



**AMENDED AGENDA  
GOVERNANCE & PRIORITIES COMMITTEE  
MEETING OF JUNE 18, 2015  
(8:00 A.M. CLOSED MEETING)**

**PUBLIC MEETING AT 9:00 A.M.  
COUNCIL CHAMBERS  
CITY HALL, 1 CENTENNIAL SQUARE**

Page

**CALL TO ORDER**

**MOTION TO CLOSE THE JUNE 18, 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)(c) Labour Relations or employee relations.

**CLOSED MEETING**

1. Personnel  
--J. Jenkyns, Deputy City Manager

**PUBLIC MEETING**

**APPROVAL OF THE AGENDA**

**CONSENT AGENDA**

**ADOPTION OF MINUTES**

2. Minutes from the Special Meeting held April 9, 2015
- 2A. Late Item:  
Minutes from the Regular Meeting held June 4, 2015

**DECISION REQUESTS**

- |    |  |         |
|----|--|---------|
| 3. | <p>Proposed Next Steps Regarding a Potential James Bay Neighbourhood Library Branch<br/> <i>--S. Thompson, Director of Finance</i></p> <p>A report outlining proposed next steps for a potential James Bay Neighbourhood Library Branch.</p>   | 5 - 17  |
| 4. | <p>Lessons Learned from the 2015 Financial Plan Process &amp; Proposed 2016 Financial Plan Process<br/> <i>--S. Thompson, Director of Finance</i></p> <p>A report outlining lessons learned in developing and implementing the new financial planning process for 2015 and seeking direction on the 2016 financial planning process.</p> | 19 - 39 |
| 5. | <p>Construction and Sales Trailers on City Streets - Policy<br/> <i>--B. Dellebuur, Acting Assistant Director of Transportation &amp; Parking Services</i></p> <p>A report providing information on the City's policy for permitting construction trailers in the City's right-of-way.</p>   | 41 - 42 |

## NEW BUSINESS

- |    |  |         |
|----|--|---------|
| 6. | <p>Motion - Walk on Week - October 5 - 11, 2015<br/> <i>--Mayor Helps, Councillors Isitt &amp; Loveday</i></p> <p>A motion proposing that Council provide in-kind support for the Walk on Week (WOW) on Monday, October 5.</p> | 43 - 44 |
|----|--|---------|

## MOTION TO CLOSE THE JUNE 18, 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)(i) The receipt of advice that is subject to solicitor-client privilege including communications necessary for that purpose.
- Section 12(3)(k) Negotiations and related discussions respecting the proposed provision of a City service that are at their preliminary stages and that, in the view of the Council, could reasonably be expected to harm the interests of the municipality if they were held in public

## CLOSED MEETING

## CONSENT AGENDA - CLOSED MEETING

## ADOPTION OF THE CLOSED MINUTES

- |    |   |
|----|---|
| 7. | Minutes from the Regular Closed Meeting held May 21, 2015 |
|----|---|

## DECISION REQUESTS

8. Land / Easement Under Bay Street  
*--R. Woodland, Director of Legislative & Regulatory Services*
9. Proposed Municipal Service / Municipal Mutual Aid  
*--P. Bruce, Fire Chief*
10. **Late Item:**  
Legal Advice  
*--Mayor Helps and Councillor Madoff*

## CONSIDERATION TO RISE & REPORT

## ADJOURNMENT





## Governance and Priorities Committee Report

### For the Meeting of June 18, 2015

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**To:** Governance and Priorities Committee **Date:** June 5, 2015  
**From:** Susanne Thompson, Director, Finance  
**Subject:** Proposed Next Steps Regarding a Potential James Bay Neighbourhood Library Branch

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#### Executive Summary

The purpose of this report is to outline proposed next steps regarding a potential James Bay Neighbourhood Library Branch.

During the 2015 financial planning process, the Greater Victoria Public Library Board (GVPL) requested capital funds for a James Bay neighbourhood branch in the City Park development (Appendix A). The Board provided a range of size options for the space to be constructed.

As part of a Master Development Agreement (MDA) between the City and the developer for Capital Park, the City has the option to lease space for the purpose of a library. The space size range is between 3750 and 7500 square feet. The developer made an offer to lease space to the City on April 27, 2015 in accordance with the MDA and the City has 12 months to respond to that offer.

Council directed staff to facilitate dialogue between the developer's design team, the GVPL and the City to further discuss the design and size opportunities of the proposed space. Staff met with the developer and GVPL staff and clarified likely construction timelines to determine when changes to the space could be made without incurring additional construction costs. Ideally the size of the space required and exterior building adjustments (for example placement of doors) should be determined by the end of 2015, with any interior requirements (such as an elevator to a mezzanine) by early 2016.

The GVPL Board is initiating a strategic planning process which will include gathering community input from across its service area in September of this year. It is expected that community input from the James Bay residents will assist with library planning for a neighbourhood branch and a desired size option.

Council has included both a James Bay neighbourhood branch and a new Central Library branch in the City's Strategic Plan, but has yet to allocate funding to either in the Financial Plan. It is recommended that Council request that GVPL Board outlines its preferred option for a neighbourhood branch in James Bay upon completion of its strategic planning process to inform the City's 2016 - 2020 Financial Plan.

This report has been reviewed with GVPL staff and the recommendations align with their process, which will provide information for Council's consideration.

**Recommendations:**

That Council:

1. Request that the Greater Victoria Public Library Board notify the City, after completion of its strategic planning process in September 2015, with the preferred option for a James Bay Neighbourhood Library Branch.
2. Direct staff to incorporate the Greater Victoria Public Library Board's preferred option for a James Bay Neighbourhood Library branch into the 2016 financial planning process and associated public consultation.

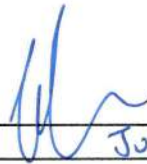
Respectfully submitted,



Susanne Thompson  
Director, Finance

**Report accepted and recommended by the City Manager:**

**Date:**

  
June 10, 2015

Attachments:

Appendix A – Greater Victoria Public Library Board Capital Budget Request - James Bay Neighbourhood Library Branch

Appendix B – Greater Victoria Public Library Policy 5.12 – Branch Development



## Purpose

The purpose of this report is to outline proposed next steps regarding a potential James Bay Neighbourhood Library Branch.

## Background

The City of Victoria is part of the Greater Victoria Public Library system that operates under the *British Columbia Library Act*. A library operating agreement exists between the ten municipal members and the Greater Victoria Public Library Board. The Greater Victoria Public Library's annual operating budget is shared among the ten municipalities and is based on converted property value assessment and population. Each municipality is responsible for maintaining the building structure, building systems and grounds of the library facilities within their boundaries.

As part of a Master Development Agreement (MDA) between the City and Jawl Development Corporation, the developer for Capital Park, the City has the option to lease space for the purpose of a library. The space size option is between 3,750 and 7,500 square feet. The developer made an offer on April 27, 2015 in accordance with the MDA and the City has 12 months to respond to that offer.

On May 14, 2015, Council directed staff to facilitate a dialogue between the developer's design team, the Greater Victoria Public Library and the City to further discuss the design opportunities afforded by the option premises in view of the contemplated use; and that a senior staff person be identified to lead the process. The City has started that process.

The Greater Victoria Public Library's 2010 Facilities Plan identified James Bay as an area of the City of Victoria that was underserved. In the capital budget request from the Board, three branch service options were outlined: small-scale neighbourhood branch (3,000 square feet), neighbourhood branch (5,000 square feet) and neighbourhood commons (7,000 square feet).

## Issues & Analysis

### Practices for Implementation of New Library Branches

Increasing service levels and space for a library is a new process for the City of Victoria. Staff have reached out to the Okanagan and Fraser Valley Regional Libraries to obtain an understanding of how the process works in their organizations and what is considered common practice. Within the regional library framework, the regional library would typically develop the specifications for the type and size of library and only if needed, discussions between the municipality and the library would take place to finalize details.

The Greater Victoria Public Library system is unique as the municipality owns or leases the buildings for the branches and is responsible for the maintenance of the buildings. In the regional library framework, the regional library owns or leases the library buildings.

The City is committed to working collaboratively with the Greater Victoria Public Library to determine the type and size of library branch for James Bay based on standard industry guidelines and GVPL's expertise on this subject. The GVPL is guided by their Branch Development Policy (Appendix B).

### Master Development Agreement

In accordance with the Master Development Agreement, the City has until May 14, 2016 to accept the offer from Jawl Development Corporation to lease a minimum of 3,750 square feet to 7,500 square feet of floor area on the main level of the building, with an option to construct an additional 1,184 square feet of floor area on a mezzanine level. Should the City not accept the initial offer, the City will have an on-going right of first offer to lease at a minimum 3,750 square feet of floor space for the Greater Victoria Public Library's use whenever the space becomes



available. The City can also request the space, however, the developer then has to give a 15-year notice period to any current tenant.

#### Size and Budget Impact

The City has started dialogue with Jawl Development Corporation and the Greater Victoria Public Library staff to examine service levels and design options in order to develop recommendations for Council's consideration regarding the space in Capital Park.

