community Advisory Board to provide advice to the Capital Regional District on the expenditure of Homelessness Partnering Strategy funds, in accordance with a contribution agreement between the Government of Canada and the Capital Regional District. Strengthening regional action on homelessness would provide greater capacity to meet the Coalition's mandate.

It is therefore proposed that the City of Victoria place itself on record supporting a Regional Housing First Strategy, with the Capital Regional Hospital District serving as the lead agency, in partnership with local, provincial and federal authorities, to develop and implement a plan for the construction and operation of a sufficient supply of housing with supports, estimated by partner agencies at 367 units, to eliminate visible homelessness within the Capital Region by 2018.

Motion - Regional Housing First Strategy --Councillor Isitt,...
Council Report
Regional Housing First Strategy
September 10, 2015
Page 1 of 2
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RECOMMENDATION:

(1) That Council adopt the following resolution and forward it to the Chairs of the Capital Regional Hospital District Board and Capital Regional District Board:

BE IT RESOLVED THAT the City of Victoria places itself on record favouring a Regional Housing First Strategy, with the Capital Regional Hospital District serving as the lead agency, in partnership with the Community Advisory Board, social service providers and local, provincial and federal authorities, to develop and implement a plan for the construction of a sufficient supply of new units of housing with supports to eliminate visible homelessness within the Capital Region by 2018;

BE IT FURTHER RESOLVED THAT the City of Victoria supports efforts by the Capital Regional Hospital District to evaluate options for financing the capital costs of 367 new units of housing with supports, including options for social impact investing, at a total estimated capital cost of $50-million and estimated annual serving costs (after deducting the shelter allowance portion of tenants' social assistance payments) of $2.08-million, equivalent to $11.18 per household per year if levied regionally;

(2) That Council requests that the Mayor write to the Prime Minister of Canada after the federal election requesting a Federal commitment toward the capital costs of 367 new units of housing with supports, which would reduce or eliminate the requirement for a regional contribution and reflect the Government of Canada's traditional role supporting the housing needs of Canadians;

(3) That Council requests that the Mayor write to the Premier of British Columbia, the Minister of Health, the Minister of Social Development and Social Innovation, and the Minister of Housing, requesting a Provincial commitment toward the annual operating costs of 367 units of housing with supports, estimated at $21,064 per unit per year or $7.73-million annually, for these necessary health services to improve health outcomes and community wellbeing in our region.

Respectfully submitted,

Councillor Ben Isitt   Councillor Jeremy Loveday   Mayor Lisa Helps

Attachment. *Creating Homes, Enhancing Communities* Report (2015)

greater victoria
coalition to end
homelessness

hope has found a home

creating homes,
enhancing communities

victoriahomelessness.ca

acknowledgements

preface

Creating Homes, Enhancing Communities is about so much more than budgets, timelines, deliverables or efficiencies. It is not about bricks, lumber or paint swatches. Or even about parking spots, landscaping or view corridors.

It is about creating a home.

We as a community must recognize that a home is not simply a roof over one's head nor is it a mat on the floor when the temperatures make it unsafe to sleep hidden away outside. It is a fundamental human right and nurtures a unique sense of individual identity. At its most basic level, a house offers one shelter from the elements and a place to dim the lights. A home not only offers shelter, but also physical and psychological security.

A home is about security.

The tragic truth is that too many people in our community - our brothers, sisters, aunts, uncles, mothers, fathers, grandmothers, grandfathers and friends don't have access to a home. Many among us are being marginalized, stigmatized and ignored daily. We all deserve the same opportunities created through having a home to call our own.

A home is about dignity.

Life on the street is filled with almost unimaginable struggle. Too many of us have faced these challenges and have not survived. An uncountable number of people have become overwhelmed by the experiences of homelessness and have fallen. No human being should ever have to suffer this fate. We are the survivors. Survivors of homelessness, discrimination, addiction, mental illness and abuse.

A home is about survival.

We are still here fighting for everyone to have a place in the community and we can do this because we are all united by a hope - a hope that no one else will have to experience the tragedy of homelessness. This hope brings us together and the belief that if we work together everyone can have a special place to call home continues to move us forward.

A home is about hope.

As you read Creating Homes, Enhancing Communities we ask that you consider what a home is to you. What would you do without one? Where would you go? This is not a matter of policy, fiscal quarters, bottom lines, or election wins. This is about security, dignity and survival. A home offers us a hope for a better future, a future without homelessness and for us this is everything.

– Written by the Greater Victoria Coalition to End Homelessness'
Social Inclusion Advisory Committee Housing Group.
A group of individuals who have experienced homelessness
who advise on the complex issue of housing in the region.

executive summary

Creating Homes, Enhancing Communities is a plan to house individuals experiencing chronic homelessness in the Greater Victoria Region. Using existing analysis of patterns of shelter use, it estimates the number of individuals in the region who require support services in order to remain housed. It then creates a fully budgeted plan that includes housing and support services as required.

The chronic emergency shelter use population typically experiences long-term or repeated episodes of homelessness and emergency shelter use and consists of individuals likely struggling with chronic illness and substance use.

It is not necessarily assumed that all of the costs outlined within this plan are to be met through new funding or programs. In some instances there may be opportunities to examine the existing intervention landscape to ensure current funding is providing every individual with the most effective and appropriate housing and support model.

This plan is focused on one piece of a much larger intervention landscape necessary to address the broader issue of homelessness. Prevention is fundamental to effectively addressing homelessness. This plan does not fully explore ways to prevent homelessness but it is important to acknowledge that without an effective homelessness prevention strategy, this plan will not be enough to appropriately address the scale and type of need in the community.

Any successful intervention to address chronic homelessness will be a collective one and will involve participation and investment from many stakeholders. Given the high levels of government austerity across many different departments, it has become increasingly important to collaborate and have all stakeholders at the table, including those not necessarily associated with addressing chronic homelessness. The value of these partnerships cannot be overstated and though this plan does not specifically identify the details of potential partnerships, they will be critical for effective plan implementation.

This plan does not address the large numbers of individuals experiencing short-term homelessness because of affordability issues or temporary crises. It is specifically focused on supporting Greater Victoria's most vulnerable individuals.

Housing and Support Type Requirement

There are three key elements that must be considered with assessing the housing and support type requirement:

- the total number of unique individuals identified as chronic shelter users;
- the specific levels of support services necessary to address the housing barriers of each person; and,
- the housing typology best suited to encourage housing retention for every individuals, given their specific support services needs.

Need Level x Housing Typology

creating homes, enhancing communities
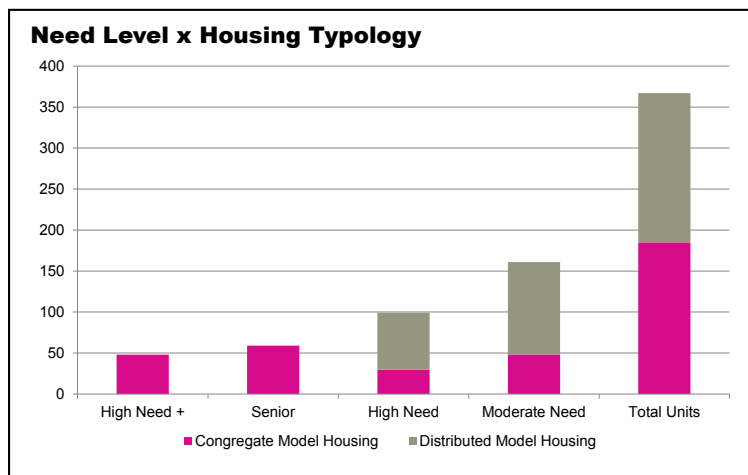
There are a minimum of 367 chronic shelter users identified through analysing the emergency shelter use data across Victoria and looking at housing need levels within existing programs. A further breakdown of this total intervention group allows us to estimate there are 48 individuals presenting the most complex level of need and would require the most intensive type of support program, 59 seniors over the age of 55 that would range in need level from moderate to very high, 99 individuals presenting with a high level of need that would likely require clinical support service programming, and 161 individuals presenting with a more moderate need, likely requiring social support based intervention.

Because shelter data analysis is not an exact science, we have allowed for a margin of error of 38% on the shelter data. The sensitivity analysis detailing the potential for added costs is located on page 30. An allowance of 38% to the shelter number of 293 individuals experiencing chronic homelessless results in a possible population size of 479 individuals at the upper limit. Because of the challenges in enumerating with absolute certainty the number of individuals experiencing chronic homelessness not visible in shelter data, this plan budgets for a measurable population of 367 individuals. It is, however, critical to consider a possible population range of 367 - 479 individuals experiencing chronic homelessness as plan implementation is undertaken and success is measured.

This plan calls for 185 units to be constructed as purpose built affordable housing to ensure that the individuals will have the most suitable housing design and construction materials necessary for housing retention and maintenance. The remaining 182 units are to be secured in existing rental stock.

Capital New Build Construction Cost

The capital cost model is framed in two ways:

SCENARIO 1

Scenario 1 provides a capital cost estimate for housing should capital support become available from funding sources. In this scenario the rent is assumed to be at $400 per unit per month (to cover the operating cost of the unit) with no ongoing debt servicing requirement.

Capital Cost Summary (Scenario 1)
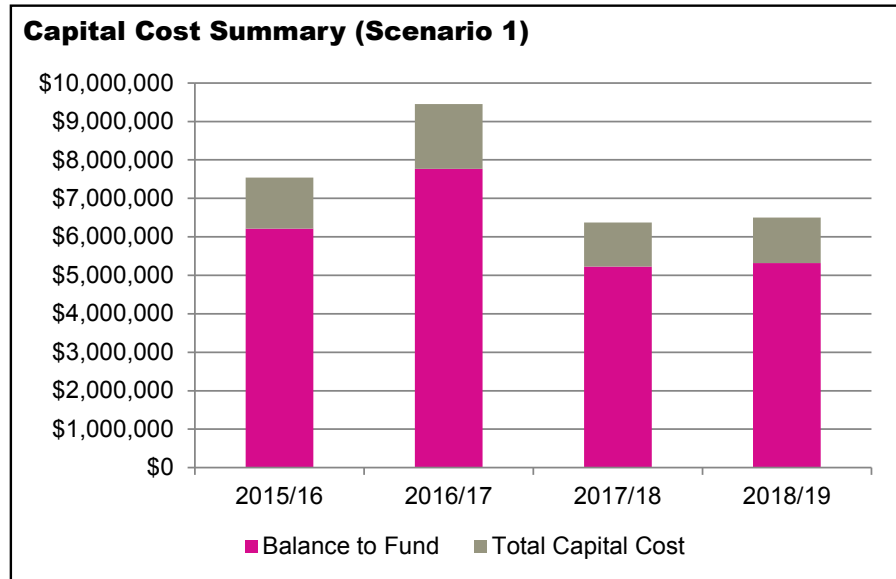
Rent levels will be affordable to an individual on social assistance with a shelter allowance of approximately $375 per client per month. This scenario requires a total of $24.5 million over four years in capital funding with a gross capital cost of $29.9 million. This cost total is for 185 units developed over four years.

SCENARIO 2

Scenario 2 calls for rental supplements as the primary tool to enable program participants the opportunity to afford new-build units. In this scenario, the current development economics require an approximate per unit monthly rental rate of $800, consisting of $400 per month operating costs and $400 per month debt servicing.

Capital Cost Summary (Scenario 2)
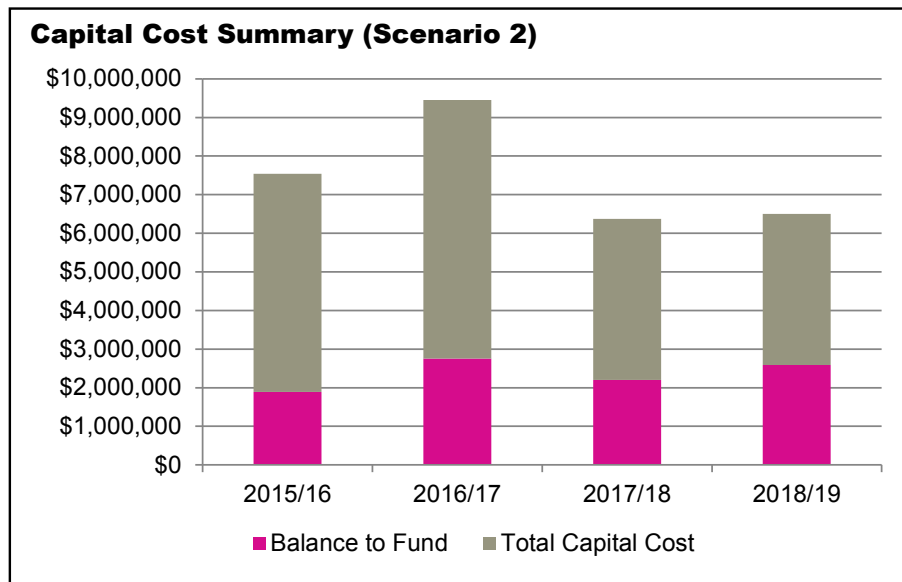
Under this scenario there is a gross capital cost of $29.9 million in 2015 dollars. In total, this Plan requires $9.4 million as a capital balance to fund spread out over four years. This cost total is for 185 units over four years.

Rental Supplement Cost

The rental supplement budget is framed in the same two scenarios. Rental supplements are assumed at $425 per client per month. This amount will both enhance the competitiveness of the clients in the existing rental market and support the debt servicing costs of the new build units.

SCENARIO 1

Rental Supplement Budget Summary (Scenario 1)
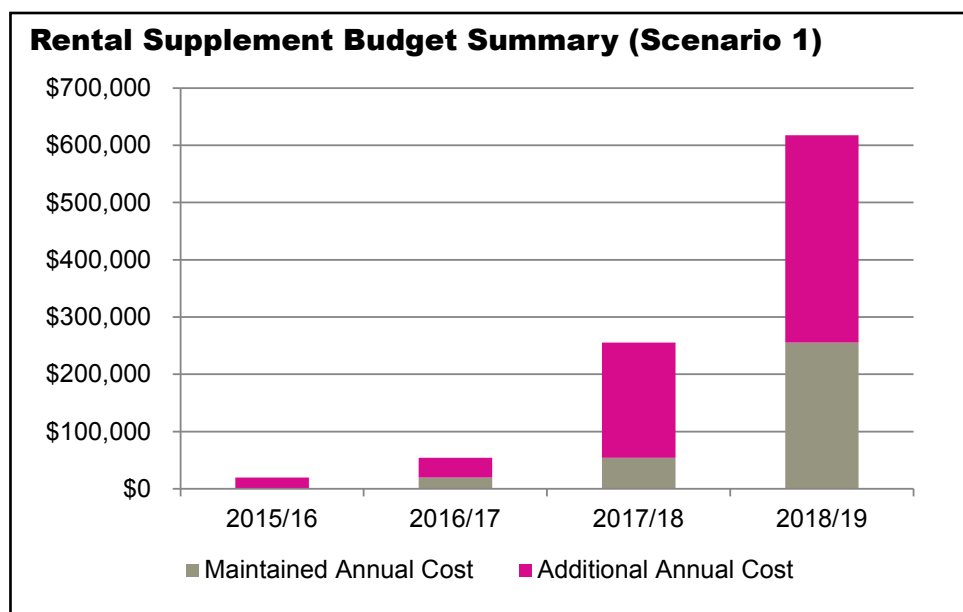
Scenario 1 only considers those individuals suitable for placement into existing rental housing eligible for rental supplement support. This scenario budgets for a total of 182 rental supplements with an annual cost of $617,400. This scenario requires an additional $24.5 million in capital support to ensure there are enough select units available to clients at a rate of $400 per unit per month.
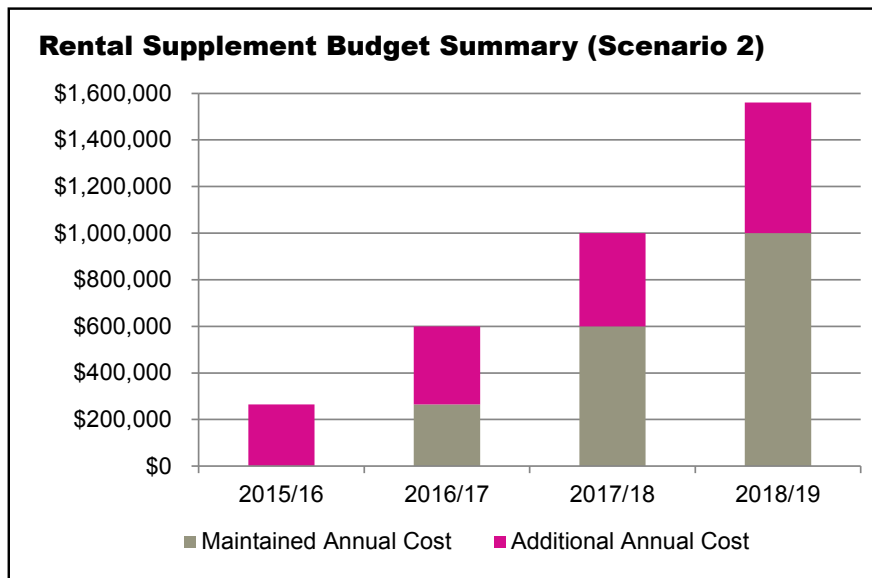
creating homes, enhancing communities

SCENARIO 2

Rental Supplement Budget Summary (Scenario 2)

In total, under this scenario, there is an ongoing need for 367 rental supplements with an annual cost of approximately $1.6 million. This rental supplement need is in addition to a capital cost balance to fund of $9.4 million that is required to ensure the capital units associated with this intervention plan are available to clients at $800 per month rent levels.

