



**AMENDED AGENDA
GOVERNANCE & PRIORITIES COMMITTEE
MEETING OF MARCH 12, 2015, AT 9:00 A.M.
COUNCIL CHAMBERS
CITY HALL, 1 CENTENNIAL SQUARE**

Page

CALL TO ORDER

APPROVAL OF THE AGENDA

CONSENT AGENDA

ADOPTION OF MINUTES

1. Minutes from the Special Meeting held February 2, 2015
2. Minutes from the Special Meeting held February 3, 2015
3. Minutes from the Special Meeting held February 5, 2015
4. Minutes from the Special Meeting held February 10, 2015
5. Minutes from the Regular Meeting held February 12, 2015
6. Minutes from the Special Meeting held February 16, 2015
7. Minutes from the Special Meeting held February 17, 2015
8. Minutes from the Special Meeting held February 19, 2015
9. Minutes from the Special Meeting held February 23, 2015
10. Minutes from the Regular Meeting held February 26, 2015

PRESENTATION

11. Johnson Street Bridge Replacement Project - Verbal Update on Seismic Standard 5
--J. Huggett, Interim JSB Project Manager

DECISION REQUESTS

12. Wastewater Treatments Options - Service and Governance 21 - 52
--J. Paul, Acting Assistant Director of Underground Utilities and Facilities

A report to provide information from the "Service and Governance Background Report Wastewater Treatment Options - Phase 1" report.

Late Item: PowerPoint Presentation

[Addenda]

13. Revised 2015 Committee and Council Meeting Schedule 53 - 54
--R. Woodland, Director of Legislative & Regulatory Services

A report to formalize a revised 2015 meeting schedule.

14. Conference Attendance Request 55
--Councillors Isitt & Loveday

A request to attend and approve the costs associated with the Centre for Civic Governance - High Ground Conference.

REPORTS FOR INFORMATION

15. Clawthorpe Park Playground Improvements 57 - 99
--J. MacDougall, Acting Director of Parks and Recreation

A report to provide Committee with an update on the results of public engagement and next steps for Clawthorpe Park.

Late Item: PowerPoint Presentation

[Addenda]

16. Liquor Policy Review Impacts 101 - 142
--R. Woodland, Director of Legislative & Regulatory Services

A report to provide Committee with information on the impacts of the Province's Liquor Policy Review and City policies respecting liquor-licensed businesses.

Late Item: Correspondence

[Addenda]

NEW BUSINESS

17. Motion - Greater Victoria Public Library Capital Budget 143 - 151
--Councillors Madoff & Alto

A motion to request staff report on the implications of adding the GVPL Capital Budget request to the City's 2017 Capital Plan.

18. Motion - Youth Council Use of City Hall for a Youth Art Show 153
--Mayor Helps & Councillor Loveday

A motion to approve the Victoria Youth Council to use City Hall for an Art Show.

19. Sharing - UVic Catalyst Conversation Event
--Councillor Alto

[Addenda]

**MOTION TO CLOSE THE MARCH 12, 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) (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) (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) (h) An Administrative tribunal hearing or potential administrative tribunal hearing affecting the City, other than a hearing to be conducted by the Council or a delegate of Council.*
- *Section 12 (3) (k) Negotiations and related discussions respecting the proposed provision of a City service that are at their preliminary stages and that, in the view of the Council, could reasonably be expected to harm the interests of the municipality if they were held in public.*

CLOSED MEETING

CONSENT AGENDA - CLOSED MEETING

ADOPTION OF THE CLOSED MINUTES

- 20. Minutes from the Special Closed Meeting held February 2, 2015
- 21. Minutes from the Regular Closed Meeting held February 12, 2015
- 22. Minutes from the Regular Closed Meeting held February 26, 2015

Late Item: Addition of Minutes

DECISION REQUEST

- 23. Appointments - Citizen Advisory Group
--K. Hamilton, Director of Civic Engagement & Strategic Planning
- 23A. **Late Item:**
Motion - Tribunal Hearing affecting the City
--Mayor Helps, Councillors Isitt & Loveday

REPORT FOR INFORMATION

- 24. Acquisition/Disposition of Land
--J. Paul, Acting Assistant Director of Underground & Facilities

Late Item: Additional Information

CONSIDERATION TO RISE & REPORT

ADJOURNMENT

Johnson Street Bridge Seismic Update

Update to Council
March 12, 2015

Background

- In 2010 Technical Report by MMM, it was reported that "recent studies have indicated that there is a 35% probability of a major earthquake (M7.5) occurring in Victoria in the next 50 years".
- There are suggestions that a much lower level of seismic protection has been provided for the new JSB than was recommended to the City in 2010.

Background to City Requirements

- Project Definition Report (PDR) dated July 31 2012 including Appendix D - Seismic Design Criteria has been posted on Project website for more than two years

Project Definition Report

Design Criteria

Item	Bascule Bridge	Other Structures
Reference Design Code (in order of precedence)	<ul style="list-style-type: none"> • AASHTO LRFD Movable Highway Bridge Design Specifications, 2nd Edition, with 2008 and 2010 Interim Revisions • BC MoT Supplement to S6-06 • S6S1-10, Supplement No. 1 to S6-06 • CAN/CSA-S6-06 	<ul style="list-style-type: none"> • BC MoT Supplement to S6-06 • S6S1-10, Supplement No. 1 to S6-06 • CAN/CSA-S6-06 <p>AASHTO LRFD 2010</p>
Service Life	<ul style="list-style-type: none"> • 100 years for all main structural components • 125 years for corrosion 	<ul style="list-style-type: none"> • 75 years Design life as per CAN/CSA-S6-06 Clause 1.4.2.3 for all main structural components • 100 years for corrosion
Seismic Design	<ul style="list-style-type: none"> • Lifeline Bridge • AASHTO Guide Specifications for LRFD Seismic Bridge Design (Performance Based Seismic Design) • ATC 49 • ATC 32 	<ul style="list-style-type: none"> • Lifeline Bridge for Approaches • Other Bridge for Pedestrian Bridge • AASHTO Guide Specifications for LRFD Seismic Bridge Design (Performance Based Seismic Design) • ATC 49 • ATC 32

Explanations

- ATC means Applied Technology Council of California (heads research on seismic in the US)
- Following ATC standards are the most comprehensive supplements currently in use in BC by MoTI
- ATC49: Recommended LRFD Guidelines for the Seismic Design of Highway Bridges
- ATC32: Improved Seismic Design Criteria for California Bridges
- LRFD: Load and Resistant Factor Design

Seismic Design Principles

- Magnitude of an earthquake is a measure of the amount of energy released during an earthquake.
- It is frequently described using the Richter scale.
- A return period is the average period in years between the occurrence of an event such as earthquake and the next occurrence of an event of the same type.
- Codes do not use the Richter scale but are based on firm ground acceleration modified by soil type and profile.

Earthquake Measure

- Richter: magnitude of an earthquake is determined from the logarithm of the amplitude of waves recorded by seismographs
- Moment Magnitude: used by seismologists to measure the size of earthquakes in terms of the energy releases
- Peak Ground Acceleration (PGA) is a measure of maximum amplitude of ground acceleration and is an important input parameter for earthquake engineering, also known as the design basis earthquake ground motion (DBEGM)

Firm Ground Acceleration

- FGA is the term frequently used by seismologists and is defined as Site Class C in the National Building Code of Canada 2010 (site specific data).
- Firm ground is typically defined as a soil profile comprising very dense soil or soft rock with a shear wave velocity of 360 m/sec to 760 m/sec or by other test parameters
- Unlike the Richter and Moment Magnitude Scales, FGA is not a measure of the total energy (magnitude or size) of an earthquake, but rather a measure of earthquake acceleration of the firm ground as defined above which indicate how hard the earth shakes (the intensity)

Design Standards

The AASHTO LRFD Movable Highway Bridge Design Specifications are the most comprehensive and relevant design requirements for bascule bridges in North America.

H&H's final design based on the AASHTO LRFD Bridge Design Specifications, Fifth Edition (2010) and the AASHTO LRFD Movable Highway Bridge Design Specifications, Second Edition (2007) with revisions through 2010.

Applicability of Standards

- The AASHTO LRFD Movable Highway Bridge Design Specifications are more onerous than any Project-generated design criteria for bascule span seismic design.
- Therefore the statement in the design criteria memo that says “Possible permanent loss of service” for 1 in 1000 year design earthquake has been exceeded by the use of the AASHTO standard.

Canadian vs AASHTO Standards

Canadian Highway Bridge Design Code CSA-S6-06 has a short section on Movable Bridges, but it is not as comprehensive as AASHTO LRFD Movable Highway Bridge Design Specifications.

The CSA-S6-06 refers to AASHTO LRFD Movable Bridge Design Specifications in its Commentary. Because of unique nature of movable bridges, the general bridge design codes such as CSA-S6-06 or AASHTO LRFD Bridge Design Specifications do not cover all aspects of movable bridge design.

- That's our fundamental reason of selecting AASHTO LRFD Movable Highway Bridge Design Specifications for the new JSB.

Lifeline Bridge

The new JSB has been designed as a “Critical Bridge” per AASHTO. This is equivalent to the CSA-S6-06 definition of “Lifeline Bridge”, the performance required by the City.

The design of new JSB will allow the bridge to be available to all traffic after a design earthquake of 1/1000 years. This performance is as good or better than the Lifeline requirements given in the Canadian Code CSA-S6-06 which is designed for immediate use after a 1:475 earthquake, and emergency access after the 1:1000 earthquake.

Lifeline Bridge

- As per AASHTO commentary, the new JSB designed as a "Critical Bridge" will “be usable by emergency vehicles and for security/defense purposes immediately after a large earthquake, e.g. a 2500-yr return period event”. This is one level higher than the current Canadian Code S6

Conclusions

- The JSB is being designed and constructed to a very high seismic standard meeting the most stringent current codes in North America
- The bridge will be available to all traffic after a design earthquake of 1/1000 years
- The JSB will “be usable by emergency vehicles and for security/defense purposes immediately after a large earthquake, e.g. a 2500-yr return period event”
- This is one level higher than the current Canadian Code CSA-S6-06

Recommendations

Council could consider one of three possible recommendations:

- Accept this report and bring closure to the issue with the letters of assurance on the project providing the guarantee that Council's direction has been followed.
- The City retains an independent expert to verify the seismic design of the JSB. That would involve significant cost.

The City has provided 3,000+ pages of computer data through FOI request. Design criteria are already on the JSB website. If City requires independent verification, this can be done in a transparent way using an independent expert.

Thank you



Governance and Priorities Committee Report

For the March 12, 2015 Meeting

To: Governance and Priorities Committee **Date:** February 26, 2015
From: Jas Paul, A/Assistant Director of Underground Utilities and Facilities
Subject: Wastewater Treatment Options – Service and Governance

Executive Summary

City Council authorized staff to proceed with a three-phase business case to explore local wastewater treatment options. Phase 1 identifies legally available options for governance under the existing legislation. The work under Phase 1 is now complete with the attached report entitled "Service and Governance Background Report Wastewater Treatment Options – Phase 1" completed by consultancy firm, Urban Systems.

The attached report identifies legally available options for governance under existing legislation which includes an overview of legislative opportunities and constraints for establishing wastewater treatment services, including with any municipal partners.

The City of Victoria has multiple options to attain a new servicing-structure for local wastewater treatment and re-use. Four options for service-structure include:

1. Status-Quo - Service remains with the Capital Regional District. Regional and municipal wastewater service governance remains consistent with the Core Area Liquid Waste Management Plan, including the proposed program for capital works.
2. Sub-Regional Function – Under a regional framework established via the Capital Regional District, Victoria could develop a local plan for wastewater treatment which would likely include municipal partners.
3. City-Only Service - Victoria could establish an independent wastewater treatment service.
4. Inter-Municipal Service - Victoria could develop a local plan for wastewater treatment which includes municipal partners (but is not delivered through the regional district).

Generally, establishing a wastewater treatment service along with the Capital Regional District, under Option 1 or 2, has advantages but does not increase influence of service. Option 3 – Sub-Regional brings autonomy but is less certain for external support. Option 4 – Inter-Municipal Service is possible but will be more challenging to establish than a sub-regional function. There are trade-offs between the options. The report outlines the context and considerations for Council in making future decisions regarding wastewater treatment services.

The City has engaged Urban Systems for the next phase of the project which will expand on this service and governance report to cover wastewater treatment service delivery, such as treatment technologies, approvals, infrastructure, facilities and costing.

