



**AMENDED AGENDA  
GOVERNANCE & PRIORITIES COMMITTEE  
MEETING OF APRIL 2, 2015, AT 9:00 A.M.  
COUNCIL CHAMBERS  
CITY HALL, 1 CENTENNIAL SQUARE**

Page

**CALL TO ORDER**

1. **Late Item:**  
Employee Recognition

**APPROVAL OF THE AGENDA**

**CONSENT AGENDA**

**ADOPTION OF MINUTES**

2. Minutes from the Meeting held March 26, 2015 5 - 18  
**Late Item:** Minutes

**DECISION REQUESTS**

3. Use of Parks & Green Spaces for Overnight Shelter 19 - 29  
--R. Woodland, Director of Legislative & Regulatory Services  
  
*A report describing the impacts arising from people taking shelter overnight in City parks and green spaces and seeking Council direction on these issues.*
4. Payment of Property Taxes by Credit Card 31  
--S. Thompson, Director of Finance  
  
*A report outlining the option of paying property taxes by credit card.*
5. Encouraging the Growth of Car Share through Amendment to the Streets & Traffic Bylaw 33 - 43  
--A. Ashcroft, Senior Planner, Environment  
  
*A report seeking Council approval to amend the Streets & Traffic Bylaw to encourage growth in the availability and use of car share in Victoria.*

## NEW BUSINESS

6. Council Sharing - Disbursement of HST 45 - 46  
--Mayor Helps
- A motion to request that the Federal Government of Canada dedicate one percent of the annual GST to Municipal Governments of Canada on a per capita calculation.*
7. Urban Design Workshop 47 - 48  
--Mayor Helps, Councillors Isitt and Loveday
- A motion to approve use of the City Hall Antechamber for urban design events on May 11 and 12, 2015.*
- 7A. **Late Item:** 49 - 54  
Council Sharing:  
CRD Report to Eastside Wastewater Treatment & Resource Recovery  
Select Committee  
--Mayor Helps

[Addenda]

## RECESS 12:00 pm - 1:00 pm

### MOTION TO CLOSE THE APRIL 2, 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
- 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.
- 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, or between a Provincial government or the federal government or both and a third party.

## CLOSED MEETING

## CONSENT AGENDA - CLOSED MEETING

### ADOPTION OF THE CLOSED MINUTES

8. ~~Minutes from the Closed Meeting held March 26, 2015~~

### DECISION REQUESTS

9. ~~Land Acquisition / Disposition~~  
~~--J. Paul, Acting Assistant Director of Underground Utilities & Facilities~~
10. Proposed Municipal Service  
--P. Bruce, Fire Chief
11. Land Disposition  
--R. Woodland, Director of Legislative & Regulatory Services
12. Land Disposition  
--Councillors Alto and Thornton-Joe
13. Labour Relations / GVLRA / McPherson Theatre
14. Legal / Law Enforcement  
--T. Zworski, City Solicitor
15. **UPDATED-Late Item:**  
Intergovernmental Negotiations  
--Mayor Helps & Councillor Thornton-Joe
16. **Late Item:**  
Employee Relations (Verbal)

### CONSIDERATION TO RISE & REPORT

### ADJOURNMENT



**MINUTES OF THE  
GOVERNANCE & PRIORITIES COMMITTEE MEETING  
HELD THURSDAY, MARCH 26, 2015, 9:00 A.M.**

**1. THE CHAIR CALLED THE MEETING TO ORDER AT 9:00 A.M.**

**Committee Members Present:** Mayor Helps in the Chair; Councillors Alto, Coleman, Isitt, Loveday, Madoff, Thornton-Joe and Young.

**Absent:** Councillor Lucas.

**Staff Present:** J. Johnson – City Manager; R. Woodland – Director of Legislative & Regulatory Services; C. Havelka – Recording Secretary.

**Staff Present for a Portion of the Meeting:** J. Huggett –Project Coordinator, Johnson Street Bridge Replacement Project; J. Jenkyns – General Manager, Victoria Conference Centre; K. Hamilton – Director of Citizen Engagement & Strategic Planning; S. Thompson – Director of Finance; B. Dellebuur – Acting Assistant Director of Transportation & Parking Services.

**2. APPROVAL OF THE AGENDA**

**Action:** It was moved by Councillor Alto, seconded by Councillor Isitt, that the Agenda of the March 26, 2015, Governance & Priorities Committee meeting be approved.

CARRIED UNANIMOUSLY 15/GPC264

**3. ADOPTION OF MINUTES**

**3.1 Minutes from the March 12, 2015 Regular Governance & Priorities Committee Meeting**

**Action:** It was moved by Councillor Isitt, seconded by Councillor Coleman, that the Minutes of the March 12, 2015, Regular Governance & Priorities Committee meeting be adopted.

CARRIED UNANIMOUSLY 15/GPC265

**3.2 Minutes from the March 23, 2015 Special Governance & Priorities Committee Meeting**

**Action:** It was moved by Councillor Isitt, seconded by Councillor Coleman, that the Minutes of the March 23, 2015, Special Governance & Priorities Committee meeting be adopted.

CARRIED UNANIMOUSLY 15/GPC266

## 4. DECISION REQUESTS

### 4.1 Johnson Street Bridge Replacement Project Budget Adjustment

Committee received a report dated March 19, 2015, from Engineering & Public Works that provided information on the rationale to increase the budget for the Johnson Street Bridge Replacement Project and advised that the City will seek to recover those costs through the mediation process.

*Councillor Thornton-Joe withdrew from the meeting at 9:10 a.m. and returned at 9:11 a.m.*

Committee discussed the following:

- The cost of maintaining the current bridge and seeking to recover those costs if other parties are deemed responsible for the delay.
- The fendering at the north end of the bridge and details about the cost and design which are still under discussion.
- The additional steel proposed for the pedestrian overpass and receiving more information on this item.
- The landscaping component of the project:
  - Receiving more bids for this work, including the Parks Department;
  - The funds that have been spent on landscaping; the underground work that was completed;
  - No final decision on the public realm design and the need for public engagement for this component.
- Clarity regarding testing the lifting components for assembling the steel bridge span.
- The cost for additional CCTV cameras which are required to monitor the raising and lowering of the bridge.
- Receiving a detailed explanation of the consultant fees.
- The application to extend the date for federal funding, which is anticipated to be granted.
- Information regarding the company making the steel and their experience making bridges.
- The requested increase for the budget: how that amount was determined and how this request impacts the Building and Infrastructure Reserve.
- Management costs related to MMM Group's contractual responsibilities and the City's responsibilities.
- Receiving more information regarding the cost of the marine lights and CCTV cameras.
- Mediation and the process by which recoverable costs will be determined and be recovered.
- The additional funds that are required to ensure the project moves forward, and which require Council approval.

**Action:**

It was moved by Councillor Isitt, seconded by Councillor Madoff, that Committee recommends that City Council:

1. Approve an increase in the project budget of up to \$3 million less any acceptable cost reduction opportunities with funding from the Building and Infrastructure Reserve.

2. Direct staff to report back to Council at the next quarterly update on expenditures incurred and anticipated additional expenditures and cost savings with particular reference to the landscaping budget.

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

That Council:

1. Approve an increase in the project budget of up to \$3 million less any acceptable cost reduction opportunities with funding from the Building and Infrastructure Reserve.
2. Direct staff to report back to Council at the next quarterly update on expenditures incurred and anticipated additional expenditures and cost savings with particular reference to the landscaping budget.
3. **Direct staff to transfer to the Building and Infrastructure Reserve any costs recovered from other parties.**

On the amendment:

CARRIED UNANIMOUSLY 15/GPC267

Committee discussed how the landscape component of the motion may be interpreted by staff.

**Amendment:** It was moved by Councillor Madoff, seconded by Councillor Alto, that Committee amend the motion as follows:

That Council:

1. Approve an increase in the project budget of up to \$3 million less any acceptable cost reduction opportunities with funding from the Building and Infrastructure Reserve.
2. Direct staff to report back to Council at the next quarterly update on expenditures incurred and anticipated additional expenditures and cost savings ~~with particular reference to the landscaping budget.~~
3. Direct staff to transfer to the Building and Infrastructure Reserve any costs recovered from other parties.

**Amended Amendment:**

It was moved by Councillor Isitt, seconded by Councillor Alto, that Committee amend the amendment as follows:

That Council:

1. Approve an increase in the project budget of up to \$3 million less any acceptable cost reduction opportunities with funding from the Building and Infrastructure Reserve.
2. Direct staff to report back to Council at the next quarterly update on expenditures incurred and anticipated additional expenditures and cost savings ~~with particular reference to the landscaping budget,~~ **and**
3. **Direct staff to report back on options on alternate delivery of the landscaping component.**
4. Direct staff to transfer to the Building and Infrastructure Reserve any costs recovered from other parties.

Committee discussed the following:

- Directing staff to review expenditures and cost savings in a more general manner.
- Concerns that reallocating staff resources does not create savings and may impact other projects in the work plan.

On the amended amendment:  
DEFEATED 15/GPC268

For: Councillor Young  
Against: Mayor Helps, Councillors Alto, Coleman, Isitt, Loveday, Madoff and Thornton-Joe

On the amendment:  
CARRIED UNANIMOUSLY 15/GPC269

Committee discussed the main motion as amended:

- Assurances from staff that a reduction in available funds won't result in delays;
  - This motion will allow staff to continue with the project.

**Amendment:**

It was moved by Councillor Alto, seconded by Councillor Isitt, that Committee amend the amendment as follows:

That Council:

1. Approve an increase in the project budget of up to **\$1.5 million** ~~\$3 million~~ less any acceptable cost reduction opportunities with funding from the Building and Infrastructure Reserve.
2. Direct staff to report back to Council at the next quarterly update on expenditures incurred and anticipated additional expenditures and cost savings.
3. Direct staff to transfer to the Building and Infrastructure Reserve any costs recovered from other parties.

Committee discussed the amendment as follows:

- Concerns that this might constrain the project.
- Staff would need to report back more frequently should the need arise for further funding.
- This imposes fiscal discipline on the project.

On the amendment:  
CARRIED 15/GPC270

For: Mayor Helps, Councillors Alto, Isitt, Loveday, Madoff and Thornton-Joe  
Against: Councillors Coleman and Young

**Action:** It was moved by Councillor Isitt, seconded by Councillor Madoff, 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 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.
- Section 12 (3) (i) The receipt of advice that is subject to solicitor-client privilege including communications necessary for that purpose.

CARRIED UNANIMOUSLY 15/GPC271



**7. CLOSED MEETING AT 10:48 A.M.**

**Committee Members Present:** Mayor Helps in the Chair; Councillors Alto, Coleman, Isitt, Loveday, Madoff, Thornton-Joe and Young.

**Absent:** Councillor Lucas.

**Staff Present:** J. Johnson – City Manager.

**Staff Present for a Portion of the Meeting:** J. Huggett – Project Coordinator, Johnson Street Bridge Replacement Project; K. Hamilton – Director of Citizen Engagement & Strategic Planning; S. Thompson – Director of Finance; R. Woodland – Director of Legislative & Regulatory Services; T. Zworski – City Solicitor; C. Havelka – Recording Secretary.

**7.1 Labour Relations / Legal Advice**

Committee discussed a labour relations matter and received legal advice.

The discussion was recorded and kept confidential.

*All staff, except the City Manager, were excused from the meeting at 11:18 a.m.*

**8. OPEN MEETING AT 11:25 A.M.**

**4.1 Continued: Johnson Street Bridge Replacement Project Budget Adjustment**

Committee continued its discussion on the main motion as amended and provided rationale for moving forward with the budget adjustment.

CARRIED UNANIMOUSLY 15/GPC272

**Action:** It was moved by Councillor Alto, seconded by Councillor Isitt, that the motion be forwarded to the Council Meeting of March 26, 2015.