Support Service Cost

Support services are an essential component to this, or any, chronic shelter use reduction initiative. The more significant the level of need of an individual, the more costly the support service is to deliver. This plan establishes four categories of need level each connected to the annual service delivery cost. These need categories are defined as High Need +, Senior 55+, High Need, and Moderate Need with an annual support cost of $73,000, $18,657, $18,657 and $10,547 respectively.

Health Support Services Budget Summary
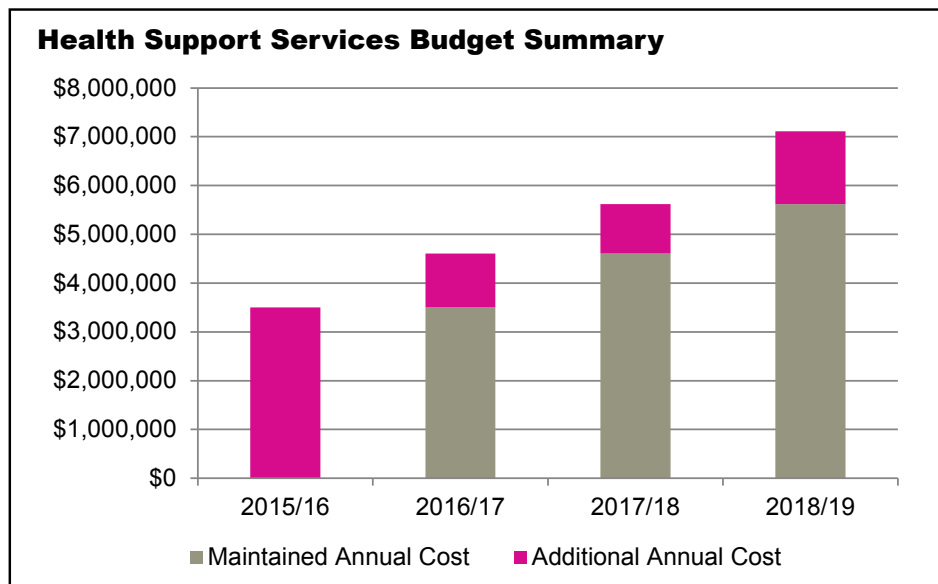
The total cost required to provide appropriate support services for existing chronic shelter users is $7.1 million annually. It is important to note that this cost considers the approximately $1 million annually that is currently being spent on 74 individuals in both the Assertive Community Treatment Team and the Outreach 713 Team that are not housed.

The assumption is that these program participants may require a higher level of support or additional housing options and could be moved accordingly thereby freeing existing program resources for a total of 74 clients of high and moderate need levels that are better suited to the ACT and Outreach 713 support model.

Total Plan Cost

SCENARIO 1

Capital Cost

Scenario 1 requires 185 units of purpose built affordable housing. Under this scenario, rent levels are set at $400 per unit per month enabling an individual access to these units without the need of a rental supplement. To support this level of affordability, the balance to fund is $24.5 million over four years.

Ongoing Costs

Because fewer rental supplements are needed to appropriately house the cohort of individuals experiencing chronic shelter use, there is an ongoing need for $7.7 million annually. This annual amount provides for 182 rental supplements and the support services for 293 unique individuals once the existing 74 high need and moderate need support spaces are subtracted from the total population need. This balanced approach will provide the total intervention population with the best opportunity for ongoing housing stability.

Plan Budget Summary Graph (Scenario 1)
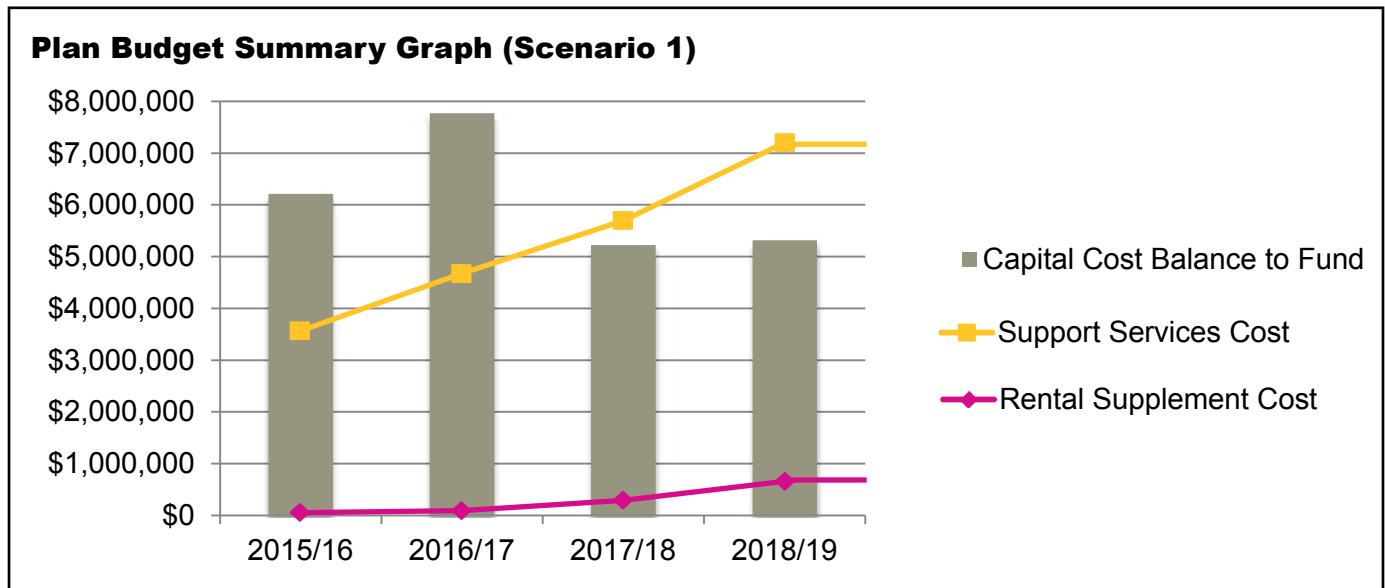
This scenario has an average ongoing cost of $21,064 per person per year including all housing and support services costs. The balance to fund totals $24.5 million over 4 years.

SCENARIO 2

Capital Costs

There is a total need of 185 units of purpose built affordable housing with a gross capital cost of $29.9 million. The balance to fund is $9.4 million, which will set rent levels for these units at approximately $800 per unit per month. Residents of these building will require rental supplements of $425 per month.

Ongoing Costs

This model requires rental supplements and health support services for a total of 367 individuals minus the existing 74 support spaces, with an ongoing cost totaling $8.7 million annually. This is an ongoing cost and will ensure that each participant has the housing stability and support programming that they require given their unique combination of housing barriers.

Plan Budget Summary Graph (Scenario 2)
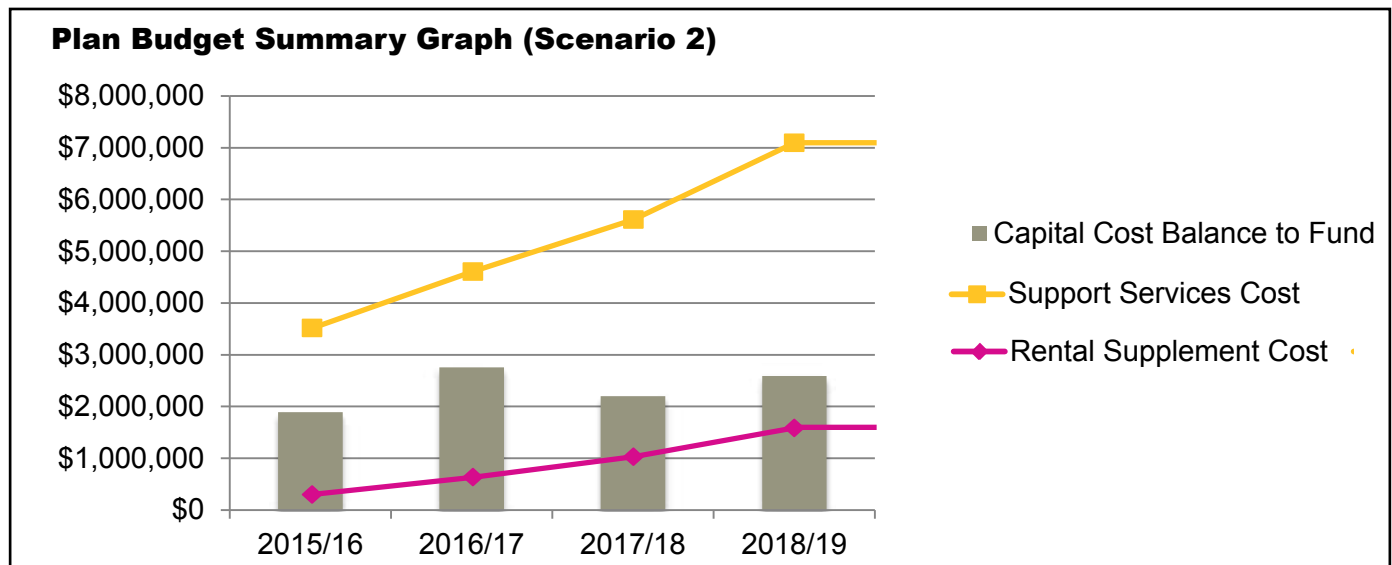
This scenario has an average cost of $23,635 per person per year including all housing and support service costs. The balance to fund totals $9.4 million over four years.

chec plan implementation

1.0 Plan Approval and Adoption

2.0 Client Identification and Targeting

3.0 Capital Projects

4.0 Distributed Model Housing

5.0 Support Service Activities

6.0 Tracking and Reporting

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creating homes, enhancing communities

about the coalition

The Greater Victoria Coalition to End Homelessness (Coalition) is a partnership of all levels of government, service providers, business members, the faith community, post-secondary institutions and community members dedicated to ending homelessness in Greater Victoria. Working with numerous partners and a broad base of additional stakeholders, the Coalition coordinates efforts and drives commitments to end homelessness throughout the region.

Mission: To end homelessness in Greater Victoria by 2018.

Vision: By 2018, all people facing homelessness in our community will have access to safe, affordable, appropriate, permanent housing, with support if they require it. This will be provided in a coordinated, accessible and effective manner.

creating homes, enhancing communities

Creating Homes, Enhancing Communities (CHEC) is a four-year (2015 – 2019) plan to house individuals experiencing chronic homelessness in the Greater Victoria region. It seeks to create additional affordable housing units for those individuals through ensuring there is the adequate provision of appropriate support services in combination with an array of housing options. This plan looks at the existing need of the client population and the suite of tools available through a diverse group of stakeholders to ensure that every individual has the best chance of housing stability possible given their unique needs. It firmly establishes a framework of intervention for chronic homelessness elimination in an effort to work toward the vision and mission of the Coalition.

The plan is focused on individuals experiencing chronic homelessness because they are at the greatest risk and create the greatest costs within the different systems of care. This plan does not address the large numbers of individuals who experience short-term homelessness because of affordability issues or temporary crises.

CHEC is differs significantly from the "Update: Housing Procurement Action Plan" published in March of 2012.[1] It uses different methodology to assess need levels. Furthermore, the earlier plan assumed that government would be able to provide 85% of capital funding for projects. This has not proven to be a viable assumption.

Recognizing this, the Coalition is pursuing a new approach to supported housing development that would more effectively speak to BC Housing's document, Housing Matters BC 2014, and the shift towards "facilitating strategic partnerships that increase housing options, decrease costs and promote effective, coordinated programs for all British Columbians".[2]

Prevention is fundamental to effectively addressing homelessness. This plan does not fully explore ways to prevent homelessness but it is important to acknowledge that without an effective homelessness prevention strategy, this plan will not be enough to appropriately address the scale and type of need in the community. The Coalition will continue to work on prevention initiatives in addition to this plan and there are two specific homelessness prevention areas that are critical to long-term success in appropriately housing and supporting individuals experiencing homelessness:

1. It is important to focus prevention initiatives on vulnerable people experiencing transitions in care, as well as youth and families that are at-risk of homelessness; and,

2. There are a number of individuals each year who experience an eviction event from supported/supportive or subsidized housing and often these events can lead to long-term homelessness. It is important to track evictions and to better understand and effectively reduce the events as a key piece of the housing quality improvement process.

For a full overview of prevention initiatives, please review the Coalition report, *A Plan to Prevent Homelessness, 2010* available at: www.victoriahomelessness.ca.

[1] Greater Victoria Coalition to End Homelessness. 2012. Update: Housing Procurement Action Plan. Prepared by CitySpaces Consulting.

[2] BC Housing. 2014. Housing Matters BC. Housing Strategy for British Columbia: A Foundation for Strong Communities. Government of British Columbia.

background

Homelessness is a complex challenge, with no single solution to solve the issue. Effectively addressing it requires integrated, cross-ministerial work, and efforts from a number of sectors and social organizations.[3] To best support capacity building and housing retention among program clients, investment is focused at housing individuals experiencing chronic homelessness and ensuring their ongoing stability through the provision of appropriate supports.

Simply re-housing individuals is not enough to effectively address incidences of chronic homelessness for many, nor is providing them with support services while they are unsuitably housed or not housed at all. The many factors that contributed to their homelessness must also be identified and addressed or that person will remain at-risk of homelessness.[4] It is for this reason that this plan speaks simultaneously to the need of choices of housing and appropriate support services to break the incidences of chronic homelessness throughout Greater Victoria.

Chronic homelessness is a concept that includes those that are living on the street or in emergency shelters. This group typically experiences long-term or repeated incidences of homelessness and often suffers from chronic illness or addiction issues.[5]

The chronic homelessness group has been identified as a priority for this plan as these individuals "often cycle between homelessness, hospitals, jails, and other institutional care and often have a complex medical problem, a serious mental illness like schizophrenia, and/or alcohol or drug addiction."[6] As a result, these individuals are not only most at risk but also represent a significant expense within the different systems of care that are meant to manage emergency situations.

This plan only addresses this chronic homelessness group. Other data available to the Coalition indicates there is a significant lack of affordable housing in Greater Victoria. We have estimated our community requires a minimum of 1,500 affordable housing units, which will significantly benefit a much broader population. This shortage also impacts on this plan in two significant ways. Firstly, it mandates larger rent supplements in order to access the necessary market units, increasing the cost of the plan.

Secondly, it impacts on the ability of the community to make best use of existing resources. Once an individual has been stably housed they could be capable of moving to a living situation that had fewer supports and greater independence. However, the lack of affordable options available means they often remain housed in situations that provide greater supports than they now require. In order for this plan to be successful the Coalition must also investigate ways that allow individuals to move through our housing continuum to find the most appropriate and most independent living situations.

If individuals are able to better access a range of housing and support options throughout the continuum, it would enable a more robust examination of the intervention landscape. This could help to identify efficiencies that may result in a reduced cost for CHEC plan implementation.

This plan will first establish the scale of need in the region through a cluster analysis of patterns of shelter use that infers the number of individuals experiencing chronic homelessness using existing homelessness shelter services. Second, the acuity levels of individuals will be determined through the application of national chronically homelessness population characteristic averages to our local chronic homelessness cohort. Once the degrees of chronicity and the acuity levels of our chronic homelessness population are determined, it is possible to develop a capital construction, rental supplement, and support service cost model for this intervention. Finally, the entire model is assembled through looking at the need of the client population, cost and type of intervention required as well as available tools that the many stakeholders can access in pursuit of ending chronic homelessness.

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[3] The Alberta Sectetariat For Action On Homelessness. 2008. A Plan for Alberta: Ending Homelessness in 10 Years.

[4] Ibid.

[5] Adapted from: Echenberg, H. & Jensen, H. 2008. Defining and Enumerating Homelessness in Canada. Social Affairs Division, Parliamentary Information and Research Service. Publication No. PRB 08-30E.

[6] National Alliance to End Homelessness. 2010. Fact Sheet: Questions and Answers on Homelessness Policy and Research: Chronic Homelessness.

5 - creating homes, enhancing communities

This plan is best viewed as the application of three distinct tools which, when combined, provide the best solution to end chronic homelessness throughout Greater Victoria. Through a combination of new-build affordable dwelling units, rental supplements and support services, all tailored to an individual's need level, the community will ensure that every person experiencing chronic homelessness will have the best opportunity possible to ensure housing stability and self-sufficiency.

This plan espouses a two-pronged approach to end chronic homelessness by focusing on:

1. **Housing** - Guided by the principles of consumer choice, self-determination and suitability. This would speak to housing typology (distributed model or place-based model) and neighbourhood preference as well as the client suitability in certain typologies as determined by the health support model.

2. **Housing Supports** - Each intervention participant must be supported by a team that can assist individuals in housing selection, relationship building, financial literacy, developing independent living skills and maintaining treatment participation for health or substance use issues.

note on data sources, limitations, assumptions & collaboration

The enumeration for this plan has been constructed in two different stages. The first stage is estimating how many individuals are experiencing chronic homelessness in Greater Victoria. The second stage is estimating the need level of those individuals.

For the first stage we have looked at data from a number of different sources. The most important is the Coalition report *Patterns of Shelter Use in Greater Victoria*. Published in September 2014, it uses cluster analysis to determine the chronicity of individuals who accessed five of the six shelters in Greater Victoria between April 2010 and March 2014. This provides robust baseline data to estimate the minimum number of individuals experiencing chronic homelessness in Greater Victoria.