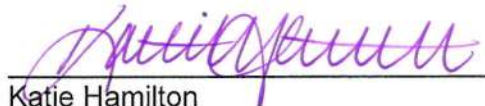
Recommendation:

That Council receives Appendix A, Service and Governance Background Report Wastewater Treatment Options – Phase 1 (February 2015) for information.

Respectfully submitted,



Jas Paul,
Acting Assistant Director
Underground Utilities and Facilities



Katie Hamilton
Director
Citizen Engagement and Strategic Planning

Report accepted and recommended by the City Manager



Date: Feb. 27/15



REPORT

Service and Governance Background Report

Wastewater Treatment Options – Phase 1

#402 - 645 Fort Street, Victoria, BC V8W 1G2 | T: 250.220.7060

February 2015

File: 3835.0001.01

This report is prepared for the sole use of the City of Victoria. No representations of any kind are made by Urban Systems Ltd. or its employees to any party with whom Urban Systems Ltd. does not have a contract. Copyright 2015.

EXECUTIVE SUMMARY

In Fall 2014, Victoria City Council authorized staff to proceed with a three-phase business case to explore wastewater treatment options. The rationale for exploring service governance options stems from the recent stall in implementation of the Core Area Liquid Waste Management Plan and the message from the public that greater local emphasis was needed on the sewage treatment issue. Phase 1 *identifies legally available options for governance under existing legislation* which includes an overview of legislative opportunities and constraints for establishing wastewater treatment services, including with any municipal partners.

Acts, regulations, statutes, bylaws and other legislation create the governmental legal framework for wastewater services in Victoria. Generally, federal and provincial legislation permits and encourages municipalities to establish services as needed including for local wastewater collection. However, all local governments must secure specific approvals under separate legislation to treat and dispose – or reuse – wastewater. It is up to the City and the region to secure the necessary approvals to meet the federal deadline of 2020 and the provincial deadline of 2018 for secondary treatment. Victoria's next responsibility is to determine which service-structure, for example independently or inter-municipally, best suits its needs and aspirations for wastewater service delivery.

The City has multiple options to attain a new servicing-structure for local wastewater treatment and re-use. Four options for service-structure include:

1. **Status-Quo** - *Regional and municipal wastewater service governance remains consistent with the CALWMP including the proposed program for capital works.*
2. **Sub-Regional Function** – *Under a regional framework established via the Capital Regional District, Victoria develops a local plan for wastewater treatment which would likely include municipal partners.*
3. **City-Only Service** - *Victoria establishes an independent wastewater treatment service.*
4. **Inter-Municipal Service** - *Victoria develops a local plan for wastewater treatment which includes municipal partners (but is not delivered through the regional district).*

Each of these options presents a pathway to establishing the desired wastewater service. In addition to technical criteria, there are other context-specific implications to this decision such as: project schedule, senior government approvals, grants and funding, economies of scale, level of change to service-structure, local service preferences, and local influence over the service. Generally, establishing a wastewater treatment service along with the Capital Regional District, whether fully regional or sub-regional, presents compelling advantages yet does not provide the greatest extent of autonomy and control over service delivery. There are trade-offs between the options. This report provides the context and considerations to wastewater service-structure designed to support Council's pending decision-making process.

Future phases of the overall project will expand on this service and governance report to cover wastewater treatment service delivery, such as treatment technologies, approvals, infrastructure, facilities and costing.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	II
TABLE OF CONTENTS.....	III
1.0 INTRODUCTION AND OBJECTIVES	1
1.1 INTRODUCTION	1
1.2 OBJECTIVES	1
1.3 HISTORY AND CONTEXT	1
2.0 EXISTING GOVERNANCE FRAMEWORK	3
2.1 OVERVIEW	3
2.2 SERVICE-GOVERNANCE SCAN	4
2.2.1 <i>Federal</i>	4
2.2.2 <i>Provincial</i>	4
2.2.3 <i>Regional</i>	6
2.2.4 <i>Local</i>	7
2.2.5 <i>Service-Governance Graphic</i>	8
2.3 SUMMARY AND DISCUSSION	8
2.4 SERVICE GOVERNANCE FRAMEWORK	10
3.0 DECISION PATHWAYS.....	11
3.1 OVERVIEW	11
3.2 WASTEWATER DECISION MAKING: PRIMARY CONSIDERATIONS FOR SERVICE STRUCTURE	12
3.3 DECISION-SUPPORT FRAMEWORK	12
3.4 PRELIMINARY PROCESSES TO ESTABLISH PREFERRED SERVICE ARRANGEMENT	13
4.0 SERVICE GOVERNANCE BEST PRACTICES	15
4.1 SERVICE GOVERNANCE BEST PRACTICES: GENERAL	15
4.1.1 <i>Service Governance Best Practices: General</i>	15
4.1.2 <i>Considerations for Independent Services versus Service Delivery Partnerships</i>	16
4.1.3 <i>Understanding and Mitigating Issues in Service Delivery</i>	16
4.1.4 <i>Service Governance Best Practices: Inter-Municipal Service Partnerships</i>	17
5.0 AREAS TO GATHER COMMUNITY FEEDBACK	18
5.1 INPUT TO INFORM SERVICE-STRUCTURE DECISION	18
5.2 AREAS FOR FURTHER STUDY	19

1.0 INTRODUCTION AND OBJECTIVES

1.1 Introduction

Victoria City Council authorized administration to proceed with a three-phase business case to explore wastewater treatment options. This report relates to Phase 1 which is to *identify legally available options for governance under existing legislation*. The purpose of the service and governance background report is to provide an overview of legislative opportunities and constraints for establishing wastewater treatment services in Victoria, including with any municipal partners.

Phase 2 of the overall project builds on the service and governance report by exploring key factors of wastewater treatment service delivery, such as treatment technologies, approvals, infrastructure, facilities and costing.

1.2 Objectives

The objectives for Phase 1 are to:

- Describe the existing service-structure including responsibilities for the Capital Regional District (CRD) and for the City of Victoria (the City)
- Identify legally available options for a change to wastewater service-structure under existing legislation (e.g. a sub-regional service)
- Compile the necessary best practice research and technical data to inform Council decision-making
- Outline risks and opportunities including a preliminary framework for decisions

This report is organized to provide insight into these objectives.

1.3 History and Context

Wastewater Timeline

The following basic timeline for wastewater services in the Victoria area ultimately presents the challenge to achieve regional consensus over the last 120 years.

- 1894 Construction of the Victoria and area sewer system begins
- 1966 Capital Regional District created
- 1967 CRD trunk sewers and sewage disposal function created (Sooke not included)
- 1986 Central Area Liquid Waste Management Plan (CALWMP) Stage 1
- 1996 Saanich Peninsula LWMP approved
- 2003 Approved CALWMP (emphasis on source control)
- 2003-2014 Nine (9) amendments to the CALWMP

- 2012 Provincial and federal government funding agreement announced
New federal waste water management regulations (secondary treatment required by 2020)
- 2014 Esquimalt rejects zoning for McIloughlin Point;
Minister of Community, Sport and Cultural Development does not intervene;
CRD-Seatearra on hold

Without a suitable site endorsed by member municipalities, without regional support for the current liquid waste management plan, and without up-to-date input from the residents of Victoria on how to move forward, the City initiated this to study to explore its options to address wastewater treatment service governance.

Premise for this Report

Victoria's elected officials represent both the interests of the City and the region as members of the Regional Board. However, the City would like to review wastewater treatment options for itself, based in part on the following expectations:

- Victoria citizens expect to be further engaged with respect to local values, options and solutions for wastewater options.
- Victoria Council respects the need to make informed decisions based on public support, technical evidence, and fiscal responsibility.
- There is a greater need for technical evidence (Victoria specific) regarding centralized and distributed treatment facilities, new treatment technologies for enhanced levels of treatment and resource recovery, legislative and regulatory context, inter-municipal arrangements and funding.
- Stakeholders throughout the region expect the project to be completed in a timely manner.
- The Fall 2014 municipal election has increased political attention on the wastewater treatment issue and caused most communities to internally weigh their options and renew efforts to respond to citizen expectations.
- The Ministers for the Environment and for Community, Sport and Cultural Development have encouraged the region to work together to solve the wastewater issue in terms of the approved CALWMP but has not discouraged sub-regional structure options.
- Lessons learned throughout the making of the CALWMP underscore the need to:
 - incorporate community values and aspirations (social, environmental and economic) at the forefront of selecting levels of service;
 - develop strong partnerships and a governance model which subscribes to a shared vision.
- The CRD has developed a sub-regional treatment options framework that enables member municipalities to explore treatment options, preferably on an inter-municipal basis in both the west and east core areas. Further, the CRD has initiated a study to be led by an independent project manager to evaluate treatment and servicing alternatives. However, this study is currently on hold.

- Western communities have established the Westside Select Committee which reports to the Core Area Liquid Waste Management Committee.

This governance review expands on important decisions for Council and includes suggested areas of input by Victoria citizens in those decisions. The report will review various regulations, authorities, partnerships, funding and decision-making frameworks with the potential for options for comprehensive wastewater management.

2.0 EXISTING GOVERNANCE FRAMEWORK

2.1 Overview

Wastewater governance consists of the actions, decisions and responsibilities by local government(s) to carry out the service. The current regional wastewater service framework is under review as member municipalities identify their preferred service model.

Victoria currently receives wastewater trunk-collection, treatment and disposal services from the CRD. Any consideration to change this service framework needs to recognize the existing governance arrangement(s) and consider the legislative options to establish new wastewater treatment services. Section 2.2 contains a concise scan of the regulations and legislation that applies to the City's options for changing the regional wastewater service model.

Figure 1 illustrates the relationships and role among the City of Victoria, the Capital Regional District and other municipalities in the Core Area.

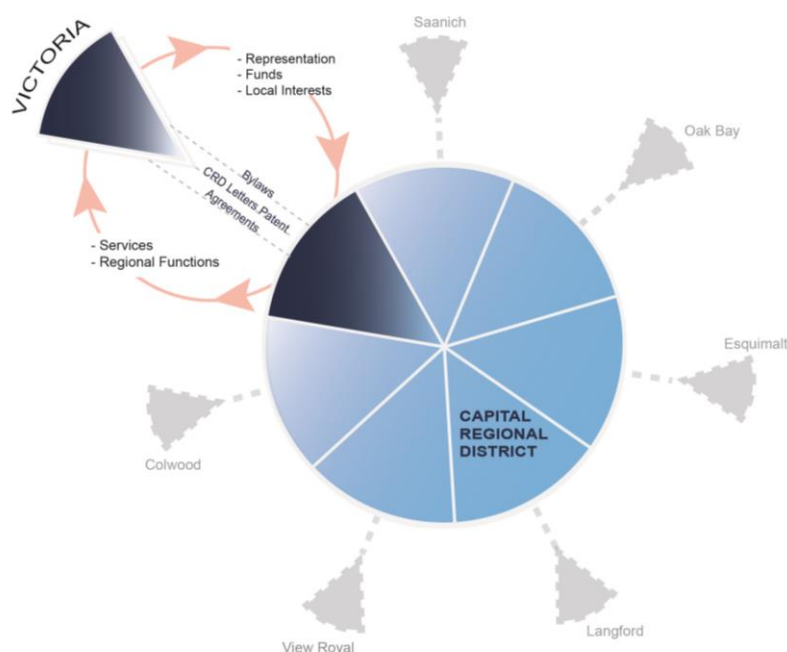


Figure 1: Basic Organizational Structure - Member Municipalities and Capital Regional District

2.2 Service-Governance Scan

2.2.1 Federal

1. Federal Wastewater Systems Effluent Regulation

Background

The *Federal Wastewater Systems Effluent Regulation* (WSER) regulates wastewater treatment, re-use and disposal. Canada's deadline for implementing secondary treatment is December 31, 2020. Federal government funding for treatment projects in the Victoria area are tied to this deadline.

Status

- Many aspects of the federal regulations have been included in the Core Area Liquid Waste Management Plan (2011).
- Access to senior government funding is contingent upon achieving secondary treatment in the timeframe specified in the agreement with the Province.

2.2.2 Provincial

2. Local Government Act

Background

The *Local Government Act* establishes the legal framework for the creation of regional districts and municipalities and enables them to perform their assigned responsibilities and obligations. It contains important local government authorities, especially for regional districts. With the creation of the *Community Charter*, most powers of municipalities were removed from this Act.