The Greater Victoria Public Library's 2010 Facilities Plan has highlighted that James Bay is an area to locate a new neighbourhood branch to meet service demand. The library has identified three options for the James Bay neighbourhood library (Appendix A), with a size range of 3,000 – 7,500 square feet. The following table outlines the range of budget impact to the City:

Type of Cost	Range of Cost
Capital Cost - one-time	\$850,000 - \$1,600,000
Lease costs - ongoing	\$120,000 - \$300,000
Operating costs - ongoing	Approximately \$110,000

The City would be responsible for all capital tenant improvement costs associated with a new branch as well as ongoing lease payments. The operating costs would be shared among all member municipalities based on the operating agreement formula; the City's share is approximately 30%.

#### Timing

While the City has 12 months to respond to the offer from the developer, it is in the City's best financial interest to make decisions on the size and design that coincide with the developer's construction timelines to lessen the cost of potential building changes to facilitate the library operation. The developer has communicated to the City that construction is scheduled to begin in August 2015 with a completion date of August 2017. Ideally the size of the space required and exterior building adjustments (for example placement of doors) should be determined by the end of 2015, with any interior requirements (such as an elevator to a mezzanine) by early 2016.

A timely decision would also enable the James Bay neighbourhood branch proposal to be part of the 2016 financial planning process and associated public consultation.

#### **Options & Impacts**

There are a number of options for Council's consideration.

##### **Option 1:**

Council requests that the Greater Victoria Public Library Board notifies the City, after completion of its strategic planning process in September 2015, with the preferred option for the James Bay Neighbourhood Library Branch. The City incorporates this options into the 2016 financial planning process and associated public consultation (recommended).

Pros: The City would seek feedback on an additional branch that would meet the needs of the users as identified by the GVPL.

Cons: City funding may not be sufficient to cover the preferred option. If the GVPL Board's strategic plan is not finalized as planned, this information may come later than desired to coincide with the developer's construction timeline.

Conclusion: This option is recommended because it takes a collaborative approach, working with the GVPL and the community to inform Council's decision.



**Option 2:**

Council decides on the size for a James Bay Neighbourhood Branch before the GVPL Board's strategic plan is complete.

Pros: The City can make a timely decision to meet the deadlines to align with the developer's and financial plan process timelines.

Cons: The decision may not align with the preferred option from the GVPL Board's standpoint.

**Option 3:**

The City proceeds with the Greater Victoria's Public Library 2010 Facilities Plan recommendation to add a small-scale James Bay Neighbourhood Branch of 3,000 square feet.

Pros: The City can make a timely decision to implement the neighbourhood branch based on a published plan

Cons: This recommendation is from a report from 2010 which may not reflect the current needs. Smaller than minimum size under the Master Development agreement.

**Option 4:**

The City declines the offer from the developer to lease space for a James Bay Neighbourhood Branch at this time.

Pros: Provides the City with more time to determine library requirements, including the main branch, and financial capacity available.

Cons: The need for additional library service for James Bay will not be addressed at this time.

**Recommendations**

That Council:

1. Request that the Greater Victoria Public Library Board notify the City, after completion of its strategic planning process in September 2015, with the preferred option for a James Bay Neighbourhood Library Branch.
2. Direct staff to incorporate the Greater Victoria Public Library Board's preferred option for a James Bay Neighbourhood Library branch into the 2016 financial planning process and associated public consultation.



December 18, 2014

Mayor Lisa Helps & Council  
City of Victoria  
#1 Centennial Square  
Victoria, BC V8W 1P6

**Subject: Greater Victoria Public Library Board Capital Budget Request – Project # GVPL-01  
James Bay Neighbourhood Branch**

Dear Mayor Helps and Council,

On behalf of the Greater Victoria Public Library Board, I am very pleased to submit this Capital Budget request.

The Library Board's Facilities Plan, *Making Space for the Future* (2010) and its *November 2013 Update* identify library facility needs over the 2010 – 2025 period. The plan identifies the need for neighbourhood branches in the City of Victoria, as well as revitalization of the Central branch. Following the provisions in the *1994 Victoria Accord Legislative Precinct Plan*, an opportunity now exists to establish a neighbourhood library branch in the Capital Park development in 2017 and address the long-standing need for a library facility in James Bay.

We have completed the attached project documents, as directed by City staff, so that our request will be considered as part of the next capital budget review process, scheduled for January, 2015.

Thank you for your consideration – we look forward to your response and would be happy to provide any additional information that you may require for your deliberations on this capital request or the needs identified in the Facilities Plan.

Sincerely,

A handwritten signature in black ink, appearing to read 'Maureen Sawa'.

Maureen Sawa  
Chief Executive Officer

Enclosures

Copies: Ms. S. Thompson, Director of Finance, City of Victoria  
Mr. Greg Bunyan, GVPL Board Chair  
Ms. D. Phillips, Director, Finance, GVPL

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## Project Summary – Capital Budget

**Greater Victoria Public Library Board Capital Budget: James Bay Neighbourhood Branch**

**Project Number:** GVPL-01

**Budget Year:** 2017

**Submitted by:** Maureen Sawa, CEO, Greater Victoria Public Library

**Strategic Plan Link:** Our Community: Enhance community well-being  
Our Economy: City is a vibrant centre for government, business, arts & culture

### What (Description):

The Greater Victoria Public Library Board requests capital funds to establish a James Bay Neighbourhood Branch in the Capital Park development, following the provisions in the *1994 Victoria Accord Legislative Precinct Plan*. A neighbourhood branch of 3,000, 5,000, or up to 7,500 sf will be determined based on the model of library service provided, as well as shared use partnership and other co-location opportunities.

### Deliverables/ Metrics:

Service Delivered	Metric
Full neighbourhood library service to the James Bay community	Increase in the number of James Bay residents with a GVPL library card
Enhancing James Bay community well-being , social capital and life-long learning	Increase in the number of James Bay children, teens, adults and families using the library
Creation of a vibrant centre for arts and culture, that stimulates economic development	Increase in the number of programs, partnerships and outreach events in the City of Victoria

### Why:

The Library Board's Facilities Plan, *Making Space for the Future* (2010) and its *November 2013 Update* identify library facility needs over the 2010 – 2025 period. The plan identifies the need for neighbourhood branches in the City of Victoria, in James Bay and in the Hillside area.

This request for a neighbourhood branch in James Bay fulfills a long-standing commitment to provide library service to James Bay residents. Over the past 20 years, library service to James Bay has taken many forms: storefront, bookmobile and small deposit collection at the James Bay Community Project.

As a result of the sale of the property known as South Block, the opportunity to provide a library branch for James Bay has occurred. The Capital Park development is subject to the provisions in the *Victoria Accord* which includes public amenities and up to **700 m<sup>2</sup> (7,535 sf) for a library branch**.

The James Bay Neighbourhood Association has indicated its members would like to have a library branch in their community. As well, the James Bay Community Project would like to continue to partner with the library in some capacity.

### How:

The Library Operating Agreement (LOA) governs the provision of library service for the Greater Victoria Public Library. All member municipalities have agreed to the conditions as set out in the agreement.

Under the (LOA), the City of Victoria approves the capital funds for "start-up" of the branch as outlined in Section 8: Branches



8.1 Each municipality will either alone or jointly with one or more of the other Municipalities provide.... c) Start up: Provide a well-appointed library building that meets all standards and building codes with adequate parking and shuttle/ delivery truck access and furnish and equip the premises with an initial inventory: telecommunication system, computer and other electronic equipment including self-check equipment, millwork or display units, shelving, tables and chairs, floor and window coverings, signage, library collection, book-return systems including chutes and bins, bicycle racks, outdoor benches, and security alarm and monitoring systems including gates, all of which are to a standard or to specifications acceptable to the Board.

In addition, Section 8.1 b) states "two years' notice must be provided to all Municipalities regarding the impact of a new branch on all the partners." Provision for a new branch must be included in the Library Five-Year Financial Plan unless otherwise authorized by a resolution of the Councils of each municipality

The provisional Five-Year Financial Plan submitted in October, 2013 did not include the operating costs of a James Bay Branch. The final Five-Year Financial Plan to be submitted in February, 2015 will include cost estimates.

**Who:**

The James Bay residents will have the most obvious benefit by having a neighbourhood branch close to their homes and businesses. All branches of GVPL share the library collections and library facilities and services are available for all residents and taxpayer of the 10 municipalities in the library system. The branch will offer convenient access for government employees in the neighbouring office buildings.

**Other Linkages:**

The James Bay Neighbourhood Branch Project fulfills the recommendation in the Greater Victoria Public Library Board's 2010-2025 Facilities Plan, *Making Space for the Future*.

In the City of Victoria's Official Community Plan there is a focus on vibrant, walkable villages and town centres and a recognition of the unique neighbourhood character and sense of place of different parts of the city. The OCP cites the importance of "work(ing) closely with community centres, senior centres, community organizations, the public library and residents to seek innovative opportunities to sustain and enhance community-based recreation services." The City also seeks to "improve livability and support lifelong learning opportunities that are culturally appropriate and available for diverse learners."