We have supplemented that data with further information including number clients who part of existing programs but have been unable to secure housing, and data from our Centralised Access to Supportive Housing system. We know there is some overlap between these data sources but we also believe there are individuals experiencing chronic homelessness who are not represented in any of these data sources. As a result we have allowed for a 38% margin of error that is applied to the shelter use analysis.

For the second stage we have reviewed data from the extensive Chez Sois study. This study housed over a thousand people who had been experiencing chronic homelessness across Canada. Throughout this process they determined different need levels for those individuals. We have made the assumption that breakdown of need level in Victoria would be similar to the breakdown of need level for the same chronic homelessness population across the country.

Any successful intervention to address chronic homelessness will be a collective one and will involve participation and investment from many stakeholders. The agencies well positioned to support the range of individuals identified within this plan could include law enforcement, the criminal justice system, Ministry of Social Development, BC Housing, Community Living BC, municipal governments, non-profit societies, the private sector, the Government of Canada, and the Health Authority.

Given the high levels of government austerity across many different departments, it has become increasingly important to collaborate and have all stakeholders at the table, including those not traditionally associated with addressing chronic homelessness. No one agency has the capacity to appropriately and effectively support those suffering from chronic homelessness without additional partners.

The value of these partnerships cannot be overstated and will be absolutely critical for effective plan implementation.

needs assessment

To effectively and accurately develop the regional need assessment, a number of data sources must be considered. A full overview of the Mapping Homelessness framework is located in Appendix 1 of this plan.

Before a need assessment can be undertaken, it must be made clear that this plan is specifically tailored to address incidences of chronic homelessness across Greater Victoria. This is not to undervalue the experiences of other groups that are experiencing homelessness or are at imminent risk of homelessness, but this plan will set a path forward for the community to better support the individuals that will likely require a combination of housing and intensive health support services to address the many risk factors that have been contributing to their homelessness.

It is for this reason that those individuals experiencing temporary homelessness, that is, those who stay in emergency shelters a few times and for a limited duration as well as hidden homelessness will not be directly addressed within this plan. The those experiencing hidden homelessness are often people staying temporarily with another household and who do not have a regular address of their own and where they lack a security of tenure.[7] This group is often thought to feature a disproportionate number of youth, women and families, as well as those individuals sleeping rough, but who do not access emergency shelters and homelessness services.[8,9]

The number of chronically homeless individuals who are unlikely to be counted in the shelter data is 38%.[10] This figure represents the percentage of interviewed single adults experiencing homelessness reporting that they have never lived in a night shelter and is used as a base for the margin of error applied to the estimated total population as is outlined in greater detail in the sensitivity analysis section of this plan.

[7] Eberle, M. et. Al. 2009. Results of the Pilot Study to Estimate the Size of the Hidden Homeless Population in Metro Vancouver. Mustel Research Group and marketPOWER Research Inc.
[8] Rabinovitch, H. et. Al. 2014. Patterns of Homelessness in Greater Victoria. Greater Victoria Coalition to End Homelessness.
[9] Reeve, K & Batty, E. 2011. The Hidden Truth About Hidden Homelessness: Experiences of Single Homelessness in England. Centre for Regional Economic and Social Research.
[10] Ibid.

Motion - Regional Housing First Strategy - Councillor Isitt,...