CARRIED UNANIMOUSLY 15/GPC273

**Action:** It was moved by Councillor Madoff, seconded by Councillor Alto, that Committee recommends that Council direct staff to report back on community engagement specific to the public realm process related to the Johnson Street Bridge Project.

CARRIED UNANIMOUSLY 15/GPC274

**Action:** It was moved by Councillor Loveday, seconded by Councillor Isitt, that Committee recommends that Council direct staff to report to Council on opportunities and impacts of the remaining landscape portion of the Johnson Street Bridge Project being done in-house.

Committee discussed the merits of the motion and agreed that this direction is understood by staff as part of the motion to review the project in general.

Councillor Loveday withdrew the motion.

Committee discussed the remaining items on the agenda.

**Action:** It was moved Mayor Helps, seconded by Councillor Alto, that Committee defer Item # 6 *Skateboarding in the Downtown Core – Public Engagement Results*, and Item # 7 *Encouraging the Growth of Car Share through Amendment to the Streets & Traffic Bylaw* to the April 2, 2015 Governance & Priorities Committee meeting.

**Amendment:** It was moved Councillor Thornton-Joe, seconded by Councillor Alto, that Committee amend the motion as follows:  
That Committee defer ~~Item # 6 *Skateboarding in the Downtown Core – Public Engagement Results*~~, and Item # 7 *Encouraging the Growth of Car Share through Amendment to the Streets & Traffic Bylaw* to the April 2, 2015 Governance & Priorities Committee meeting.

On the amendment:  
CARRIED 15/GPC275

For: Mayor Helps, Councillors Alto, Coleman, Loveday, Madoff, Thornton-Joe and Young  
Against: Councillor Isitt

On the main motion as amended:  
CARRIED 15/GPC276

For: Mayor Helps, Councillors Alto, Coleman, Loveday, Madoff, Thornton-Joe and Young  
Against: Councillor Isitt

#### **4.2 Correspondence – Seismic Standard – Johnson Street Bridge Replacement Project**

Committee received correspondence dated March 20, 2015 from MMM Group Ltd that outlined the moveable bridge seismic performance for the Johnson Street Bridge Replacement Project. J. Huggett, Project Coordinator, advised Committee that the bridge is designed to the highest design standards, and he explained the engineering terminology that may have caused the confusion. Committee discussed seismic standards and life safety in terms of vehicle accessibility.

Mayor Helps lifted the following motion from the table:

**Action:** It was moved by Councillor Isitt, seconded by Mayor Helps, that Committee receive for information the Johnson Street Bridge report with the receipt of the results of the technical briefing.  
CARRIED UNANIMOUSLY 15/GPC277

#### 4.3 Skateboarding in the Downtown Core – Public Engagement Results

Committee received a report dated March 19, 2015, from Engineering & Public Works that outlined public engagement feedback on skateboarding downtown.

Committee discussed the following:

- Comparing regulations that apply to cyclists with the new regulations that would apply to skateboarders;
  - This is in response to feedback received from the public engagement.
  - The regulations apply to travelling on city streets, not helmet use.
- Concerns regarding how noise from skateboards impacts downtown residents.

**Action:** It was moved by Councillor Loveday, seconded by Councillor Alto, that Committee recommends:

1. That Council direct staff to prepare the following proposed amendments to the Streets and Traffic Bylaw:
  - a. Remove the current prohibition against the use of skateboards and other human powered devices on roadways within the downtown core and the 2300 block Trent Street. The current prohibition against the use of bicycles, skateboards and other human powered devices on sidewalks throughout the city would remain in place.
  - b. Require users of skateboards and other human powered devices travelling on city streets to follow the same rules of the road as cyclists, and
  - c. Eliminate impound provisions specific to skateboards or other human-powered devices.
2. That Council direct staff to develop a communications program to increase public understanding around how skateboarders can operate in the downtown core, and report back to Council in May 2015, in conjunction with the proposed Streets and Traffic Bylaw amendments.

Committee commented on the motion:

- This is a safe, multi-modal transportation.
- Interpretation of the regulations will require clear communication.
- Safety concerns regarding those who disregard the rules.

**Amendment:** It was moved by Councillor Thornton-Joe, seconded by Councillor Isitt, that Committee amend the motion as follows:

1. That Council direct staff to prepare the following proposed amendments to the Streets and Traffic Bylaw:
  - a. Remove the current prohibition against the use of skateboards and other human powered devices on roadways within the downtown core and the 2300 block Trent Street. The current prohibition against the use

- of bicycles, skateboards and other human powered devices on sidewalks throughout the city would remain in place.
- b. Require users of skateboards and other human powered devices travelling on city streets to follow the same rules of the road as cyclists, and
- c. Eliminate impound provisions specific to skateboards or other human-powered devices.
- 2. That Council direct staff to develop a communications program to increase public understanding around how skateboarders can operate in the downtown core, and report back to Council in May 2015, in conjunction with the proposed Streets and Traffic Bylaw amendments.
- 3. **That staff report to Council in one year with comments regarding the new regulations.**

On the amendment:  
CARRIED UNANIMOUSLY 15/GPC278

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

- 1. That Council direct staff to prepare the following proposed amendments to the Streets and Traffic Bylaw:
  - a. Remove the current prohibition against the use of skateboards and other human powered devices on roadways within the downtown core and the 2300 block Trent Street. The current prohibition against the use of bicycles, skateboards and other human powered devices on sidewalks throughout the city would remain in place.
  - b. Require users of skateboards and other human powered devices travelling on city streets to follow the same rules of the road as cyclists, and
  - c. Eliminate impound provisions specific to skateboards or other human-powered devices.
- 2. That Council direct staff to develop a communications program to increase public understanding around how skateboarders can operate in the downtown core, and report back to Council in May 2015, in conjunction with the proposed Streets and Traffic Bylaw amendments.
- 3. That staff report to Council in one year with comments regarding the new regulations.
- 4. **That Council direct bylaw officers not to enforce impounding of skateboards while the Streets and Traffic Bylaw amendment is underway by staff and any skateboards currently impounded are returned to their rightful owners without a fee.**

**Amended Amendment:**

It was moved by Councillor Isitt, seconded by Councillor Loveday, that Committee amend the amendment as follows:

- 1. That Council direct staff to prepare the following proposed amendments to the Streets and Traffic Bylaw:
  - a. Remove the current prohibition against the use of skateboards and other human powered devices on roadways within the downtown core and the 2300 block Trent Street. The current prohibition against the use

- of bicycles, skateboards and other human powered devices on sidewalks throughout the city would remain in place.
- b. Require users of skateboards and other human powered devices travelling on city streets to follow the same rules of the road as cyclists, and
- c. Eliminate impound provisions specific to skateboards or other human-powered devices.
- 2. That Council direct staff to develop a communications program to increase public understanding around how skateboarders can operate in the downtown core, and report back to Council in May 2015, in conjunction with the proposed Streets and Traffic Bylaw amendments.
- 3. That staff report to Council in one year with comments regarding the new regulations.
- 4. That Council direct bylaw officers **that infractions related to skateboard use be viewed as the lowest priority related to bylaw enforcement** ~~not to enforce impounding of skateboards~~ while the Streets and Traffic Bylaw amendment is underway by staff and any skateboards currently impounded are returned to their rightful owners without a fee.

The Director of Legislative & Regulatory Services advised Committee that the primary concern in terms of regulating skateboarders is to have them comply with the prohibition of skateboarding on sidewalks.

On the amended amendment:  
CARRIED UNANIMOUSLY 15/GPC279

**Amended Amendment:**

It was moved by Councillor Isitt, seconded by Councillor Coleman, that Committee amend the amendment as follows:

- 1. That Council direct staff to prepare the following proposed amendments to the Streets and Traffic Bylaw:
  - a. Remove the current prohibition against the use of skateboards and other human powered devices on roadways within the downtown core and the 2300 block Trent Street. The current prohibition against the use of bicycles, skateboards and other human powered devices on sidewalks throughout the city would remain in place.
  - b. Require users of skateboards and other human powered devices travelling on city streets to follow the same rules of the road as cyclists, and
  - c. Eliminate impound provisions specific to skateboards or other human-powered devices.
- 2. That Council direct staff to develop a communications program to increase public understanding around how skateboarders can operate in the downtown core, and report back to Council in May 2015, in conjunction with the proposed Streets and Traffic Bylaw amendments.
- 3. That staff report to Council in one year with comments regarding the new regulations.
- 4. That Council direct bylaw officers that infractions related to skateboard use be viewed as the lowest priority related to bylaw enforcement while the Streets and Traffic Bylaw amendment is underway by staff and any skateboards currently impounded are returned to their rightful owners

without a fee, **related to the use of skateboards on highways downtown.**

On the amended amendment:

CARRIED 15/GPC280

For: Mayor Helps, Councillors Alto, Coleman, Isitt, Loveday, Madoff and Thornton-Joe

Against: Councillor Young

On the amendment:

CARRIED 15/GPC281

For: Mayor Helps, Councillors Alto, Coleman, Isitt, Loveday, Madoff and Thornton-Joe

Against: Councillor Young

On the main motion as amended:

CARRIED UNANIMOUSLY 15/GPC282

#### 4.4 Commemorating Lebanese Immigration to Canada

Councillors Isitt and Thornton-Joe provided Committee with a motion requesting that staff work with the World Lebanese Cultural Union and report back on possible sites to install a statue. Councillor Thornton-Joe recognized the many members of the Lebanese community who were present in the audience.

**Action:** It was moved by Councillor Isitt, seconded by Councillor Thornton-Joe that Committee recommends that Council approve the following motion:

BE IT RESOLVED THAT Council directs staff to work with the World Lebanese Cultural Union - BC Council and the local Lebanese-Canadian community to identify and report back to Council on potential sites within the City of Victoria for the installation of the statue "The Lebanese Emigrant," including possible sites in the City right-of-way, plazas, greenspaces or parks in proximity to Downtown Victoria or Victoria Harbour that would be suitable for this statue.

Committee discussed the following:

- Allowing latitude in terms of staff identifying appropriate sites.
- This provides an opportunity to acknowledge the people who contributed to the cultural fabric of Victoria.
- The suggestion that this proposal be postponed until the art policy is available to provide a framework for consideration.

**Action:** Councillor Madoff moved that this item be tabled.

Motion failed due to no seconder.

CARRIED 15/GPC283

For: Mayor Helps, Councillors Alto, Coleman, Isitt, Loveday, Thornton-Joe and Young

Against: Councillor Madoff

Committee recessed at 12:52 p.m.

Committee Reconvened at 1:21 p.m.

#### 4.5 Reserve Fund Policy Review

Committee received a report dated March 10, 2015 from Finance that outlined the results of the reserve fund policy review and seeks Council direction on changes to the policy and bylaw. The Director of Finance introduced Gordon Wilson of FCS Group who helped with the policy review and lead Committee through a PowerPoint Presentation.

Committee discussed the following:

- Information regarding how the reserve is applied to the water system that is owned by Victoria but services Esquimalt.
- The rate of return on the invested funds.
- The target for reserve levels, specifically capital reserves;
  - The facilities assessment report will help complete the targets for this reserve.

**Action:**

It was moved by Councillor Coleman, seconded by Councillor Alto, that Committee recommends that Council:

1. Approve the methodology for determining target balances for each reserve as outlined in Appendix E of the report dated March 10, 2015 for inclusion in the Reserve Fund Policy.
2. Transfer the funding in the Economic Development Reserve to the Buildings and Infrastructure Reserve.
3. Transfer the funding in the Fiscal Reserve to the Financial Stability Reserve keeping the subsets of Debt Reduction and Insurance, but merging Working Capital with the main reserve.
4. Amend the Reserve Fund Bylaw, 2004 by:
  - a. Eliminating the Economic Development Reserve.
  - b. Eliminating the Fiscal Reserve.
5. Amend the Reserve Fund Policy for the water, sewer and stormwater utilities to direct 50% of each utility's surpluses to the respective financial stability reserve until they reach target balances and the remainder to the respective equipment and infrastructure reserve.
6. Direct staff to bring forward options for the use of the funding in the Strategic Initiatives Reserve timed with the report on public input on the draft Strategic Plan.
7. Direct staff to report back on recommended target balances and annual funding contributions for all reserves related to facilities once the facilities assessment is complete.
8. Direct staff to annually report to Council on the status of all reserve funds.