Status

- The *Local Government Act* allows regional districts to establish and regulate services and charge fees.
- Municipalities are not able to withdraw from four regional services: regional transit, regional parks, regional solid waste (and recycling) and emergency dispatch for 9-1-1. In addition to the four standard regional services, municipalities are restricted from withdrawing from any other regional service that has been established through an Order In Council of the provincial government, such as regional wastewater treatment in the Core Area of the Capital Regional District. A change to the Order would be required in order to consider withdrawal.
- Service reviews must be conducted before a formal withdrawal notice. There are limitations for conducting formal reviews; however, those conditions would not prevent the City from doing so.

3. Community Charter

Background

The *Community Charter* establishes the legal framework for municipal powers and functions. It provides municipalities the authority and flexibility to address community needs. It grants municipalities

the legal status of natural person (corporate powers), broad powers to provide a service, and regulatory powers.

Status

- The City of Victoria is free to establish any legal service as deemed by Council, based on local needs.

4. Environmental Management Act

Background

The *Environmental Management Act* includes the *Municipal Wastewater Regulation* and also provides the authority for local governments to create liquid waste management plans. When approved by the Minister, the Plan becomes the regulatory framework as an alternate to the standards of the federal and provincial regulations. An *operational certificate* stipulates the requirements of any facilities and environmental monitoring. Borrowing for new works without additional public assent is permitted under an approved liquid waste management plan.

Status

- The CALWMP was first approved by the Minister in 2003. Nine technical amendments and an updated CALWMP (2011) have also been approved by the Minister between 2003-2014.
- The CALWMP (2011) includes many aspects of the provincial and federal regulations albeit the timeline to meet the standards has been extended to suit the local business case for treatment.
- The City of Victoria is expected to comply with the existing measures of the CALWMP unless changed are agreed to by the Minister. The Plan does not currently allow for City-led wastewater treatment.
 - The *Organic Matter Recycling Regulation* regulates the production, quality and land application of compost and biosolids.

5. Municipal Wastewater Regulation

Background

BC's *Municipal Wastewater Regulation (MWR)* regulates wastewater treatment, re-use and disposal for those municipalities that do not operate within an approved LWMP. Local governments that choose to register under the *Municipal Wastewater Regulation* complete a study to outline the measures required and works directly with the Ministry of Environment on a formal application. A completed system is then registered under the regulation. The local government is then expected to demonstrate ongoing compliance each year. Also, the *Regulation* guides the particulars of any LWMP; however, there is flexibility in terms of the timing and overall scope of treatment to suit local conditions. BC's deadline for implementing secondary treatment for all communities is December 31, 2018.

Status

- Re-use or disposal of treated wastewater and its byproducts is granted by the Ministry of Environment under the *Waste Management Act* or the *Municipal Wastewater Regulation*.
 - Registering a new wastewater treatment system under the *Regulation* and may require an environmental assessment under the *BC Environmental Assessment Act*.

2.2.3 Regional

6. CRD Letters Patent

Background

The CRD's Letters Patent and Supplementary Letters Patent create the regional district and authorize its functions (as established through Order in Council of the provincial government). Supplementary letters patent specify its mandate and functions with respect to wastewater. It provides the CRD with authority to establish local plans, construct facilities, provide wastewater services and create sewer bylaws to regulate wastewater in the region.

Status

- Any new service framework proposed in the region must consider whether change is required to letters patent.
- Victoria has four representatives on each of the Regional Board (24 members) and the Core Area Liquid Waste Management Committee (16 members), respectively, as of January 2015.

7. Core Area Sewer Bylaw

Background

The CRD's *Core Area Sewer Bylaw* provides the servicing and fee details for the regional wastewater function. It regulates the quantity and quality of wastewater flows from member municipalities. The Bylaw identifies the CRD as the sole authority to design, construct, operate and/or maintain any regional waste water trunk and treatment facilities. Under the current bylaw, regional Board approval is required for service-structure changes such as to enable member municipalities to increase their role in wastewater services. Dispute resolution processes are provided in the event that a member municipality does not agree with the service or fee structure in place. Similarly, best practices for service reviews are available through the Ministry of Community, Sport and Cultural Development.

Status

- The Bylaw does not permit the City to design, construct, operate or maintain wastewater treatment facilities; to do so would require an amendment to the CRD's letter patent or delegation of powers.

8. Core Area Liquid Waste Management Plan

Background

The CALWMP was approved in 2003 following a 17 year evaluation and consultation process. Since then, nine amendments have been approved including *Operational Certificates* for the McLoughlin Wastewater Treatment Plant and for Dockside Green. Implementation of the CALWMP is the responsibility of Seaterra Program Commission.

Status

- Although approved by the Minister, municipalities throughout the Core Area are reviewing their options for wastewater treatment which may require additional amendments (or even greater change) to the CALWMP.

Status (CALWMP con't)

- Funding agreements with senior government stipulate a non-political governance body to manage, implement and commission the wastewater treatment program via the CALWMP, as delegated by the CRD Board.
- British Columbia's deadline for implementing secondary treatment is December 31, 2018.

2.2.4 Local

9. Victoria Sewer Bylaws

Background

The City of Victoria receives regional wastewater treatment services from CRD and subsequently provides local sewer services under the authority of the *Community Charter*. In particular, the City has enacted Bylaw No. 14-071 *Sanitary Sewer and Stormwater Utilities Bylaw* which regulates the installation, maintenance and use of the City's sewers; sets charges for individual connections; and regulates the discharge of water and waste into sewers and water courses. Permission to discharge treated wastewater to the receiving environment is granted by the provincial government but currently only permitted to the CRD.

Status

- The bylaw applies to City of Victoria customers for the provision of local wastewater services.

10. Planning and Zoning

Background

Victoria's Official Community Plan states that the City will support the region's efforts to advance wastewater treatment to protect aquatic environments. The plan also emphasizes that residuals from new treatment processes should be reclaimed and utilized throughout the municipality. Sustainable energy principles may also guide the approach to recover heat and energy. Siting a treatment facility is currently limited to the Clover Point station by means of license of occupancy to CRD.

Status

- Victoria is authorized to undertake the appropriate zoning processes and to make decisions on the location(s) of any wastewater treatment or reclamation facilities.
- Rezoning for a wastewater treatment facility requires public support for the facility and the service.

2.2.5 Service-Governance Graphic

Legislation and regulations provide a broad and interrelated legal framework for establishing services. Figure 2 illustrates the interrelationship of legislation in the framework so as to further consider the level of municipal influence in augmenting wastewater services.

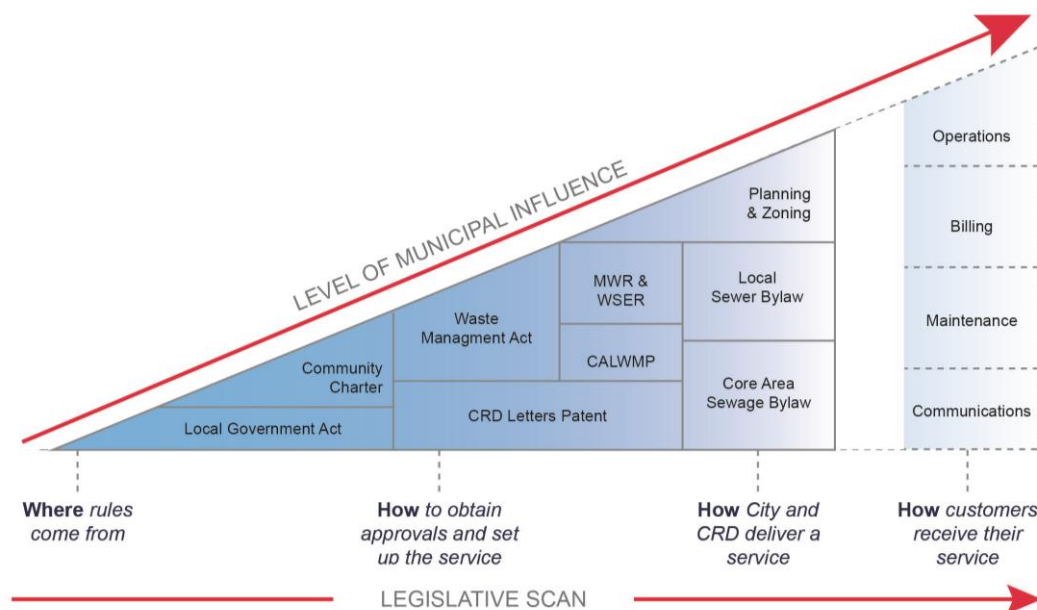


Figure 2: Service-Governance Overview

2.3 Summary and Discussion

The regulatory scan can be framed-up with respect to the issues that should be resolved in order to facilitate a change (if required) to regional wastewater treatment service-governance. These four pathways summarize the issues and considerations for new pathways for service-governance.

1. Path to comply with the 2020 deadline to meet the Federal Wastewater Systems Effluent Regulation.

- Wastewater regulations stipulate the standards for treatment, re-use and disposal. Each wastewater system in BC must annually demonstrate compliance with the applicable regulations.
- All wastewater systems must provide secondary treatment or better by December 31, 2020 (unless an alternative treatment level has been approved by the Minister under a LWMP).
- Resource recovery requires specific approvals for the reuse of regulated materials.
- In BC, local governments have two options to establish their own regulatory framework:
 - an approved Liquid Waste Management Plan
 - Register the system under the *Municipal Wastewater Regulation*
- **Overall Condition:** A change in wastewater treatment service must include an approved regulatory framework and the necessary permits to dispose of or re-use wastewater.

2. Path to secure access to senior government funding.

- In 2012, federal and provincial governments announced funding to support the CALWMP program costs such as to plan, design and construct wastewater infrastructure.
- The total grant amount is reported to be approximately \$501M. The funds are distributed among three categories: Mcloughlin Wastewater Treatment Plant, Conveyance System Upgrades and Biosolids Energy Centre. Approximately 16% of the senior government support is conditional upon the use of public-private partnership (P3) style project delivery.
- At least two conditions apply: any existing or future contribution agreements are conditional upon Treasury Board Approval; any material changes to scope, location and timing of capital projects could trigger a new business case and affect funding amounts including their distribution.
- As part of the funding negotiations with British Columbia, the CRD was required to establish an independent non-political governance body to manage, implement and commission the CALWMP. The CRD formed a Commission (Seaterra) by bylaw in order to meet this requirement.
- **Overall Condition:** A change in wastewater treatment service may affect the regional business case and impact the City's access to senior government funding.

3. Path to establish municipal authority for wastewater treatment services.

- The CRD's supplementary letters patent and regional sewer bylaws outline that the CRD has authority over wastewater treatment facility ownership and operation in the region. Regional bylaws are structured to carry out the CRD's leading role in wastewater services.
- If the City wanted to pursue wastewater treatment separate from the CRD wastewater system, there will need to be changes to regional bylaws and new direction on facility ownership and accountability.
- The City has multiple legislative options to elevate its role and responsibility for wastewater treatment services.
- The Saanich Peninsula Wastewater Commission is an example of a sub-regional function whereby affected municipalities exercise greater control over the service.
- Provincial and federal governments have communicated their preference for a regional service model in part by explicitly tying grant funds to the CRD. Any additional authorities granted to Victoria by senior government must consider regional implications.
- **Overall Condition:** A change in wastewater treatment service may require an update to the CRD's letters patent and bylaws to modify authority and responsibility.

4. Path to establish locally supported levels of service.

- The *Municipal Wastewater Regulation* and *Federal Wastewater Systems Effluent Regulations* stipulate the minimum standards for wastewater treatment. However, citizens may demand a higher level of service (level of treatment) and a local business case may support it.
- The process to complete a LWMP is based on local preferences and capacities for meeting the regulations in a reasonable time period.

- The City may partner with other municipalities and establish wastewater treatment services either in conjunction with, or separate from, the Capital Regional District. Understanding the needs and aspirations of the City's potential municipal partners will shape the levels of service even further. A decision to pursue centralized or distributed facilities is largely a matter of setting local levels of service.
- Rezoning for any wastewater treatment facility requires public support for the facility and the service.
- **Overall Condition:** A change in wastewater treatment service must have support from its citizens and support from any of its (potential) inter-municipal partners.

These four paths summarize critical areas of decision making. Section 2.4 identifies four service-governance options based on the paths identified above with particular emphasis placed on paths 1 through 3, given that path 4 is a future decision.