**Project Forecast:**

Year	Capital Budget
2015	
2016	
2017	\$ 850,000 - \$1,600,000



## Project Summary – Operating Budget

**Greater Victoria Public Library Board Operating Budget: James Bay Neighbourhood Branch**

**Submitted by:** Maureen Sawa, CEO, Greater Victoria Public Library

**Project Stage:** In Development

**Project Status:** For consideration

### What (Description):

The Greater Victoria Public Library Board requests capital funds to establish a James Bay Neighbourhood Branch in the Capital Park development, following the provisions in the *1994 Victoria Accord Legislative Precinct Plan*. A neighbourhood branch of 3,000, 5,000, or up to 7,500 sf will be determined based on the model of library service provided, as well as shared use partnership and other co-location opportunities.

### Deliverables/ Metrics:

Service Delivered	Metric
Full neighbourhood library service to the James Bay community	Increase in the number of James Bay residents with a GVPL library card
Enhancing James Bay community well-being , social capital and life-long learning	Increase in the number of James Bay children, teens, adults and families using the library
Creation of a vibrant centre for arts and culture, that stimulates economic development	Increase in the number of programs, partnerships and outreach events in the City of Victoria

### Why:

The Library Board's Facilities Plan, *Making Space for the Future* (2010) and its *November 2013 Update* identify library facility needs over the 2010 – 2025 period. The plan identifies the need for neighbourhood branches in the City of Victoria, in James Bay and in the Hillside area.

This request for a neighbourhood branch in James Bay fulfills a long-standing commitment to provide library service to James Bay residents. Over the past 20 years, library service to James Bay has taken many forms: storefront, bookmobile and small deposit collection at the James Bay Community Project.

As a result of the sale of the property known as South Block, the opportunity to provide a library branch for James Bay has occurred. The Capital Park development is subject to the provisions in the *Victoria Accord* which includes public amenities and up to **700 m<sup>2</sup> (7,535 sf)** for a library branch.

The James Bay Neighbourhood Association has indicated its members would like to have a library branch in their community. As well, the James Bay Community Project would like to continue to partner with the library in some capacity.

**How:**

Under the terms of the Library Operating Agreement (LOA), the City of Victoria approves the capital funds for start-up of the branch and "provide(s) premises for each branch or branches in the Municipality free of charge, in accordance with the Library facility plan...." (Section 8.1a).

In addition, the Municipality "keep(s) the premise in good and substantial repair and condition..." (Section 8.1 d). Lease costs are funded from the City of Victoria operating budget.

Library operating costs for a neighbourhood branch in James Bay would be part of the Greater Victoria Public Library Board's annual operating and Five-Year Financial Plan which is subject to approval by all member municipalities.

In 2014, 28.61% of the annual GVPL operating budget was funded by the City of Victoria.

**Who:**

The James Bay residents will have the most obvious benefit by having a neighbourhood branch close to their homes and businesses. All branches of GVPL share the library collections, and library facilities and services are available for all residents and taxpayer of the 10 municipalities in the library system. The branch will offer convenient access for government employees in the neighbouring office buildings.

**Service Level Change Request:**

Operating costs for a neighbourhood branch are influenced by the size and service model. Estimates are provided for a full service neighbourhood branch of approximately 7,000 sf.

Preliminary estimates for the Five-Year Financial Plan, 2015-2019, include a July 1, 2017 opening, and modest increases per year for the full years of operation in 2018 and 2019.

Budget category	2017 Budget estimate	2018 Budget estimate	2019 Budget estimate
Salaries & Benefits	\$ 137,500	\$ 280,500	\$ 286,110
Library Materials	16,500	33,000	33,000
Supplies & Services	13,325	26,650	26,650
Building Occupancy & Other	16,200	32,720	33,035
<b>Total estimated operating costs</b>	<b>\$ 183,525</b>	<b>\$ 372,870</b>	<b>\$ 378,795</b>

<b>City of Victoria Estimated share (29%) ^</b>	<b>\$ 53,222</b>	<b>\$ 108,132</b>	<b>\$ 109,850</b>
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^ The City of Victoria's portion of GVPL's total operating costs varies, based on population and assessment calculated annually.

The annual impact of this estimated operating cost on the total GVPL budget is estimated to be a 0.58% increase.



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## Policy 5.12

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# Branch Development

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The Greater Victoria Public Library Board's Facilities Plan, *Making Space for the Future*, prepares responsibly for the long-term growth of the system and the improvement of all libraries through a network of district, community and neighbourhood branches. Branch development must advance the library's strategic priorities, respond to changing library user needs, consider the budget impact on municipalities, and allow for time-sensitive, joint-use opportunities that may not exist in the future.

Annually, the Board provides and requests information from its member municipalities regarding branch development to inform the Five Year Financial Plan and GVPL's *Capital Plan*. Two years notice is required for new branch development under the Library Operating Agreement.

### **PRINCIPLES**

#### **1. Branch Needs Assessment**

Need is determined through an analysis of current and projected population in an area, the geography of the region, proximity of other library sites and their capacity to deliver library service. Branch size standards are:

- Neighbourhood branch: 10,000 minimum area population with further growth over five years
- Community branch: 20,000 or more area population
- District branch: 80,000 combine larger geographic area population

#### **2. Facility Standards**

Library floor space standards in square footage are outlined in the Facilities Plan:

- Neighbourhood branch: 3,000 sf minimum – 5,000+ sf
- Community branch: 10,000 sf minimum – 15,000 sf
- District branch: 20,000 sf minimum suburban – 63,000 sf in densified urban core





System and administrative services require a geographically central, accessible location to provide an efficient service delivery standard. Floorspace per capita across the system will meet the median ratio for Canadian urban libraries (0.6 sf) by 2026.

GVPL is administratively organized into three geographic districts:

- Core District (Victoria, Oak Bay, Esquimalt, and View Royal)
- Saanich and Peninsula District (Saanich and Central Saanich)
- West Shore District (Highlands, Colwood, Langford, and Metchosin)

### 3. Business Case

If a branch development or redevelopment project meets the above needs assessment and facility standards principles, library staff will develop a formal business case including the background of the project, the expected business benefits, the options considered (with reasons for rejecting or carrying forward each option), the expected costs and risks of the project, and a gap analysis. Consideration is also given to the consequences of doing nothing, including opportunity costs lost, and risks of inactivity in terms of community goodwill and social capital. From this information, the justification for the project is derived.

### 4. Site Selection Criteria

Assuming the first three principles are met, written criteria are used to guide the decision-making regarding branch location. Site selection evaluation criteria must be considered by the Board, in conjunction with municipal staff, before branches are built or redeveloped. Criteria are graded using a weighted, 10 point system with double weight for the essential site selection criteria that must exist for the site(s) to be considered further:

Criteria 1: Essential (double weighted)

Criteria	Description	Weight
Site Size	Overall site size can accommodate the proposed branch/complex with expansion possibility	2
Visibility/ Prominence	Site conveys community pride of place and value of the public library as a cultural institution	2
Public Accessibility	Site is on transit route(s) and well travelled roadway(s) and is easily walkable or accessible for those with mobility or other impairments	2





## Category 2: Desirable (single weighted)

Criteria	Description	Weight
Adjacency to school, retail or community services	Site near a concentration of other services that are well used by a broad section of the community	1
Public Feedback	Site has positive feedback from public consultation	1
Municipal site	Site is owned by the municipality and meets all the essential criteria	1
Joint-use opportunity	Site allows for joint-use or co-location synergy with a complementary organization	1

**5. Joint-Use Facilities**

The Board, in partnership with the municipalities who own or lease library space, looks for opportunities for co-location with municipal services, recreational, retail, or commercial ventures. Joint-use opportunities with other non-profit agencies or educational institutions that have potential to result in cost-sharing, increased use of public resources, the elimination of duplication, longer opening hours, and a wider use by a broader section of the community are preferred.

**6. Branch Development/Redevelopment**

The Board, in partnership with the municipalities who own or lease library space, responds to changing user needs through expansion, relocation, adjustment, or consolidation of services. The request to open, close or move a branch may originate with the municipality in which the branch resides, or may originate with the Board. Any branch development/redevelopment is approved by the Library Board and considers operation costs and other factors in the decision-making process.

Approved by the Greater Victoria Public Library Board:  
 Reviewed by the Policy & Program Development Committee:  
 Amended by the Greater Victoria Public Library Board:

January 24, 2012  
 December 2, 2011





## Governance and Priorities Committee Report

For the meeting of June 18, 2015

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**To:** Governance and Priorities Committee      **Date:** June 5, 2015  
**From:** Susanne Thompson, Director, Finance  
**Subject:** Lessons Learned from the 2015 Financial Plan Process, and Proposed 2016 Financial Plan Process

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### Executive Summary

The purpose of this report is to outline the lessons learned in developing and implementing the new financial planning process for 2015 and to seek Council direction on the 2016 financial planning process.

The City provides a large number of services covering a broad scope. The new financial planning process involved outlining all services and capital projects in a cohesive and comprehensive document. A number of valuable lessons were learned from this year's process including the timeline, resource requirements, public input, alignment with the strategic plan and metrics.

The timeline was very ambitious, which was both an opportunity and a challenge. It required staff to develop a realistic, although not perfect, process and format for the financial plan. With a view of continuous improvement, the focus was on implementing the process rather than developing it; the goal was to "get things done" and "better is possible".