Committee discussed strategies for growing the City's reserves.

CARRIED UNANIMOUSLY 15/GPC284

## 5. NEW BUSINESS

### 5.1 Requests to Attend Conference

Committee received a report dated March 12, 2015 from the Mayor's office that outlined a request for Council members to attend a conference.

**Action:** It was moved by Councillor Coleman, seconded by Councillor Isitt, that Committee recommends that Council approves the attendance and associated costs for Mayor Helps, Councillor Isitt, and Councillor Loveday to the Association of Island Coastal Communities AGM and Convention to be held in Courtenay, BC April 10 – 12, 2015.

Committee discussed the cost of meals and incidentals.

CARRIED UNANIMOUSLY 15/GPC285

## 5.2 Councillor Sharing – Fernwood Green Map

Councillor Thornton-Joe provided Committee with a handout and information regarding the Fernwood Community's unveiling of the "Then and Now" Community Green Map.

**Action:** It was moved by Councillor Coleman, seconded by Councillor Madoff, 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 items deal with matters specified in Sections 12(3) and/or (4) of the Council Bylaw, namely:

- Section 12 (3) (a) Personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the City or another position appointed by the City.
- 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 (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
- 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, or between a Provincial government or the federal government or both and a third party.

CARRIED UNANIMOUSLY 15/GPC286

## 6. CLOSED MEETING AT 2:08 P.M.

**Committee Members Present:** Mayor Helps in the Chair; Councillors Alto, Coleman, Isitt, Loveday, Madoff, Thornton-Joe and Young.



**Absent:** Councillor Lucas

**Staff Present:** J. Johnson – City Manager;

**Staff Present for a Portion  
of the Meeting:**

P. Bruce – Fire Chief; J. Jenkyns – General Manager of the Victoria Conference Centre; S. Thompson – Director of Finance; K. Hamilton – Director of Citizen Engagement & Strategic Planning; R. Woodland – Director of Legislative & Regulatory Services; T. Zworski – City Solicitor; B. Dellebuur – Acting Assistant Director of Transportation & Parking Services; S. Olak – Assistant Director of Human Resources; C. Mycroft – Executive Assistant to the City Manager; M. Lebedynski – Senior Account Executive, VCC; E. O'Connor – Senior Account Executive, VCC; S. Villanueva – Manager, Facility Operations, VCC; K. Hennessey – Manager of Supply Management; G. Orton – Senior Buyer; M. Hayden – Manager of Bylaw & Licensing; N. Turner – Property Manager; C. Havelka – Recording Secretary.

**Guest:** R. Cameron – Criterion Communications.

## **7. DECISION REQUESTS**

### **7.1 Disposition of Land**

Committee received a report dated March 20, 2015 from the General Manager of the Victoria Conference Centre (VCC) that provided information on a land disposition matter.

The discussion and motion were recorded and kept confidential.

### **7.2 Appointment – Victoria Family Court and Youth Justice Committee**

Committee received a report dated March 11, 2015 from Legislative & Regulatory Services regarding an appointment to the Victoria Family Court & Youth Justice Committee.

The discussion and motion were recorded and kept confidential.

**7.3 Adoption of the Minutes from the March 12, 2015, Regular Governance & Priorities Committee Meeting**

**7.4 Labour Relations / Proposed Municipal Service**

Committee received a report dated March 16, 2015 from Engineering & Public Works, regarding a labour relations / proposed municipal service matter.

The discussion and motion were recorded and kept confidential.

**7.5 Intergovernmental Negotiations**

Councillors Alto and Coleman provided Committee with information regarding intergovernmental negotiations.

The discussion and motion were recorded and kept confidential.

**7.6 Land Acquisition**

Committee received a report dated March 19, 2015 from Legislative & Regulatory Services regarding the acquisition of land.

The discussion and motion were recorded and kept confidential.

*All staff, except the City Manager, were excused from the meeting at 4:23 p.m.*

**8. ADJOURNMENT**

**Action:** It was moved by Councillor Coleman, seconded by Councillor Alto, that the Governance & Priorities Committee meeting of March 26, 2015, be adjourned at 4:32 p.m.

CARRIED UNANIMOUSLY 15/GPC

---

Mayor Helps, Chair



## Governance and Priorities Committee Report

### For the meeting of April 2 , 2015

**To:** Governance and Priorities Committee    **Date:** March 24, 2015  
**From:** Robert Woodland, Director of Legislative & Regulatory Services  
**Subject:** Use of Parks and Green Spaces for Overnight Shelter

#### Executive Summary

The purpose of this report is to provide Council with information on the impacts arising from people taking shelter overnight in City parks and green spaces and to obtain Council direction.

In 2009, in *Victoria (City) v. Adams* (the Adams decision) the Court of Appeal confirmed that homeless persons have a constitutional right to erect temporary shelters in a park if there are no available shelter beds. In response to this decision, the City amended the *Parks Regulation Bylaw* to provide an exception to the general prohibition on the erection of shelters or other structures in parks. Under section 16A of the *Bylaw*, homeless persons may erect, use or maintain a structure or other overhead shelter in a park between 7 p.m. (8 p.m. when Daylight Savings time is in effect) and 7 a.m. the next day if there are no available shelter spaces.

In 2014, City staff and Victoria police (VicPD) observed a noticeable increase in overnight sheltering activities<sup>1</sup> in parks and green spaces. These activities have had a number of impacts on City operations, park environments and the community, including:

- financial and service delivery impacts on the City and VicPD;
- risks to the health and safety of those taking shelter, other park users and City staff;
- damage to vegetation and ecosystems;
- impacts on the use and enjoyment of City parks by other users;
- impacts on neighbouring residents.

So far in 2015 City staff and VicPD are observing a similar level of sheltering activity in City parks as in 2014. The current monitoring approach is somewhat effective in encouraging compliance with the City's bylaw regulations; however, there are opportunity costs associated with this approach, including:

- diversion of about 4,000 policing hours or two full time police officers from other public safety priorities;
- reduced service levels provided to investigate other bylaw complaints;
- diversion of Parks' resources to park clean-up and restoration.

There are a number of strategies that Council may wish to consider to reduce the impacts on City parks and resources, and increase housing and support opportunities for homeless people:

1. Bylaw regulations and public information that more clearly define the appropriate locations and activities in relation to the use of parks and green spaces for shelter at night, including possibly designating a specific area or specific areas within parks as the only location(s)

<sup>1</sup> "Sheltering activities" is meant to include preparing a site for overnight shelter, setting up the overnight shelter, occupying the park or green space area during the time of overnight shelter, removing the overnight shelter and the deposit of any waste or garbage in a park during this activity.

- where overnight sheltering may occur with the necessary sanitation services;
2. Additional resources for compliance monitoring and enforcement;
  3. Additional resources for parks and green space clean-up and restoration;
  4. Actions in support of the City's strategic objective to *Make Victoria More Affordable*, such as increasing the stock of affordable housing units and enhancing local food security;
  5. Advocacy to senior levels of government for additional resources for emergency and supportive housing, mental health and addiction services.

Strategies 1, 2 and 3 lie within the authority of the City; however, they are not expected to provide a solution to the underlying problem that results in homeless persons taking shelter in City parks and green spaces. For example, designating specific areas where people can take shelter overnight may reduce the impacts on the overall park system; however, it is not a solution to the underlying issue of homelessness. Nonetheless, these short-term strategies may be necessary interim measures to explore while longer term solutions consistent with strategies 4 and 5 are developed and implemented.

### Recommendation

That the committee consider this report and provide direction to staff regarding further reporting on the issues and options outlined in this report.

Respectfully submitted,



Robert Woodland  
Director of Legislative & Regulatory Services



Julie MacDougall  
Acting Director of Parks & Recreation

Inspector Scott McGregor  
Victoria Police

Report reviewed and endorsed by Chief of Police:



Report accepted and recommended by the City Manager:



Date:

March 26, 2015

## Purpose

The purpose of this report is to provide Council with information on the impacts arising from people taking shelter overnight in City parks and green spaces and obtain Council direction.

## Background

The *Parks Regulation Bylaw* (the *Bylaw*) regulates the use of City parks. A “park” is defined in the bylaw to include a public park, playground, square, green, footpath, beach, road in a park, and other public place that is not a street and that is under the custody, care, and management of the Director responsible for parks (“the Director”). Bastion Square and Centennial Square are also designated as parks. The bylaw sets out a number of regulations, including:

- prohibited uses of parks, including the use of fire, uses that damage the park environment, erecting structures or causing a nuisance or obstruction;
- uses that require permission from the Director, including processions, races, concerts, special events, research and commercial sales; and
- uses that can be carried out only in designated locations, such as games and model aircraft flying.

Section 14(1)(d) of the *Bylaw* prohibits a person from taking up a temporary abode overnight in a park. Section 16 of the bylaw prohibits a person from erecting a tent, building or structure without permission from the Director. Such permission is typically granted to special events held in parks where the event requires the installation of temporary staging or marquees.

In 2009, in *Victoria (City) v. Adams* (the Adams decision) the Court of Appeal confirmed that homeless persons sleeping in parks have a constitutional right to erect temporary shelters if there are no available shelter beds. In response to this decision, the City amended the *Bylaw* to provide an exception to the general prohibition on the erection of shelters or other structures in parks.

Under section 16A of the *Bylaw*, homeless persons may erect, use or maintain a structure or other overhead shelter in a park between 7 p.m. (8 p.m. when Daylight Savings time is in effect) and 7 a.m. the next day if there are no available shelter spaces. “Homeless person” is defined in the *Bylaw* as a person who has neither a fixed address nor a predictable safe residence to return to on a daily basis. Shelters are prohibited at any time in a playground, sports field, footpath, road within a park, Bastion Square, environmentally sensitive area, or an area where a permitted event or activity is occurring.

Section 16A confers a specific exemption only to homeless persons, and is not meant to authorize other persons, such as backpack travellers, to “camp” in a City park. The constitutional validity of Section 16A of the City’s *Bylaw* that regulates “sheltering activities”<sup>i</sup> was upheld in 2011 in *Johnston v. Victoria (City)*. The Court of Appeal found the restriction on the erection of daytime shelters between 7 a.m. and 7 p.m. to be a reasonable limitation on the constitutional rights of homeless persons.

The Adams decision was restricted only to parks. The Court specifically overturned the lower Court’s decision that allowed for erection of shelters on streets or other public places, including boulevards and planted areas within the road right-of-way. In 2010, the City adopted amendments to the *Streets and Traffic Bylaw* that expressly prohibit the erection of shelters on

street boulevards and medians. This amendment reinforced other bylaw regulations against obstruction of streets and sidewalks.

During the summers of 2013 and 2014, staff observed a change in the nature of sheltering activities in City parks. Many individuals remained in a particular location for a continuous period of days or weeks, erecting their shelters in the evening and dismantling them again every morning. The continual daytime presence and repetitive overnight sheltering activities in the same location impacts the use and enjoyment of the park by other residents and visitors to the City. Large volumes of chattels and garbage typically accumulate in locations where repetitive sheltering activities were occurring.

This type of sheltering activity was most prevalent during 2014 in Beacon Hill Park, Cridge Park, Topaz Park, Kings Park, Holland Point Park, Arbutus Park and Haegert Park (see Appendix A). These City parks are impacted by these types of sheltering activities as they are not designed to accommodate this kind of use.

Bylaw and Licensing Services has responsibility for monitoring compliance with the *Bylaw*, and is jointly supported by the Victoria Police Department (VicPD). Parks staff play an on-going role in identifying problematic sheltering activities due to their daily presence in City Parks. The focus is to identify the location of sheltering activities that are occurring outside of the hours specified in the *Bylaw*, contact Bylaw & Licensing Services staff, and often with the assistance of VicPD, attend the location to address the issue. To respond effectively in 2014, more resources were applied to the daily monitoring routine as noted below.