9 creating homes, enhancing communities

Base Enumeration

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┌─────────────────────────────────────────────────────────────────────────────┐
│  Base Enumeration          ┌──────────────────┐                               │
│                            │   Experiencing   │                               │
│                            │      Hidden      │──────────  ┌─────────────┐     │
│                            │   Homelessness   │            │   Unknown   │     │
│  ┌──────────────┐          └──────────────────┘            └─────────────┘     │
│  │    Total     │                                                              │
│  │  Population   │         ┌──────────────────┐                                │
│  │ Experiencing │─────────│   Shelter Data   │── 293* ──   ┌───────────┐       │
│  │ Homelessness │         └──────────────────┘            │           │       │
│  └──────────────┘         ┌──────────────────┐            │    367*   │       │
│                           │   Outreach 713   │── 42* ──   │           │       │
│                           └──────────────────┘            │           │       │
│                           ┌──────────────────┐            └───────────┘       │
│                           │       ACT        │── 32* ──                        │
│                           └──────────────────┘                                 │
│      *Unique Individuals                                                       │
└─────────────────────────────────────────────────────────────────────────────┘
```
Intervention Group
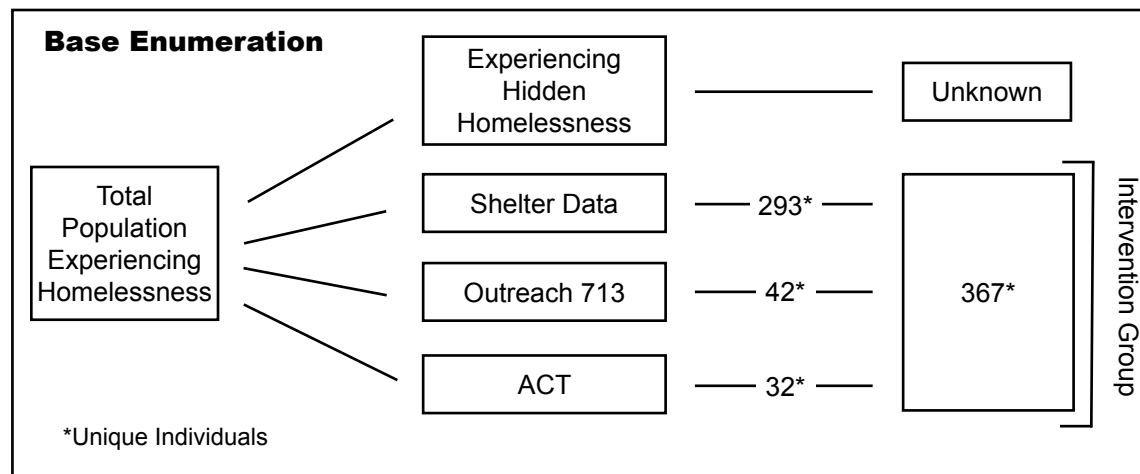
There are three critical sources of data that must be considered when assessing the number of individuals that would comprise the intervention group.

1. Shelter Data

Shelter data is used in two distinct ways within this plan. The purpose of this is to highlight two methodological approaches and ensure that number of individuals experiencing chronic homelessness can reflect the most accurate approximation possible given current best practice in identifying the scale of need.

Patterns of Homelessness

A cluster analysis was conducted by looking at the emergency shelter use data from 5/6 shelters across Victoria. This analysis looked at the patterns of use over four years and grouped shelter users into three clusters based on their patterns of stay.

Between May 2010 and May 2014 there were of 4,332 unique shelter users that visited five emergency shelters. When grouped into three clusters, as originally modelled by Aubrey et al., 3,670 are temporary (84.9%), 590 are episodic (13.6%), and 65 are long-stay (1.5%).[11]

When this cluster analysis percentage breakdown is applied to the observed 2013/14 number of total unique shelter users of 1,785, 1,515 individuals are classified as temporary, 242 are episodic and 27 are long-stay. Once youth are removed from the analysis (5 episodic and 1 long stay) there is a total remaining number of 237 individuals defined as episodically experiencing homelessness and 26 individuals defined as experiencing long-stay homelessness.

This creates a total combined intervention group estimate of 263 individuals experiencing chronic homelessness as calculated based on observations over four years. This figure is derived from applying patterns over time to the most current annual shelter use number. There are two important concerns with this approach that must be considered. First, this method does not account for all shelter beds as it only considers five of the six total shelters. Second, this approach takes observations over four years and applies it directly to the most recent shelter visit total.

[11] Rabinovitch, H. et. Al. 2014. Patterns of Homelessness in Greater Victoria. Greater Victoria Coalition to End Homelessness.

Number of Episodes

To accurately define the intervention group, it must first be assumed that four or more distinct shelter episodes over three years is a suitable indicator of chronic homelessness.[12] Using this threshold, there is a total of 239 unique individuals between 2011/12 and 2013/14 who had a total of four or more distinct shelter episodes. This data comes from three shelters totalling approximately 149 beds. This creates a ratio of 1.60 chronically homeless individuals per shelter bed.

The total number of beds available across six permanent emergency shelters in Victoria is 183. Once this ratio of chronic homelessness per bed is applied to the regional bed total, a total of 293 individuals experiencing chronic homelessness can be estimated based on shelter use and the total number of shelter beds.

This creates a more accurate intervention group consisting of 293 individuals experiencing chronic homelessness in the shelter system. This is the preferred methodology to use for this plan as the ratio of chronic homelessness is derived directly from annual observations and uses a standard number of episodes to define the threshold for chronic homelessness.

2. Intensive Case Management (Outreach 713) Not Housed

As of December 2014 approximately 42 out of a total 64 Outreach 713 clients are not housed.

3. Assertive Community Treatment (ACT) Team Not Housed

As of June 2014 there were approximately 32 ACT team clients not housed.

Base Enumeration Summary

Looking at these three critical data sources, there is a combined total populations experiencing chronic homelessness of 367 individuals.

Once the margin of error of 38% is applied to this base estimate of the shelter data there is a total limit of 479 individuals experiencing chronic homelessness.

This plan establishes an intervention cost using the base number as this figure is derived from direct observations of shelter data and non housed program participants. As such, this figure would be a better number to track as a critical piece of measuring overall intervention success. It is critical to consider, however, that there could potentially be an additional 112 individuals experiencing chronic homelessness across Greater Victoria that have not been observed in the shelter data and would be classified as experiencing hidden homelessness.

Population Size	
Shelter Data	293
Shelter Data (+38%)	405
Outreach 713 - Not Housed	42
ACT - Not Housed	32
Intervention Group (Base)	**367**
Intervention Group (Limit)	479

[12] HUD. 2007. Defining Chronic Homelessness: A Technical Guide for HUD Programs. Office of Community Planning and Development, Office of Special Needs Assistance Programs. U.S Department of Housing and Urban Development. https://www.hudexchange.info/resources/documents/DefiningChronicHomeless.pdf

Intervention Category Based on Need Level
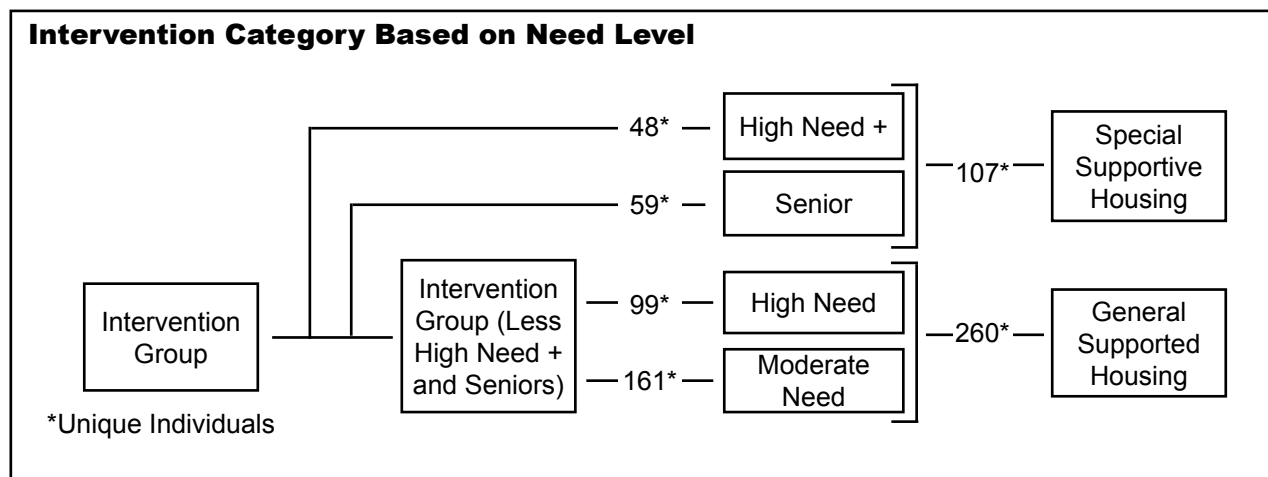
When defining the specific need level and the most appropriate housing typology of the chronic homelessness population, there are two important factors to initially consider:

High Need +

As many as 13% of the 367 individuals who comprise the chronic homelessness population may require an extra level of support and care beyond that of a typical Assertive Community Treatment team or an Intensive Case Management model.[13] These 48 High Need + individuals tend to have longer histories of homelessness, lower educational levels, more connection to street-based social networks, more serious mental health conditions, and some indication of cognitive impairment.[14]

This group of 48 individuals will likely require more intensive levels of intervention. For example, congregate, purpose built 'hardened' housing with 24/7 wrap around clinical support services. These units may include certain security measures to ensure the safety of residents and support workers.

Senior (55 +)

Based on shelter data, approximately 16% of users are 55 years of age or older. This group of 59 Seniors (55 +) is important to consider as a distinct intervention group due to the unique needs of this population and the way in which homelessness tends to exaggerate the natural aging process.

Once the High Need + and Senior (55 +) groups are separated into their own intervention category, the remaining 260 individuals experiencing chronic homelessness will likely still require a range of housing options and support services. For strategy development and costing it is helpful to further break this down into a High Need and Moderate Need group. Estimates indicate that 38% of this group (99 individuals) are High Need and 62% of this group (161 individuals) are Moderate Need.[15]

Need Level Summary	
High Need +	48
Senior (55+)	59
High Need	99
Moderate Need	161
Total Need	**367**

[13] Paula Goering, Scott Veldhuizen, Aimee Watson, Carol Adair, Brianna Kopp, Eric Latimer, Geoff Nelson, Eric MacNaughton, David Streiner & Tim Aubry (2014). National At Home/Chez Soi Final Report. Calgary, AB: Mental Health Commission of Canada. Retrieved from: http://www.mentalhealthcommission.ca

[14] Ibid.

[15] Paula Goering, Scott Veldhuizen, Aimee Watson, Carol Adair, Brianna Kopp, Eric Latimer, Geoff Nelson, Eric MacNaughton, David Streiner & Tim Aubry (2014). National At Home/Chez Soi Final Report. Calgary, AB: Mental Health Commission of Canada. Retrieved from: http://www.mentalhealthcommission.ca
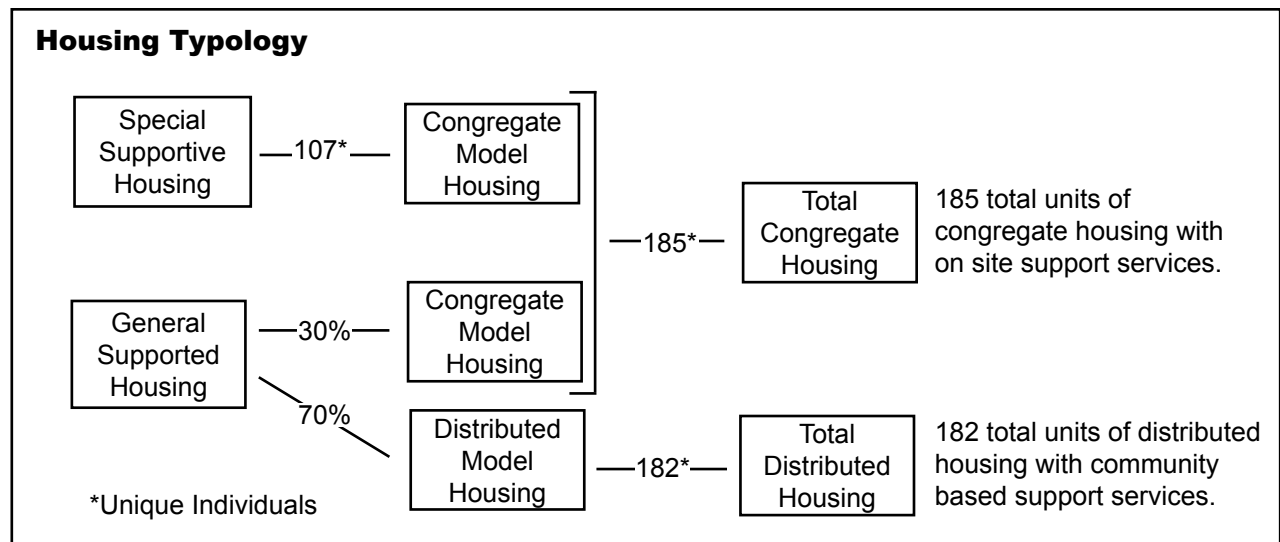
Housing Typology

The need level of the population experiencing chronic homelessness will inform the housing typology, which then acts as the foundation for support service provision. As stated earlier, to effectively end chronic homelessness, both the physical form of the housing and the support service programming must work together to ensure housing stability and increased self-reliance.

High Need + individuals, due to their need for more intensive intervention models, will have the best chance of success in purpose-built facilities that feature on-site, intensive, around the clock clinical support regimes. This plan calls for 48 units of specialized housing to appropriately accommodate this group.

Seniors would have the best success in a building that would provide tenancy at an affordable level in combination with specialized on-site support services that are available around the clock to residents of the building. This plan calls for 59 units of specialized housing to appropriately accommodate this group. This number is based on individuals 55 years of age and over as people experiencing chronic homelessness age more quickly than those who have been housed.

Both High Need + individuals and Seniors (55+) are in need of specialized housing and support services that are available to residents of a building 24/7.

The remaining High Need and Moderate Need groups will have housing retention increases in both distributed and place based housing and support models.[16] This plan calls for an additional 78 units of housing with appropriate supports in a congregate model to support this group. This will ensure that a range of unit typologies sufficient to promote a degree of consumer choice. This further supports self-determination while acknowledging the suitability of certain program clients for differing housing typologies.

The remaining 182 units of housing are to be secured in the private rental market and supported through rental supplements and support service teams using a community-based model of service delivery.

Both High Need and Moderate Need individuals are considered in need of general housing and support services that can be delivered either on-site or to distributed housing units in the private or non-profit market should the right number of units be available on site.

This identification of housing and support service need forms the basis for Creating Homes, Enhancing Communities.

[16] Ibid.

Total Housing Need

Based on this thorough analysis of shelter use within Greater Victoria and the housing need within existing programs, in combination with an assessment of the need level of the population experiencing chronic homelessness, there is an identified need for a total of 185 units of purpose built housing units and 182 units of distributed model located housing in existing rental stock. Regardless of the particular housing typology being used, the support services remain a critical element. It is important to understand how the type of housing needed intersects with support levels that to ensure the diversity of individuals experiencing chronic homelessness can achieve housing stability.

The chart, below, connects the need level to the housing typology. It stands as the foundation for this plan and will inform the capital budget, rental supplement budget and support service costs.
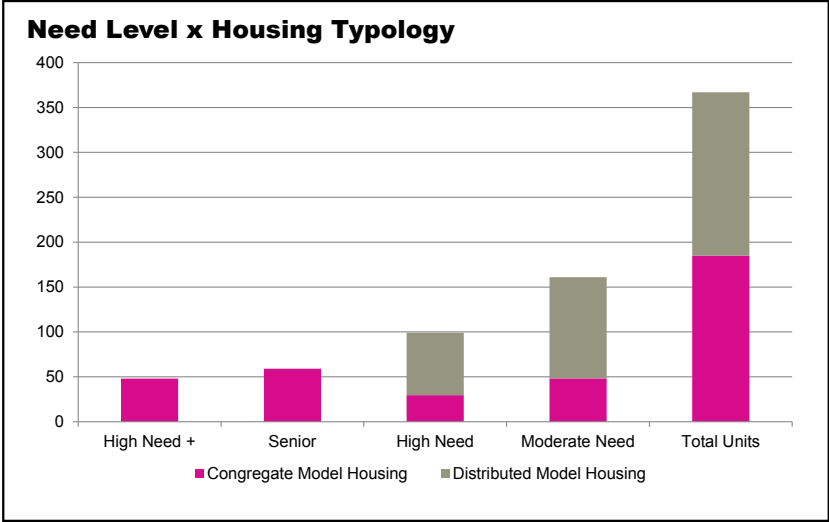
Because shelter data analysis is not an exact science, we have allowed for a margin of error of 38%. The sensitivity analysis detailing the potential for added costs is located on page 30.

capital budget

This plan calls for a total of 185 units developed over four years and allocated to those individuals experiencing chronic homelessness who require a particular housing typology and support program to ensure housing retention. This time frame will enable housing providers to take advantage of favorable financing rates that would be available through BC Housing's Community Partnership Initiative program. Further, this plan also favours new-build over acquisition/rehabilitation. As many units that would be considered suitable for acquisition/rehabilitation are currently being used to provide a level of affordable housing, it is unlikely that this particular procurement approach would create the net gain of units that this region requires.

This call for 185 new build units does not necessary mean that they would have to be in discrete projects, rather that there is a capital cost associated with this specific suite of interventions. It is conceivable that this capital allocation could be a contribution towards a larger project provided that the specific tenant population is ensured the appropriate level of support services to meet their needs.

It is important to consider the compatibility of program clients with other residents of a building should a mixed-model be the preferred intervention strategy. For High Need and Moderate Need groups, program participants should not exceed 20% of the total number of residents within a building.[17] Seniors would likely experience a high level of housing retention in a mixed-model residential building, provided that the building can appropriately accommodate the very unique needs of this population.

High Need + individuals, due to the severity of mental illness and substance use issues, would likely require a separate residential facility that could more appropriately serve this population. It is unlikely that this specific client population could be effectively served in a mixed-model residential building and would most likely require a purpose-built facility.

These capital projects follow a hierarchy for intervention that takes into account the level of support required for each need level. Essentially, this hierarchy prioritizes those groups that are the most in-need of a complex combination of health and support services to ensure an increase in housing stability.
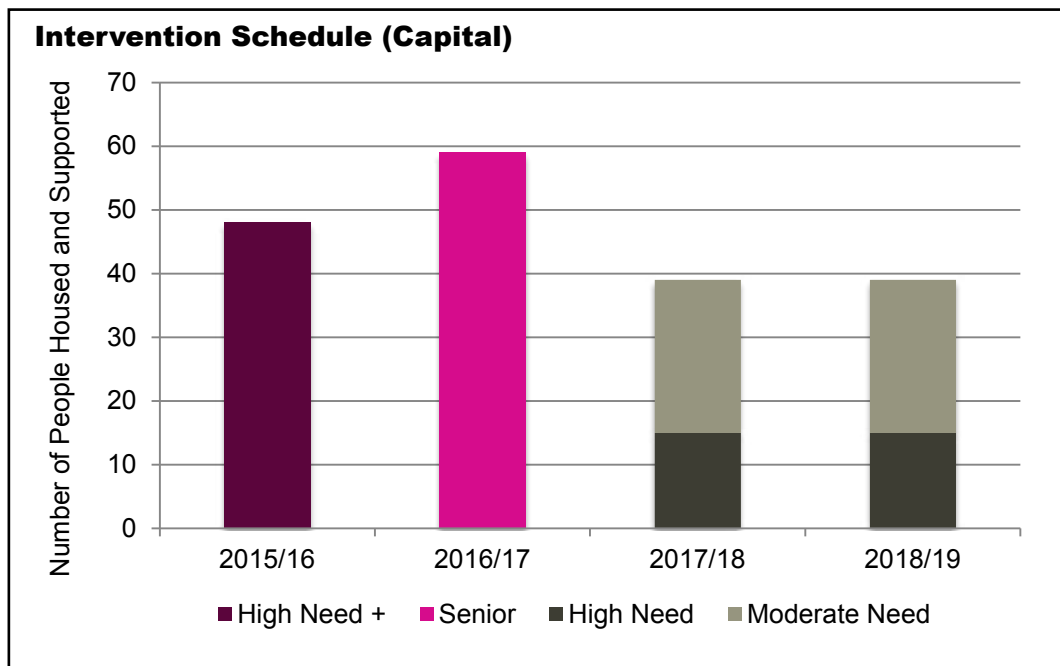
For a detailed breakdown of the capital budget for years 1 to 4, please review the information contained in Appendix 2 of this report.

[17] Paula Goering, Scott Veldhuizen, Aimee Watson, Carol Adair, Brianna Kopp, Eric Latimer, Geoff Nelson, Eric MacNaughton, David Streiner & Tim Aubry (2014). National At Home/Chez Soi Final Report. Calgary, AB: Mental Health Commission of Canada. Retrieved from: http://www.mentalhealthcommission.ca

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Capital Budget Summary Cost Details				
	2015/16	**2016/17**	**2017/18**	**2018/19**
Interest Rate	4.00%	4.50%	5.25%	6.00%
Mortgage Term	35 years	35 years	35 years	35 years
Unit Cost	$157,059	$160,200	$163,404	$166,672

This plan sees an increase in take-out financing rates over the four-year plan duration. This is in keeping with general rate predictions from BC Housing.[18] An inflation assumption of 2% annually is also built into the unit costs, which does not include a land cost ($40/buildable square foot) in this chart. Please see a full chart of capital cost assumptions in Appendix 3 of this plan.

Due to their size, studio units are approximately $76,000 per unit less expensive to build when compared to 1-bedrooms. In addition to construction cost, unit typology plays a critical role in enabling and encouraging housing retention as too much space can be problematic for those requiring more support services and who may find the increased maintenance and servicing associated with a larger unit as a barrier to housing retention.[19]