2.4 Service Governance Framework

The City has multiple options to attain a new servicing structure for local wastewater treatment and re-use. Each of these methods has various consequences. Table 1 re-frames the regulatory scan and project-history into four service scenarios as follows:

1. **Status-Quo:** *Regional and municipal wastewater service governance remains consistent with the CALWMP including the proposed program for capital works.*
 - i. A modified version of the Status-Quo includes the scenario where one or more member municipalities develop their own plan for wastewater treatment service and look to the regional board for approval. The program would be carried out by the CRD.
2. **Sub-Regional Function** – *Under a regional framework established via the Capital Regional District, Victoria develops a local plan for wastewater treatment which would likely include municipal partners.* The City and Regional Board under the authority of the *Local Government Act* following elector assent, establish a sub-regional function which could provide the City greater control of service delivery. An amended CALWMP and sub-regional service establishing bylaw could provide the regulatory framework.
3. **City-Only Service** - *Victoria establishes an independent wastewater treatment service.* The City completes an independent LWMP or registers its system under the MWR and exercises its authority under the *Community Charter* to create and deliver the service. The City would approach the Province and CRD to amend its supplementary letters patent.
4. **Inter-Municipal Service** - *Victoria develops a local plan for wastewater treatment which includes municipal partners.* The City completes a joint-LWMP or registers its system under the MWR then exercises its authority under the *Community Charter* to create and deliver the service. Similar to above, the CRD's letters patent would be revised to reflect the new service governance framework. Early on in the process the City would develop a service agreement with any potential partners. An inter-municipal service of this nature delivered outside of a regional district structure is uncommon.

Table 1: Options for Wastewater Service Governance

Governance Categories	Status – Quo or Hybrid Option “CRD – Seatearra”	Option 1 “Sub-Regional Function”	Option 2 “City Only Municipal Service”	Option 3 “Inter-Municipal Service”
Legislation	<ul style="list-style-type: none"> Environmental Management Act Local Government Act 	<ul style="list-style-type: none"> Environmental Management Act Local Government Act 	<ul style="list-style-type: none"> Environmental Management Act Community Charter 	<ul style="list-style-type: none"> Environmental Management Act Community Charter
Plan	<ul style="list-style-type: none"> CALWMP (Amnd. 9) 	<ul style="list-style-type: none"> CALWMP (Amnd. 10) 	<ul style="list-style-type: none"> New LWMP, CALWMP (Amnd. 10), or Registration under the Regulations 	<ul style="list-style-type: none"> New LWMP, CALWMP (Amnd. 10) or Registration under the Regulations
Governance	<ul style="list-style-type: none"> CALWM Bylaw Regional Board 	<ul style="list-style-type: none"> New Regional Service (Board may delegate to Commission) 	<ul style="list-style-type: none"> Municipal Service 	<ul style="list-style-type: none"> Municipal Service Possible to establish a new entity
Participants	<ul style="list-style-type: none"> CRD (Core Area) 	<ul style="list-style-type: none"> (CRD: Victoria, Oak Bay, Saanich) 	<ul style="list-style-type: none"> Victoria 	<ul style="list-style-type: none"> Victoria and/or Oak Bay and/or Saanich
Service Arrangement	<ul style="list-style-type: none"> CRD Establishment Bylaw 	<ul style="list-style-type: none"> CRD Establishment Bylaw 	<ul style="list-style-type: none"> City Bylaw 	<ul style="list-style-type: none"> Inter-municipal Agreement
Ownership	<ul style="list-style-type: none"> CRD: trunks, major facilities; outfall Victoria: local pipes and minor facilities 	<ul style="list-style-type: none"> CRD: trunks, major facilities; outfall Victoria: local pipes and minor facilities 	<ul style="list-style-type: none"> CRD: TBD Victoria: local lateral and trunk mains; major facilities; outfall(s) 	<ul style="list-style-type: none"> CRD: TBD Victoria: local lateral and trunk mains; major facilities; outfall(s) Partners: local laterals and minor facilities
Operations	<ul style="list-style-type: none"> CRD 	<ul style="list-style-type: none"> CRD 	<ul style="list-style-type: none"> Victoria 	<ul style="list-style-type: none"> Victoria and partners
Grant Funding	<ul style="list-style-type: none"> Available to all Service Participants 	<ul style="list-style-type: none"> Available to all Service Participants 	<ul style="list-style-type: none"> TBD 	<ul style="list-style-type: none"> TBD

3.0 DECISION PATHWAYS

3.1 Overview

Wastewater service structure in the Core Area is under review and each municipality is evaluating existing and potential ways to provide wastewater services. The City of Victoria has multiple options to enhance wastewater services based on local needs, aspirations and best practices for service governance. In other words, to select the preferred wastewater service structure, City Council will weigh citizen feedback as well as governance considerations.

3.2 Wastewater Decision Making: Primary Considerations for Service Structure

Primary governance considerations come from the combination of the regulatory scan, available best practices and the local wastewater context. The deliberations and decisions regarding the preferred service governance option should cover the following considerations:

- **Timing:** (1) feasibility of meeting the 2020 federal deadline and the 2018 provincial deadline for meeting the regulations and (2) meeting citizen expectations for completing the project
- **Local Influence over Service:** ability for Victoria to lead service delivery
- **Grant Funding:** apparent likelihood of accessing senior government funding support for the desired option
- **Economies of Scale:** feasibility of delivering the service at a similar (or better) cost as outlined in the CALWMP
- **Level of Change to Service Structure:** apparent change to the existing service governance structure
- **Senior Government Approval(s):** apparent likelihood of acquiring approval for the desired option

These considerations are expanded upon in Section 3.3 with respect to the four service-governance options.

3.3 Decision-Support Framework

Table 2 frames the four service-structure options with the six primary considerations (above). Qualitative ratings denote how favorable each of the service options may be with respect to the considerations.

Qualitative Rating

○ Limited

























◐ Minor

◑ Moderate

◒ Significant

● Maximum

Table 2: Four Service-Structure Options and Considerations

Governance Considerations	Status – Quo or Hybrid Option “CRD – Seaterra”	Option 1 “Sub-Regional Function”	Option 2 “City Only Municipal Service”	Option 3 “Inter-Municipal Service”
Project Timing				
Local Influence over Service				
Grant Funding				
Economies of Scale				
Similarity to Existing Service Structure				
Senior Government Approval(s)				

The summary observations of Table 2 include:

- The status-quo option provides the highest likelihood of funding and meeting the deadline for secondary treatment but does not elevate the local influence over service delivery.
- The sub-regional function appears to provide the most advantages and fewest disadvantages and would require the City to establish and deliver the service in concert with CRD and any other partners in the sub-regional function.
- The City-only municipal service provides the greatest level of autonomy however presents the most risk to approvals and access to funding.
- The inter-municipal service option is similar to the sub-regional function option however there are greater risks to access to funding and meeting the deadline for senior government treatment.

3.4 Preliminary Processes to Establish Preferred Service Arrangement

If selected, each service-structure option would require strategic actions in key areas. A process outline provides a preliminary guide only that must be shaped by the participant(s) at the onset. Overall, dynamic and responsive processes which are based on the needs of each organization (local, regional and senior government) have a higher likelihood of success, over an inflexible, linear process.

1. **Status-Quo:** *Regional and municipal wastewater service governance remains consistent with the CALWMP including the proposed program for capital works.*
 - a) *Formally re-establish the region-wide CALWMP service-structure through the regional Board.*

- b) *Re-confirm the required wastewater regulations in accordance with the Minister.*
- c) *Re-confirm the terms and targets of the funding agreement with senior government.*
- d) *Communicate with residents of the region.*
- e) *Implement the CALWMP.*

Process Duration up to Start of Construction: approx. 6 to 12 months.

2. Sub-Regional Function – *Under a regional framework, Victoria develops a local plan for wastewater treatment which would likely include municipal partners.*

- a) *Propose a motion to the Board via the Core Area Liquid Waste Management Committee that the City and any partners would like to create a sub-regional wastewater function.*
- b) *Develop the terms of reference for a sub-regional Committee to explore the vision, options and terms for the function.*
- c) *Design the service (preliminary) and complete the business case for funding (re-confirm available senior government resources).*
- d) *Establish elector support for the function.*
- e) *Amend the CALWMP to reflect the sub-regional function.*
- f) *Initiate start-up plan and communicate with residents of the region.*
- g) *Implement the service.*

Process Duration up to Start of Construction: approx. 12 months

3. City-Only Service - *Victoria establishes an independent wastewater treatment service.*

- a) *Initiate a formal service review process and characterize the state of regional wastewater service.*
- b) *Provide notice to the Board of formal withdrawal from the service (no less than 8 months after the service review has begun).*
- c) *Seek approval to expand municipal authority to treat, re-use (or dispose) of wastewater in the Capital Region.*
- d) *Confirm approval from the Minister of Environment for municipal-led wastewater treatment and move to amend the CRD's letters patent accordingly.*
- e) *Confirm that the City is no longer obligated to the CALWMP.*
- f) *Assess the merits of pursuing a City-led LWMP over compliance through the MWR and proceed with either plan process.*
- g) *Establish public and Ministry of Environment support for the proposed level of service.*
- h) *Design the delivery model and implement the service.*

Process Duration up to Start of Construction: approx. 24+ months

4. Inter-Municipal Service - *Victoria develops a local plan for wastewater treatment which includes municipal partners.*

- a) *Initiate a formal service review process and characterize the state of regional service.*
- b) *Provide notice to the Board of formal withdrawal from the service (no less than 8 months after the service review has begun).*
- c) *Seek approval to expand municipal authority to treat, re-use (or dispose) of wastewater in the Capital Region.*
- d) *Confirm approval from the Minister of Environment for municipal-led wastewater treatment and move to amend the CRD's letters patent accordingly.*
- e) *Confirm that the City's is no longer obligated to the CALWMP.*
- f) *Develop the terms of reference for an inter-municipal committee to explore the purpose, outcomes, and preliminary terms for a wastewater treatment service.*
- g) *Assess the merits of pursuing a City-led LWMP over compliance through the MWR and proceed with either plan process.*
- h) *Establish public and Ministry of Environment support for the proposed level of service.*
- i) *Design the delivery model and implement the service.*

Process Duration up to Start of Construction: approx. 12 to 24+ months

Council's decision on the preferred service-structure may be supported by the brief process descriptions (above) in conjunction with the primary considerations, needs and aspirations of the region, and public input on the available options.

4.0 SERVICE GOVERNANCE BEST PRACTICES

4.1 Service Governance Best Practices: General

The Ministry of Community, Sport and Cultural Development published four "Best Practice" guides to support local governments in how to establish, enhance and resolve issues surrounding service delivery. Excerpts from the guides have been summarized below to assist in Council deliberations regarding service governance options, including assessment of the current structure, and, options for establishing a wholly new service structure.

4.1.1 Service Governance Best Practices: General

Successful service arrangements have general and complete consensus regarding:

- **Scope of service**
 - Broad scope provides greater flexibility, provides greater ability to re-allocate resources but also requires high trust and distributes decision-making powers equitably
 - Narrow scope provides ability to easily measure benefits against costs and reduces uncertainties and quantifiable risks
- **Level of service** - Definitions and expectations regarding quantities and standards of service

- **Service area** - Covers the geographic area, list of customers and opportunities for expanding the service
- **Lifespan of service** - Includes phasing of the service, allows for a trial period and typically includes the desired term length

4.1.2 Considerations for Independent Services versus Service Delivery Partnerships

Municipalities and regional districts often evaluate the effectiveness of an existing or potential service based on the following considerations:

- **Economies of Scale** - Will there be an appropriate reduction in costs as a result of expanding or contracting the customer base?
- **Benefits Beyond Boundaries** - Are there benefits to the community or the organization by providing the service?
- **Service Levels** - Are the expectations for level of service comparable?
- **Costs** - Are the costs of service allocated effectively? Are fund transfers effective?
- **Nature of the Service** - Is access to the service or quality of service even? Can the benefits of the service be easily measured?
- **Characteristics of Participating Communities** – Is there adequate consideration and commonality to population, urban character, tax base?
- **Service Control** – Are participants satisfied regarding their share of control over design and future direction?
- **Service Delivery Arrangements**
 - One of the member municipalities
 - Regional district
 - New or existing third-party (e.g. corporation owned by local government or not)

4.1.3 Understanding and Mitigating Issues in Service Delivery

Each service establishment is unique and issues must be resolved locally. Notwithstanding, there are common tensions in service delivery that must be addressed, such as:

- | | |
|---|--|
| • Population growth | • Changes in demand for services |
| • Inequality (“Free Riders”) | • Lack of influence over the service |
| • Restrictions to growth and capacity allocations | • Uneven economic performance among participants |
| • Inflexible cost-allocation formula | • Unanticipated cost increases |
| • Dissatisfaction with quality of service | • Inability to exit the service |

Common mitigation techniques include:

- | | |
|----------------------|----------------------------|
| • Guiding principles | • Multi-year service plans |
|----------------------|----------------------------|

- Flexibility
- Entry/exit conditions
- Review and measurement
- Dispute resolution process

4.1.4 Service Governance Best Practices: Inter-Municipal Service Partnerships

In Fall 2014, City staff engaged with representatives of the District of Saanich and the Municipality of Oak Bay to discuss this project and to exchange ideas regarding the terms of study. Essentially, each local government is interested in developing the most appropriate wastewater service for its citizens but each party also acknowledges the possibility of developing a partnership. Four preliminary drivers to evaluate an inter-municipal service model include: mutual interest, existing infrastructure, topography and economies of scale.