The VicPD Patrol Division assigns multiple, one or two-person patrol units to carry out 'wake-up' responsibilities daily. The Focused Enforcement Team also has approximately 10 officers performing 'wake-up' duties for the first one or two hours of their shifts. The Focused Enforcement Team also assigns one member to team up with a Bylaw Officer to attend parks outside the downtown core, including Beacon Hill Park and Topaz Park. These teams monitor parks, streets and other known sheltering areas. Patrol routes vary depending upon the areas experiencing issues, but the intention is to ensure that all sites are visited between 7 a.m. and 8 a.m. It is often necessary for Bylaw Officers to return to sites, as it may take several hours for some of the sheltering sites to be dis-assembled. During the warmer months two Bylaw Officers spend their entire shifts following up on reported locations of sheltering activities occurring contrary to the *Bylaw*.

At locations where abandoned chattels or garbage are found, Parks or Public Works are called to provide pick-up and disposal. To ensure the safety of the Public Works or Parks staff removing these items, Bylaw Officers or VicPD remain on scene until the items are removed. The removed chattels are inspected to determine whether any items of value are present. Items of value are retained and stored so that they can be returned to their owner if claimed. City staff then remove garbage and hazardous items for appropriate disposal. A staff team's interaction at a shelter site can range in duration from a few minutes to several hours, depending on the need for clean-up services that day, staff and equipment availability and the cooperation of the people engaged.

## Issues and Analysis

### 1. Occurrences of Sheltering Activities in City Parks

Both Parks and Bylaw & Licensing Services track sheltering activities in parks and green spaces. "Calls for service" to Bylaw Officers and Parks Division staff are created throughout the day in response to locations or activities reported by staff or members of the public. Table 1 shows that calls for service related to sheltering activities in parks and green spaces increased significantly from 2013 to 2014. Calls for service to Bylaw Officers increased 85% and calls for service to Parks Division staff increased 325%.

**Table 1**

Year	Reported Calls for Service Bylaw & Licensing Services	Reported Calls for Service Parks Division
2014	1040	234
2013	561	55
2012	N/A	80

VicPD began recording and analysing data respecting their calls for service and patrol reports in relation to sheltering activities in 2014. The 2014 data on "person stops" recorded by VicPD members engaged in park patrols identified over 3700 occasions when police had interactions with one or more persons engaged in sheltering activities. This number was highest in August, when 406 occasions were recorded.

In addition to park patrols, VicPD patrol units may also be dispatched in response to individual calls for service relating to sheltering and bylaw offences in parks. In 2014, at least 1,000 calls for service to VicPD were recorded for sheltering activities and other *Parks Bylaw* related issues occurring in or adjacent to City parks.

### 2. Factors that Lead to Sheltering Activities in City Parks

Bylaw Officers estimate that several hundred people routinely shelter in City parks and green spaces over the course of the year. The majority are doing so because they are homeless, and many have mental health and/or substance abuse issues. For many of these people, successful permanent housing opportunities must include on-going support and services. In some cases, shelters are also not an option for individuals who have behavioural issues caused by addictions or mental illness.

Currently, there is not enough supportive housing available in Victoria to meet the existing demand. In a September 2013 report on Housing and Homelessness in Greater Victoria, the Greater Victoria Coalition to End Homelessness estimated that anywhere from 250 to 719 additional supportive housing units are required in the region.

As a temporary alternative to a permanent housing solution, a variety of agencies provide emergency shelter beds for homeless people in Victoria. There are a total of 175 shelter beds currently available year round, with an additional 85 mats used as seasonal emergency shelter in the winter months. In extreme weather conditions, up to an additional 105 mats can be made available.

During the winter of 2013 and 2014, available beds and mats were at full capacity most nights

and homeless people were turned away from emergency shelters. Even if additional emergency shelter spaces were available, some individuals sheltering in parks and green spaces would still not use a shelter bed or mat. This could be because the person(s):

- has been banned from the shelter
- is unwilling to leave his or her belongings unattended while in the shelter,
- prefers sheltering in a park to sleeping in the group setting generally found in a shelter
- does not wish to be separated from their partner when sleeping)
- has a dog that is not able to stay inside the shelter.

Particular City parks and green spaces are used more frequently for sheltering activities because they are located in close proximity to social service agencies that support homeless people. For example, during 2014 individuals were routinely encountered occupying the 500 block of Ellice Street and sheltering in nearby green spaces due the close proximity to Cool Aid's Rock Bay Landing Emergency Shelter.

Not all people sheltering in City parks are homeless people. Bylaw Officers estimate that approximately 10% of individuals sheltering in parks are transient travellers from outside of the region. Because of the Adams decision and the subsequent *Bylaw* amendment, it appears that Victoria has developed a reputation among travellers as a place where itinerant "camping" is allowed in parks. This observation is consistent with anecdotal information provided by some of these travellers encountered in 2014. Steps are being taken to communicate the message that City parks are not a place for travellers to camp.

### 3. Impacts of Sheltering Activities on City Parks

#### *a) Impact on City operations in 2014*

The opportunity costs associated with compliance monitoring, clean-up and restoration work flowing from sheltering activities is borne by VicPD, Bylaw & Licensing Services and Parks in terms of core services that could not be provided to other priorities. For example, the allocation of Parks Maintenance Workers to clean-up sheltering locations impacted their ability to perform other required maintenance work. As a result, there was an increase in complaints related to empty dog waste bag dispensers, washroom cleanliness and inadequate garbage collection in 2014. Staff are concerned that the continued allocation of resources to clean-up sheltering sites will impact the start of the mowing season and other maintenance in Spring 2015.

VicPD reports that absent available shelter beds to accommodate the number of people requiring shelter, police members routinely direct homeless people to parks where overnight sheltering activities are permitted. This practice reduces the numbers of persons who might otherwise take shelter on private property, or on streets, sidewalks and boulevards. While this practice reduces the impact on the downtown and other commercial areas it has an operational impact on VicPD resources the following day. Currently, VicPD routinely schedules up to ten additional officers within the Focused Enforcement Unit to supplement the patrol shifts for the single purpose of conducting "wake-ups" after 7:00 a.m. This practice diverts police resources from attending other areas of the City, delays call response times, and delays investigations of criminal complaints.

Bylaw and Licensing Services indicates that the investigation and resolution of public complaints of City bylaw violations was significantly delayed during 2014 because of the deployment of resources for park patrols. While initial follow-up on complaints alleging significant public



health or safety concerns usually occurred within three working days, follow-up on complaints of a routine nature (e.g., noise, nuisances, unsightly properties, etc.) generally took about 2 months. In 2013, routine complaints were usually responded to within about a week.

To resource the monitoring of sheltering activities in 2014, Bylaw and Licensing Services reduced routine monitoring of activities in the downtown core between May and October. In 2013, Bylaw Officers routinely monitored the downtown core area on a daily basis. In 2014, this downtown monitoring activity was reduced to two half-days each week.

*b) Financial impact of sheltering activity in the parks*

Cleaning up a site that has been used for repetitive sheltering activities can consume a significant amount of City resources. Garbage is the usual by-product of all sheltering activities, and the quantity of garbage and other items found at sheltering locations increases depending upon:

- the duration of continuous sheltering activity in the same location;
- the number of people at the sheltering location; and
- the individual behaviours of the people at each location.

In September 2014, a particularly problematic sheltering location was discovered in Arbutus Park hidden along the shoreline. Clean-up of this sheltering site took eight hours and involved two Bylaw Officers, eight Parks Division staff and six trucks, including one with a crane. Five one-ton truckloads of garbage were hauled away over a two-day period. City staff labour costs alone for that clean-up were about \$3,200, and additional costs were incurred for landfill tipping fees.

The restoration of disturbed paths and sites is also costly. In addition to labour costs, plant material replacement costs can range from \$16 to \$25 per square meter. Fencing, watering, mulching and weeding the restored area incurs additional costs.

VicPD estimate that their compliance monitoring role for sheltering activities costs over \$400,000 in police member labour. Bylaw and Licensing Services reports that staff labour costs allocated to compliance monitoring of sheltering activities was over \$165,000 in 2014, equivalent to about two full-time Bylaw Officers. Parks staff costs for clean-up and restoration work was approximately \$100,000 in 2014, which does not include vehicle costs or dumping fees.

*c) The health and safety of other park users and City staff*

The health and safety of other park users may also be at risk from sheltering activities when human waste and hazardous items such as hypodermic needles are left behind. Washroom facilities are not available on a 24-hour basis in City parks, and when washrooms are open, people who shelter in parks often choose not to use of these facilities. In Topaz Park, the presence of human waste was repeatedly documented in the leash optional area of the park.

Sheltering activities in City parks and green spaces also impact the health and safety of City staff. Booby-traps, discarded needles, human waste and unsanitary clothing and bedding have been found in parks. Staff have also experienced threats of violence and verbal abuse, and have witnessed damage to City equipment.

*d) Well-being of Individuals taking shelter in parks*

Sheltering activities, especially in winter, also raise concerns for the safety, health and well-being of the individuals using parks for this purpose. Bylaw Officers have encountered people suffering from hypothermia and other serious health issues. Homeless people whose health is affected by addictions or whose capacity is affected by mental illness may be particularly vulnerable living outdoors during inclement weather. The personal safety of people who shelter in parks may also be at risk, particularly where shelter sites are hidden from general public view, as no one may be aware of their presence or able to observe their condition.

*e) Park vegetation and ecosystems*

Natural areas, including valuable Garry Oak woodlands, are being damaged by sheltering activities, especially where sheltering locations are in heavily wooded areas that are hidden from public view. In 2014, Bylaw and Licensing Services reported that about 453 (approximately 20%) of the observed sheltering activities were in environmentally sensitive areas. This means that vegetation is being cut or trampled to clear, or create access to, sheltering locations. In order to safely access and clean up these sites, staff often have to perform additional clearing of vegetation, further damaging these natural areas. The removal of vegetation can cause a change in the micro-climate of an area, and create conditions for invasive plants to thrive.

Well-used paths and sites cause soil compaction, resulting in damage to root systems and poor drainage. When the ground in these areas becomes bare and exposed, non-native and invasive species choke out native plants that try to re-establish themselves in their original habitat. Sheltering activities that occur along the Dallas Road cliffs exacerbate erosion, and cause other environmental and public safety concerns.

Shrubs, hedges and lower limbs of trees have been removed by the City in an attempt to make areas more visible and less appealing to sheltering activities in parks. Staff have also erected fencing and planted specific types of plants in an attempt to discourage access to these environmentally sensitive areas. However, these efforts have had little success in discouraging people from accessing these natural areas, have impacted other park users' enjoyment of parks' natural areas and unique ecosystems, and have led to more fragmented natural areas.

*f) The use and enjoyment of City parks by other users*

Correspondence received from members of the public during 2014 documented the impacts that sheltering activities in parks and green spaces have on the use and enjoyment of these places by other members of the community. A common theme reported to the City was that repetitive sheltering activities in the same location affect other park users' perceptions of safety in the park.

*g) Neighbouring residents*

Residents living near parks and green spaces have reported that sheltering activities in parks and green spaces adjacent to their properties also have impacts, such as:

- unauthorized use of neighbours' utilities, including water and electricity
- late night noise, and
- depositing of garbage, human waste and hypodermic needles on neighbouring properties.

#### 4. Impact on Official Community Plan Objectives for City Parks and Green Spaces

The Official Community Plan (OCP) recognizes that parks and open spaces are critical components of a complete community and serve many different uses in an urban environment. They help to improve the liveability of densely developed areas, enable active lifestyles and personal health, provide spaces for respite and contemplation, highlight historic and cultural landscapes, and provide indoor and outdoor gathering places.