For this reason, certain need groups have been identified as likely achieving better housing retention rates and support program participation in studio units (High Need + and High Need), while the other need groups are more suitable candidates for the larger 1-bedroom units (Senior and Moderate Need).[20]

Once need level is considered, the most suitable unit mixture for the new-build capital initiatives is found to be 50% studio units and 50% 1-bedroom units. This mixture will ensure the appropriate number and type of units are available to those with varying levels of support service needs.

This capital budget will be framed in two ways: Scenario 1 and Scenario 2. Scenario 1 provides the cost estimates for housing should capital funding become available. In this model the rent is assumed to be $400 per month (to cover the operating costs of a unit) with there being no ongoing debt servicing cost. In contrast, Scenario 2 calls for rental supplements as the primary tool to enable program participants the opportunity to afford new-build and market rental units. In this model, the current development economics require a rental rate of approximately $800 per unit per month consisting of $400 per month operating costs and $400 per month debt servicing.

Each scenario comes with its own risks and advantages. Scenario 1 provides greater security to the operator by injecting the capital up front and eliminating mortgage costs. It is less flexible in application though and places greater restrictions on the client once they are housed. Scenario 2 is more client centred and not only provides them with more options but allows for greater flexibility in application of the model. It does however put the operator at greater risk because if the client leaves their facility, whoever steps into that unit may not have the same rental supplement, leaving the operator find other ways to pay the mortgage. Should this scenario be considered there would need to be some provision of security of subsidy for the operator.

[18] http://www.bchousing.org/Partners/Opportunities/Current/CPI
[19] Feedback gathered from the Creating Homes, Enhancing Communities Task Force.
[20] Ibid.

SCENARIO 1

Capital Budget (Scenario 1)					
	2015/16	**2016/17**	**2017/18**	**2018/19**	**Total**
Number of Units	48	59	39	39	185
Gross Capital Cost	$7,538,832	$9,451,811	$6,372,763	$6,500,218	$29,863,624
Total Capital Cost Balance to Fund	**$6,211,776**	**$7,768,766**	**$5,225,220**	**$5,316,987**	**$24,522,749**

Based on the studio and 1-bedroom unit mixture, the total capital cost for 185 units is $29.9 million over 4 years not including land. Once society equity of 20%[21] is factored in, the balance left to fund is a total of $24.5 million over 4 years. This is the capital deficit and would need to be supplied in the form of a capital grant or some other funding source to maintain the average rent levels of $400 per unit per month.

This cost of $24.5 million is a one-time cost and is linked to the construction of 185 purpose new-build units while the rental supplement and support service budgets outline ongoing costs.

Capital Cost Summary (Scenario 1)

[21] Equity figure includes land assumed to be at $40 per buildable square foot.

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SCENARIO 2

Capital Budget (Scenario 2)					
	2015/16	**2016/17**	**2017/18**	**2018/19**	**Total**
Number of Units	48	59	39	39	185
Gross Capital Cost	$7,538,832	$9,451,811	$6,372,763	$6,500,218	$29,863,624
Total Capital Cost Balance to Fund	**$1,891,776**	**$2,753,766**	**$2,202,720**	**$2,586,987**	**$9,435,249**

Based on the studio and 1-bedroom unit mixture, the total capital cost for 185 units is $29.9 million over 4 years not including land. Once society equity of 20%[22] and any revenue from rent[23] is included, the balance left to fund is a total of $9.4 million over 4 years. This is the capital deficit and would need to be supplied in the form of a capital grant or some other funding source to maintain the average rent levels of $800 per unit per month.

This cost of $9.4 million is a one-time cost and is linked to the construction of 185 purpose new-build units while the rental supplement and support services budget outline ongoing costs.

Capital Cost Summary (Scenario 2)
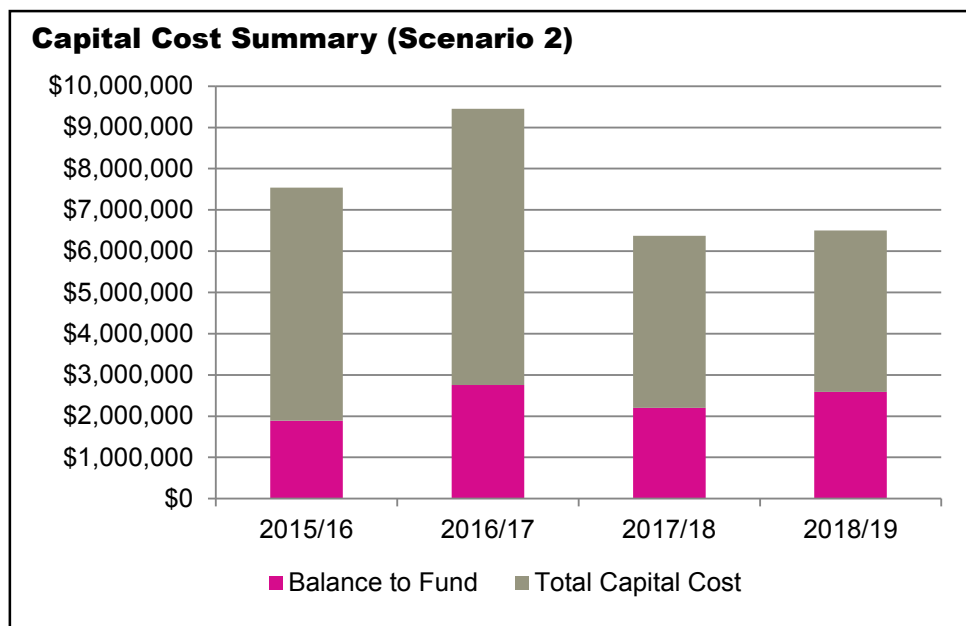
[22] Equity figure includes land assumed to be at $40 per buildable square foot.
[23] Rents are assumed at an average of $800/month and includes $400/unit for debt servicing and $400/month in operating costs.

rental supplement budget

The rental supplement budget is presented in two scenarios. Scenario 1 reflects the viability of capital projects at rent levels of $400 per unit per month as detailed in Scenario 1 of the capital budget. Scenario 2 considers rent levels of $800 per units per month as discussed in the capital budget as Scenario 2.

Scenario 1 budgets for 182 new supplements for the chronically homelessness throughout the region and is compared to Scenario 2 which budgets for 367 new rental supplements. Under Scenario 1, only individuals being served in distributed model housing and support programs would be considered eligible for rental supplements.

The Rental Market Analysis[24], illustrates the number and type of units that are vacant within the differing rental ranges. In order to effectively leverage these private market rental units, it is essential that rental supplement levels for these individuals are at $425 per month. This will ensure market access to sufficient numbers of units.

| Rental Market Analysis				
	Unit Type	**Number of Units**	**Vacancy Rate**	**Vacant Units**
Less than $700	Studio	1,337	1.50%	20
	1-Bedroom	1,222	1.40%	17
	Total	2,559		37
$700-$799	Studio	991	0.90%	9
	1-Bedroom	4,019	1.10%	44
	Total	5,010		53
Total Units Less Than $799		**7,569**		**90**

In this Plan, a 42% increase in rental supplement amount will create a 196% increase in the number of units in universe and a 143% increase in the number of vacant units.

There are 72 individuals working with the Outreach 713 or the ACT team that are currently experiencing homelessness. It is important to consider that though these individuals are experiencing homelessness there are rental supplements available to them at an approximate level of $350 per client per month.

The rental supplement budget considers that there should be an increase of $75 per supplement per month to increase the overall supplement available to each client to $425 per month. This will help increase the number of units available to these programs for housing individuals that are assessed to be most suitable for this service delivery model.

Existing Rental Supplements ($350/month)		
High Need +	0	$0
Senior (55 +)	0	$0
High Need	32	$134,400
Moderate Need	42	$176,400
Total Existing Rental Supplements ($350/month)	**74**	**$310,800**

[24] Canada Martgage and Housing Corporation. 2014. Rental Market Report: Victoria CMA.

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SCENARIO 1

Under Scenario 1, rental supplements only serve to enable additional access of chronically homelessness individuals into existing rental housing. As a result, in this scenario there is a total need of 182 rental supplements assumed at $425 per person per month.

Rental Supplement Budget (Scenario 1)				
	2015/16	**2016/17**	**2017/18**	**2018/19**
Supplements Allocated to Individuals in Capital Projects				
Number of Supplements	0	0	0	0
Additional Cost Per Year	$0	$0	$0	$0
Cumulative Supplement Total	0	0	0	0
Cumulative Cost	**$0**	**$0**	**$0**	**$0**
Supplements Allocated to Individuals in Distributed Housing				
Number of Supplements	22	38	51	71
Additional Cost Per Year	$19,800	$34,200	$201,300	$362,100
Cumulative Supplement Total	22	60	111	182
Cumulative Cost	**$19,800**	**$54,000**	**$255,300**	**$617,400**

Total Number of Ongoing Rental Supplements	**182**
Total Annual Ongoing Cost	**$617,400**

Rental Supplement Budget Summary (Scenario 1)
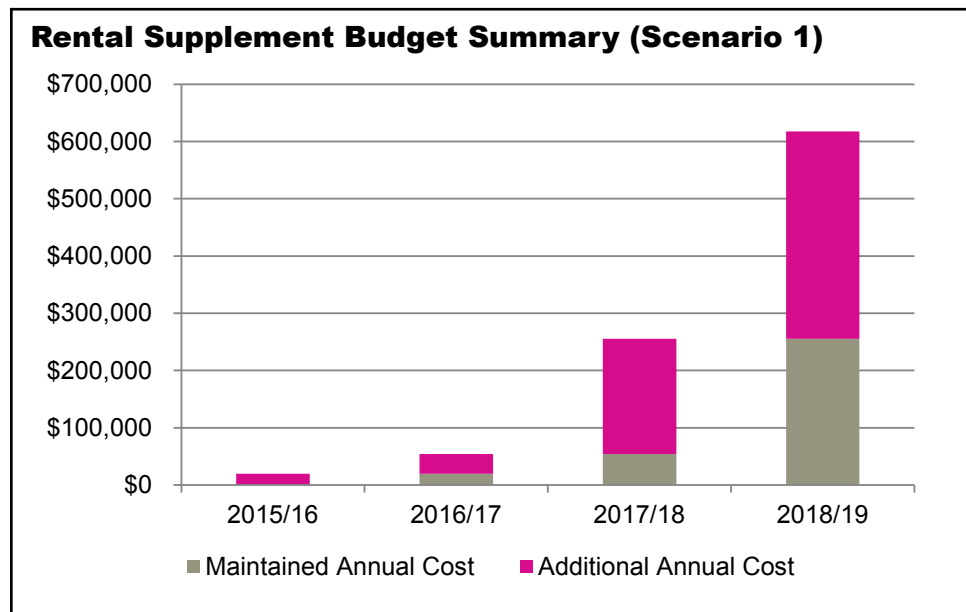
In total, under this scenario, there is an ongoing need for 182 rental supplements with an annual cost of approximately $619,400. This scenario requires an additional $24.5 million in capital support to ensure the units are available to clients at a rate of $400 per month with no ongoing operating subsidy.

SCENARIO 2

Rental supplements function in two ways:

1. Rental Supplements to Enable Capital Viability of Projects in Ending Homelessness

This plan calls for 185 units of affordable new-build capital construction with the purpose of providing suitable accommodation for those with very specific housing and support needs such that they must inform the physical attributes of the building.

The rent levels, including both operational expenditures (not including support services) and debt servicing, must be affordable given the current market conditions and without an ongoing subsidy. This is to ensure that a capital project remains viable as either a non-supported affordable residential project or as a residential project with on-site supports.

To achieve this, two key expenses are taken into consideration. First, the ongoing operating costs of a unit, including electricity, sewer, taxes, water, replacement reserve, etc. is estimated to be $400 per unit per month. The second piece is the debt servicing of the mortgaged amount over the 35 year amortization period. This is set at $400 per unit per month bringing the total ongoing cost per unit to $800 per month.

Each resident is assumed to be on Social Assistance with a shelter allowance of $375 per month leaving a gap of $425 per unit per month necessary for each resident to achieve the required amount of $800 per unit per month.

As a point of reference, the 2014 Housing Income Limits as set by BC Housing are $29,000 and $34,500 for a studio and 1-bedroom, respectively.[25] Adjusting these figures to reflect the unit typology mix as proposed within this plan, the adjusted housing income limit sits at $31,750 per year. Assuming that each individual should only be contributing 30% of their gross income to shelter costs, the rental limit is $794 per month as an average across the building, or roughly equivalent to the rent estimates assumed through this plan.

To summarize, individuals that have been identified as experiencing chronic homelessness could afford this new-build residential model with a combination of $375 per month in social assistance shelter allowance and a $425 per month rental supplement. This would create a total rent ceiling of $800 per month, which would result in a viable project with no ongoing subsidy, provided the project proponent has land available as equity for the project.

2. Rental Supplements to Enable Distributed Model Housing to End Homelessness

There are three elements to consider when examining the applicability of rental supplements into the private market:

- number of units in universe;

- number of units considered affordable by program participants; and

- vacancy rates of affordable rental units.

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[25] http://www.metrovancouver.org/about/publications/Publications/2014_HILs.pdf

Rental Supplement Budget (Scenario 2)				
	2015/16	**2016/17**	**2017/18**	**2018/19**
Supplements Allocated to Individuals in Capital Projects				
Number of Supplements	48	59	39	39
Additional Cost Per Year	$244,800	$300,900	$198,900	$198,900
Cumulative Supplement Total	48	107	146	185
Cumulative Cost	**$244,800**	**$545,700**	**$744,600**	**$943,500**
Supplements Allocated to Individuals in Distributed Housing				
Number of Supplements Per Year	22	38	51	71
Additional Cost Per Year	$19,800	$34,200	$201,300	$362,100
Cumulative Supplement Total	22	60	111	182
Cumulative Cost	**$19,800**	**$54,000**	**$255,300**	**$617,400**
Total Number of Ongoing Rental Supplements	**367**			
Total Annual Ongoing Cost	**$1,560,900**			
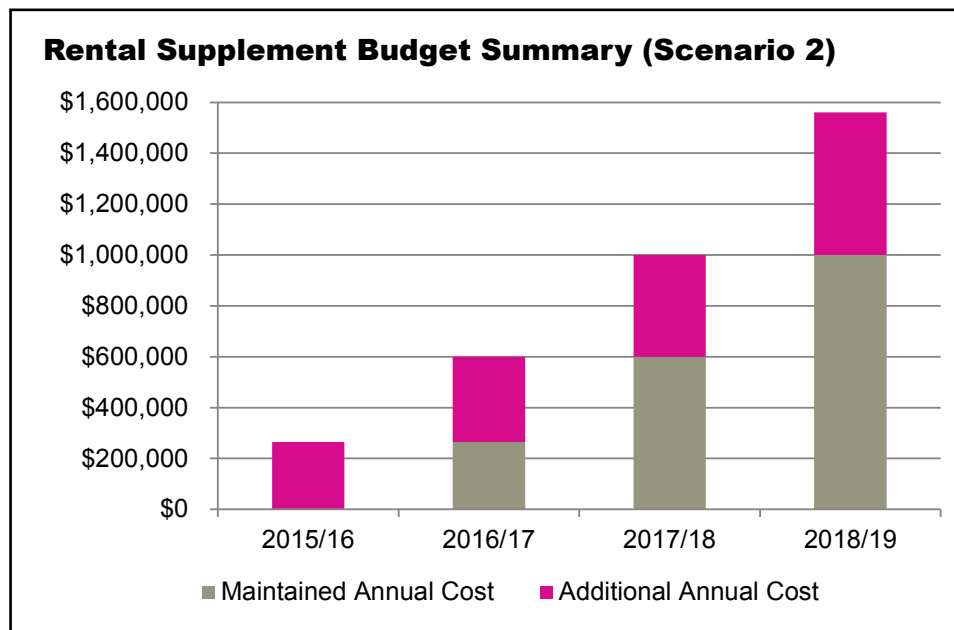
Rental Supplement Budget Summary (Scenario 2)

In total, under this scenario, there is an ongoing need for 367 rental supplements with an annual cost of approximately $1.6 million. This rental supplement need is in addition to a capital cost balance to fund of $9.4 million that is required to ensure the capital units associated with this intervention plan are available to clients at $800 per month rent levels.

support service budget

Need Level Characteristics

HIGH NEED +

High Need + are typically individuals that can be considered the hardest to house. This group may require an extra level of support and care beyond that of a typical Assertive Community Treatment Team model or an Intensive Case Management model.[26] This High Need + group tends to have longer histories of homelessness, lower educational levels, more connection to street-based social networks, more serious mental health conditions, and some indication of cognitive impairment.[27] This group will likely require more intensive levels of intervention. For example, congregate, purpose-built housing with 24/7 wrap around clinical support services. This group is supported at a client to participant ratio of 1:5.

SENIOR

The Senior group consists of individuals with a range of high and moderate needs, who are also facing challenges related to aging. The staff to participant ratio for this group is budgeted at 1:10. It is also likely that this particular cohort will require a specially designed building that can more effectively accommodate individuals with certain types of mobility challenges, etc. while supporting a group that has likely experienced prolonged incidences of homelessness. It is for this reason, the plan calls for this group to be housed in a purpose built facility with on-site support services offered seven days per week, 24 hours per day.

HIGH NEED

High Need are typically individuals suffering from a range of mental illness and/or substance use issues and are experiencing chronic homelessness. In general, those who were in the High Need group were experiencing homelessness earlier and at a younger age, had a longer average period of homelessness, and had a greater total lifetime homelessness than those in the moderate need group. In this group, approximately 52% would be diagnosed with a psychotic disorder and 73% would have a substance-use illness.[28]

The best way to ensure high levels of housing retention is through clinical support that is to be provided by multi-disciplinary teams that include a psychiatrist, nurse, and a peer specialist among others. These individuals will experience a high level of housing retention at a staff to participant ratio of 1:10. Staff would meet daily and would be available seven days per week with crisis coverage around the clock. This group can be effectively be supported through either community-based supports (outreach teams) or on-site supports.

MODERATE NEED

Moderate Need are typically individuals suffering from a range of mental illness and/or substance use issues and are experiencing chronic homelessness, but present with less severity. In this group, approximately 22% would present with a psychotic disorder and 62% would likely have a substance-use illness.[29]

The best way to ensure high levels of housing retention is through social support that is to be provided by teams of case managers who work with individuals and broker health and other related services as needed. High levels of housing retention will be attained with a staff to participant ratio of 1:16. Case conferences should be held at least monthly and services are provided seven days a week, 12 hours per day. This group can be effectively supported through either community-based supports (outreach teams) or on-site supports.

Critical to developing a budget for this plan is the per intervention annual costs associated with providing the best levels of support possible for the four distinct intervention groups.

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[26] Paula Goering, Scott Veldhuizen, Aimee Watson, Carol Adair, Brianna Kopp, Eric Latimer, Geoff Nelson, Eric MacNaughton, David Streiner & Tim Aubry (2014). National At Home/Chez Soi Final Report. Calgary, AB: Mental Health Commission of Canada. Retrieved from: http://www.mentalhealthcommission.ca
[27] Ibid.
[28] Ibid.
[29] Ibid.

Motion - Regional Housing First Strategy - Councillor Isitt,...

Support Service Costs Per Person		
Service Level	Annual Cost	Daily Cost
High Need +	$73,000	$200
Senior (55 +)	$18,657	$51
High Need	$18,657	$51
Moderate Need	$10,574	$29

The more significant the support service needs, the more costly the programming is to deliver. The per person intervention cost forms the backbone of this plan as without appropriate support services, the housing component will not be successful.

Existing Support Spaces		
High Need +	0	$0
Senior (55 +)	0	$0
High Need	32	$597,024
Moderate Need	42	$444,108
Total Existing Support Spaces	**74**	**$1,041,132**