The implementation required a team-effort and our One-City approach involved over 300 staff from across the organization. This new approach increased collaboration and provided an opportunity for staff to gain greater understanding of the City's services and think about the City's budget in terms of outputs and customer service. However, staff are very close to their work and extensive review and editing of the information were required to make the language more accessible to a taxpayer.

A strength of the process was the public engagement. The focus was on developing a financial plan that would be helpful in explaining what we do in a more meaningful way to the community. The opportunity for meaningful public input starts with good information, and through a survey, a Town Hall and eTown Hall over 2000 people from our community participated.

The most challenging area was developing metrics that could be tracked. The Financial Plan explains what the City does, outlining the deliverables and the benefits of each service and capital project. These metrics outline how much or how often a service is provided, but do not include targets to assess how well we have performed. Also, the plan outlines metrics for each business unit potentially resulting in an overwhelming amount of information.

As a first step to align the Financial Plan with the Strategic Plan, the Strategic Plan was included in the Financial Plan document showing how the two work together; the Strategic Plan sets the overall goals and objectives, and service levels are determined and resources allocated through the Financial



Plan. Further alignment is necessary in order to show how each service and capital project contributes to the achievement of the strategic objectives.

Building upon the foundational information and tools developed this year, the proposed focus for the 2016 financial planning process will be improving the metrics, further aligning the Financial Plan with the Strategic Plan, and changing the timeline with a goal of having a substantially complete Financial Plan before the end of 2015 to enable staff to start implementing Council's direction at the beginning of 2016. Proposed improvements for public input includes implementing a budget simulator, and exploring options and implementing participatory budgeting for a portion of the City's budget.

**Recommendation**

That Council endorse the proposed approach for the 2016 financial planning process as outlined in this report.

Respectfully submitted,

  
Susanne Thompson  
Director, Finance



Report accepted and recommended by the City Manager: \_\_\_\_\_

Date: June 12, 2015

Attachment:

Appendix A – Examples of Metrics from Other Municipalities



### **Purpose**

The purpose of this report is to outline the lessons learned in developing and implementing the new financial planning process for 2015 and to seek Council direction on the 2016 financial planning process.

### **Background**

Section 165 of the *Community Charter* requires that a five year financial plan be approved annually following public consultation as required by section 166. The financial plan must be approved before the tax rate bylaw is approved, and also before May 15 as required by section 197.

Council sets service levels and allocates funding through the financial planning process in alignment with the Strategic Plan. Traditionally, the City of Victoria developed an expense-based budget that focused mostly on the dollars allocated to each department. On March 27, 2014, Council directed staff to bring forward a work plan on a revised financial planning process, including public participation that incorporates the City's Core Values for Public Participation by June 30, 2014.

On June 12, 2014, Council directed staff to develop a work plan, budget and set of principles for a multi-year process for participatory budgeting.

On June 26, 2014 a report outlining the proposed financial plan process was presented to Council for discussion and feedback. This report outlined the objectives of the new process, the format for the financial plan document, resource requirements and a timeline. The approved financial planning process for 2015 introduced a new approach with emphasis on budgeting by priorities, outlining services and capital projects including costs, revenues and benefits of each. The new format enabled the City to better demonstrate the value tax and rate payers receive for their dollars by providing much greater context than in the past. The improved information enabled the City to engage the public in a meaningful way, soliciting feedback on the draft Financial Plan earlier in the process than in past years. The new process is one of continuous improvement and will be enhanced each year.

On October 23, 2014 an update report was brought to Council, including a proposed process for public consultation. A two-phased engagement strategy was approved for 2015 and 2016. The first phase in 2015 focussed on providing the community clear, accessible information and new, innovative tools including an e-Town Hall and a property tax calculator.

On February 10, 2015, the draft 2015-2019 Financial Plan was introduced for Council's review and discussion. Detailed presentations followed and on February 26, 2015, Council gave first reading to the Financial Plan bylaw indicating preliminary approval prior to commencing public consultation. Building upon improved information, public feedback was sought earlier in the process than in years past. A survey, a Town Hall and e-Town Hall resulted in input from over 2000 people. Based on the feedback Council made a number of changes to the Financial Plan before giving final approval on April 30, 2015.

### **Issues & Analysis**

The financial planning process is one of continuous improvement and will continue to be enhanced each year. The following section outlines the lessons learned from this year's process and the proposed process for 2016.

### **Lessons Learned**

The City provides a large number of services covering a broad scope. The new financial planning process involved outlining all services and capital projects in a cohesive and comprehensive document. A number of valuable lessons were learned from this year's process including the timeline, resource requirements, public input, alignment with the strategic plan and metrics.



Timeline

Having a fairly short timeline was both an opportunity and a challenge. The focus was on developing a realistic, although not perfect, process as a good base to build on. The majority of the effort was spent implementing the process rather than developing it with the view to adapt the process as the implementation progressed.

Resource Requirements

The approach to financial planning was completely changed and required a team-effort to implement involving staff from across the organization; it was a large undertaking. Staff researched best practices in other Canadian and American municipalities to learn from their experience and adapt their processes to fit the City. To maximize available staff resources, a multi-year implementation of an adaptable process was undertaken. The multi-year objectives were to first outline the description, deliverables and benefits of each service and capital project with metrics that outlined volume or frequency of work. Then, for the second year, further align the financial plan with the strategic plan and enhance the metrics by adding targets. This approach enabled the City to make significant improvement to both the process and the final document.

Staff Involvement

Staff from across the organization were involved early in the process. From "Great Ideas" sessions to group training sessions to actual hands-on creating information in the City's budget system, our One-City approach involved over 300 staff from across the organization. The new approach to financial planning provided an opportunity for staff to gain a greater understanding of the City's services and think of the City's budget in terms of outputs and customer service. The process was fast-paced and effort was spent ensuring support was provided to staff to implement the changes. This is an ongoing effort and more can be done to bring staff along, so this work will continue.

The internal engagement had additional benefits outside of the financial planning process. Breaking down historical departmental silos, building relationships and fostering a positive culture of support and innovation has resulted in more collaboration and improved customer service.

It also highlighted that staff are very close to their work and at times have difficulty describing it in a meaningful way to those unfamiliar with the work. Extensive review and editing of submissions were required to make the language more accessible to a taxpayer. More work will be done this year to continue to improve, such as providing more training sessions and examples from other municipalities to staff.

Public Engagement

The primary focus was to develop a financial plan that would be useful for the community. The goal was to explain City operations in a meaningful way so that the reader did not require an in-depth knowledge. The opportunity for meaningful public input starts with good information, and through a survey, a Town Hall and eTown Hall over 2000 people from our community participated. Staff believe the 2015 Financial Plan was a good first step and will continue to be improved upon.

The e-Town Hall was labour intensive when implemented the first time. With so many expected to attend the public meeting and having not used this tool before, many staff were present to support the event.

The use of video and creation of new educational materials that were more visual and plain language provided a foundation for citizens to engage. The tools were designed to have a lifespan that enable them to be used in future.



Simple survey tools are needed for these types of community conversations. Having two formats (short and long) was helpful but, if possible, having a shorter survey would encourage greater participation in general. Avoiding jargon is also a challenge to be overcome to ensure citizens can engage meaningfully.

The extensive public engagement occurred at a relatively low cost of \$4,000, excluding staff time.

#### Alignment with Strategic Plan

As a first step, the Financial Plan document includes the Strategic Plan showing how the two work together; the Strategic Plan sets the overall goals and objectives, and service levels are set and funding and resources allocated through the Financial Plan. The proposed focus for 2016 is to show how each service and capital project contributes to the achievement of the strategic objectives.

#### Metrics

The most challenging area was developing metrics. Some areas have metrics that are easy to explain and track such as the number of flower beds maintained or frequency of residential garbage pickup. However other metrics, such as how economic development is contributing to the economic vitality of the community, are more difficult to articulate and track. The first step was to explain what the City does, including the deliverables and the benefits of the services and capital projects with metrics primarily outlining how much or how often the City provides the service. However, the plan does not include targets to measure performance. Also, the plan includes metrics for each business unit, which results in a large volume that can be overwhelming.

#### 2016 Financial Planning Process

The 2016 financial planning process will build on the foundational work completed for 2015. Staff will continue to budget by priorities and will refine the budget numbers to better reflect the deliverables.

The following areas are proposed to be the areas of focus for 2016:

#### Metrics

The current financial plan includes deliverables and metrics that describe how much or how often the City performs a service. Staff have researched a number of municipalities, including Calgary, Edmonton, Redmond and Burlington to garner ideas for improving the metrics. The City of Burlington provides great context to their metrics by in addition to outlining "how much", they also explain "how well" they performed and "is anyone better off as a result". Appendix A includes examples of metrics from these cities.

To focus the effort and provide meaningful metrics that can be tracked, it is also proposed that the metrics be grouped by "service area" rather than for every business unit. The aim is to develop metrics that are relevant to the City that we can also benchmark against other municipalities with comparable services, and where they are not comparable, we would explain the differences. For example the cost of providing residential garbage collection will differ depending on the level of service provided.