Inter-municipal service models are not new and multiple arrangements exist in BC and throughout Canada. Examples from Western Canada include the Abbotsford-Mission Water and Sewer Commission and elsewhere such as regional partnerships in Alberta such as Alberta Central-East Water Corporation. These case studies and many others reveal the need to comprehensively and cooperatively establish the service by considering a suite of best practices as outlined below.

1. **Clear statement of purpose** – *for service governance and partnerships, form follows the function.* The structure and terms become clearer when the purpose plus guiding principles clearly define overlapping self- and mutual- interests.
2. **Explicit aspirations** – *to maximize the contribution of each partner, it must be clear what the partnership will accomplish.* Outline objectives and values for the service so that all other terms in the arrangement can be the means to the end.
3. **Measurement** – *regular and in-depth assessments expose the strengths and weaknesses of the model over time and encourage much needed adaptation as communities evolve.* Establish oversight bodies to gauge the effectiveness of the arrangement with respect to its purpose and aspirations.
4. **Legal framework** – *this formality provides clarity but is not a substitute for meaningful relationships.* At times, explicit issues require legal interpretation so as to enable the partnership to move forward.
5. **Terms that achieve the aspirations** – *terms that directly and clearly connect to the objectives of the partnership maintains focus.* Policies, procedures and practices must be guided by purpose of the partnership. Common terms for effective inter-municipal services are provided below.

Common Terms for Effective Inter-Municipal Services

- **Levels of service** – the expectations for sewer services such as wastewater flows, quality, monitoring, odours, among many others.
- **Ownership** – asset allocations such as infrastructure, investments, fleet and facilities

Common Terms for Effective Inter-Municipal Services

- | | |
|---|---|
| <ul style="list-style-type: none"> • Accountability – responsibilities and consequences for failing to carry out responsibilities within the agreement | <ul style="list-style-type: none"> • Operations Responsibilities – responsibilities and expectations in providing services under normal or planned conditions |
| <ul style="list-style-type: none"> • Emergency Functions – responsibilities and expectations in maintaining or restoring service in unplanned events | <ul style="list-style-type: none"> • Capacity Allocation - how capacity is allocated and how the parties pay for their share; clear and upfront regarding impact to individual growth and municipal approvals |
| <ul style="list-style-type: none"> • Risk Management – statement of risk tolerances so as to contain services and responsibilities to a comfortable level | <ul style="list-style-type: none"> • Organizational Structure – decision making, policies, practices, procedures, responsibilities. |
| <ul style="list-style-type: none"> • Revenues – how are revenues apportioned, distributed and or used as offsets for costs | <ul style="list-style-type: none"> • Funding – how rates, levies, penalties and fines cover the cost or investment requirements of the organization |
| <ul style="list-style-type: none"> • Cost Allocations – breakdown and distribution of costs of service | <ul style="list-style-type: none"> • Grant Funding Procedure – process for selecting, applying and administering grant funds |
| <ul style="list-style-type: none"> • Service Review/Withdrawal/Dispute Resolution – processes to review, disestablish, or resolve disputes among the partners with respect to the agreement | <ul style="list-style-type: none"> • Tenure – the length of the agreement and notice periods required for significant changes |
| <ul style="list-style-type: none"> • Customer Relations – resolving complaints, communications and exploring new markets for wastewater byproducts | <ul style="list-style-type: none"> • Expansion and Phasing – process for considering new infrastructure, new markets for wastewater byproducts or adding new partners to the agreement |

Facilitated processes which include designed conversations ensure the partners achieve these outcomes in a constructive, complete and positive manner.

5.0 AREAS TO GATHER COMMUNITY FEEDBACK

5.1 Input to Inform Service-Structure Decision

Public input is critical to informing decisions and designing the future wastewater treatment service in Victoria. Future phases of this process will round out the public input that is required to select sites, confirm treatment levels, evaluate cost options and confirm customer preferences. At the service-structure phase it is important to consider public perceptions and aspirations regarding the topics in Section 3.2:

- **Timing** – *What are the public's expectations for completing the project? Is there capacity or public interest in undertaking a multi-year public process (e.g. LWMP) to design and approve a new service? Is meeting the federal-provincial deadline for treatment a critical milestone to the public? Where should there be immediate progress?*
- **Senior Government Approval(s)**: *What are the public's expectations for exceeding the federal-provincial regulations? Is there capacity or interest for establishing innovative or custom regulations under an LWMP model?*
- **Grant Funding**: *Is it critical that the City take all measures to secure its share of the previously allocated funds? Are there conditions of the funding that should be revisited?*
- **Economies of Scale**: *How important is it to achieve cost reductions by taking on additional partners to achieve economies of scale? Is there assurance in the assessment of potential economies of scale and other cost containment strategies?*
- **Level of Change to Service Structure**: *What are the public's expectations for delivering wastewater treatment service in a similar way to the existing service structure? What are their preferences regarding working with other municipalities or the Capital Regional District?*
- **Local influence over service**: *What are the public's expectations for autonomy and control over wastewater treatment services? Are there any mandatory conditions regarding 'local influence' prior to establishing partnerships for service? How would the public prefer to provide ongoing input regarding wastewater treatment services?*

Similar questions to the above will help inform Council on any decisions it will make regarding service-structure and service delivery.

5.2 Areas for Further Study

The process to design and establish the preferred service-structure is dynamic and must be responsive to each party's interests. Typically, areas of study will evolve as any service-structure process unfolds. These preliminary areas of study will help inform the first few steps of any future processes.

- **Conduct a Formal Service Review**: this process is mandatory in order to consider a withdrawal from service including any changes to municipal authority such as the CRD's letters patent.
- **Gain a deep appreciation of the aspirations of potential partners**: an important preliminary step is to determine the potential for partnership to avoid costly, challenging integration processes down the road.
- **Define Victoria's objectives for wastewater service**: a description of the desired outcomes will further inform Council on the preferred pathway and ultimate service-structure.
- **Design the Sub-Regional or Inter-municipal Service-Structure**: a facilitated process with milestones and clear outcomes ensures all parties get started effectively.
- **Study Business Case Particulars**: the final decision on service-structure and delivery should include a complete business case including risks, costs, implications and terms of service delivery.

Exploring Local Wastewater Treatment Options

City of Victoria

Update to GPC – Wastewater Service Governance

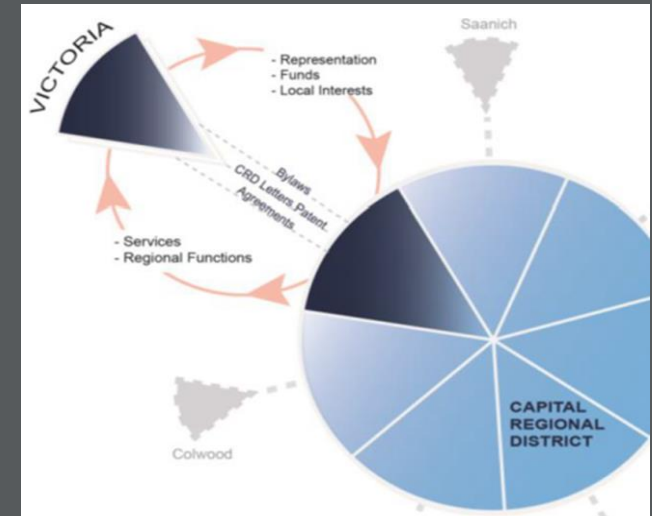
March 12, 2015

Origin to Study

- Pause on Seaterra triggered local review (October ToR)
 - *Council directs staff to explore legally available options*
 - *Initial focus on regulations and practices for establishing a treatment service*
- Due diligence required in determining the path forward

Context

- Senior government requirement to treat to secondary
- Regional district is the vehicle – Council to be informed of options
 - *Recognize the regional district shaped by local needs*
- Regardless of regional structure, Victoria must:
 - *Redefine local needs*
 - *Receive local input*
 - *Enhance regional partnerships*



Council interest in the spectrum of legislation and influence

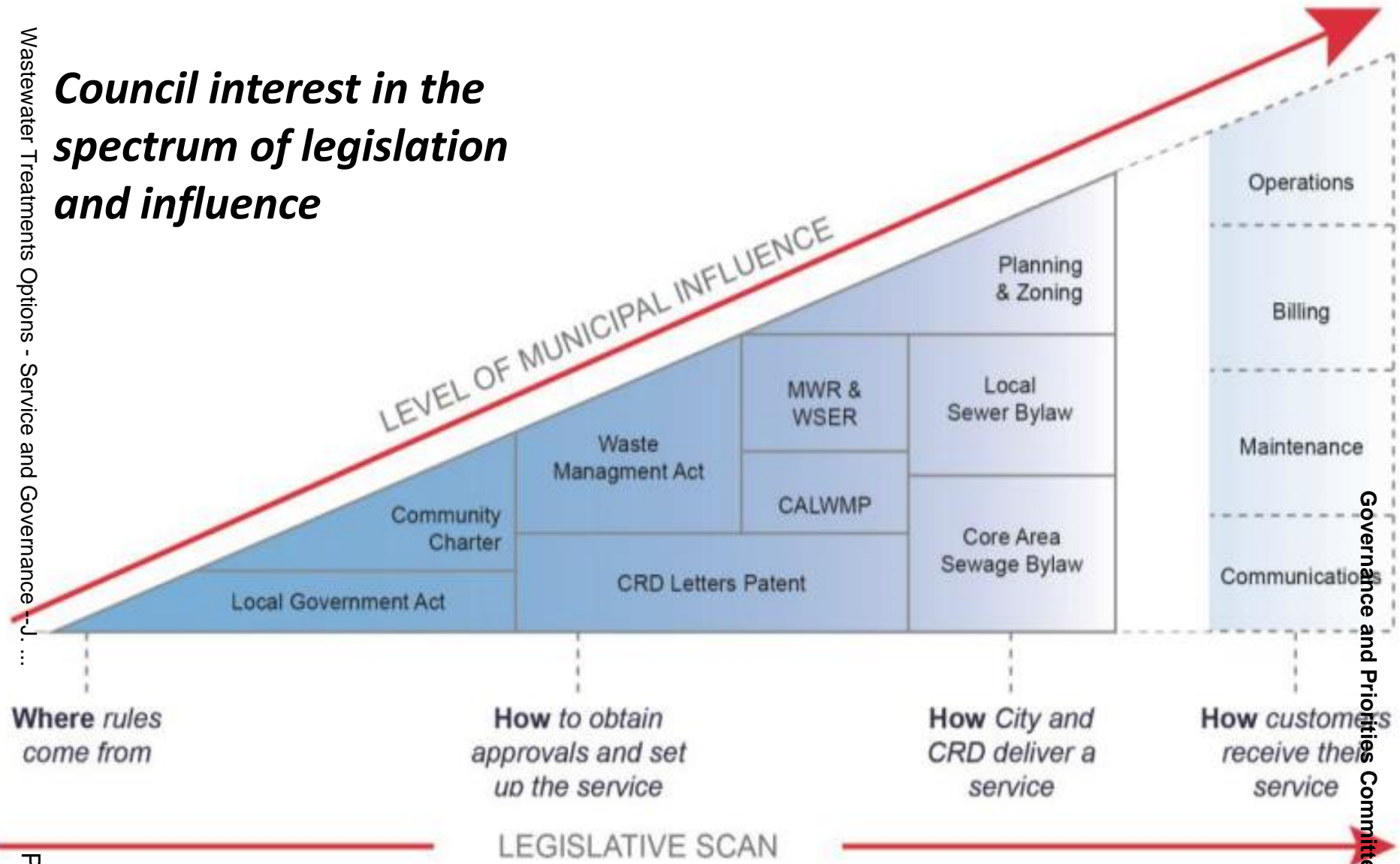


Figure 2: Service-Governance Overview

4 Options

- **Status quo** *has advantages but doesn't increase influence of service*
- **Sub-regional** *is workable middle-ground*
- **Victoria-only** *brings autonomy but is less certain for external support*
- **Inter-municipal** *is possible but more challenging to establish than sub-regional function*

Site Evaluations

- Upcoming sessions with Council
 - *Identify potential sites*
 - *Use expanded information to determine next steps locally and regionally*
- Decision Making Factors
 - *Access and Infrastructure*
 - *Land (Growth) and Amenities*
 - *Resource Recovery*
 - *Centralized and Distributed*
- Interest to appreciate the factors while considering sites

Public Engagement

- Working through dynamic local and regional expectations
 - *Connect dialogue and input with levels of service and/or upcoming decisions*
- Gaining social license requires a marriage of public involvement in setting the decision making factors
 - *Combine this with an ability to see how this impacts site selection*

Sub-Regional Partnerships

- Keen to develop mutual/self interests
 - *Confirm 'why' we come together and define reasonable expectations*
- Engage at the political level and renew momentum
- Sub-Regional communities need to reflect on decision making factors and potential sites in each community



Governance and Priorities Committee Report

For the Meeting of March 12, 2015

To: Governance and Priorities Committee **Date:** March 4, 2015
From: Robert Woodland
Subject: Revised 2015 Committee and Council Meeting Schedule

Executive Summary

The purpose of this report is to:

- formalize a revised 2015 meeting schedule for the Planning & Land Use Committee (PLUC) and Governance & Priorities Committee (GPC); and
- postpone further Standing Committee meeting dates pending the outcome of Council deliberations on its governance model.