There are currently 74 participants of both the Outreach 713 team and the ACT team that are experiencing homelessness. It is estimated the total annual expenditure for this group to be approximately $1.0 million. This amount has been considered in detailing the support service budget as these are support service spaces that exist therefore reducing the overall number of new supports needed.

Support Services Budget Summary

Legend: ■ Maintained Annual Cost ■ Additional Annual Cost
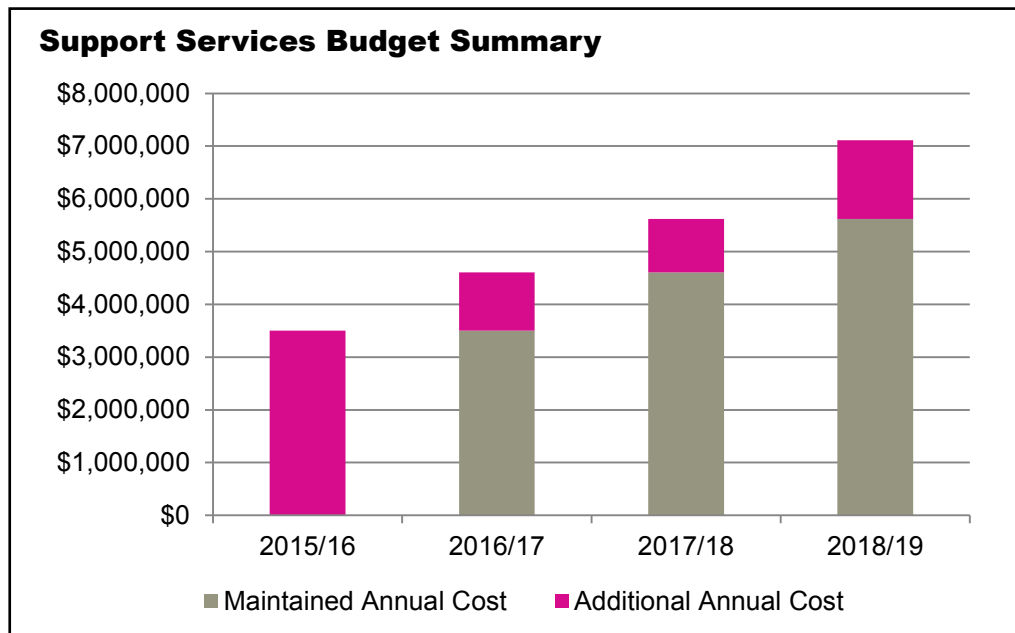
Support Service Budget Summary								
	2015/16		**2016/17**		**2017/18**		**2018/19**	
	Clients	Cost	Clients	Cost	Clients	Cost	Clients	Cost
High Need +	48	$3,504,000	0	$0	0	$0	0	$0
Senior (55 +)	0	$0	59	$1,100,763	0	$0	0	$0
High Need	0	$0	0	$0	26	$485,082	41	$764,937
Moderate Need	0	$0	0	$0	50	$528,700	69	$729,606
Annual Total	48	$3,504,000	59	$1,100,763	76	$1,013,782	110	$1,494,543
Cumulative Support Cost	**$3,504,000**		**$4,604,763**		**$5,618,545**		**$7,113,088**	

Total Population Supported	367
Existing Support Spaces	74
New Support Spaces Needed	293

The support service intervention cost is an ongoing expenditure that increases annually to a total support service cost of $7.1 million per year. These cost projections follow a hierarchy for intervention with the most in-need group targeted for early intervention. The purpose of this is to effectively reduce overall system pressures in a way that focuses resources on smaller, though more costly to serve, need groups. For a detailed breakdown detailing the support services costs for both distributed and congregate housing, please refer to Appendix 4 at the end of this report.

Broadly speaking, support services can be broken into two categories:

SOCIAL SUPPORT SERVICES

A Housing Team typically provides social support services designed to assist residents with the day to day activities necessary to locate appropriate housing and maintain successful tenancies. These services are separate from those that would be defined as clinical and include such activities as: helping participants search for and secure housing, building and maintaining relationships with landlords (including mediating during conflict), applying for and managing housing allowances, assisting in setting up apartments, working with clients to develop independent living skills, and providing referral assistance to individuals to help establish the connection between the client and other community-based support services.

CLINICAL SUPPORT SERVICES

A Clinical Team typically provides a range of recovery-oriented, client-driven support services. These supports can be either coordinated by a case manager or through a multi-disciplinary team and are designed to specifically address health, mental health, social care or other needs. Activities can include any combination of social support services as listed above as well as clinical services to manage additions and/or support individuals with mental health concerns.

To ensure long-term housing stability for the client and intervention sustainability for the provider it should be considered that:

1. Individuals will likely require a combination of both social and clinical support services that will vary depending on their level of need and unique barriers to housing.

2. Certain stakeholder groups will be more equipped than others to fund and administer certain services. It is important to recognize that the client will have the best chance of long-term success when multiple organizations are positioned to contribute their expertise and resources as a critical piece of an effective client-centred initiative designed to address chronic homelessness.

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the plan

This plan weaves together capital investment to support projects designed to cater to specific groups, rental supplements to ensure program participants can access sufficient housing stock, and support services to increase the likelihood of housing retention.

Total Intervention Cost Summary					
	2015/16	**2016/17**	**2017/18**	**2018/19**	**Total**
Capital Cost					
Unit Total	48	59	39	39	185
Gross Capital Cost	$7,538,832	$9,451,811	$6,372,763	$6,500,218	$29,863,624
Scenario 1					
Balance to Fund	$6,211,776	$7,768,766	$5,225,220	$5,316,987	$24,522,749
Scenario 2					
Balance to Fund	$1,891,776	$2,753,766	$2,202,720	$2,586,987	$9,435,249
Rental Supplement Cost					
Scenario 1					
Supplement Total	22	38	51	71	182
Cumulative Cost (per year)	$19,800	$54,000	$255,300	$617,400	$617,400
Scenario 2					
Supplement Total	70	97	90	110	367
Cumulative Cost (per year)	$264,600	$599,700	$999,900	$1,560,900	$1,560,900
Support Service Cost					
Support Total	48	59	76	110	293
Cumulative Cost (per year)	$3,504,000	$4,604,763	$5,618,545	$7,113,088	$7,113,088

Scenario 1: Total Capital Grant Need	$24,522,749	**Total Annual Ongoing Cost**	$7,730,488
		Cost Per Person	$21,064

Scenario 2: Total Capital Grant Need	$9,435,249	**Total Annual Ongoing Cost**	$8,673,988
		Cost Per Person	$23,635

Capital

In 2015, dollars the gross capital cost for the required 185 purpose built units totals $29.9 million with a balance to fund of either $24.5 million under Scenario 1 or $9.4 million under Scenario 2.

The 185 new build capital units reflect the unique needs of the target population at a given support level. For example, High Need + individuals would likely require certain specific building design considerations that must be considered in any homelessness elimination initiative.

The intention is not to outline the need for traditionally developed and operated place-based model supportive housing. The plan calls for the development of units at affordable levels of rent (including debt servicing and unit monthly operating costs) and then for the provision of support services through any number of developed support models such as, community-based, site-based or a hybrid of the two.

For example, in 2015/16 a 48 unit residential building could be developed with ground floor office space. The residential units would be targeting those High Need + individuals as identified through an assessment and triage tool. The office space could then be leased to a support services provider with the intention of supporting the residents of the building. This enables a high degree of flexibility in terms of the support services provided and future usage of the building should those support services no longer be needed or available. The building could simply function as affordable rental housing.

Rental Supplements

As the overall rental supplement cost is dependent upon the debt servicing costs associated with the new-build capital units, there is an ongoing rental supplement cost of $617,400 for 182 individuals annually as detailed in Scenario 1 or $1.6 million annually for 367 supplements under Scenario 2.

Rental supplements are essential tools in ending chronic homelessness. Affordable residential units are necessary for the effective provision of services and the long-term housing stability of program participants.

In contrast to the capital balance to fund cost, discussed above, this expenditure is ongoing as long as those targeted individuals are in need of affordable housing.

Support Services

The support services comprise the single largest expense required to effectively and permanently end chronic homelessness. Critical to this costing model, is the recognition that unique individuals have different support services needs with different costs.

The support services, as described in this plan, increase as individuals are housed. Without the appropriate support systems in place program participants will remain at-risk of homelessness. This approach will ensure that they have the best levels of housing retention possible given their individual barriers.

Throughout this plan the total support service cost increases to $7.1 million annually. Similar to rental supplement costs, this expenditure is ongoing in that it must remain available for as long as people are in need. This cost considers the estimated existing annual expenditure of $1.0 that is currently being spent on 74 individuals in both the Outreach 713 and ACT team that are unable to secure and retain appropriate housing.

Final Plan Cost

The final annual ongoing cost for this plan sits at $7.7 million per year under Scenario 1 and $8.7 under Scenario 2. This annual budget will provide housing and support services for a total of 367 individuals experiencing chronic homelessness. In terms of cost per year per person, this averages out to a total of $21,064 per person annually or approximately $58 per day per person under Scenario 1 with an additional $24.5 million over four years in capital balance to fund costs. Under Scenario 2, the per person average cost is $23,635 per year or $65 per day per person. There is an additional capital balance to fund cost of $9.4 million over four years.

These figures include the support services for the entire spectrum of chronic homelessness, which range in cost from $29 per day to $200 per day, as well as all housing costs.

Plan Budget Summary Graph (Scenario 1)
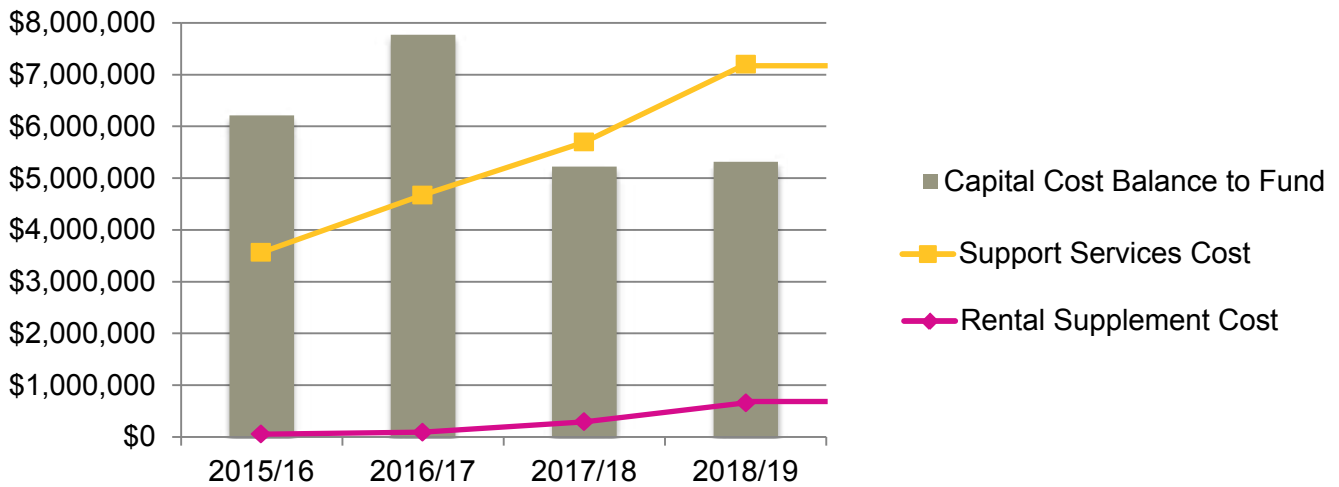
Plan Budget Summary Graph (Scenario 2)
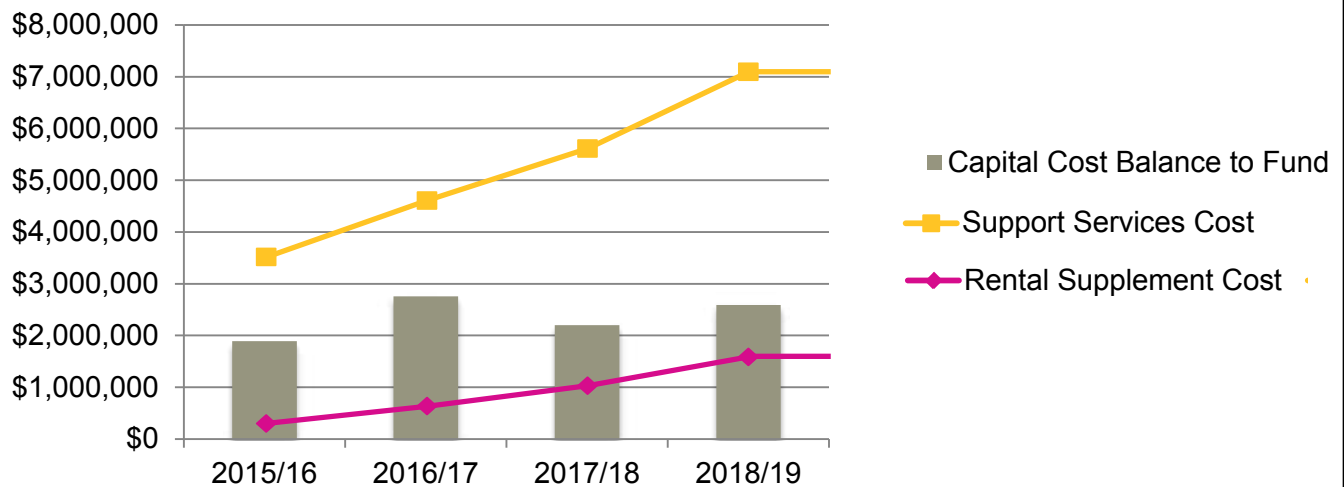
This plan does not assume that the costs outlined within it are to be met through new funding or programs. In some instances there may be opportunities to examine the existing intervention landscape to ensure current funding is providing every individual with the most effective and appropriate housing and support model.

For some program participants significant efficiencies may be found, while for others additional support may be required. Some examples could include the reuse of existing vacant buildings or facilities for housing or the closure of housing services in poorly configured buildings with the resources transferred to larger and more usable services.

CHEC supports and encourages a flexible and nimble approach to housing development and support programming to encourage efficiencies thus potentially reducing the overall costs associated with implementation.

chec plan implementation

The following section will outline a series of activities to be undertaken in Greater Victoria to begin implementing the CHEC Plan. The Gantt chart (on page 27 and 28) illustrates the timelines of specific activities as they relate to the larger implementation process.

1.0 Plan Approval and Adoption

1.1 Coalition Leadership Council to Adopt CHEC Plan

Prior to the CHEC Plan being implemented, it must undergo a review by the Coalition's Leadership Council who will then vote on adoption. This will signal to Coalition secretariat and to other community stakeholders that this process has been vetted and implementation work can begin.

2.0 Client Identification and Targeting

2.1 Identify and Implement Assessment and Triage Framework

It is critical to establish a robust and comprehensive assessment and triage tool to identify the acuity level of the population experiencing chronic homelessness. This tool should consider other provincially adopted tools, such as a Vulnerability Assessment Tool (VAT) and/or other best practices. This framework should identify the level of support services that every individual will require and analyze their housing requirements to determine the most suitable placement.

2.2 Client Model Assignment

Once the assessment and triage framework has been developed, it will then be possible to understand the client needs and begin to assign particular intervention strategies. As the shelter data goes back to 2010 some of the clients may already be receiving certain services, while others may not. It is important to ensure that those clients already participating in existing programs have the most appropriate support programs and housing options as the backbone of their support system.

These clients should also be identified according to intervention priority beginning with High Need + as this will link to the capital construction intervention schedule.

It is anticipated that client identification and assignment to the appropriate model will take place throughout the duration of the intervention schedule. Clients should be identified as capital projects come on line or as community based support teams are created.

3.0 Capital Projects

3.1 Capital Activities for High Need +

This is identified as a priority population as these are considered the most vulnerable individuals and may be suffering from severe addiction and mental illness (SAMI). This group may also benefit from specifically designed or 'hardened' housing units.

If a suitable existing facility can be located along with the resources to operate such a facility the anticipated timeline for this is one year. If, however, a purpose built facility is the preferred procurement approach, the timeline is expected to be a minimum of two to three years.

3.2 Capital Activities for Seniors

The second intervention group likely requiring a purpose built capital project are seniors (aged 55+).

The capital timeline for a purpose built seniors' facility is anticipated to be two years. Typically a purpose built facility could take three or more years to design and develop, but as we have a shovel ready project identified as a priority for the region, this timeline has been shortened to two years from ground breaking to occupancy.

3.3   Capital Activities for General Supportive Housing

The remaining new build capital units are for those individuals with either a moderate level or a high level of support service need and would be best suited in a building with on-site support services.

Provided that the capital and health support services are available construction on these units is anticipated to begin early 2017 with expected occupancy in late 2019 or early 2020.

4.0   Distributed Model Housing

4.1   High Need

It is anticipated that approximately 10-26 individuals per year in this cohort could be successfully housed through a combination of $425 per client per month rental supplement and clinical community based support services.

These individuals may be currently located in congregate supportive housing but be independent enough to live in the community, or could be individuals in transitional housing or in the shelters, assuming the distributed model would support their housing stability.

4.2   Moderate Need

Between 12 and 45 individuals with a moderate need would need to be housed annually throughout the plan duration to best serve this population.

This cohort would likely be best served by social support services in independent residential units.

These individuals would each require a $425 per client per month rental supplement, enabling them access to appropriate existing residential rental units.

5.0   Support Service Activities

5.1   Place Based High Need +

Expected to begin in the summer/fall of 2016 to coincide with the successful procurement of an appropriate residential facility for this population.

The estimated worker/client ratio for this group is 1:5 with an estimated annual support cost of $73,000 per client per year.

5.2   Place Based Senior

Expected to begin in the winter 2017/18 or as soon as a suitable residential building can be successfully developed and funding for the appropriate support services can be secured.

The estimated worker/client ratio for this group is 1:10 with an estimated annual support cost of approximately $18,657 per client per year.

5.3   Place Based Supportive Housing

Expected to begin in the winter 2018/19 or as soon as a suitable residential building can be successfully developed and funding for the appropriate support services can be secured.

The estimated worker/client ratio for this group is 1:10 with an estimated annual support cost of approximately $18,657 per client per year.

CHEC Plan Implementation Timeline

		2015	2016	2017
		J F M A M J J A S O N D	J F M A M J J A S O N D	J F M A M J J A S O N D
1.0	Plan Approval and Adoption			
1.1	Leadership Council Adopt CHEC Plan			
2.0	Client Identification and Targeting			
2.1	Implement Assessment & Triage Framework			
2.2	Client Model Assignment			
3.0	Capital Projects			
3.1	High Need +			
3.2	Senior			
3.3	General Supportive Housing			
4.0	Distributed Model Housing			
4.1	High Need			
4.2	Moderate Need			
5.0	Support Service Activities			
5.1	Place Based High Need +			
5.2	Place Based Senior			
5.3	Place Based Supportive			
5.4	Community Based High Need			
5.5	Community Based Moderate Need			
6.0	Tracking and Reporting			
6.1	Track Housed Clients			

CHEC Plan Implementation Timeline (cont')

2018												2019														
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D			
																								Plan Approval and Adoption	1.0
																								Leadership Council Adopt CHEC Plan	1.1