#### Aligning with Strategic Plan

Staff recommend that we further align the Financial Plan with the Strategic Plan so that the financial information can be presented by strategic plan objective rather than by department, which is the traditional way of municipal reporting. This will align the financial reporting with the quarterly reporting of the operational plan.

#### Changing Timelines

Historically, the financial planning discussions with Council and the community have taken place in the first quarter of the first year of the financial plan. It is proposed to shift this timeline with a goal to have a substantially complete Financial Plan before the end of 2015 to enable staff to start

implementing Council's direction at the beginning of 2016. The proposed timeline is to introduce a draft financial plan in October for Council's review and discussion followed by public consultation.

The following table outlines the proposed timeline for the 2016 process.

Proposed Timelines	Task
May – July	Departments develop their 2016 budgets and metrics
August/September	Reviews with Directors and City Manager
August/September	Develop options, in consultation with the community, for participatory budgeting opportunities
October	Introduce the draft financial plan to Council, detailed presentations and 1 <sup>st</sup> reading of financial plan bylaw
November	Public consultation
December	Public consultation results to Council; amend draft financial plan based on consultation feedback
January	2 <sup>nd</sup> reading of financial plan bylaw
April	Finalize allocation of surplus and new property tax revenue from assessment growth, 3 <sup>rd</sup> reading and adoption of financial plan bylaw
April	Revenue and Tax Policy discussion and tax rate bylaw approval
May	Mail out tax notices

In shifting the timeline, there are two items that impact the financial plan that cannot be finalized by the time the draft Financial Plan is introduced: 2015 surplus and new property tax revenue from assessment growth. The surplus will be finalized in the first quarter of 2016 and the assessment data to calculate the new property tax revenue from assessment growth will be available from BC Assessment in late March of 2016. However, staff can provide a preliminary estimate to inform Council's decision making.

BC Assessment provides property assessments at the end of March. Therefore, how taxes are distributed among property tax classes cannot be decided until April, 2016



### Public Input

A consultation plan for the 2016 financial plan is being developed and proposes a similar approach to 2015 involving a survey and a Town Hall/e-Town Hall meeting. It is also proposed that a budget simulator be developed to provide an interactive tool for the public to use. The process will build upon the tools and information now in place.

## Budget Simulator for 2016



As directed by Council, this year the City will also work with the community to identify participatory budgeting opportunities within the 2016 financial planning process. Involving community members in the design of participatory budgeting opportunities will empower community input and build community understanding and capacity to assist staff in exploring options.



### Recommendation

That Council endorse the proposed approach for the 2016 financial planning process as outlined in this report.

## Appendix A – Examples of Metrics from Other Municipalities

City of Burlington, Ontario

### MEASURING SUCCESS

#### How much did we do?

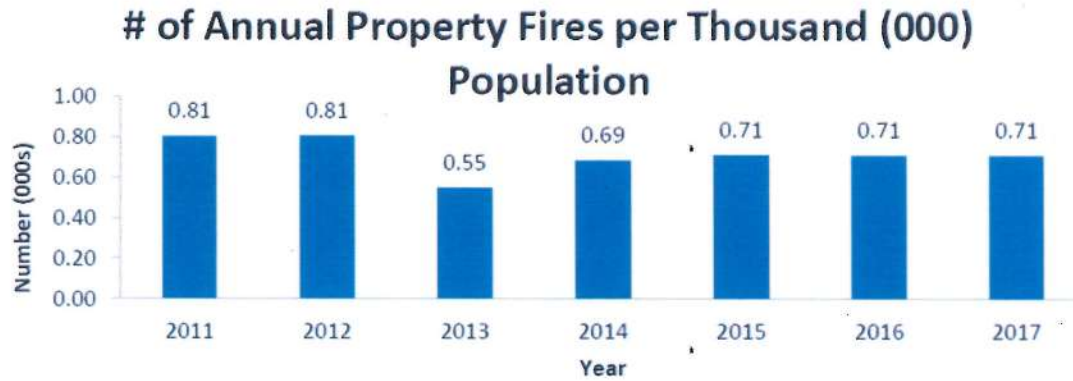
Performance Measurement	2011 Actual	2012 Actual	2013 Actual	2014 Projection	2015 Forecast	2016 Forecast	2017 Forecast
# of Emergency Responses	6,935	6,923	6,821	7,000	7,000	7,000	7,100
# of Property Fire Responses	140	141	96	120	125	125	125
# of Public Education Touch-points	18,879	21,528	24,000	20,000	21,465	21,500	21,500

#### How well did we do it?

Performance Measurement	2011 Actual	2012 Actual	2013 Actual	2014 Projection	2015 Forecast	2016 Forecast	2017 Forecast
Percentage of Fire/Alarm Responses with four firefighters, total response time within 6:20 seconds 90% of the time	78%	85%	83%	89%	90%	90%	90%
Story behind the data:	<p>The international industry best practice gives three time measurements, which are part a total response time of six minutes and 20 seconds (6:20) for the first four firefighters to arrive at a fire scene.</p> <p>Time measurements:</p> <ol style="list-style-type: none"> <li>1. 911 call answer and dispatch (target 60 seconds)</li> <li>2. Call dispatch to the time four firefighters are on the way (target 80 seconds)</li> <li>3. Travel time from the fire station to the fire scene (target 240 seconds)</li> </ol> <p>To improve response times in areas that can be controlled, Fire Protection Services has introduced employee performance appraisals. These measure individual performance to the industry time performance targets, as indicated in #1 and #2 above. Fire Protection Services has little control over #3, travel time, which can be affected by multiple challenges, such as traffic, road and weather conditions.</p>						

## Is anyone better off?

Performance Measurement	# of property fires per 1,000 population
Story behind the data:	First line of defence (fire prevention and education) can reduce the number of fires.
Where do we want to go?	Through proactive fire public education and fire code inspections, Fire Protection Services would like to improve public and firefighter safety by lowering the number of property fires.





## Appendix A – Examples of Metrics from Other Municipalities

## City of Calgary, Alberta

## Corporate Services - Strategies and Performance Measures for Council Approval

For Council Approval

**Corporate Services Commitment:**

Corporate Services will support efforts to create a healthy and green city by identifying ways to reduce energy consumption, examining alternative energy sources, and communicating programs, information and successes to citizens and staff.

Strategy Related to Council Outcome	Accountable BU
H1 Implement the green cart program and multi-family recycling strategy, and reduce industrial, commercial and institutional waste in our landfills.	CPB, CSC
H2 Encourage a broader range of innovative and clean energy technologies.	CPB, FLEET, IIS, IT
H6 Continue to build public awareness and understanding of our shared responsibility to conserve and protect the environment.	CSC

Performance Measures Related to Council Outcome	2012 Actual	2013 Actual	2014 Estimated	2015 Target	2016 Target	2017 Target	2018 Target
H PM1 Energy units (kiloWatts/hour) consumption per gross floor area for buildings in CPB's management system (based on facility's operating hours).	8.42 kWh	7.92 kWh	7.84 kWh	7.76 kWh	7.69 kWh	7.61 kWh	7.53 kWh
H PM2 Percent of Fleet vehicles that are green.	14%	14%	14%	14%	14%	14%	14%
H PM3 Power saved from installing energy efficient end-user devices. (kiloWatts/year)	NA	NA	NA	51M kW/yr	85M kW/yr	1.19M kW/yr	1.53M kW/yr

**Alignment of Strategies and Performance Measures to Long-Term Plans**

Corporate Services will continue to decrease the environmental footprint of vehicles through initiatives such as assigning the most appropriately sized vehicle to jobs based on work requirements. It will also assess the viability of using alternative fuel sources. CS will also find and implement energy conservation practices for buildings and operational work centres to help achieve the objectives stated in section 2.6.5 of the MDP and the imagineCALTARY goal of "by 2036, the use of renewable energy increases by 30 per cent as a percentage of total energy use." Corporate Services will also support citizen facing efforts (such as Green Cart roll-out) through communication programs, business analytics and 311 support.

A prosperous city

A city of inspiring neighbourhoods

A city that moves

A healthy and green city

A well-run city

## Corporate Services - Strategies and Performance Measures for Council Approval

For Council Approval

**Corporate Services Commitment:**

Corporate Services will embed shared services principles in service delivery to increase customer and citizen focus, become an employer of choice and ensure assets are managed prudently.