Many parks and open spaces also play an important role in providing animal and plant habitat and maintaining ecosystem services. "Park" is defined in the OCP as "land managed by the City of Victoria that provides outdoor space for unstructured or structured leisure activities, recreation, ecological habitat, cultural events, or aesthetic enjoyment, not including planted areas within street rights of way." Considering the purpose of parks outlined in the OCP, their use for sheltering activities does not support OCP objectives for parks and open spaces, and is not a valid, long-term housing option for homeless people in our community.

#### **Options**

Potential options for Council's consideration can be divided into short-term or long-term strategies. The identified short-term strategies do not provide a solution to the issues that cause people to take shelter in City parks. Rather, these strategies would improve the city's management of and response to the impacts of sheltering activities. Short-term strategies include:

1. Bylaw regulations and public information that more clearly define the appropriate locations and activities in relation to the use of parks and green spaces for shelter at night, including possibly designating a specific area or specific areas within parks as the only location(s) where overnight sheltering may occur with the necessary sanitation services;
2. Additional resources for compliance monitoring and enforcement; and
3. Additional resources for parks and green space clean-up and restoration.

With respect to the first short-term strategy, changes to the City's *Parks Bylaw* bylaws could be explored that would:

- Further limit the parks, or areas within parks where sheltering activities can occur;
- Designate a specific area or specific areas within parks as the only location(s) where sheltering activities may occur, and provide water, washrooms and sanitation services to support the site(s);
- Limit the duration of repetitive sheltering activities;
- Improve the Director of Parks and Recreation's authority to close a park or an area within a park for clean-up and restoration of the natural area;
- Further limit who is able to take shelter in parks and under what circumstances.

The second strategy is meant to identify and allocate additional financial resources necessary to continue with the current compliance monitoring program for sheltering activities in parks. The allocation of additional financial resources would also enable service levels to be restored to meet other on-going police and bylaw enforcement service demands.

The third strategy is meant to identify and allocate additional financial resources to clean-up locations where sheltering activities occur, and to restore damaged or degraded parks areas. If

no additional financial resources are allocated, then resources will need to be reallocated from existing budgets by reducing service levels in other areas of Parks and Public Works.

Long-term strategies are required to achieve the City's OCP and Strategic Plan objectives in the areas of housing and social inclusivity. These strategies are intended to address the causes of homelessness by addressing issues of housing affordability and availability and to increase the support services available to those people whose lives are adversely affected by mental illness and addictions. These strategies include:

4. Actions in support of the City's strategic plan objective to *Make Victoria More Affordable*, such as increasing the stock of affordable housing;
5. Advocacy to senior levels of government for additional resources for emergency and supportive housing, mental health and addiction services.

The fourth strategy would include actions that the City can take within its area of authority to improve housing affordability and reduce the cost of living. The fifth strategy of advocating to senior levels of government for additional resources for emergency and supportive housing, mental health and addiction services is consistent with the City's OCP objectives. New strategies may be needed to ensure that new programs, housing or support services more effectively meet the needs of those persons who routinely take shelter in City parks. However, achieving outcomes from both of these strategies in the form of new services and housing units in the ground is expected to take a number of years.

## Conclusion

Continuing with the current compliance monitoring approach has a significant impact on VicPD and Bylaw & Licensing Services resources, and additional resources will be needed in 2015 to sustain this same approach. Likewise, additional resources to clean-up and restore parks areas damaged by sheltering activities are needed by Parks, along with additional funding for waste disposal.

Improving the City's *Bylaw* that regulates sheltering activities and increasing the authority provided to the Director to manage the parks system may help to reduce the impacts on parks and green spaces. Consideration might also be given to changing how the City approaches the issue; for example, the City might consider designating specific areas for sheltering activities and provide the necessary public health and safety supports at these locations.

In any event, long-term strategies to address the factors that cause people to shelter in parks are needed if the City is to resolve this community issue. A combination of short-term and long-term strategies is likely needed if the City is to achieve a successful, long-term resolution.

## Recommendation

That Council consider this report and provide direction to staff regarding further reporting on the issues and options outlined in this report.

# Appendix A Map of Parks where Sheltering Activity was Prevalent in 2014







## Governance and Priorities Committee Report

### For the Meeting of April 2, 2015

**To:** Governance and Priorities Committee  
**From:** Susanne Thompson, Director of Finance  
**Subject:** Payment of Property Taxes by Credit Card

**Date:** March 16, 2015

#### Executive Summary

The City is committed to providing its customers with a variety of convenient payment methods. As a customer service improvement, the City will be offering a new payment option for property taxes: credit card payment through a third-party payment provider. This service will complement the City's current payment methods (online, telephone and in-person through financial institutions, pre-authorized withdrawals, mail, mortgage payment companies, in-person at the Public Service Centre, and a drop box at City Hall) as well as the recently launched tax eBilling service and will be available prior to the 2015 tax season.

The City often receives requests from customers who want to pay their property taxes by credit card. The City has historically not offered this payment option due to the high transaction fees that the City would be required to pay, including those for taxes collected on behalf of other governments. Credit card rules prevent the City from levying a fee to recuperate this cost.

The City, however, can work with a third-party payment provider to provide this service at no cost to the City. The payment provider will charge a transaction fee directly to the customer, currently 1.99%.

Like online banking, this service is currently available to customers, however it is not widely known. The City will be promoting this option through the tax insert, on the City's website, through social media and in the City's MyCity service portal.

#### Recommendation:

That Council receive this report for information.


Respectfully submitted

  
 Christopher Paine  
 Manager-Revenue

  
 Susanne Thompson  
 Director of Finance

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

**Date:**

 March 25, 2015







## Governance and Priorities Committee Report For the Meeting of March 26, 2015

---

**To:** Governance and Priorities Committee **Date:** March 19, 2015  
**From:** Allison Ashcroft, Senior Planner, Environment  
**Subject:** Encouraging the Growth of Car Share - Streets and Traffic Bylaw Amendment

---

### Executive Summary

Car share is a small, but beneficial element of Victoria's multimodal transportation system. This report seeks Council approval to amend the Streets and Traffic Bylaw in order to encourage growth in the availability and use of car share in Victoria.

In the sharing economy, transportation is about accessibility, not ownership. Car share provides an alternative to car ownership and an additional transportation option for residents, businesses, and visitors. Car sharing as a system has been shown to facilitate large reductions in the annual emissions and vehicle ownership of some households while providing affordable access to the benefits of car ownership for other households. The City of Victoria can provide clear policy to encourage car share's growth in a manner that provides mobility benefits and continued emission reductions, as outlined in the Official Community Plan and the Community Energy and Emissions Plan.

Car2go is the largest car share organization operating in Canada. Car2go has expressed an interest in expanding its business into the Victoria market in the Spring of 2015, and has approached City staff to discuss opportunities and barriers to their entry. Car2go, like most other significant for-profit companies operating in the car sharing business, uses a "free-floating" <sup>1</sup> car share service model. In recent years, free-floating car share has emerged as the predominant model for urban car sharing in North America and Europe. Zipcar has recently launched its car sharing service in Greater Victoria with three vehicles stationed at UVic, and has requested a meeting with City staff to discuss opportunities for expansion of their operations into downtown Victoria.

The City's existing clause for car share, contained within the Streets and Traffic Bylaw, does not explicitly allow for free-floating car share. Furthermore, the existing clause, to allow for the use of the public right of way for car share vehicles, pertains only to the operations of non-profit/co-operative car share organizations.

Specifically, this report seeks to obtain Council authorization for an amendment to the existing Streets and Traffic Bylaw. The purpose of this proposed amendment is twofold,

- 1) To include, within the permissible uses for a Street Occupancy Permit, a new car share operating model, known as "free-floating" car share service.
- 2) To establish a price of \$2,000 per year for each "free-floating" car share vehicle issued under the City's Street Occupancy Permit. This proposed price is comparable to the annual charge for other allowable uses under the City's Street Occupancy Permit (e.g. service vehicles), and reflects staff's best assumption of the fair market value of the benefit to be conveyed to these car share organizations.

---

<sup>1</sup> Free-floating car share permits one-way, or point to point car sharing. These vehicles have no fixed positioning; the free-floating car share operating model relies on the use of curb space in the public right of way for parking when not in use by a customer.

Staff propose that this price be evaluated after completion of the first year of operation of a free-floating car share organization to determine whether,

- a) the price of \$2,000 per vehicle per year reflects fair market value based on actual use;
- b) additional restrictions should be placed on use of right of way by free-floating car share vehicles;
- c) a maximum number of permits for free-floating car share vehicles should be instituted

In order to properly evaluate the impact and efficacy of free-floating car share on the city's transportation system, as a condition of the Street Occupancy Permit, free-floating car share organizations will be required to submit periodic exception reports and usage statistics (based on GPS technologies deployed in each vehicle), and the results of member surveys.

#### Next steps


In light of the recent merger of Victoria Car Share Co-Operative with Modo, Canada's two largest non-profit car share organizations (now doing business as Modo Co-Operative), and the proposed entrance of zipcar and car2go, the two largest car share organizations operating in North America (both for-profit), the landscape for car share in Victoria has changed quickly and dramatically bringing new opportunities for residents, businesses, and the City corporation. As a result, staff are investigating the opportunity to:

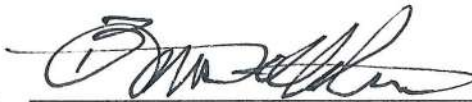
- Use third party car share to complement the City's fleet and operations. This opportunity will be explored in the course of developing the City's overall fleet strategy, identified in the draft budget as a proposed initiative for 2015.
- Standardize and streamline the processes for:
  - Designation of assigned parking spaces in the right-of-way for car share
  - Negotiating and administering development permit parking variances involving car share as a Transportation Demand Management (TDM) measure

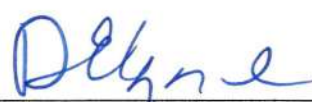
#### Recommendations:

1. That Council instruct staff to prepare an amendment to the Streets and Traffic Bylaw in accordance with the draft contained in Appendix A of this report.
2. That Council direct staff to:
  - Update the terms and conditions of the Street Occupancy Permit to include reporting requirements for car share organizations operating under this permit.
  - Perform an evaluation at the end of the one year pilot period, and forward the results and any proposed recommendations for Council's consideration.

Respectfully submitted,


  
Allison Ashcroft  
Senior Planner, Environment

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

  
Dwayne Kalynchuk, P.Eng.  
Director of Engineering and  
Public Works

Report accepted and recommended by the City Manager:

Date:

  
March 20, 2015



## Purpose

*This report seeks Council approval to amend the Streets and Traffic Bylaw to encourage growth in the availability and use of car share in Victoria.*

## Background

Carsharing supports a community's mobility and environmental goals by decreasing road congestion and parking demand; reducing personal car ownership and associated costs; decreasing dependence on fossil fuels while reducing the emission of greenhouse gases and air pollutants; and providing enhanced mobility through the affordable access to vehicles. Car share encourages a multi-modal approach thereby increasing the use of walking, cycling, and taking the bus, in addition to car share.

## Car Sharing Service Models

Car share has moved from niche to mainstream in select cities with the investment in significant sized fleets by one of a few, large multi-national operators. These operators favour a free-floating service model, and as a result this is now the predominant model for urban car sharing in North America and Europe.

A number of different ownership and service models for car share have emerged over the last 15 years, and new models for shared vehicle accessibility continue to emerge that blur the line between traditional ride share, car share, and vehicle leasing. The two primary forms of car share presently operating in Canada are "classic"<sup>2</sup> (two-way) car sharing and "free-floating"<sup>3</sup> (one-way) car sharing. The Victoria Carshare Co-operative employs the classic car sharing model.

As of June 2013, Car2go (owned by Daimler Chrysler) operates in 3 metropolitan markets in Canada (Calgary, Toronto and Vancouver). zipcar (owned by Avis) operates in 2 cities (Vancouver and Toronto). In Vancouver, there are 3 car-sharing organizations with 800 vehicles among them (400 Car2go, 300 Modo, 100 zipcar). Modo is a car share co-operative operating under a similar 2 way car sharing model to the Victoria Car Share Co-Operative; Modo and Victoria Car Share Co-operative announced a merger in January 2015, effective April 2015 the newly merged entity will operate as Modo Co-operative in both Victoria and Vancouver.