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	Client Identification and Targeting	2.0
																								Implement Assessment & Triage Framework	2.1
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	Client Model Assignment	2.2
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	Capital Projects	3.0
																									High Need +	3.1
█																								Senior	3.2
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	General Supportive Housing	3.3
█	█	█	█	█	█	█	█	█	█	█	█													Distributed Model Housing	4.0
█	█	█	█	█	█	█	█	█	█	█	█													High Need	4.1
█	█	█	█	█	█	█	█	█	█	█	█													Moderate Need	4.2
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	Support Service Activities	5.0
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	Place Based High Need +	5.1
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	Place Based Senior	5.2
												█	█	█	█	█	█	█	█	█	█	█	█	Place Based Supportive	5.3
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	Community Based High Need	5.4
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	Community Based Moderate Need	5.5
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	Tracking and Reporting	6.0
█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	█	Track Housed Clients	6.1

5.4   *Community Based High Need*

Support teams would be required to house suitable individuals as they are identified and appropriate existing residential units could be secured. This housing placement would take place from winter/spring 2015 through to the end of 2019.

This group would likely require clinical care at a worker/client ratio of 1:10 and an annual per client cost of $18,657.

5.5   *Community Based Moderate Need*

Support teams would be required to housing suitable individuals with this level of need in existing rental units. This housing placement would take place from winter/spring 2015 through to the end of 2019.

This group would likely require social support services at a worker/client ratio of 1:16 with an annual per client cost of $10,574.

6.0   Tracking and Reporting

6.1   *Tracking Housed Clients*

Ensuring that every individual has the most appropriate level of support services and the most suitable housing typology is critical in ensuring housing retention.

Client tracking and monitoring should take place throughout the entire duration of the plan implementation timeline.

This will be a useful tool should there need to be a revision of the CHEC plan to examine areas of opportunity to better enhance the delivery of homelessness elimination programs.

> CHEC provides an evidence based approach to permanently housing 367 individuals experiencing chronic homelessness with the most appropriate type of support services given their unique level of need by winter 2019/20.
>
> Of course, the success of this Plan and the non profit housing sector as a whole hinges entirely on the availability of both capital and health support funding as without both, no meaningful intervention can be implemented and chronic homelessness will persist across Greater Victoria.

sensitivity analysis

This plan uses a combination of data sources in combination with a pattern of shelter use analysis to identify a population experiencing chronic homelessness of 367 individuals.

It may be true that not all people experiencing chronic homelessness make use of emergency shelters for any number of reasons. Because of this, it is important to provide an overview of the potential cost increases should there be more individuals experiencing chronic homelessness than the shelter data indicates.

The sensitivity analysis in this model will account for a potential increase of 38% to the chronic shelter use population. This creates a possible intervention group of as many as 479 individuals.

As throughout the rest of CHEC, this section will be detailed in Scenario 1 and Scenario 2.

Capital Sensitivity Analysis

Purpose built capital units account for approximately 50% of all units needed. As the population increases, this ratio is assumed to be consistent meaning that with a total population experiencing chronic homelessness of 479 individuals, there will be a need of 240 capital units with the remaining 239 individuals being housed in existing rental stock. It should be noted that the capital cost in the sensitivity analysis is calculated using the average cost/unit from 2015 - 2019.

SCENARIO 1

Capital Budget (Limit) Scenario 1	
Total Number of Units	240
Gross Capital Cost	$37,694,160
Total Capital Cost Balance to Fund	$31,883,940

SCENARIO 2

Capital Budget (Limit) Scenario 2	
Total Number of Units	240
Gross Capital Cost	$37,694,160
Total Capital Cost Balance to Fund	$12,533,940

Rental Supplement Sensitivity Analysis

Rental supplements are a critical piece of this intervention and together with the capital cost budget will work to ensure that every individual has the necessary tools to access the most appropriate type of housing. Through both scenarios of this model, the rental supplement amount is calculated at $425 per person per month.

SCENARIO 1

Because this scenario assumes a sufficient capital contribution to eliminate the debt-servicing component of the ongoing unit cost, there is a requirement for significantly less rental supplements. Based on the shelter data 2010 – 2014, this scenario assumes that only 239 individuals require rental supplements in order to successfully obtain existing rental housing. This is because the purpose built capital units would have rent levels of approximately $400 per unit per month.

Rental Supplement Budget (Limit) Scenario 1	
Total Number of Supplements	239
Total Supplement Cost	$1,218,900
Existing Supplements	74
Existing Supplement Funding	$310,800
Total Annual Supplement Cost	$908,100

SCENARIO 2

This scenario requires that every individual housed receive a $425 per month rental supplement for a total of 479 people, based on shelter data. This will ensure that each person can afford to debt services the purpose-built capital units or afford existing rental units at a rent level of approximately $800 per month.

Rental Supplement Budget (Limit) Scenario 2	
Total Number of Supplements	479
Total Supplement Cost	$2,442,900
Existing Supplements	74
Existing Supplement Funding	$310,800
Total Annual Supplement Cost	$2,132,100

Support Sensitivity Analysis

Every individual identified as being a part of the intervention group would likely require a tailored support service system to best support housing retention. This sensitivity analysis assumes that the need level breakdown remains consistent should the total population experiencing chronic homelessness be larger than the shelter data indicates.

Support Service Budget (Limit)	
Need Level	**Cohort Cost**
High Need +	$4,573,341
Senior (55 +)	$1,436,691
High Need	$2,410,718
Moderated Need	$2,221,952
Total Annual Support Cost	$10,642,701
Existing Support Funding	$1,041,132
Total Annual Support Cost	$9,601,569

Summary

There are two key cost types to consider under each scenario. Fixed costs are associated with capital construction and relate to the amount of capital required to ensure debt servicing and operating costs are at an affordable level for a program participant. Ongoing costs, on the other hand, are those costs that are required in perpetuity to support individuals in maintaining their housing and health condition.

SCENARIO 1

Fixed Costs

For a total intervention group size of 479 individuals, the capital cost balance to fund is estimated to be approximately $31.9 million. This balance to fund would enable the construction of 240 purpose built affordable units at a rent level of approximately $400 per unit per month.

Ongoing Costs

The combined annual ongoing costs to support the population experiencing chronic homelessness with rental supplements and support services is estimated to be $7.3 million, consisting of $617,400 in rental supplements and $7.1 million in support services. This would support a population experiencing chronic homelessness of 367 individuals. Should this population increase in size to 479 individuals the total ongoing cost would be closer to $10.5 million annually. This ongoing cost range is $7.3 - $10.5 million annually and would provide for all housing and support services costs for the population, save capital discussed above.

Total Intervention Cost Summary (Limit)		
Capital Cost Balance to Fund	Scenario 1	$31,883,940
	Scenario 2	$12,533,940
Rental Supplements	Scenario 1	$908,100
	Scenario 2	$2,132,100
Health Support Services		$9,601,569
Scenario 1		
Total Capital Grant Need		$31,883,940
Ongoing Cost		$10,509,669
Scenario 2		
Total Capital Grant Need		$12,533,940
Ongoing Cost		$11,733,669

SCENARIO 2

Fixed Costs

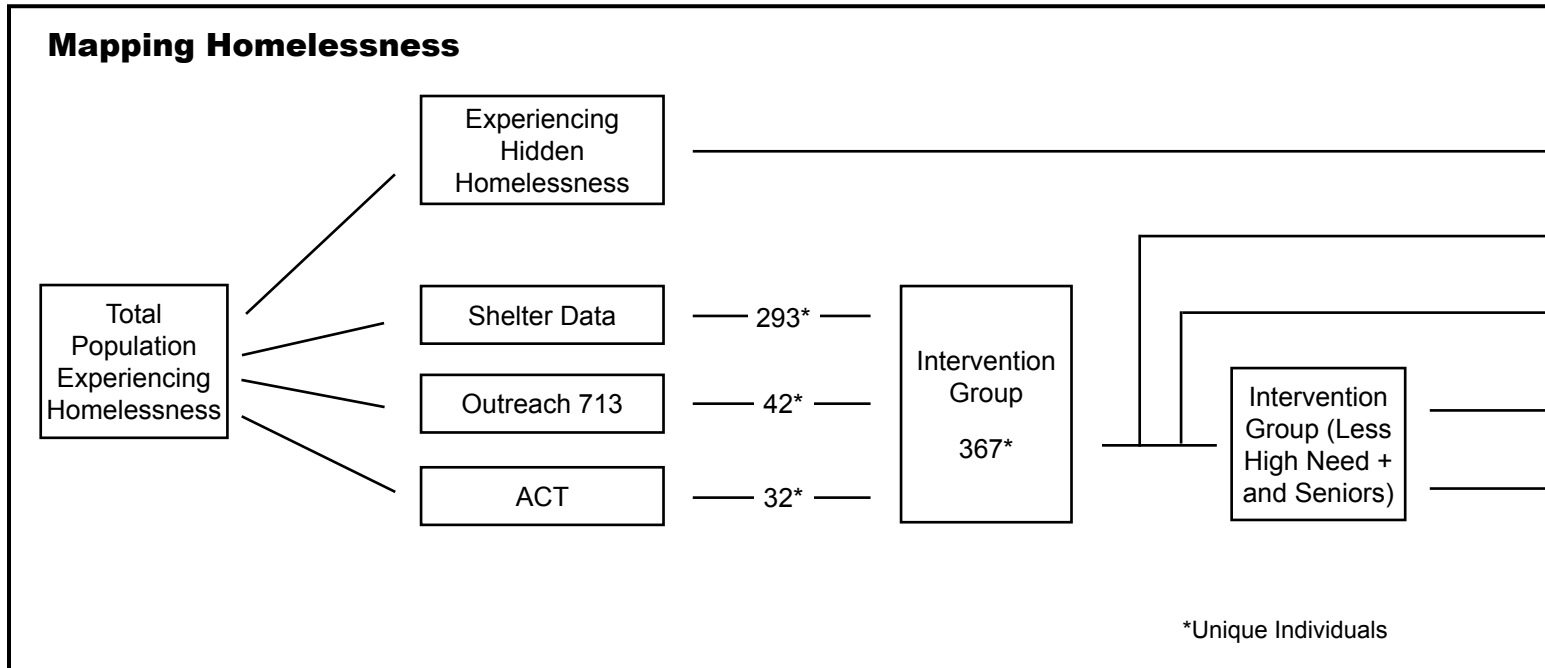The capital costs under this scenario could range from $9.4 million - $12.5 million. This ensures that the capital costs associated with housing 367 – 479 individuals would be provided. In addition, for the new build capital units, the rents would be assumed at $800 per unit per month.

Ongoing costs

With a 38% margin for error the annual ongoing costs for this scenario are $8.7 million - $11.7 million.

appendix 1 - mapping homelessness

Mapping Homelessness

Total Population Experiencing Homelessness → Experiencing Hidden Homelessness

Total Population Experiencing Homelessness → Shelter Data — 293* — Intervention Group 367*

Total Population Experiencing Homelessness → Outreach 713 — 42* —

Total Population Experiencing Homelessness → ACT — 32* —

Intervention Group (Less High Need + and Seniors)

*Unique Individuals

appendix 2.1 - capital budget

Year One Capital Budget and Grant Calculations - 48 Units			
Cost Category	**Total Cost**	**Per Unit**	**Per Sqft**
Soft Costs	$2,563,203	$53,400	$94
Hard Costs	$4,975,629	$103,659	$183
Land	$1,088,640	$22,680	$40
Total Including Land	$8,627,472	$179,739	$317
Land Contribution	$1,088,640	$22,680	$40
Total After Land Contribution as Equity	$7,538,832	$157,059	$277
Regional Housing Trust Fund	$720,000	$15,000	$26
Society (in addition to land)	$607,056	$12,647	$22
Total Grants and Equity (not including land)	$1,327,056	$27,647	$49
Total Before Mortgage	$6,211,776	$129,412	$228
Mortgage Paid by Rent	$4,320,000	$90,000	$159
Balance to Fund	$1,891,776	$39,412	$70

33 - creating homes, enhancing communities...
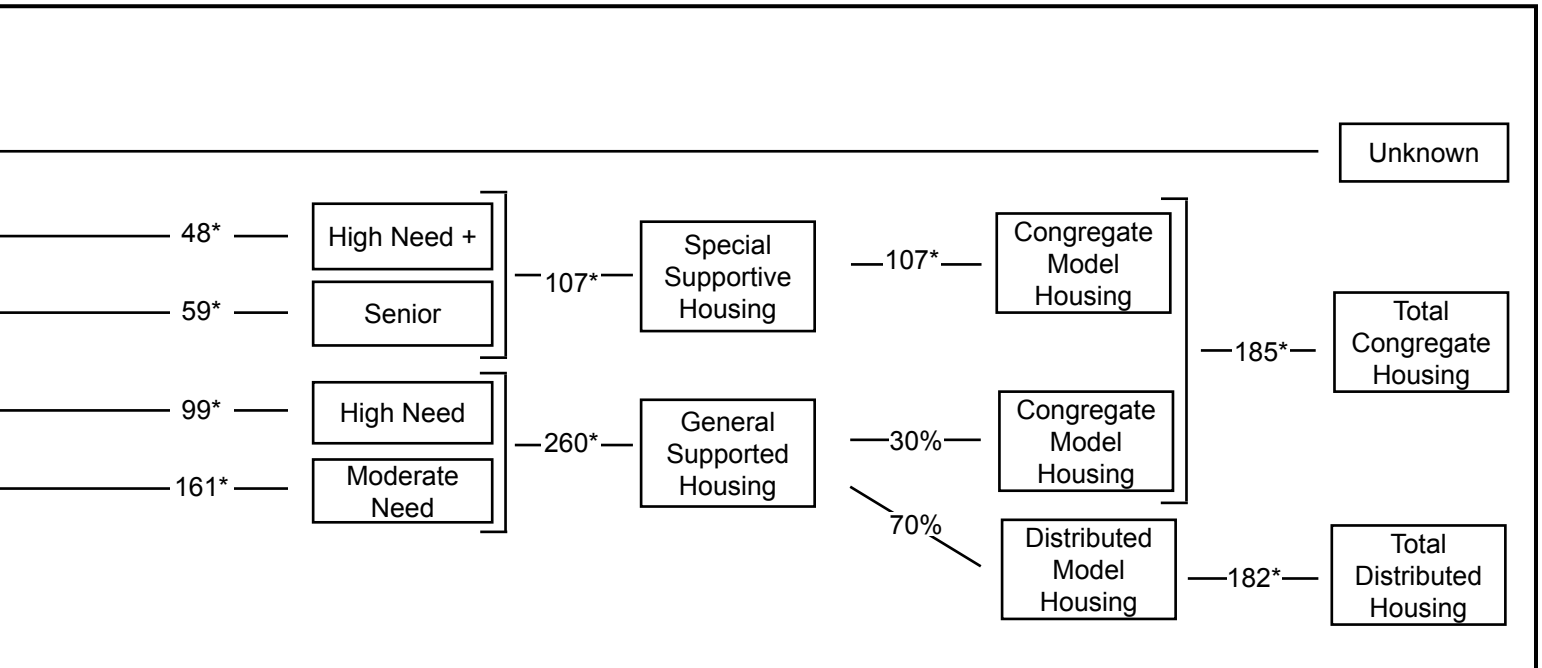
appendix 2.2 - capital budget

Year Two Capital Budget and Grant Calculations - 57 Units			
Cost Category	**Total Cost**	**Per Unit**	**Per Sqft**
Soft Costs	$3,213,612	$54,468	$96
Hard Costs	$6,238,188	$105,732	$186
Land	$1,338,120	$22,680	$40
Total Including Land	$10,789,920	$182,880	$323
Land Contribution	$1,338,120	$22,680	$40
Total After Land Contribution as Equity	$9,451,800	$160,200	$283
Regional Housing Trust Fund	$885,000	$15,000	$26
Society (in addition to land)	$798,034	$13,526	$24
Total Grants and Equity (not including land)	$1,683,034	$28,526	$50
Total Before Mortgage	$7,768,766	$131,674	$232
Mortgage Paid by Rent	$5,015,000	$85,000	$150
Balance to Fund	$2,753,766	$46,674	$82

appendix 2.3 - capital budget

Year Three Capital Budget and Grant Calculations - 39 Units			
Cost Category	Total Cost	Per Unit	Per Sqft
Soft Costs	$2,166,737	$55,557	$98
Hard Costs	$4,206,019	$107,847	$190
Land	$884,520	$22,680	$40
Total Including Land	$7,257,276	$186,084	$328
Land Contribution	$884,520	$22,680	$40
Total After Land Contribution as Equity	$6,372,756	$163,404	$288
Regional Housing Trust Fund	$585,000	$15,000	$26
Society (in addition to land)	$562,536	$14,424	$25
Total Grants and Equity (not including land)	$1,147,536	$29,424	$52
Total Before Mortgage	$5,225,220	$133,980	$236
Mortgage Paid by Rent	$3,022,500	$77,500	$137
Balance to Fund	$2,202,720	$56,480	$100

appendix 2.4 - capital budget

Year Four Capital Budget and Grant Calculations - 39 Units			
Cost Category	Total Cost	Per Unit	Per Sqft
Soft Costs	$1,756,723	$56,668	$100
Hard Costs	$3,410,109	$110,004	$194
Land	$703,080	$22,680	$40
Total Including Land	$5,869,912	$189,352	$334
Land Contribution	$703,080	$22,680	$40
Total After Land Contribution as Equity	$5,166,832	$166,672	$294
Regional Housing Trust Fund	$465,000	$15,000	$26
Society (in addition to land)	$475,509	$15,339	$27
Total Grants and Equity (not including land)	$940,509	$30,339	$54
Total Before Mortgage	$4,226,323	$136,333	$240
Mortgage Paid by Rent	$2,170,000	$70,000	$123
Balance to Fund	$2,056,323	$66,333	$117

appendix 3 - capital costs assumptions

Capital Budget Summary Cost				
	2015/16	**2016/17**	**2017/18**	**2018/19**
Interest Rate	4.00%	4.50%	5.25%	6.00%
Mortgage Term	35 Years	35 Years	35 Years	35 Years
Unit Cost	$156,962	$160,101	$163,303	$166,569

Capital Cost Assumptions	
Build Cost/Sqft	$277
Land Cost/Sqft	$40
Soft Costs	34%
Hard Costs	66%

Unit Size Assumptions	
Average Floor Area	567

appendix 4 - support services costs by housing typology

Support Service Budget (Capital)								
	2015/16		**2016/17**		**2017/18**		**2018/19**	
	Clients	**Cost**	**Clients**	**Cost**	**Clients**	**Cost**	**Clients**	**Cost**
High Need +	48	$3,504,000	0	$0	0	$0	0	$0
Senior (55 +)	0	$0	59	$1,100,763	0	$0	0	$0
High Need	0	$0	0	$0	15	$279,855	15	$279,855
Moderate Need	0	$0	0	$0	24	$253,776	24	$253,776
Annual Total	48	$3,504,000	59	$1,100,763	39	$533,631	39	$533,631

Cumulative Support Cost	$3,504,000	$4,604,763	$5,138,394	$5,672,025

Support Service Budget (Distributed)								
	2015/16		**2016/17**		**2017/18**		**2018/19**	
	Clients	**Cost**	**Clients**	**Cost**	**Clients**	**Cost**	**Clients**	**Cost**
High Need +	0	$0	0	$0	0	$0	0	$0
Senior (55 +)	0	$0	0	$0	0	$0	0	$0
High Need	0	$0	0	$0	11	$205,227	26	$485,082
Moderate Need	0	$0	0	$0	26	$274,924	45	$475,830
Annual Total	0	$0	0	$0	37	$480,151	71	$960,912

Cumulative Support Cost	$0	$0	$480,151	$1,441,063

September 15, 2015

To: Mayor and City Council
       Victoria, BC.

From: The Committee to End Homelessness Victoria

Re: Support for Greater Victoria's Regional Housing First Strategy

On behalf of the Committee to End Homelessness Victoria, I would like to congratulate you for this bold initiative. We whole-heartedly support the proposal to borrow $50 million to build 367 units of housing with supports, and will work with you as best we can to make this proposal a reality.

For only $11.18 per household over the next few years, we could at last move ahead.

Our unhoused members frequently tell us they need homes, not tents, because having a front door with a key is the first step to independence and stability.

Everybody has a right to housing and this is Greater Victoria's opportunity.

Let's do it!

Alison Acker
Committee to End Homelessness Victoria

TAPS
TOGETHER AGAINST
POVERTY SOCIETY

302 – 895 Fort Street, Lekwungen Territories, Victoria, BC, Canada   V8W 1H7
Tel: (250) 361-3521 Fax: (250) 361-3541 Web: www.tapsbc.ca

16 September 2015

City Hall
1 Centennial Square
V8W 1P6
[via email]

ATTN: Mayor and Council

To: Members of the Governance and Priorities Committee

RE: Council Member Motion – Regional Housing First Strategy

I write to express the unequivocal support of Together Against Poverty Society (TAPS) for this motion. Victoria's low-income and most vulnerable community members are dying on our streets due to the lack of affordable, supportive housing and action must be taken. Although a lot of good work has been done in our region to address our homelessness crisis, we are still facing a significant shortage of affordable, supportive housing. It is only through a bold approach such as the one outlined in this motion that we will truly be able to end the crisis occurring on our streets.

We are particularly impressed with the emphasis on supportive housing, as it is only with adequate supports that some of Victoria's most vulnerable citizens, those with mental health and addictions issues, will be successful in their housing.

Given that the federal government has virtually withdrawn from the affordable housing portfolio and the provincial government has refused to increase shelter amounts for income assistance recipients that reflect the true cost of housing, it is left to our municipal representatives to take action.

We commend Mayor Helps and Councillors Loveday and Isitt for showing leadership on this issue and presenting a bold, practical plan to the citizens of Victoria.

Sincerely,

Kelly Newhook,
Executive Director, TAPS

![City of Victoria logo]

Council Member Motion
For the Governance and Priorities Committee Meeting of September 17, 2015

To:	Governance and Priorities Committee	**Date:**	September 17, 2015
From:	Councillor Alto and Mayor Helps		
Subject:	Victoria Micro Housing Society Interim Funding		

Background:

Victoria Micro Housing Society (VMHS), a registered BC Society, requests interim funding from the City to help move 'Solidarity Village', a pilot micro housing initiative, closer to reality.