Performance Measures Related to Council Outcome	2012 Actual	2013 Actual	2014 Estimated	2015 Target	2016 Target	2017 Target	2018 Target
W PM13 Percentage of City of Calgary Business Units that have an increase in Asset Management maturity.	NA	NA	NA	75%	80%	85%	90%
W PM14 Revenue (in Millions) from general surplus parcels sold annually.	\$12.3 M	\$12.8 M	\$14.5 M	\$12.0 M	\$10.0 M	\$8.0 M	\$8.0 M
W PM15 Percentage of citizens satisfied with the courteousness of 311 staff during their most recent experience.	94%	NA	88%	88%	90%	90%	90%
W PM16 Percentage of citizens who indicate they receive the right amount of information from The City.	65%	69%	65%	65%	65%	65%	65%
W PM17 Job applicant satisfaction with on-line experience.	NA	NA	Baseline	70%	70%	80%	80%
W PM18 Average days lost per Workers' Compensation Board claim for Corporate Buildings & Properties.	20 days	17 days	17 days	12 days	10 days	9 days	8 days
W PM19 Average days lost per Workers' Compensation Board claim for Fleet.	11 days	5 days	4 days	4 days	4 days	4 days	3 days
W PM20 Corporate time to hire.	36 days	34 days	32 days	32 days	32 days	32 days	32 days
W PM21 Corporate non-retirement resignation rate.	2.8%	2.2%	< 3%	< 3%	< 3%	< 3%	< 3%
W PM22 Corporate retirement rate.	2.4%	2.4%	2.6%	< 3%	< 3%	< 3%	< 3%
W PM23 Corporate voluntary turnover rate.	5.1%	4.6%	< 5%	< 5%	< 5%	< 5%	< 5%

A prosperous city

A city of inspiring neighbourhoods

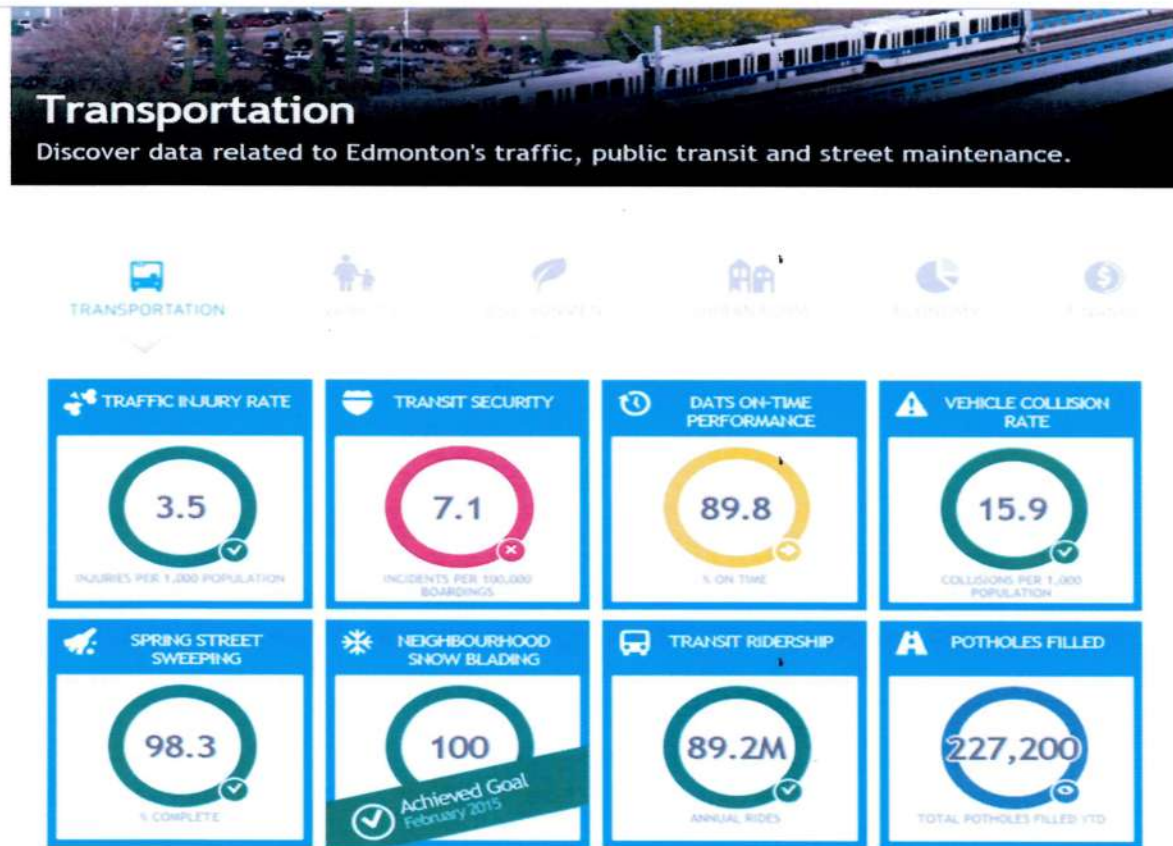
A city that moves

A healthy and green city

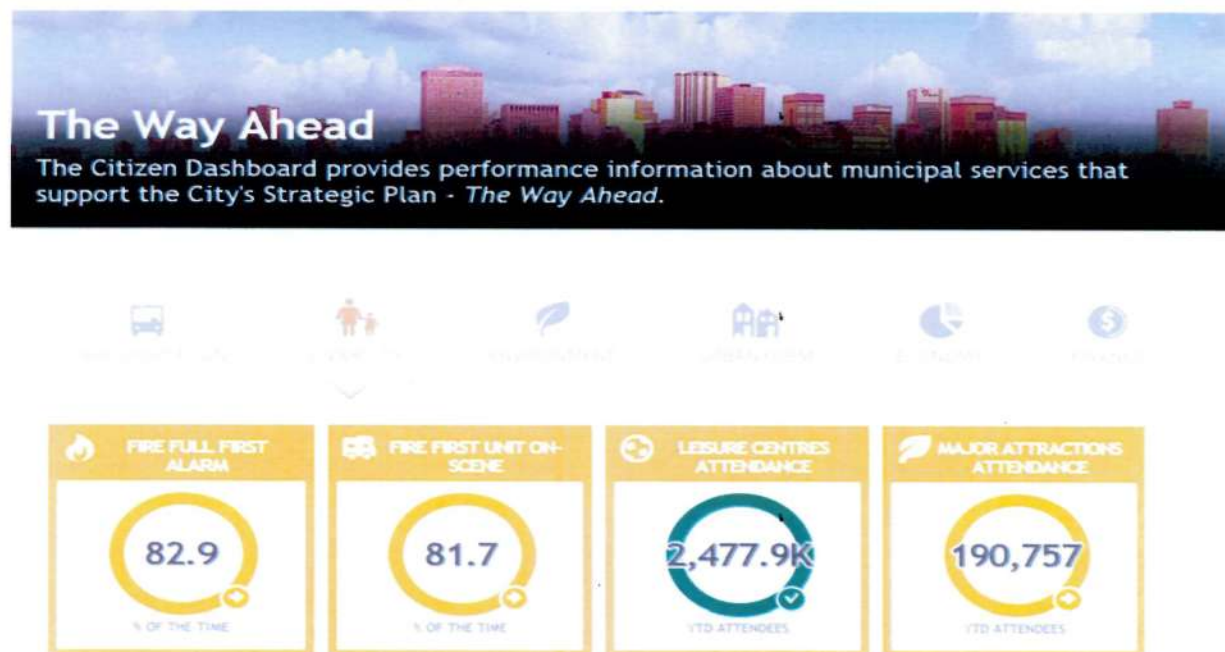
A well-run city

## Appendix A – Examples of Metrics from Other Municipalities

### City of Edmonton, Alberta



### Citizen Dashboard: City by the Numbers





## Appendix A – Examples of Metrics from Other Municipalities

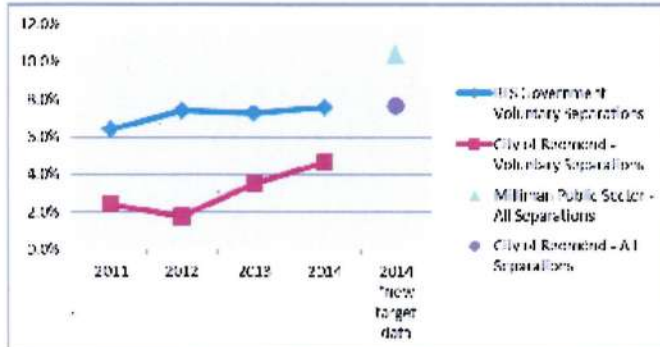
### City of Redmond, Washington

#### Human Resources Department *Turnover Rate*

Compared to our target:

- 10.4% target (Milliman Puget Sound Regional Salary Survey – Public Sector): maintaining at 7.69%
- 7.6% target (Bureau of Labor Statistics – Government): maintaining at 4.66%

**Turnover Rates  
(Actual vs. Target)**



City typically remains under the turnover target for the two benchmarks.

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#### Why is this topic important?

Turnover data gives the City high level information to determine if we are reflecting attrition trends in our region and provide insight into employee satisfaction with City services.

#### What influences this topic?

A variety of influences may impact this performance measurement such as; total compensation, regional economics, retirements, and job satisfaction.

#### What is the Department doing about this?

The Human Resources Department is providing training opportunities for employee development and reviewing compensation packages. The human resources hiring team is going through a LEAN process to increase opportunities to hire the best match for the City's needs.

#### How do we measure progress on this?

The benchmark data used for 2011 – 2014 was Bureau of Labor Statistics for voluntary separations. In 2014, Milliman started to capture turnover data in their Puget Sound Regional Salary Survey for all separations (not including layoffs). The Milliman information will be used going forward as it gives more relevant regional data.

#### Human Resources Department *Percent of Performance Reviews Conducted On Time*

Compared to our target:

- 90% target (within 60 days after an employee's pay anniversary date): actual at 76.7%
- New measure introduced in the 2015-2016 Budget

#### Why is this topic important?

Performance reviews should be completed on time to provide timely feedback to employees. This is also an opportunity for supervisors to provide measured feedback which impacts employee satisfaction with City services and employee productivity.