## Car share in Victoria

At present, there is only one car sharing organization operating in the Capital Region, the Victoria Car Share Co-operative (since 1996). They currently operate with a fleet of 23 vehicles and have a membership of approximately 800 members. A recently announced merger between Vancouver-based Modo and Victoria Car Share Co-Operative (collectively referred to hereafter as "the Co-Op") is expected to further grow their membership as members will have the ability to book cars both in Victoria and Vancouver, and use Modo's improved technology and infrastructure.

At present, the Co-Op has eight assigned spaces in the City's right of way (all non-metered spaces), and two spaces in City parkades (one in Centennial Square, one in Johnson Street) with an additional assigned space being discussed for Bastion Square. Consistent with the City's Commercial Use of Public Space Guidelines, the Co-Op, as a non-profit co-operative, does not pay fair market value for the exclusive parking benefit of these assigned spaces; there is no fee

<sup>2</sup> Classic car sharing is used for round trips and relies on the use of designated parking spaces for each vehicle in its fleet. Members are typically required to book vehicles in advance and specify rental duration at the time of booking.

<sup>3</sup> Free-floating car share permits one-way, or point to point car sharing. Using smartphone and internet applications and GPS technology "free-floating" car share customers can locate, pick up, and drop off a vehicle anywhere within a car share organization's designated "home area". These vehicles have no fixed positioning; the free-floating car share operating model relies on the use of curb space in the public right of way for parking when not in use by a customer.



for the six dedicated on-street spaces, and receives a 50% discount on the monthly fee for each parkade space (\$80 and \$95 per month discount in Centennial Square and Johnson Street, respectively).

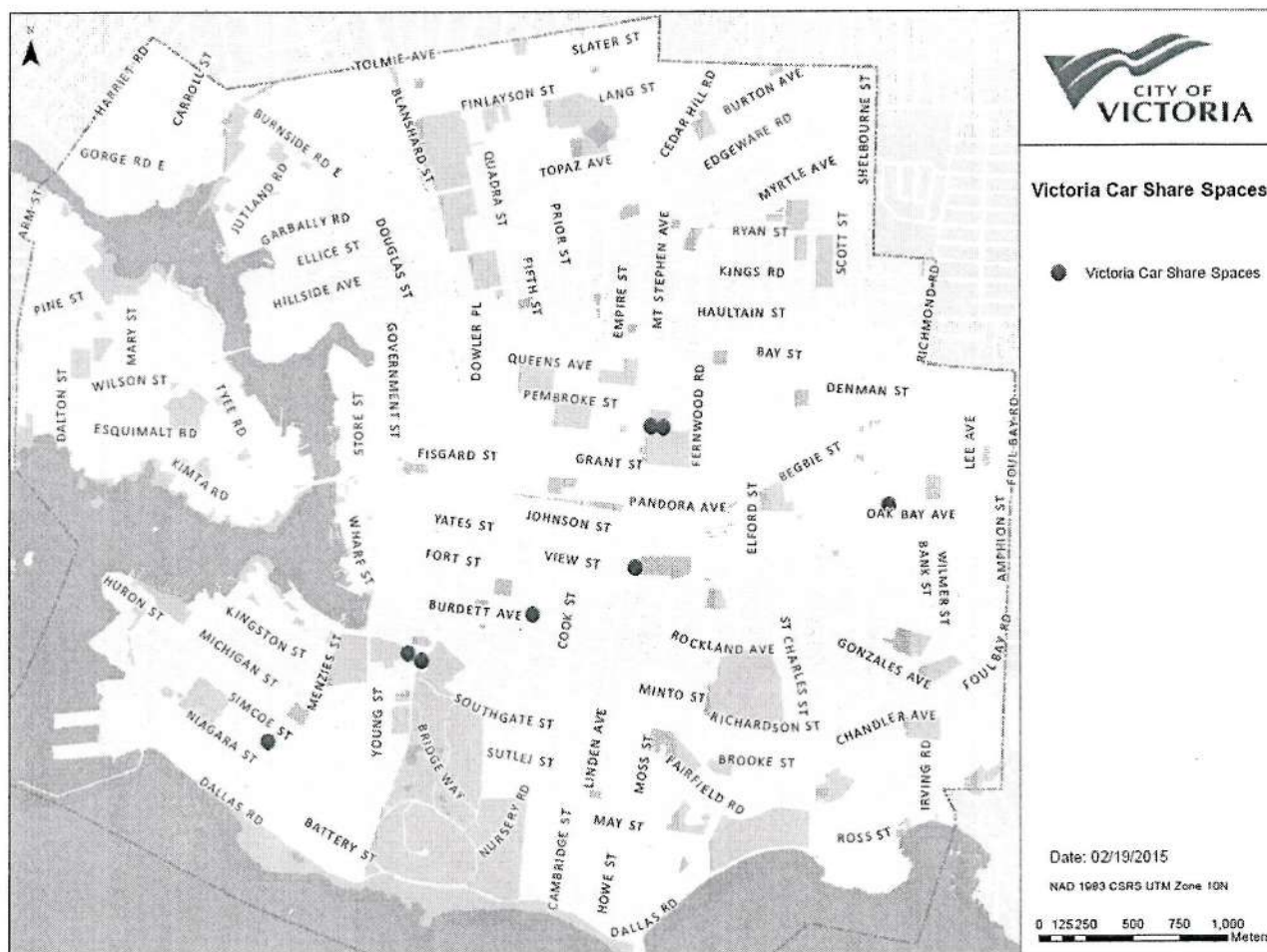


Figure 1 - Assigned On-Street Carshare Spaces

### Recommended Best Practices in Car Sharing Policies by Local Government

Cost savings and convenience are frequently cited as popular reasons for shifting to a shared-use mode. Carsharing users most commonly cite convenient locations and guaranteed parking as major motivation for participation, and carsharing operators most commonly cite lack of access to a dense network of parking spaces for carsharing as a limit to expansion. A study<sup>4</sup> of best practices in local government policy for car share indicates that cities can best increase carsharing participation by making parking spaces available for shared vehicles both on streets and in off-street public lots and garages. This can best be achieved through local government policies which include provisions for on-street parking; exemptions to parking time limits; creation of carsharing parking zones; free or reduced cost parking spaces or parking permits; universal parking permits (i.e. carsharing vehicles can be returned to any on-street location); and, formalized processes for assigning on-street parking spaces.

<sup>4</sup> "Policies for Shareable Cities: A Sharing Economy Policy Primer for Urban Leaders", Shareable and Sustainable Economies Law Center, September 2013. Available for download at [www.shareable.net](http://www.shareable.net)



## Issues & Analysis

A few questions arise related to this proposed amendment, namely:

1. What elements of the bylaw need to be amended to accommodate free-floating car share?
2. Is the City's existing Street Occupancy Permit the most appropriate process for regulating free-floating car share?
3. What is the appropriate price for this permit to reflect the benefit being conveyed for free-floating car share?
4. What are the revenue and cost implications to the City from free-floating car share?
5. What additional terms and conditions of the Street Occupancy Permit may be required specific to free-floating car share?
6. Does car share align with the City's strategic goals and objectives?
7. What are the impacts and opportunities of car share's growth and the entrance of new car share organizations in the Victoria market?

## Bylaw Amendment

Free-floating car sharing varies in its service model from classic car sharing; and, as such, the City's existing clause for car share, contained within the Streets and Traffic Bylaw, does not explicitly allow for free-floating car share. Furthermore, the existing clause to allow for the use of the public right of way for car share vehicles pertains only to the operations of non-profit/co-operative car share organizations. The Co-Op, as a non-profit delivering social benefit to Victoria residents and businesses, has been assigned dedicated on-street spaces and parkade spaces to at no cost and 50% discount, respectively. In accordance with the City's Commercial Use of Public Space Guidelines, it would be inappropriate to provide free parking to for-profit car share organizations, whether free-floating or classic car share.

The draft bylaw amendment is included as Appendix A.

## Accommodating free-floating car share with City's annual Street Occupancy Permits

The most similar instance of unassigned, or floating, parking in the public right of way relate to service holding an annual Street Occupancy Permit. Staff propose to use this permit for free-floating car share as the permissions and restrictions pertaining to these service vehicles are equally appropriate for free-floating car share.

Under the proposed amendment, an annual Street Occupancy Permit would be issued to each free-floating car share vehicle operating in Victoria by a car share organization. Street Occupancy Permits are issued on a calendar year basis. Under this permit, each vehicle displaying a valid decal would be allowed to park within the City's right-of-way in approved zones. Approved zones, per existing Street Occupancy Permits, include on-street metered spaces (other than 20 minute meters) and residential zones.

- In metered spaces, vehicles displaying a valid decal would be allowed to park without paying and without regard to time limit.
- In residential zones, vehicles displaying a valid decal would be allowed to park, and permit the vehicle to remain parked, on the street in a Residential Parking Zone if the driver resides there; is visiting an occupant there; or (c) is transacting business, performing work, or rendering services there.

Under this permit, free-floating car share vehicles would be prohibited from parking in all special use zones, time-restricted zones, and handicapped spaces, unless the car share member using the vehicle meets the criteria for using a handicapped space and a handicapped parking permit is displayed for the duration of the time the car share vehicle is parked within the space designated as handicapped.



### Establishing a price for Street Occupancy Permits used for free-floating car share

In exchange for this annual Street Occupancy Permit, staff recommend that free-floating car share companies be required to pay the fair market value of \$2,000 per vehicle per year. This proposed price is comparable to the annual charge for other allowable uses under the City's Street Occupancy Permit (e.g. service vehicles), and reflects staff's best assumption, at this time, of the fair market value of the benefit to be conveyed to these car share organizations.

The best measure of fair market value is actual usage, but it is difficult to extrapolate the usage in other markets, nor estimate the potential usage in Victoria without making a number of assumptions bearing significant uncertainties. Staff recommend retaining the existing annual fee of \$2,000 per vehicle for the duration of a one year pilot period beginning with the issuance of the first Street Occupancy Permit to a free-floating car share organization. At the end of this pilot period, staff can then perform an evaluation which would include reviewing reports provided by the car sharing organization(s) re: usage statistics, exception reports, and any other formal feedback received in the form of parking complaints, etc. From this review, staff will recommend options to Council as to any additional amendments to the Streets and Traffic Bylaw that may be warranted to i) better manage permits for free-floating car share, and/or ii) more accurately reflect the fair market value of a Street Occupancy Permit issued to a free-floating car sharing organization. Upon completion of the pilot period, staff can present on the summary findings from this evaluation and propose any amendments to the Streets and Traffic Bylaw for Council approval at that time.

### Revenue and Cost Implications to the City from Free-Floating Car Share

- a) **Revenues:** While the proposed permit fee per vehicle is estimated to reflect fair market value, it is difficult to estimate what new revenues will be generated for the City from free-floating car share. In order to estimate the revenue implications, staff would need to estimate the number of permits to be issued for free-floating car share vehicles. Car2go has estimated they would seek to launch service with 50 vehicles, translating to \$100,000 per year in revenues. This wouldn't be 100% new revenues as presumably there will be some displacement of meter revenues from personal vehicles, however, this amount is, and will continue to be, immeasurable. Finally, it is unclear whether the Co-Op or zipcar would be interested in offering free-floating car share service in addition to, or instead of their existing two-way car sharing model with dedicated spaces in residential areas and parkades.
- b) **Expenses:** There is no associated cost to the City for car share, other than the internal fixed costs of amending the Streets and Traffic Bylaw, and administering the Street Occupancy Permits. These costs are not significant and do not require an increase in resources to deliver. Further, there is no reason to believe at this time that there will be a need for greater resources to manage the permits associated with free-floating car share, nor the added complaints regarding parking, etc. that may arise from car share.