On December 18, 2014 Council resolved to review the 2015 Committee and Council meeting schedule in April 2015. Recent discussions indicate a desire by the Council to switch the meeting dates for the GPC and the PLUC. This change will provide for a more balanced meeting day on Thursdays as the longer GPC meeting will occur on days when there is no Council meeting.

Staff reviewed the proposed schedule change and believe it will result in an improvement to Council governance and the efficiency of staff operations that support the meetings. Since PLUC meetings usually end by noon there would be adequate time to forward any recommendations from the morning PLUC meeting to the evening Council meeting, as required.

Standing Committees have not yet been convened and further discussion about these committees is expected during the scheduled April/May Governance Workshops.

To formalize the changes to the PLUC/GPC meeting schedule, and the hiatus in the Standing Committee schedule Council should amend 2015 Meeting Schedule as outlined in Appendix A.

Recommendation:

That Committee recommend that:

1. Council approve the Revised 2015 Governance and Priorities Committee, Planning and Land Use Committee, Standing Committees and Council meeting schedule attached and make available to the public as required under the Section 127 of the *Community Charter*.
2. This motion is considered at the Council meeting of March 12, 2015.

Respectfully submitted

A handwritten signature in black ink, appearing to read 'R. Woodland'.

Robert Woodland
 Director, Legislative and Regulatory Services

Report accepted and recommended by the City Manager:

Date:

 A handwritten signature in blue ink, appearing to read 'M. [unclear]'.

March 4, 2015



APPENDIX A REVISED 2015 COMMITTEE AND COUNCIL MEETING SCHEDULE

2015	Planning & Land Use Committee @ 9 a.m.	Governance & Priorities Committee @ 9 a.m.	Corporate & Strategic Services Standing Committee	Community Services Standing Committee	Council @ 7 p.m.
March	5 th and 19 th	12 th and 26 th	TBD	TBD	12 th and 26 th
April	16 th and 30 th	2 nd and 23 rd	TBD	TBD	16 th and 30 th
May	14 th and 28 th	7 th and 21 st	TBD	TBD	14 th and 28 th
June	11 th and 25 th	4 th and 18 th	TBD	TBD	11 th and 25 th
July	9 th and 23 rd	2 nd and 16 th	TBD	TBD	9 th and 23 rd
August	27 th	20 th	TBD	TBD	27 th
September	10 th	3 rd and 17 th	TBD	TBD	10 th
October	1 st , 15 th and 29 th	8 th and 22 nd	TBD	TBD	1 st , 15 th and 29 th
November	12 th and 26 th	5 th and 19 th	TBD	TBD	12 th and 26 th
December	10 th	3 rd	TBD	TBD	10 th

Additional Scheduled Special Meetings

Special Governance and Priorities Committee – April 9th at 9am – Financial Plan Review

Special Governance and Priorities Committee – April 9th at 11am – Governance Workshop

Special Council Meeting – April 23rd at 11am – Third Reading of Financial Plan Bylaw

Special Governance and Priorities Committee – Governance Workshop – **rescheduled to May 14th at 12:30 pm**



Governance and Priorities Committee Report

For the Meeting of March 12, 2015

To: Governance and Priorities Committee **Date:** February 19, 2015
From: Pam Delaney, Executive Secretary
Subject: Centre for Civic Governance – High Ground Conference to be held in Vancouver, BC on March 20 and 21st, 2015

Recommendation: That Committee recommends that Council

- Authorize the attendance and associated costs for Councillor Isitt and Councillor Loveday to the Centre for Civic Governance – High Ground Conference to be held in Vancouver, BC March 20 and 21st, 2015

The approximate cost for attending is:

Registration	\$390.00
Travel	\$139.00
Incidentals	\$ 20.00
Cost per person	\$549.00

- Forward the motion to the March 12, 2015 Council meeting.

Respectfully submitted

Pam Delaney
Executive Secretary

Report accepted and recommended by the Councillor Ben Isitt: 

Date: FEB. 25, 2014

Report accepted and recommended by the Councillor Jeremy Loveday: March 2, 2015

Date: 



Governance and Priorities Committee Report

For the Meeting of March 12, 2015

To: Governance and Priorities Committee **Date:** February 16, 2015
From: Julie MacDougall, Acting Director, Parks and Recreation
Subject: Clawthorpe Park Playground Improvements

Executive Summary

The purpose of this report is to provide an update on the results of the public engagement and to outline the next steps for Clawthorpe Park playground and park renewal project.

Clawthorpe Park is a small neighbourhood park, one acre in size, in the Oaklands neighbourhood. Bowker Creek runs underground along the north-western edge of the park. The park features an open grass area, a playground with benches, a picnic table and several mature trees along the perimeter.

The 2015 financial plan proposes upgrading Clawthorpe Park to replace aging play equipment and to better meet the needs of the community.

In 2013, a petition from area residents was received requesting that the playground features be upgraded. In the fall of 2014, nearby residents and the general public were invited to participate in an open house and online survey to share what kind of playground equipment they would prefer, along with other park improvements. 15 people attend the open house, 38 surveys were completed online and one letter was received. Items noted as popular included the large grassy area, open field and large trees. Least liked was that there was limited play value for children under the age of five. Popular types of play included climbing, swinging, sliding and spinning and some interest for social/imaginative play and activity panels. A desire to celebrate or interpret Bowker Creek was also indicated.

A conceptual plan that responds to the results of the public engagement has been prepared for the park and play area upgrade. The future improvements will include:

- Inclusion of a natural play feature
- Retention of the large open grassy area
- Slightly moving the play equipment area to accommodate the large trees
- Creating a raised landscape berm to provide a greater sense of separation from busy North Dairy Avenue
- Addition of bicycle parking adjacent to the play area

A budget request of \$107,000 for the play area and park upgrade is included in the 2015 Financial Plan for Council's consideration. Construction of this play area upgrade would commence in June 2015. Construction is expected to take eight weeks.

Recommendation:

That Council receive this report for information.

Respectfully submitted



Leigh Sifton
Manager, Parks Planning and Design



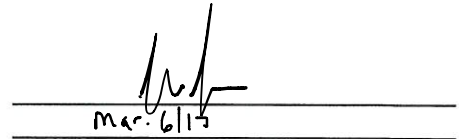
Julie MacDougall
Acting Director, Parks and Recreation



Katie Hamilton
Director, Citizen Engagement and Strategic Planning

Report accepted and recommended by the City Manager:

Date:


Mar. 6/15

PURPOSE

The purpose of this report is to provide an update on the results of the public engagement and to outline the next steps for Clawthorpe Park playground and park renewal project.

BACKGROUND

Clawthorpe Park is a small neighbourhood park, one acre in size, in the Oaklands neighbourhood, near Hillside Mall. Bowker Creek runs underground along the north-western edge of the park within the Clawthorpe Avenue road right-of-way. The park features an open grass area, a playground with benches, a picnic table and several mature trees along the perimeter. See Appendix A for a site map and photos.

In 2013, a petition from area residents was received requesting that the playground features be upgraded as the play area had lost its appeal.

The 2015 financial plan proposes upgrading Clawthorpe Park to replace aging play equipment and to better meet the needs of the community. The current play equipment was installed in 1996. Play equipment manufacturers recommend a 10-15 year replacement cycle. At the same time as play equipment replacement, the City considers all park users and upgrades other site amenities when possible. Items outside of the budget are considered within future year capital planning.

Citizen Engagement

In the fall of 2014, nearby residents and the general public were invited to participate in an open house and an online survey. Participants were asked to specifically share what kind of playground equipment they would prefer, along with other park improvements. Children were encouraged to participate. 15 people attended the open house on October 22 and 38 surveys were completed online. One letter was received. A summary of what we heard is below.

General comments related to the playground and its existing features:

- More kids in the neighbourhood now
- Is an old playground that has lost its play value
- Interest in celebrating Bowker Creek, possible interpretive signage or features celebrating the natural area
- Suggestion to take the park upgrade proposal to the Bowker Creek Initiative Steering Committee

When asked about popular current park features:

- Large, grassy, open field, the big trees
- Swings, sandbox, climbing structure and monkey bars

When asked about current features that are least liked:

- Very few options for kids under 5

When asked about future playground equipment:

- Open House Dotmocracy Results: Most popular play features included climbing, equipment, swings, spinning equipment and natural play areas. Other play features selected included slides, social/imaginative play and activity panels
- Survey Results: The most popular play features included climbing, swings, social /imaginative play, natural play areas, slides, activity panels, spinning equipment

For complete engagement details, please refer to Appendix B: Clawthorpe Park Playground Improvements: Engagement Summary Report.

Respondent turnout figures for playground upgrade consultations are historically low however this does not reflect park use following play area upgrades. We find consistently that the number of users increases significantly following construction completion.

NEXT STEPS

A conceptual plan (Appendix C) that responds to the results of the public engagement has been prepared for the park and play area upgrade. The future improvements will include:

- Inclusion of a natural play feature
- Retention of the large open grassy area
- Slightly moving the play equipment area to accommodate the large trees
- Creating a raised landscape berm to provide a greater sense of separation from busy North Dairy Avenue
- Addition of bicycle parking adjacent to the play area

Given the proximity to other nearby neighbourhood parks and the types of play equipment located in those parks; comments from the public regarding the ages of children visiting the park; and, the amount of area available for the playground, the new play equipment will be targeted to younger children (18 months to 5 years).

New equipment will provide opportunities for swinging and sliding. However, due to the available size of the play area, equipment can be accommodated for either climbing or spinning, but not both. Due to the noted popularity of climbing during the public engagement process, of the two, it is proposed that new climbing equipment be provided.

A proposed location for an interpretive element related to Bowker Creek is included in the concept design. Design and opportunities to cost-share will be discussed further with the Bowker Creek Initiative Steering Committee as well as Oaklands Community Association.

A budget request of \$107,000 for the play area and park upgrade is included in the 2015 Financial Plan for Council's consideration. Construction of this play area upgrade would commence in June 2015. Construction is expected to take eight weeks such that the new playground and upgrades would be complete for September.

RECOMMENDATIONS

That Council receive this report for information.

APPENDICES

Appendix A: Site Map and Photos
Appendix B: Engagement Summary Report
Appendix C: Concept Plan

Appendix A: Site Map and Photos





ENGAGEMENT SUMMARY REPORT

Clawthorpe Park Playground Improvements

OCTOBER 9, 2014 – NOVEMBER 30, 2014



Table of Contents

Executive Summary.....	3
Part 1: Introduction, Engagement Objectives and Process Design.....	4
Part 2: Communications Tools	5
Part 3: Engagement Feedback Summary	6
Online survey	6
Open House.....	6
Written Submissions	6
Part 4: Next Steps.....	11
Part 5: Engagement Data	12
Open House.....	13
Online survey	14
Written Submissions	25

FOR MORE INFORMATION:

City of Victoria

1 CENTENNIAL SQUARE, VICTORIA, BC V8W 1P6 | victoria.ca

Executive Summary

The City will be upgrading the Clawthorpe Park playground to replace aging playground equipment and to better meet the needs of the community. Clawthorpe Park is a small neighbourhood park in the Oaklands neighbourhood, near the Saanich municipal border.