#### What influences this topic?

The union contracts have timelines associated with performance reviews and on time completion eliminates grievances. There is a desire of employees and management to gain greater consistency in the criteria used for evaluations and the process used by supervisors.

#### What is the Department doing about this?

The Human Resources Director is contacting supervisors who are late in their reviews. Department Directors are being notified monthly. A committee is working on revising the performance review documentation for consistency and to reflect the City's values. Training will also take place for supervisors in how to conduct effective performance reviews.

#### How do we measure progress on this?

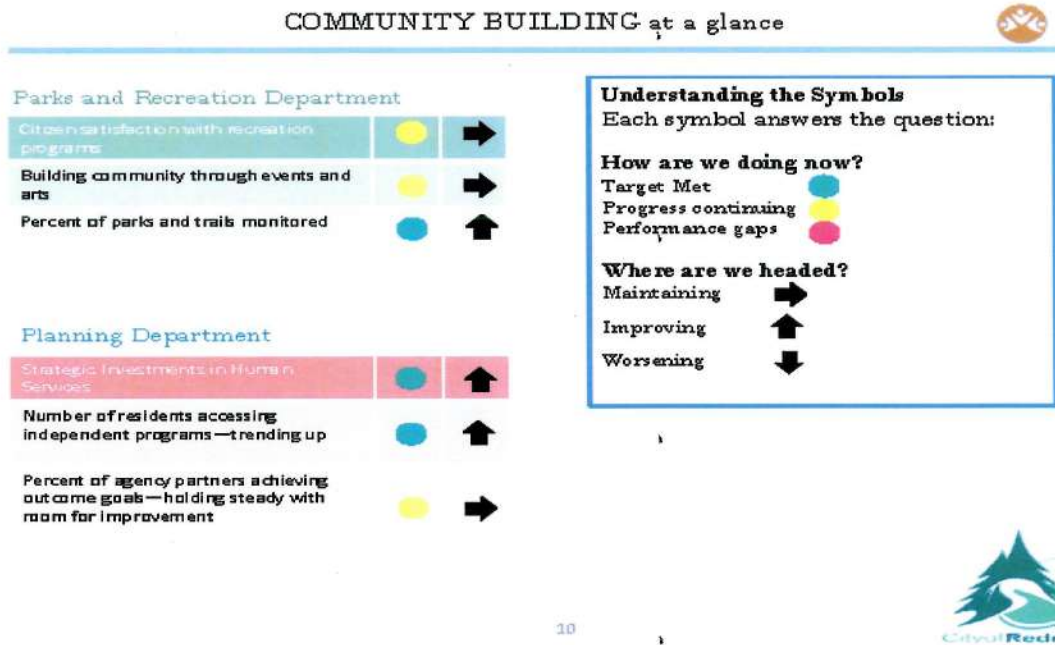
Collecting and reporting monthly performance review data.

14

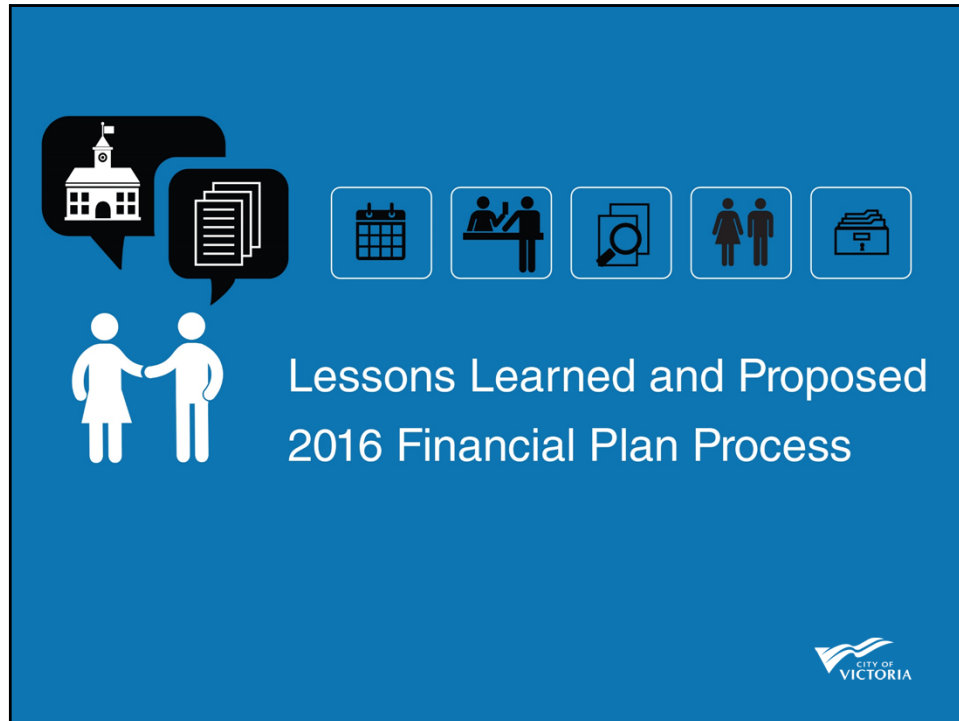


## Appendix A – Examples of Metrics from Other Municipalities

### City of Redmond, Washington







## Lessons Learned

- Timeline
- Resource requirements and staff involvement
- Public input
- Alignment with strategic plan
- Metrics



## Proposed 2016 Financial Planning Process

Focus on:

- Metrics
- Further alignment with Strategic Plan
- Changing timelines
- Public input

## Metrics

### MEASURING SUCCESS

How much did we do?

Performance Measurement	2011 Actual	2012 Actual	2013 Actual	2014 Projection	2015 Forecast	2016 Forecast	2017 Forecast
# of Emergency Responses	6,935	6,923	6,821	7,000	7,000	7,000	7,100
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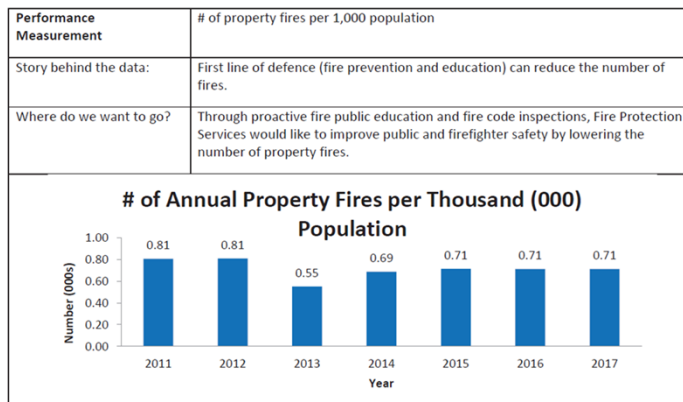
## Metrics

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## Metrics

### Is anyone better off?



## Further Alignment with Strategic Plan

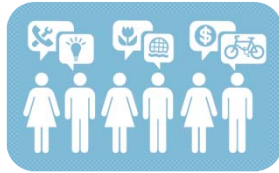
- Align financial information with strategic plan objectives

## Changing Timelines

Proposed Timelines	Task
May – July	Departments develop their 2016 budgets and metrics
August/September	Reviews with Directors and City Manager
August/September	Develop options, in consultation with the community, for participatory budgeting opportunities
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November	Public consultation
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April	Revenue and Tax Policy discussion and tax rate bylaw approval
May	Mail out tax notices

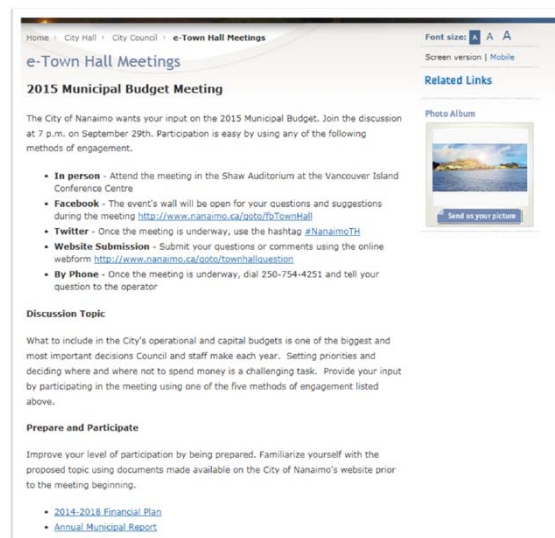


## Public Input

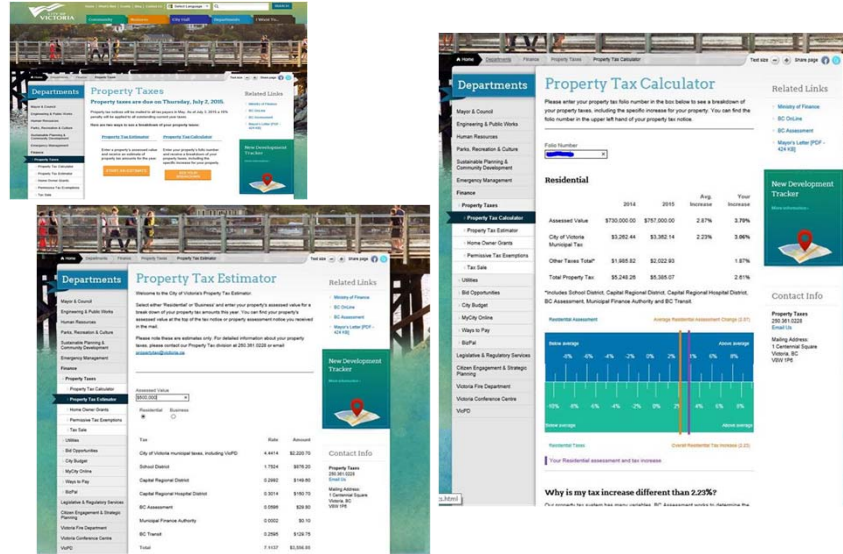


- Continue with similar approach as in 2015 and build on tools in place
- Town Hall/e-Town Hall
- Survey
- Additional interactive and educational tool
- Involve the community in design of participatory options