Should the City choose to become a member of one or more car share organization in order to use third party car share as a green fleet management strategy then there would be costs to the City associated with that in the form of membership and usage fees. At this time, the cost of using third party car share for flexible corporate fleet is unknown.



### Additional Terms and Conditions of Street Occupancy Permit for Free-Floating Car Share

As other modes of shared mobility emerge, making new transportation options available, the ways in which people utilize each of these modes will change. Data monitoring and reporting is critical to measure the impacts of these new modes on mobility choices, and the efficacy of these modes in achieving the transportation and mobility goals as outlined in the Official Community Plan (OCP) and the community's greenhouse gas reduction strategies and proposed actions as outlined in the Community Energy and Emissions Plan (CEEP).

Under the current authority of the Director of Engineering, additional terms and conditions can be included on Street Occupancy Permits issued to free-floating car share in order to require these organizations to periodically report member, fleet, and usage information in order that staff can monitor and mitigate any challenges arising from free-floating car sharing, as well as, to measure the effectiveness of car share for reducing vehicle ownership, vehicle kilometres travelled, and greenhouse gases in our community.

Presently, the Co-Op is not required to report metrics to the City. In a separate staff report, staff are requesting Council direction to enter into an agreement with the Co-Op to obtain metrics similar to those required as terms and conditions of the Street Occupancy Permit issued for free-floating car share. With the merger, all of the Co-Op's vehicles will be outfitted with Modo's more advanced booking and infrastructure technology which should facilitate the Co-Op's ability to deliver most of this information; absent GPS technology, it may not be possible to issue spatial information regarding travel routes, but average distance and duration of rentals will be possible with Modo's improved booking and infrastructure software.

### Car Share's Alignment with City's Strategic Objectives and Strategies

#### Official Community Plan:

- Transportation and Mobility Goal: Transportation options reduce fossil fuel dependence, help conserve energy and produce low greenhouse gas emissions and other air contaminants.
- Transportation and Mobility Objective: That travel modes function effectively together as a system where road right-of-ways are designed and managed to give priority to pedestrians, cyclists, public transit, and commercial vehicles over single occupancy vehicles.

#### Community Energy and Emissions Plan:

- Greenhouse Gas Reduction Strategy: Develop programs and incentives to support alternative transportation
- Recommended Actions:
  - Promote the location of car-share vehicles at places of employment
  - Support the development of, and advocate for participation in, car and bike sharing programs to reduce car ownership
  - Make opportunities for behavioural change a core focus of transportation planning in the City
  - Explore opportunities to encourage tourists to participate in alternative transportation (e.g. shared bikes for cruise ship passengers)
  - Create, or work with the private sector to create, new incentives for not owning a vehicle, including cycling events and transit events, car-free days, reward programs, etc.



### Impact of New Car Share Organization Entrants to Victoria

In recent years, free-floating car share has emerged as the predominant model for urban car sharing in North America and Europe. Free floating car sharing is more dynamic and spontaneous than classic car sharing. Free-floating and classic car sharing often cater to different types of users, and research indicates they are complementary to one another and to other transportation mode choices. For instance, classic car sharing is more appropriate as a TDM measure for private development as it ensures assigned vehicles remain with the property and are available for use by its residents in perpetuity. Free-floating car share, alternatively, is likely to be more effective than classic car sharing as an extension of public transit and, as an everyday affordable transportation choice for urban dwellers, thereby having a greater opportunity to a) encourage residents and businesses to divest from vehicle ownership and, b) reduce parking congestion downtown.

Presently, Car2go, zipcar, and Modo operate in Vancouver, each occupy a different place in the market for members based on different rate structures, service models, and vehicle types. Staff expect that the newly merged Co-Op will grow the car share market in Victoria, and the entrance of any free-floating car share organization will only further enhance the transportation options provided to Victoria residents, businesses and visitors.

Staff have consulted with the Co-Op about the potential entrance of other car share organizations to the Victoria market, and asked for their feedback. The Co-Op's board members discussed this topic and issued the letter attached in Appendix B to the City. In summary, the feedback from the Co-Op specific to the potential entrance of new car share operators is that they "support the growth of car sharing in Victoria. It is our hope that Car2go complements our service, and that they are able to increase public awareness, and pull in more users to car sharing which would have a long-term beneficial impact on us. However, it is impossible for us to know how Car2go will impact our bottom line. In this small market, we may see a negative impact to revenues in the short and/or long term as consumers share their transportation budgets between the two services."

### **Options & Impacts**

1. Bylaw amendment
  - a. Amend the Streets and Traffic Bylaw to explicitly allow free-floating car share vehicles to operate under an annual Street Occupancy Permit.
  - b. Don't amend the Streets and Traffic Bylaw, thereby inhibiting the emergence of i) free-floating car share, and ii) car share service by for-profit organizations.
2. Permit Fee
  - a. Establish an annual permit fee of \$2,000 per vehicle per year for a pilot period of one year. This fee is comparable to the annual fee for other allowable uses of the City's Street Occupancy Permit (e.g. service vehicles).
  - b. Establish a different annual permit fee based on another fair market value rationale, i.e. permit fees charged in other cities, permit fees for other uses of public right of way (e.g. sightseeing vehicles), or calculation (based on modeled estimate of # of vehicles, hours in use or parked outside of municipality, and hours parked in metered space vs. residential on-street). In Staff's opinion, the use most closely comparable to car share is for service vehicles permitted under the Street Occupancy Permit at an annual cost of \$2,000. Estimating usage to derive an annual fee specific to car share will be very difficult at this time as it will be based on a number of assumptions and uncertainties. Once actual usage statistics are reported by car share organizations, this data may indicate a different fair market value is more representative. At that time, re-evaluation



of the \$2,000 fee may be warranted if the difference between actual use and this fixed fee are significant.

- c. Establish an annual permit fee not based on fair market value to reflect the social and environmental benefits attributable to car share. This option is consistent with the City's Commercial Use of Public Space guidelines which identifies an exception for commercial uses that advance other goals of the City. However, based on models in other cities, and ongoing conversations with Car2go, there is no presumption or need to provide this fair market value exemption, thus no reason for the City to forego this revenue.

### Conclusion

Car share is a small, but beneficial element of Victoria's multimodal transportation system. Car share has the potential to advance many of the City's mobility and climate action goals as outlined in the OCP and CEEP. The car share industry continues to evolve with new operating and service models, such as free-floating car share. One or more free-floating car share organizations desire to enter the Victoria market. This report seeks Council approval to amend the Streets and Traffic Bylaw in order to encourage growth in the availability and use of car share in Victoria.

### Next steps

In light of the recent merger of Victoria Car Share Co-Operative with Modo, Canada's two largest non-profit car share organizations (now doing business as Modo Co-Operative), and the proposed entrance of zipcar and car2go, the two largest car share organizations operating in North America (both for-profit), the landscape for car share in Victoria has changed quickly and dramatically bringing new opportunities for residents, businesses, and the City corporation. As a result, staff are investigating the opportunity to:

- Use third party car share to complement the City's fleet and operations. This opportunity will be explored in the course of developing the City's overall fleet strategy, identified in the draft budget as a proposed initiative for 2015.
- Standardize and streamline the processes for:
  - Designation of assigned parking spaces in the right-of-way for car share
  - Negotiating and administering development permit parking variances involving car share as a Transportation Demand Management (TDM) measure

### Recommendations

1. That Council instruct staff to prepare an amendment to the Streets and Traffic Bylaw in accordance with the draft contained in Appendix A of this report.
2. That Council direct staff to:
  - Update the terms and conditions of the Street Occupancy Permit to include reporting requirements for car share organizations operating under this permit.
  - Perform an evaluation at the end of the one year pilot period, and forward the results and any proposed recommendations for Council's consideration.

APPENDIX A

NO. XX-XXX

**STREETS AND TRAFFIC BYLAW, AMENDMENT BYLAW**

A BYLAW OF THE CITY OF VICTORIA

The purpose of this bylaw is to amend the Streets and Traffic Bylaw to provide specified parking exemptions for car share organizations.

Under its statutory powers, including sections 8 of the *Community Charter*, 124 and 124 of the *Motor Vehicle Act*, the Council of the Corporation of the City of Victoria, in an open meeting assembled, enacts the following provisions:

**Contents**

**PART 1 – INTRODUCTION**

- 1 Title

**PART 2 – AMENDMENTS**

- 2 Exemption for Car Share Vehicles

**PART 3 – COMMENCEMENT**

- 3 Commencement

**PART 1 – INTRODUCTION**

**Title**

- 1 This bylaw may be cited as the “Streets and Traffic Bylaw, Amendment Bylaw (No.XXX)”.

**PART 2 – AMENDMENTS**

- 2 Bylaw No. 09-079, “Streets and Traffic Bylaw” is amended by inserting the following section 76A immediately after section 76:

**Exemption for Car Share Vehicles**

- 76A (1) In this section:

“Car Share Organization” means an organization which owns ten or more vehicles for the purpose of shared use among its members

“Free Floating Vehicle” means a vehicle owned by a Car Share Organization which is shared among the organization’s members and has no fixed or dedicated public parking space.

- (2) A Car Share Organization may apply to the Director of Engineering for an annual exemption from payment at metered or parking pay station zones

within the City by submitting an application in the form prescribed by the Director of Engineering.

- (3) Upon receipt of the following from a Car Share Organization
  - (a) an application under subsection (2) and
  - (b) a payment of \$2,000 for each of its Free Floating Vehicle used within the City,

the Director of Engineering may issue an annual exemption from payment at metered or parking pay station zones to that Car Share Organization.

- (4) Sections 71(2) to (4) and 72(1) and (2) of this bylaw, do not apply to the driver of a Free Floating Vehicle provided that:
  - (a) the Free Floating Vehicle is owned by a Car Share Organization that holds a valid permit issued under subsection (3); and
  - (b) the Free Floating Vehicle is clearly identified as being owned and operated by the Car Share Organization that holds a valid permit under subsection (3).

#### PART 4 – COMMENCEMENT

##### Commencement

3 This Bylaw comes in to force upon adoption.

READ A FIRST TIME the	day of	201X
READ A SECOND TIME the	day of	201X
READ A THIRD TIME the	day of	201X
ADOPTED on the	day of	201X

CORPORATE ADMINISTRATOR

MAYOR





March 4, 2015

City of Victoria  
Office of the Mayor  
1 Centennial Square  
Victoria, BC V8W 1P6

MAYOR'S OFFICE  
MAR 11 2015  
VICTORIA, B.C.

**Re: Disbursement of HST; Resolution No. 059/2015**

Please find enclosed a copy of Resolution No. 059/2015, passed on February 18, 2015, whereby Council petitions the Federal Government to disperse additional HST funds.

Should you have any further questions or comments, please feel free to contact our office.

Yours truly,



Loriann Harbers, CMO  
Director of Corporate Services/Clerk

encl.

cc: G. Lauzon, MP  
OGRA, AMO  
All municipalities in Ontario  
1 municipality from each Province and Territory in Canada  
Council

Township of  
SOUTH STORMONT

P.O. Box 84, 2 Mille Roches Road  
Long Sault, ON K0C 1P0  
Tel: (613) 534-8889 Fax: (613) 534-2280  
e-mail: info@southstormont.ca

Resolution No. 059/2015

Date: February 18, 2015

Moved by: Councillor/Deputy Mayor R. F. Waldroff

Seconded by: Councillor/Deputy Mayor Donna Primeau

Whereas Municipal Governments Nationwide are in need of funding;  
And whereas the current grant programs are unequal in distribution;  
And whereas the current gas tax is insufficient to meet the demands placed on municipalities;

And whereas Municipal Governments are limited in methods of acquiring funding;

And whereas all persons pay Goods and Services Tax;

And whereas funding provided on a per capita formula would be fairer;

And whereas the Federal Government has the resources to collect and distribute;

And whereas the population per Statistics Canada is 36,675,834;

And whereas 1% Goods and Services Tax (HST/GST) raises approximately \$6.5 billion annually;

And whereas this represents \$177.23 per man, women and child nationwide.