In the fall of 2014, nearby residents and the general public were invited to participate in an open house and an online survey. Participants were asked to specifically share what kind of playground equipment they would prefer, along with other park improvements. Children were encouraged to participate.

15 people attended the open house on October 22 and 38 surveys were completed online. One letter was received. These suggested improvements will be considered as part of the budgeting process in early 2015. When funding is approved, construction plans will be made.

What We Heard

General

- More kids in the neighbourhood now
- Is an old playground that has lost its play value
- Interest in celebrating Bowker Creek, possible interpretive signage or features celebrating the natural area
- Suggestion to take the park upgrade proposal to the Bowker Creek Initiative Steering Committee

Current park features that are popular include:

- Large, grassy, open field, the big trees
- Swings, sandbox, climbing structure and monkey bars

When asked about current features that are least liked:

- Very few options for kids under 5

When asked about future playground equipment:

Open House

- Dotmocracy Results
 - Most popular: Climbing equipment, swings, spinning equipment, natural play areas
 - Followed by: slides, social/imagination play/activity panels

Survey

- Climbing, swings, social /imagination play, natural play areas, slides, activity panels, spinning equipment

The above feedback will be considered as the playground improvements are designed.

Part 1: Introduction, Engagement Objectives and Process Design

Introduction

The playground in Clawthorpe Park is being upgraded to replace aging playground equipment and to better meet the needs of the community.

Clawthorpe Park is a small neighbourhood park located at 1619 Clawthorpe Avenue, fronting North Dairy Road. It is in the Oaklands neighbourhood, near the Saanich municipal border. Bowker Creek runs underground along the northern and western edges of the park.

The park currently features an open grass area, a playground with benches, a picnic table and several mature trees along the perimeter. The park is tailored towards younger children and serves many local daycares. As surrounding parks are designed for older children the Clawthorpe playground improvements will be designed with smaller children in mind.

Site limitations include the small size of the park, five large trees that use much of the available space, the location within a neighbourhood area and the need to maintain visibility into the park.

Engagement Objectives

The goals of the engagement program were to:

- Raise awareness about future improvement opportunities for Clawthorpe Park.
- Seek community input on the potential playground improvements and general park improvements.

Process Design

A targeted community engagement program was developed to solicit input from local residents most affected by potential changes to Clawthorpe Park. The engagement program was tailored to residents living closest to the park, but print and social media was also used to garner broader input.

The community was asked to share what kind of playground equipment they would prefer, along with other park improvements. As children are the main visitors, they were also encouraged to participate by drawing their favourite playground equipment.

The following communications tools were used to create awareness of this engagement opportunity:

- Website information: Have Your Say, latest News, Events Calendar
- Public Service Announcement
- Community Association Update: Oaklands
- Mail out to homes
- Posters
- Print ads: TC, Victoria News
- Social Media: regular and promoted posts

Feedback was collected via:

- An open house
- Online survey
- Written submissions

Part 2: Communications Tools

The following communications tools were used to create awareness of this engagement opportunity:

- Website information: Have Your Say, Latest News, Events Calendar
- Public Service Announcement
- Mail out to homes (875)
- Posters distributed through the neighbourhood
- Print ads: TC, Victoria News (October 3-11)
- Social Media: regular and promoted posts

A few examples of these tools have been included here:

City of Victoria - Local Government created a link
 Posted by [Michelle Jones](#) on [November 25, 2014](#)

Live in Oaklands and love parks? Share your ideas about Clawthorpe Park as City staff plan upgrades to the playground in order to better meet the needs of the community. Please complete the survey before Sunday, Nov 30. Thanks!
<http://haveyoursay.victoria.com/projects/help-us-improve-clawthorpe-park-playground>

Have Your Say, Vic
 Find out about current projects, join in discussions, and take surveys that will help shape the future of our city.

SHARE your feedback **POST your ideas** **JOIN**

Have Your Say Victoria
[haveyoursay.victoria.ca](#)

Clawthorpe Park currently features an open grass area, a playground with benches, a picnic table, and several mature trees along the perimeter. In 2015, the City of Victoria will upgrade the playground to better meet the needs of the community.

3,926 people reached **Not Boosted**

Like Comment Share **1 Share**

Adnan Monarib, Chris Mursiac, Jeff Hendrix and 9 others like this.

Avi Lambert Good to see **1** November 25 at 5:42pm

Jon Bos Love this post **1** November 25 at 11:30am

OPEN HOUSE
Clawthorpe Park Playground

Clawthorpe Park is a small neighbourhood park located at 1619 Clawthorpe Avenue, fronting North Dairy Road. The park currently features an open grass area, a playground with benches, a picnic table, and several mature trees along the perimeter. In 2015, the City of Victoria will upgrade the playground to better meet the needs of the community.

Issues
 In its current state, the challenges to maintain this playground include:

- Existing play equipment and safety zones that do not meet CSA safety standards
- Existing concrete surfacing that is non-compliant for wheelchair accessibility
- Outdated, unimpressive and worn play equipment

Opportunities

- Install new equipment with a variety of play opportunities for children aged 18 months to 12 years
- Identify suitable areas for new equipment that provide space to play equipment

Next Steps
 Sharing your ideas will help inform the future park improvements. Community input will be gathered on the City of Victoria website. The playground improvements are expected to be completed next summer.

Other Park Amenities

Public Service Announcement

CITY OF VICTORIA

WANTED: Children to Help Us Improve Clawthorpe Park Playground

Date: Thursday, October 16, 2014 For Immediate Release

VICTORIA, BC — Children — bring your parents to an open house next Wednesday to learn more and "show and tell" us what type of equipment you'd like to see included at the Clawthorpe Park playground. Located on Clawthorpe Avenue fronting North Dairy Road, this small neighbourhood park currently has an open grass area, a playground with benches, a picnic table, and several mature trees along the perimeter.

Next year, the City of Victoria will upgrade the aging playground equipment to meet national safety standards and to better meet the needs of the community.

Drop by an open house on Wednesday, October 22, 2014 from 4 p.m. to 7 p.m. at the Oaklands Elementary School library at 2907 Belmont Avenue. Registration is not required. Refreshments will be served.

Take the opportunity to view displays and place stickers next to your favourite play equipment, share your vision in a drawing, meet Park planners and ask questions, suggest park improvements for the enjoyment of the community, and complete a short survey.

Can't make it to the open house? You can view display panels and provide input by completing the survey online from October 22 to November 30, 2014. For more information, visit www.vi.bca.ca.

— 30 —

Part 3: Engagement Channels

Open House

15 people attended the Open House on Wednesday, October 22 from 4 p.m. to 7 p.m. at Oaklands Elementary School. Kids and adults were invited to drop by to share what type of playground equipment they'd like to see included.

Display boards were available that offered ideas about playground features that could be included in the upgrades. 'Dotmocracy', voting with dots or stickers, was used to allow both kids and adults to share what playground equipment they liked best. Kids were given large dots and adults were given small dots. Feedback from kids was weighted more heavily than feedback from parents. Children were engaged through an interactive activity where they were asked to draw their favourite equipment. Surveys were also completed at this event.

What We Heard:

Dotmocracy Results:

Type of Equipment	Kids	Adults	Total
Climbing	4 x2 = 8	1	9
Swings	4x2= 8	1	9
Spinning	4 x2 = 8	1	9
Natural Play Areas	2 x2= 4	5	9
Slides	2 x2= 4	4	8
Social/Imagination Play/Activity Panels	3x2= 6	2	8
Spring Seesaws	2 x2= 4	0	4

Drawing Results:

- Images included:
 - Swings, spinning equipment and other imaginative ideas

Online Survey

38 surveys were completed online.

What We Heard:

Question 1: Where do you live?

- 63% lived within a five minute walk from the park.
- 22% lived within Oaklands, but further than a five minute walk.
- 1 participant was from Saanich.

Question 2: What is your age?

- 47% were 30-39
- 13% were 50-59
- 3% were 12 or younger

Question 3: How often do you visit Clawthorpe Park with children under the age of 12?

- 34%: rarely
- 21%: never
- 18%: monthly
- 16%: bi-weekly
- 11%: daily

Question 4: How often do you visit Clawthorpe Park with children under the age of five years?

- 42%: never
- 29%: rarely
- 13%: daily
- 8%: bi-weekly
- 8%: monthly

Question 5: What features do you like best about the current playground?

Location

- Accessible
 - Good access to both Victoria and Saanich neighbourhoods.
 - lane access
 - access path
 - Space/flat, accessible/easy parking
 - The roundabout
- Relatively peaceful location, away from the high volume streets.

Natural Spaces

- Large, grassy, open field. (6)
- The big tree is a great for nature exploration (3)
- Natural green space

Equipment

- The kids enjoy the swings (kids and toddler).(6)
- Sandbox (3)
- The kids like the climbing structure, but is worn out and not suitable for toddlers (2)
- monkey bars (2)
- curly slide
- the swinging ring
- the ramp
- the whole playground is not toddler friendly i.e. children under 5.
- Create playground equipment that is accessible to young children

General

- I believe that all park space for children should be revisited and enhanced. It is important for children to have a safe, unstructured, outdoor play area near their homes.

Question 6: What features do you like least about the current playground?

Design/ Park features

- No unique sense of place...does not capitalize on or reflect the context and surroundings.
- The tunnel has been removed. No one really seems to go there anymore.
- dark
- Open grassy area: not much to explore there.
- Sand surface
- Grass currently contains many thorny plants.
- Lack of sensory experience
- The pond

Accessibility

- Path/accessibility for wheelchairs/disabled.

Equipment

- the slide
- the metal plate screwed into the center of the play structure. kids trip on it

Maintenance

- Not cleared of leaves often enough

Kid Friendliness

- Very few options for little kids (under 2-5)- ie: would like to see more things lower to the ground for climbing on (4)
- My 5 year old is bored there. We live in the neighbourhood and rarely frequent this park, which is a shame.
- It is an old playground that has lost its play value.
- There are more younger children in the neighbourhood as the community transitions from seniors to young families owing to the affordability of the local area relative to the rest of the city. The playground needs expansion given that there are more children living in the immediate area.
- I visit this park daily and never see any children using it. There is an excellent park and playground close by on Stroud, which is also rarely used, and yet was just upgraded in a huge, long, and obviously expensive project. I feel that the city should save the open space for dogs owners who will use it frequently.

Question 7: What value do you place on the following play features for the Clawthorpe Park playground?

The play features that were most valued are listed here.

- 1) Climbing
- 2) Swings
- 3) Social imaginative
- 4) Natural play areas
- 5) Slides
- 6) Activity panels

Other ideas:

- Water feature and design elements and gestures to the Bowker Creek. It was once a salmon and trout bearing watercourse – see below. There are also opportunities for interpretive signs and other information. More information at: <https://www.crd.bc.ca/bowker-creek-initiative>
- The playground needs to be constructed in such a way to have slides and swings that will also serve older children. This playground needs to serve multi-age children.
- I love the adult workout elements at the BHP playground and think those would be an awesome addition to Clawthorne Park
- Easy access for bike commuters, particularly since N. Dairy is a decent bike route.
- I am not sure under which category something like monkey bars, rings, or parallel bars would fall (gymnastics equipment perhaps), but we value those very highly.

Question 8: Please provide any other ideas and comments on how we can improve Clawthorpe Park playground.

Bowker Creek Connection

- An important contextual piece that has been omitted from any of the background material is Clawthorpe Park's location within the Bowker Creek watershed, immediately adjacent to Bowker Creek. The Bowker Creek Watershed Management Plan (2003) and the Bowker Creek Blueprint (2013) – both endorsed by Victoria Council – should inform the project. There is a great opportunity to integrate the spirit and principles of the above plans into the design principles of the park renewal project. This was done successfully during renewal of Browning Park in Saanich. Carkeek Park in Seattle also does this well by integrating an environmental stewardship message through its "Salmon Slide" and other playground equipment. The Park design should also integrate with future routing options of the Bowker Creek Greenway. As Victoria's plans are further developed, I recommend that the proposal be presented to the Bowker Creek Initiative steering committee for additional comment prior to approval.
- Bowker Creek could be daylighted or partially daylighted to teach kids about the potential of Urban creek & how with the right remedial work, fish could again come up the creek.

New ideas

- Small bike trail or paths for young children to learn how to ride bicycles.
- Perhaps adding a small community garden at the east end would increase community involvement and engagement. Cheers.