VMHS understands that City Council set aside funds that would become available to a registered society once that society had reached a threshold of active preparation indicating sufficient capacity for the pilot to proceed to the design/build stage. That threshold has been achieved.

Registered society status has been completed. Volunteers have established a full Board, with members as required by the Societies Act. The Board has opened a bank account, and met necessary regulatory requirements and designated signing authorities. A companion advisory steering committee has created draft principles to guide the operation of the village, subject to input from future residents. Partnerships have been established with professionals, social service agents, students and faculty at Victoria High School, housing advocates, future residents, builders, and others. Steering committee and Board members have begun outreach to neighbourhoods, funders and others in positions to help facilitate success.

All efforts to date have been funded through donations from community members and, once VMHS was formally established, board members, and have relied entirely on volunteer contributions and labour. Funding is now needed to proceed with the next phases of the pilot project.

VMHS is planning for an opening date of September 2016 for the first pilot micro housing village.

At this time, VMHS seeks $25,000 to complete the following 'next step' actions:

1. Develop design/build proposal with architectural drawings

2. Implement ongoing and regular outreach and social inclusion with potential future residents, including a 'resident interest' inventory

3. Implement public engagement and consultation on the design/build concept, including engagement with Community and Neighbourhood Associations, Community Association Land Use Committees and processes – before a site is selected – so neighbours are involved in the conversation at an early and ongoing stage

4. Outreach with social services to introduce the concept to agencies, to plan and build future relationships with the village and villagers

5. Develop intake protocols and a self-management Memorandum of Understanding MOU between residents, VMHS, and other partners

Motion - Victoria Micro Housing Society Interim Funding --Co...

Council Member Motion
VMHS Interim Funding

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Victoria Strategic Plan relevance

Objective 6: Make Victoria More Affordable
Work with developers, BC Housing, and private sector landlords. Think and act outside the box. Be willing to pilot new ideas.

Objective 7: Facilitate Social Inclusion and Community Wellness
Continue to keep subsidized housing units a focus and work with partners to create/identify new opportunities.

Further, Mayor and Council recently approved an action plan addressing the needs of people without housing, and reducing impacts arising from sheltering activities in City parks, entitled *Supports and City Services for Sheltering in Parks*.

This action plan proposes that the City facilitate alternative temporary housing options, as it will take several years to build an adequate supply of permanent housing. While micro housing is not being considered for any public park, one of the alternative temporary housing options identified in the action plan is a pilot project micro-housing village. In a subsequent update to the report, the Victoria Micro Housing Society was identified as a responsible agency.

Motion:

Victoria Micro Housing Society be allocated interim funding of $25,000 to execute the actions noted above, such funding to be drawn from the 'additional operating funding of up to $350,000 from 2015 contingencies' already allocated to 'support specific Action Plan* initiatives, subject to final approval by the City Manager'.

Prior to receiving said funds, Victoria Micro Housing Society will provide to the Director of Finance a detailed budget identifying proposed expenditures.

Prior to March 31, 2016, and prior to any further funds being disbursed to Victoria Micro Housing Society, Victoria Micro Housing Society will provide a report to the Director of Finance outlining the details of expenditures from this allocation.

* This references the May 27, 2015 report "Action Plan for Housing, Supports and City Services for Homeless People Sheltering in City Parks".

Respectfully submitted,

Councillor Marianne Alto   Mayor Lisa Helps

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Council Member Motion
For the Governance and Priorities Committee Meeting of September 17, 2015

Date: September 14, 2015

From: Councillor Charlayne Thornton-Joe and Councillor Ben Isitt

Subject: Advocacy to End Trophy Hunting

Background:

The killing of Cecil the Lion in Zimbabwe on July 1, 2015 has provoked international concern over trophy hunting and the illegal killing and trade of animals for sport.

Organizations including the BC Society for the Prevention of Cruelty to Animals have expressed opposition to the hunting of animals for trophy or sport, and suggested that when hunting is practiced for subsistence purposes, it must be carried out in a humane, responsible and sustainable manner, by trained hunters adhering to applicable laws and regulations.

Many residents of the City of Victoria share the view that hunting for trophy or sport is inappropriate, and they believe local government should advocate to other levels of government on matters of public concern. We therefore propose that the City of Victoria place itself on record calling for action by the Government of British Columbia and Government of Canada within their respective areas of jurisdiction to prohibit trophy hunting and the killing and trade of animals for sport.

Motion:

BE IT RESOLVED THAT Council request that the Mayor write to the Premier of British Columbia and the Minister of Forests, Lands and Natural Resource Operations requesting that the Government of British Columbia introduce legislation in the next legislative session to prohibit trophy hunting;

AND BE IT FURTHER RESOLVED THAT COUNCIL request that the Mayor write to the Prime Minister of Canada and the Minister of International Trade requesting that the Federal Government introduce legislation in the next parliamentary session to prohibit the transport into or out of Canada of parts of animals killed for the purpose of trophy hunting.

Respectfully submitted,

Councillor Charlayne Thornton-Joe   Councillor Ben Isitt

Attachments:
BC Society for the Prevention of Cruelty to Animals Hunting Position Statement

BCSPCA

BRITISH COLUMBIA
SOCIETY FOR THE PREVENTION OF CRUELTY TO ANIMALS

HUNTING POSITION STATEMENT

The BC SPCA is opposed to the hunting of any animal for trophy or sport, including canned hunts, whether or not any of the meat is consumed.

Where hunting is practised for subsistence purposes, it must be carried out in a humane, responsible and sustainable manner by qualified and experienced hunters, abiding by applicable laws and regulations.

Hunters should make every effort to minimize the infliction of pain or suffering by using techniques that cause instant death. Bow hunting is not condoned by the BC SPCA as it does not meet these criteria. The BC SPCA is also opposed to the hunting of all animals using dogs or other animals (e.g. falconry), due to the stress it imposes on the hunted animal and the risk of injury to the animals involved.

DEFINITIONS

Canned hunt: A practice that involves the hunting of a contained animal, thereby preventing fair chase (e.g. fencing), or animals that have been bred, raised in captivity and released specifically to be hunted.

Subsistence hunting: The intent of hunting only for personal consumption (not commercial gain) to meet the basic food and clothing needs of the hunter or their family without animal parts being used for aesthetic purposes.

Approved by the Board of Directors – February 7, 2009

PACIFICWILD

Pacific Wild Alliance
P.O. Box 26
Denny Island, BC
V0T 1B0

Dear Mayor and Council,

Pacific Wild is a non-profit located in the heart of the Great Bear Rainforest on Denny Island. We are committed to defending wildlife and their habitat on Canada's Pacific coast by developing and implementing conservation solutions in collaboration with First Nations communities, scientists, other organizations and individuals.

There are few experiences more awe-inspiring than the sight of a grizzly bear in its natural environment. The opportunity to see bears in the wild draws thousands of international tourists to Canada each year. Yet despite evidence that bear populations are shrinking, the government of B.C. continues to allow this iconic animal to be recklessly hunted and killed for sport.

As per the enclosed documents, Coastal First Nations and B.C. residents have made their opinions clear – they would rather see bear populations thrive, and have people shoot them with cameras rather than guns. The case against trophy hunting is strong and the movement is growing – we encourage you to join the effort by supporting the motion before you today.

Sincerely,

Ian McAllister
Director
Pacific Wild

250-957-2480
info@pacificwild.org
pacificwild.org

Insights West

British Columbians Denounce Trophy Hunting, Furring
November 26th, 2013

More than two thirds of residents have no problem with hunting animals for meat.
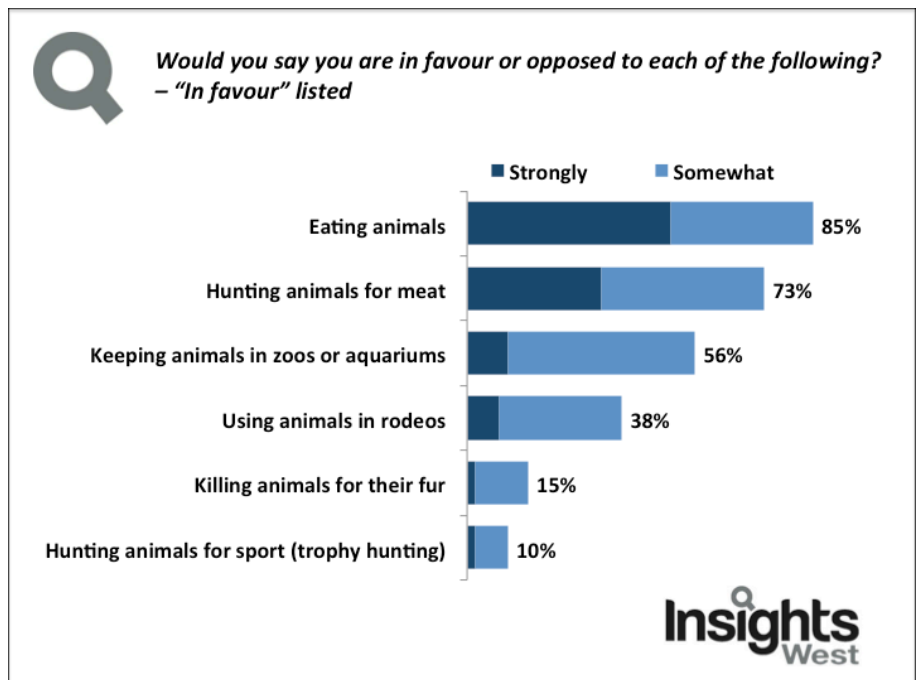
Vancouver, BC – British Columbians draw a very clear line when they look at their relationship with animals, a new Insights West poll has found.

The online survey of a representative provincial sample shows that support for trophy hunting and furring is exceptionally low, while large majorities of residents endorse eating animals and hunting for meat.

The topic of trophy hunting gained prominence earlier this fall, when NHL player Clayton Stoner shot a grizzly bear while hunting with a license issued by the provincial government as part of an annual lottery.

Across British Columbia, only one-in-ten residents (10%) are in favour of hunting animals for sport, while 88% are opposed to the practice. Killing animals for their fur is endorsed by just 15% of British Columbians, and rejected by 81%.

"It is abundantly clear that few British Columbians are in favour of trophy hunting and furring," said Mario Canseco, Vice President, Public Affairs at Insights West. "At least four-in-five residents voice opposition to both of these practices."

Would you say you are in favour or opposed to each of the following? – "In favour" listed

	Strongly	Somewhat	
Eating animals			85%
Hunting animals for meat			73%
Keeping animals in zoos or aquariums			56%
Using animals in rodeos			38%
Killing animals for their fur			15%
Hunting animals for sport (trophy hunting)			10%

Most British Columbians (56%) are in favour of keeping animals in zoos or aquariums, but only 38% support using animals in rodeos. Large majorities of residents are in favour of eating animals (85%) and hunting animals for meat (73%).
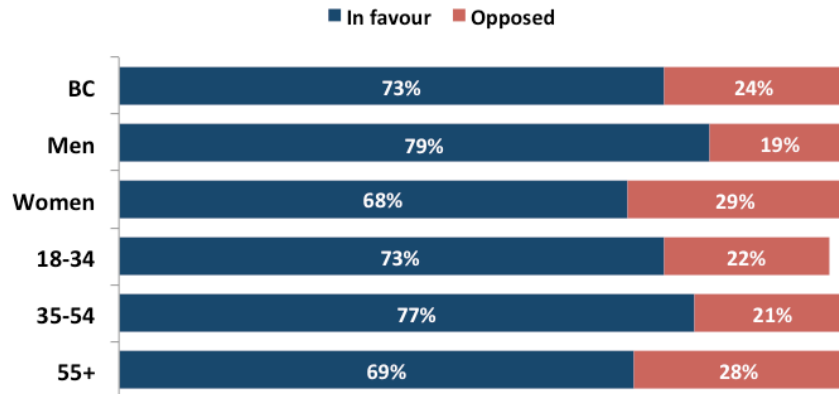
See next page for additional tables.

Insights West

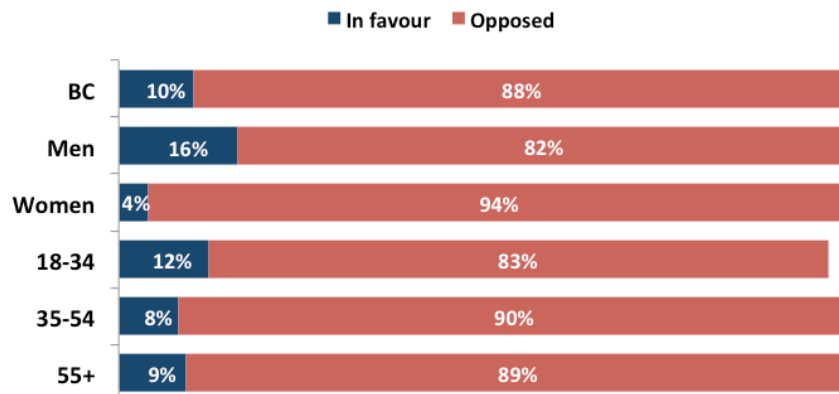**Would you say you are in favour or opposed to each of the following?
– "Hunting animals for meat."**

■ In favour ■ Opposed

BC	73%	24%
Men	79%	19%
Women	68%	29%
18-34	73%	22%
35-54	77%	21%
55+	69%	28%

Insights West

**Would you say you are in favour or opposed to each of the following?
– "Hunting animals for sport (trophy hunting)."**

■ In favour ■ Opposed

BC	10%	88%
Men	16%	82%
Women	4%	94%
18-34	12%	83%
35-54	8%	90%
55+	9%	89%

Insights West

Available online at:
http://www.insightswest.com/news/british-columbians-denounce-trophy-hunting-furring/

Late Item : Motion - Advocacy to End Trophy Hunting --Counci...

About Insights West

Insights West is a progressive, Western-based, full-service marketing research company. It exists to serve the market with insights-driven research solutions and interpretive analysis through leading-edge tools, normative databases, and senior-level expertise across a broad range of public and private sector organizations. Insights West is based in Vancouver and Calgary and has ten full-time and five part-time employees.

About this Release

Results are based on an online study conducted from September 26 to October 2, 2013, among 704 British Columbians who are aged 18+ and are Your Insights panel members. YourInsights.ca is Insights West's in-house access panel offering on-demand samples for both clients and research suppliers looking for Western Canadian populations. The data has been statistically weighted according to Canadian census figures for age and gender. While statistical margins of error are arguably not applicable to online panels/online studies of this nature, we have assumed that the same margins of error apply as if it were a true unweighted random probability sample with a margin of error of +/- 3.7 percentage points, nineteen times out of twenty. To view the detailed data tabulations, click here.

For further information, please contact:

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Available online at:
http://www.insightswest.com/news/british-columbians-denounce-trophy-hunting-furring/

Coastal First Nations declare ban on trophy hunting in Central and North Coast

Klemtu, BC, September 12, 2012 – First Nations on BC's North and Central Coast have declared a ban on the trophy bear hunt in their traditional territories. "We will protect bears from cruel and unsustainable trophy hunts by any and all means," said Kitasoo/Xaixais First Nation Chief Doug Neasloss.

The trophy bear hunt is an issue that has been brewing in First Nations communities for several years, said Neasloss. "Despite years of effort by the Coastal First Nations to find a resolution to this issue with the Province this senseless and brutal trophy hunt continues."

It's not unreasonable to expect that in the Great Bear Rainforest all bears would flourish, he said. "Unfortunately, trophy hunting continues to be permitted in the majority of Great Bear Rainforest, including its protected areas and conservancies."

Jessie Housty, a councillor with the Heiltsuk Nation, said bears are often gunned down by trophy hunters near shorelines as they forage for food. "It's not a part of our culture to kill an animal for sport and hang them on a wall. When we go hunting it's for sustenance purposes not trophy hunting."

Only a total ban on trophy hunting will ensure that bear populations can support the tourism opportunities that add valuable income to our communities, said Housty. "Trophy hunting is a threat to the lucrative ecotourism industry that we are creating. Tourists often come back year after year to watch the same bears and their young grow."

Because the Province is negligent in their responsibility to monitor the trophy hunt the Coastal First Nations will now assume responsibility for bear management on the Coast, Neasloss said. "We will now assume the authority to monitor and enforce a closure of this senseless trophy hunt."

The Coastal First Nations are an alliance of First Nations that includes the Wuikinuxv Nation, Heiltsuk, Kitasoo/Xaixais, Nuxalk, Gitga'at, Haisla, Metlakatla, Old Massett, Skidegate, and Council of the Haida Nation working together to create a sustainable economy on British Columbia's North and Central Coast and Haida Gwaii.

For more information contact:

Chief Doug Neasloss, (604) 354-5989   Jessie Housty, (250) 957-8175
                                             Councillor, Heiltsuk Nation

BCSPCA
SPEAKING FOR ANIMALS

PROVINCIAL OFFICE

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Charitable Registration # BN 11881 9036 RR0001

September 16, 2015

City of Victoria
1 Centennial Square
Victoria, BC
V8W 1P6

Dear Mayor and Council,

The BC SPCA supports the Council Member Motion to advocate for an end to trophy hunting in British Columbia, specifically the grizzly bear hunt. The majority of British Columbians have also called for an end to this practice, concerned that is not only unsustainable and inhumane, but does not reflect the current values of our society. Despite claims that the hunting industry is essential to the provincial economy, established studies have proven that benefits from wildlife tourism far outweigh trophy hunting.

The BC SPCA is not opposed to traditional sustenance hunting as outlined in our position statement. However, the BC SPCA supports and works with wildlife conservationists, biologists, environmental groups, First Nations, and animal welfare organizations to share the message to the Province that trophy hunting is not compassionate conservation. The voice of local government is equally important and we appreciate your consideration of advocating for this issue.

Sincere regards,

Dr. Sara Dubois
BC SPCA Chief Scientific Officer
sdubois@spca.bc.ca
604-647-6403