Now therefore be it resolved that the Federal Government of Canada be encouraged to dedicate to the municipalities of Canada 1 % percent of the annual Goods and Services tax (HST/GST) collected and that these funds be dispersed among the Municipal Governments of Canada on a per capita calculation, for use on annual expenses incurred;

And further be it resolved that a copy of this motion be forwarded to MP Guy Lauzon, all Ontario municipalities, AMO, OGRA, and 1 municipality in each province and territory of Canada for their endorsement and support.

☒ CARRIED

☐ DEFEATED

☐ DEFERRED

Chairperson

**RECORDED VOTE:**

Councillor Primeau -  
Councillor Smith -  
Councillor Waldroff -  
Deputy Mayor Hart -  
Mayor Bancroft -



## **Council Member Motion**

### **for the Governance and Priorities Committee meeting of April 2, 2015**

---

**Date:** March 24, 2015      **From:** Councillor Isitt, Mayor Helps and Councillor Loveday  
**Subject:** Urban design workshops - May 11 and 12

---

#### **BACKGROUND**

Urban designer Mark Lakeman from Portland, Oregon and social planner Andrew Heben from Eugene, Oregon will be in Victoria in May and two community groups, the Victoria Place Making Network and the Committee to End Homelessness, have expressed interest in partnering with the City of Victoria to host public events on best practices in urban design in the Pacific Northwest and how these practices can help inform solutions in Victoria.

The following events are proposed for the City Hall Antechamber:

- 1) **Urban Design, Placemaking & Portland's Lessons for Victoria: Workshop and Community Bike Ride -- Monday, May 11th, 4:00 pm - 6:00 pm**  
 Workshop and community bike ride with Mark Lakeman, beginning in the City Hall Antechamber with a presentation on placemaking in Portland, and then moving by bike into Victoria's neighbourhoods, looking at existing and potential urban places.  
 Co-sponsored with the Victoria Placemaking Network
  
- 2) **Portland's Dignity Village and Tiny House Solutions to Homelessness in Victoria: Public Presentation with Mark Lakeman and Andrew Heben**  
**Monday, May 11, 7:30 pm, Victoria City Hall Antechamber**  
 In this public presentation, Mark Lakeman and Andrew Heben will discuss Dignity Village in Portland and other examples of how communities in the Pacific Northwest have responded to homelessness through micro-housing and the tiny house movement.  
 Co-sponsored with the Committee to End Homelessness and Vancouver Island Public Interest Research Group
  
- 3) **Portland's Dignity Village and Tiny House Solutions to Homelessness in Victoria: Workshop with Mark Lakeman and Andrew Heben**  
**Tuesday May 12th, 11:00am to 12:30 pm, City Hall Antechamber**  
 Workshop for council members, staff, service providers and members of the public on the micro-housing concept in Portland's Dignity Village and other responses in the Pacific Northwest to provide community and security for people who are homelessness in the place of unregulated outdoor sleeping.  
 Co-sponsored with the Committee to End Homelessness and Vancouver Island Public Interest Research Group

Mark Lakeman is an international leader in the development of sustainable public places. Working with governmental leaders, community organizations and educational institutions in initiatives including Communitecture, the City Repair Project, the Village Building Convergence and the Planet Repair Institute, Mark has been instrumental in the development of dozens of participatory organizations and urban permaculture design projects across the United States and Canada.

Andrew Heben is an urban planner and author of the book *Tent City Urbanism: From Self-Organized Camps to Tiny House Villages*. He is also a co-founder of Opportunity Village Eugene, a non-profit organization that puts many of the ideas in the book into action through the development of self-managed communities of low-cost tiny houses for those in need of housing.

## MOTION

*BE IT RESOLVED* that Council approves the use of the City Hall Antechamber for the events on urban design with Mark Lakeman and Andrew Heben on May 11 and May 12, 2015, and invites Council members, staff and members of the public to learn more about best practices from communities in the Pacific Northwest that may help inform solutions in the City of Victoria.

Respectfully submitted,



Councillor Ben Isitt



Mayor Lisa Helps



Councillor Jeremy Loveday





EHQ 15-34

**REPORT TO EASTSIDE WASTEWATER TREATMENT AND RESOURCE RECOVERY  
SELECT COMMITTEE  
MEETING OF WEDNESDAY, APRIL 1, 2015**

**SUBJECT PUBLIC CONSULTATION FRAMEWORK**

**ISSUE**

To present the public consultation framework and associated costs to the Eastside Wastewater Treatment and Resource Recovery Select Committee.

**BACKGROUND**

At its March 18 meeting, the Eastside Select Committee requested that the consultant, Public Assembly, develop a proposal to consult with the public in Oak Bay, Saanich and Victoria that meets the intent of the timelines presented in the Proposed Work Plan Overlay – 3P Canada Funding Considerations. In response, Public Assembly developed the Draft Eastside Consultation Framework, attached as Appendix A.

This framework outlines the goals, activities and dates of the eastside public consultation initiative.

**ALTERNATIVES**

That the Eastside Wastewater Treatment and Resource Recovery Select Committee:

1. Approve the Eastside Consultation Framework and associated costs.
2. Direct staff to revisit the Eastside Consultation Framework for further review.

**FINANCIAL IMPLICATIONS**

The costs anticipated for this public consultation initiative is estimated at \$52,500. This estimate covers location rental, professional facilitator costs, material development, subject matter expert speaker engagement, and online software support and tool development.

Services	Detail	Estimated Cost
Professional Facilitators	3 large events x 8 facilitators	\$15,000
	6-9 smaller events x 2 facilitators	\$6,000
Graphic Design	boards, maps, presentations, reports x 3	\$3,500
Printing		\$5,000
Subject Matter Expert Speaker Engagement	fee + transportation for 3 speakers	\$5,000
Location Rental	3-4 large venues + 6-8 community centres	\$3,000
Online Software Support & Tool Development	digital platform	\$15,000
Total		\$52,500

**Eastside WWTRR Select Committee – April 1, 2015**  
**Public Consultation Framework**

2

These costs will be funded under the Core Area Wastewater Treatment Program cost sharing agreement. Eastside Select Committee expenses are shared between the three Eastside municipal participants, as follows:

Oak Bay - 8.81%  
 Saanich - 41.70%  
 Victoria - 49.49%

**CONCLUSION**

The Draft Eastside Consultation Framework lays out a concentrated public consultation effort within the timelines that have been approved by the CRD Board. Following this framework, the final preferred option identified by the Eastside Select Committee will be presented to the CRD Core Area Liquid Waste Management Committee and the CRD Board by the end of June.

**RECOMMENDATION**

That the Eastside Wastewater Treatment and Resource Recovery Select Committee approve the Eastside Consultation Framework and associated costs.

  
 Andy Orr  
 Senior Manager  
 Corporate Communications

  
 Larisa Hutcheson, P.Eng.  
 General Manager  
 Parks & Environmental Services

KQ:cl

Attachment: 1

## DRAFT EASTSIDE CONSULTATION FRAMEWORK

---

### Summary:

The consultation framework will outline:

- an articulation of goals for public consultation on Eastside Wastewater Treatment and Recovery including development of a problem statement;
- understanding the values and priorities of public stakeholders;
- the decision-making process to arrive at a new solution set by the Eastside Wastewater Committee;
- some of the “givens” we are being asked to work within (including timing, but can include possible sites, technologies and budget); and
- public participation objectives and proposals for specific formats to meet the goals and reach key stakeholders/ public audiences.

### Context:

- The Capital Regional District is going back to municipalities in 2015 to develop a renewed wastewater recovery plan.
- The former plan was rejected by the host municipality.
- Federal funding deadlines have been extended by one-year, which gives an opportunity to retain the current funding while seeking solutions that are supportable by all stakeholders – the public, municipal councils, federal and provincial government, and the CRD.
- We must provide trusted technical recommendations and viable sites, proposed by all three municipalities, to public audiences for input and feedback.

### Public Participation Goal:

- ✱ To engage the public and organizational stakeholders within Eastside municipalities (Saanich, Victoria, Oak Bay) in a decision-oriented process that gains their direction and feedback on analysis, potential sites and related energy recovery / technology decisions.



**Decision-making Process:**

**DEFINE THE PROBLEM/ OPPORTUNITY  
AND DECISION TO BE MADE**

Clear understanding of what's in sewage,  
why we need to treat it, and the the scope of the decision

**GATHER INFORMATION**

Identify full range of objective information  
about the issue to be addressed

**ESTABLISH DECISION CRITERIA**

Clear understanding of the criteria  
by which the options will be evaluated

**DEVELOP OPTIONS**

Balanced alternatives that include  
stakeholder issues and concerns

**EVALUATE ALTERNATIVES**

Clear comparisons and trade-offs are provided

**MAKE DECISION**

Clear understanding of who made the decision  
and how stakeholder issues were considered.

## General Timeline/ Activities:



## Public Participation Objectives:

- 1. Gather information about public priorities and values** using recent OCP processes, stakeholder interviews, polling and surveys.

### *Proposed Activities:*

- stakeholder interviews
- surveys to determine priorities
- work with planning teams to identify public values from recent / current planning processes. **March – April 2015**

- 2. Define the problem and ensure there is clear, accessible and technically rigorous information available to the public**

### *Proposed Activities:*

- Make educational resources like briefing notes, videos and discussion guides vetted by technical experts available. **April 2015**

- 3. Inform the public re: the process, opportunities/ challenges and involve them in developing criteria for decision-making.**

### *Proposed Activities:*

- launch Eastside Wastewater Dialogue digitally
- host an initial public briefing event/ workshop at a large, central public venue
  - Inform the public about what has changed, share the decision-making process (briefing from member of EPAC/ Eastside Committee Chair)
  - Preliminary technical briefing
  - Using table facilitators, involve the participants in the development of criteria for choosing sites, technologies and approaches - use base maps as a guide.
- Host three “coffee chats” – daytime conversations – in municipal community centres or local coffee shops.



- Set up a structured conversation over coffee as well as a station so residents can learn, share ideas and offer their criteria as they come and go over a day.
- **Reflect back findings online and in briefing notes** – create an Eastside Wastewater Process charter of values, criteria and public priorities. Date range: **April 20 - May 8, 2015**

**4. Develop site options using criteria and take to the public for review over a two-day workshop.**

*Proposed Activities:*

- Using detailed site maps overlaid with key criteria, we can work with an identified engineer/ planning group to present a series of possible sites and walk citizens through a rotating set of criteria-based stations where they can learn about sites and how they meet/ do not meet various conditions.
- Participants can offer ideas, feedback and comments. We will administer questionnaires, harvest qualitative input through table facilitation and recording, as well as hosting the same conversation online on a digital platform that highlights each option allowing those who cannot make it in person to register their feedback.
- We will compile the results and come back with a more refined group of options based on public input. Date range: **May 11-15, 2015**

**5. Return to the Public with an options workshop that combines public input with technical analysis.**

*Proposed Activities:*

- This workshop could offer a much smaller range of options based on transparent public and technical assessments using the project charter.
- This workshop will offer a clear set of trade-offs (site, cost, technical benefits accrued by proximity, impact on community, etc.)
- We could offer an abbreviated version of the workshop at three municipal community centres.
- The options could be presented on a digital engagement platform, which offers the public an opportunity to vote on options and assess trade-offs. Date range: **May 28, 2015**

**6. Return to public first with report in early June and then again with Eastside option based on public/ technical input and with rationale from decision-making process. This session could combine Eastside and Westside options.**

*Proposed Activities:*

- The team will present the option to the public in an open-house format. They will explain and present the rationale for the option and continue to seek feedback.
- Discuss combining a conversation about Westside and Eastside solutions for public assessment. Date range: **June 12, 2015.**

**7. Final option to CRD Core Committee/ Board June - July 2015**