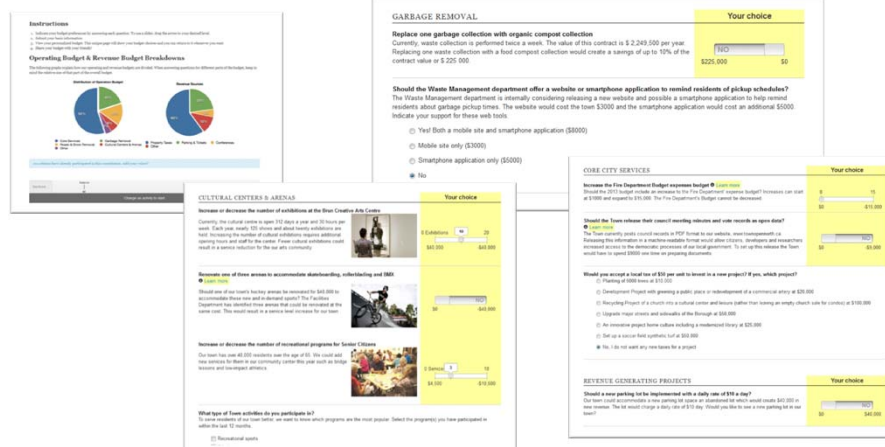
## E-town hall



## Property Tax Estimator and Calculator



## 2016: Budget Simulator



## Participatory Budgeting Options



## Recommendation

That Council endorse the proposed approach for the 2016 financial planning process as outlined in this report







# **Governance and Priorities Committee Report**

## **For the June 18, 2015 Meeting**

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**To:** Governance and Priorities Committee **Date:** June 11, 2015  
**From:** Brad Dellebuur, A/Assistant Director, Transportation and Parking Services  
**Subject:** Construction and Sales Trailers on City Streets - Policy

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### **Executive Summary**

At its April 16, 2015 meeting Council passed the following motion:

*It was moved by Councillor Alto, seconded by Councillor Coleman, that Council direct staff to provide a report on the City's policy for permitting of construction and sales trailers in the City's right-of-way before any new permits for sales office trailers are approved.*

Engineering and Public Works Department staff currently administer the placement of construction trailers on public right-of-ways through street occupancy permits. Construction trailers are typically located on the frontage of the development site, and staff work with the developer to ensure they minimize impacts to others (pedestrians, cyclists, and drivers).

Following a November 2014 inquiry from the Urban Development Institute, staff developed a policy to consider requests for these on-street construction trailers to be used for sales purposes, in relation to a development site. The policy requires developers to identify their intent to occupy public space for this use, and provides a mechanism for Council to consider these requests, where zoning does not currently allow sales use.

Staff confirm no new street occupancy permits for sales office trailers have been approved since April 16, 2015.

### **Recommendation**

That Council receive this report for information.

Respectfully submitted,

Brad Dellebuur, A/Assistant  
Director, Transportation and  
Parking Services

**Report accepted and recommended by the City Manager:**

**Date:** June 12, 2015

### **Purpose**

*The purpose of this report is to provide information on the City's current policy for construction/sales trailers.*

### **Background**

Engineering and Public Works Department staff currently administer the placement of construction trailers on public right-of-ways through the street occupancy permit process. Construction trailers are typically located on the frontage of the development site, and staff work with the developer to ensure they minimize impacts to others (pedestrians, cyclists, and drivers).

In November 2014, Urban Design Institute representatives inquired if City bylaws permitted a development site construction office that is temporarily authorized in a City right-of-way to be used for sales purposes, in relation to that development site. After review by staff, it was determined that using a construction trailer for sales could be authorized in one of two ways:

- For development sites with commercial zoning in place - in a right-of-way fronting a development site where commercial uses are authorized, the City will allow sales, in relation to the construction of the building on that site, as a permitted use of the trailer. Developers would identify this intended use when they apply for a street occupancy permit.
- For development sites where commercial zoning is not in place - in a right-of-way fronting a development site where no commercial uses are authorized, the developer would need to identify this proposed use in the rezoning process, so staff could review and seek authorization through the appropriate mechanism. If the "sales" use was approved by Council, the developer would identify this use when applying for a street occupancy permit.

The policy requires developers to identify their intent to occupy public space for this use, and provides a mechanism for Council to consider these requests, where zoning does not currently allow sales use.

Recent issues associated with a site trailer installed on the 1000 block of Rockland Avenue focused on the overall size and aesthetic qualities of the trailer, the location of the trailer in front of another property (as on-street parking was only permitted on the north side of the block, opposite the development site), and the impact on parking availability for area residents. Following conversations with the developer about these concerns, the site trailer was relocated to the development site. Staff can minimize future re-occurrences of these types of issues, by requiring the applicant to provide greater detail and clarity about the proposed installation, and the intended use.

No new street occupancy permits for sales office trailers have been applied for or approved since April 16, 2015.

### **Recommendation**

That Council receive this report for information.





**Council Member Motion**  
**For the Governance and Priorities Committee Meeting of June 18, 2015**

**To:** Council

**Date:** June 1, 2015

**From:** Councillor Jeremy Loveday, Mayor Lisa Helps and Councillor Ben Isitt

**Subject:** Walk on Week – October 5-11, 2015

**Background:**

The City's recently adopted Strategic Plan identifies Objective #9 Complete a Multi-Modal and Active Transportation Network, with a 2016 outcome of "Improved quality of life, public safety, air quality, placemaking, and pedestrian and cycling trips through implementation of neighbourhood-led transportation planning" and the 2018 outcome that "Walking is safe, comfortable and enjoyable."

To help move toward these outcomes, the City has the opportunity to partner with Walk On, Victoria to help launch the inaugural Walk On Week (WOW), scheduled from October 5 to 11, 2015. The City's role would be limited to in-kind support in the form of logistics, publicity and use of Centennial Square for the launch event on Monday, October 5<sup>th</sup> and encouragement to staff, Council members and community members to participate in the launch and related activities associated with Walk On Week.

**Recommendation:**

That Council agrees to co-sponsor on an in-kind basis the launch of Walk On Week (WOW) on Monday October 5 with Walk On, Victoria, including support with logistics, publicity and use of Centennial Square and encouragement to city staff, Council members, residents and businesses to participate in the launch and in other Walk On Week events.

Respectfully submitted,

Handwritten signature of Councillor Jeremy Loveday.

Councillor Jeremy Loveday

Handwritten signature of Mayor Lisa Helps.

Mayor Lisa Helps

Handwritten signature of Councillor Ben Isitt.

Councillor Ben Isitt

Attachments.

Letter from Walk On, Victoria

# Walk On, Victoria

*Greater Victoria's Pedestrian Advocacy Group*

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Dear Mayor Helps and Council,

Further to our correspondence of April 19<sup>th</sup>, Walk On, Victoria is writing to request the support of the City of Victoria in hosting a launch event for Walk On Week, October 5 - 11, 2015.

The launch event will celebrate walking and be an opportunity for residents to learn about walking benefits, activities and groups in Victoria, and to build community. It will take place on Monday, October 5, 2015 from 7:30am to 9:30am. Walk On, Victoria hopes the City of Victoria would be willing to support us by providing in-kind contributions that will help make the event possible.

In particular, we hope the City can provide:

- Use of the square from 7:00am-10:00am on Monday, October 5th
- Waiver of event permit fee
- Event insurance provided by City of Victoria's existing coverage (if possible)
- Tables, chairs, and tents (if needed)
- Staff assistance in setting up and taking down items provided by the City of Victoria

We are also seeking expressions of interest from Councillors who would be willing to co-lead a walk from one of Victoria's 13 neighbourhoods to Centennial Square at 8:00am on October 5th. A member of Walk On, Victoria will be at the meet up spot to help co-lead the walk. Neighbourhood associations will also be invited to join. The walks will take place on sidewalks and walkers will use crosswalks, obey traffic signals and follow all other "rules of the road".

We hope you will join us in helping make the inaugural launch event of Walk On Week a success.

Sincerely,

Sally Reid (Chair) and the Walk On, Victoria Committee

<http://www.walkonvictoria.org/>