Family Friendly

- The odd mom and kids there in the daytime as well, so a bigger playground with swings would be great. I think the park is in a unique setting and is a great destination or thoroughfare.
- Since Clawthorpe is relatively close to Oswald, which has a new playground, why not go for something completely different. I love the look of the "natural" play equipment in the pictures you presented. How about something like that where children's desire for climbing is met in a "natural" setting. It would give families a real different choice for outdoor playtime beyond their own backyard, instead of two relatively similar choices. Thanks for asking!
- Please maintain the large grassy area – it's really nice for open play (i.e. frisbee/soccer/bocci etc. for the 'older' kids in the neighbourhood).

Dogs

- Close for dogs: This is a very small park. It would be best if it were off limits to dogs given that there is Gosworth park 2 blocks away which actually has a large off leash. For families and children to really enjoy this environment they should not be in competition with dogs that are off leash. There are also those dog owners who do not clean up after the dogs and then our children step in the pooh. Gosworth on the other hand is a very large park that can accommodate the many functions that it now does.
- Use as dog park: I visit this park daily and never see any children using it. There is an excellent park and playground close by on Stroud, which is also rarely used, and yet was just upgraded in a huge, long, and obviously expensive project. I feel that the city should save the open space for dogs owners who will use it frequently. (3)

General

- Also not sure about plant coverage/something to buffer against North Dairy street? It's nice to have it public, but it feels quite exposed.

Correspondence

Feedback was also collected via parks@victoria.ca.

One email was submitted in response to this engagement program.

What We Heard:

The Bowker Creek Initiative Steering Committee encouraged the City to use the park redevelopment to raise public awareness about Bowker Creek and urban watersheds through the design of playground features.

The four main suggestions included:

- Selecting a theme for playground features that references wildlife or habitat,
- Installing Bowker Creek interpretive signage,
- Auditory installations that allow children to hear the creek,
- Innovative infrastructure such as a plexi-glass manhole cover to allow children to see the creek.

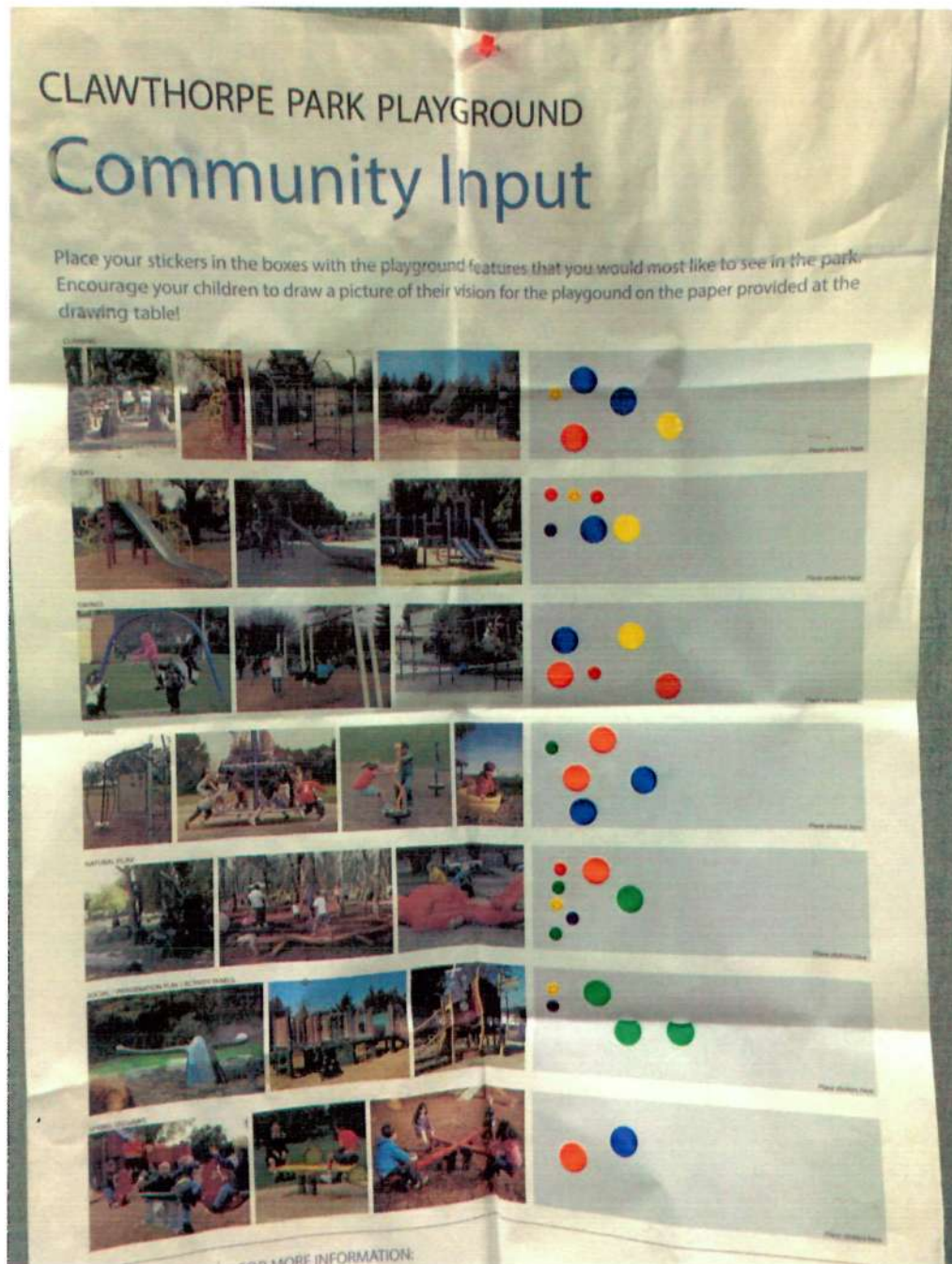
It was also pointed out that long term objectives for this area as found in the Bowker Creek Blueprint also include a watershed-wide greenway along the park and eventual daylighting of the creek in this area.

Part 4: Next Steps

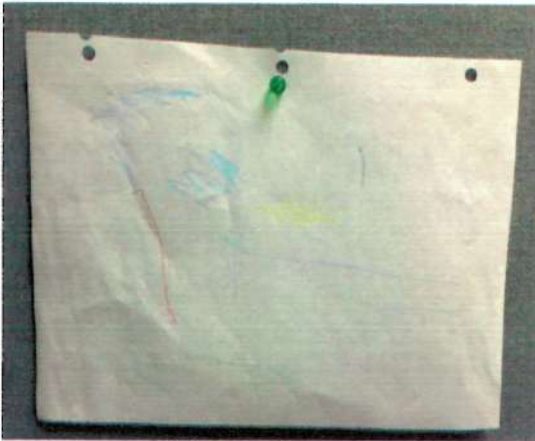
This feedback will help shape the future playground improvements at Clawthorpe Park. The suggested playground improvements, as outlined in the GPC report, will be considered as part of the budgeting process in early 2015.

Part 5: Engagement Data

Open House: Dotmocracy



Open House: Drawings from Kids

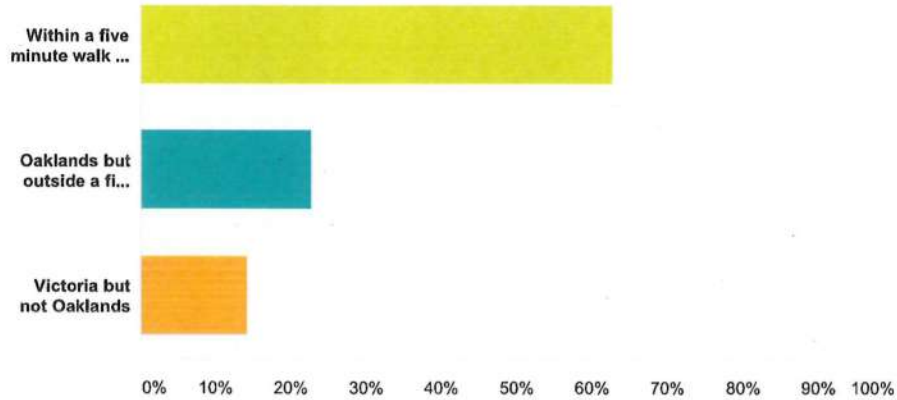


Survey

Help Us Improve Clawthorpe Park Playground

Q1 Where do you live?

Answered: 35 Skipped: 3



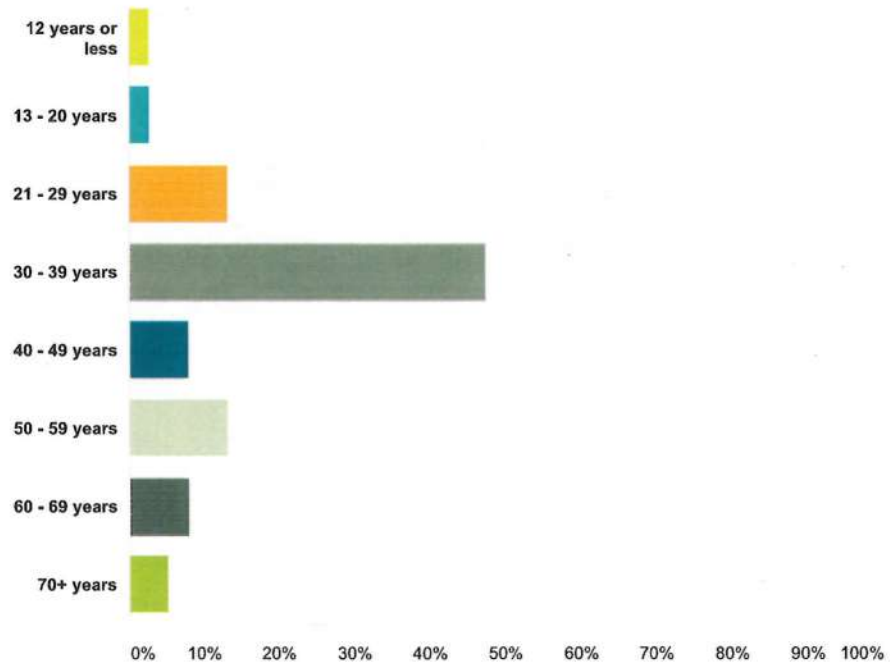
Answer Choices		Responses	
Within a five minute walk of Clawthorpe Park		62.86%	22
Oaklands but outside a five minute walk		22.86%	8
Victoria but not Oaklands		14.29%	5
Total			35

#	Other (please specify)	Date
1	Outside my back door	12/22/2014 2:26 PM
2	cedar hill and finlayson (7 min walk)	11/26/2014 10:23 AM
3	Saanich	10/22/2014 10:51 PM

Help Us Improve Clawthorpe Park Playground

Q2 What is your age?

Answered: 38 Skipped: 0

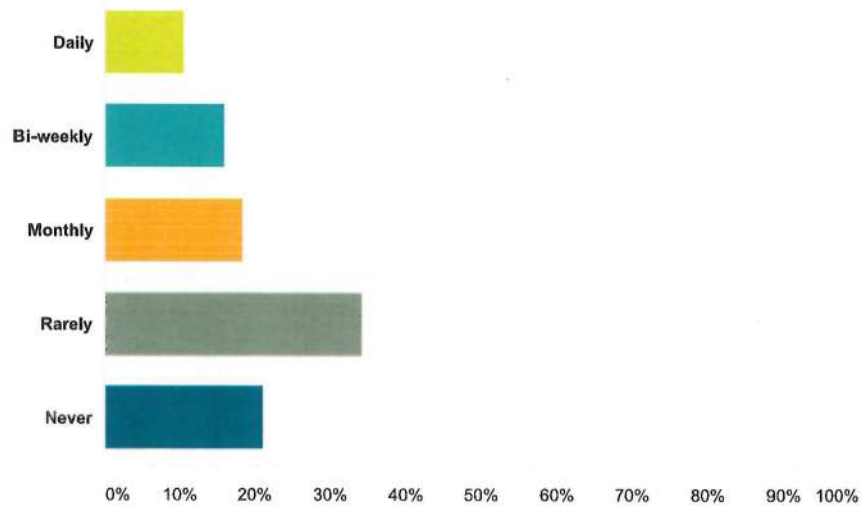


Answer Choices	Responses	
12 years or less	2.63%	1
13 - 20 years	2.63%	1
21 - 29 years	13.16%	5
30 - 39 years	47.37%	18
40 - 49 years	7.89%	3
50 - 59 years	13.16%	5
60 - 69 years	7.89%	3
70+ years	5.26%	2
Total		38

Help Us Improve Clawthorpe Park Playground

Q3 How often do you visit Clawthorpe Park with children under the age of 12 years?

Answered: 38 Skipped: 0

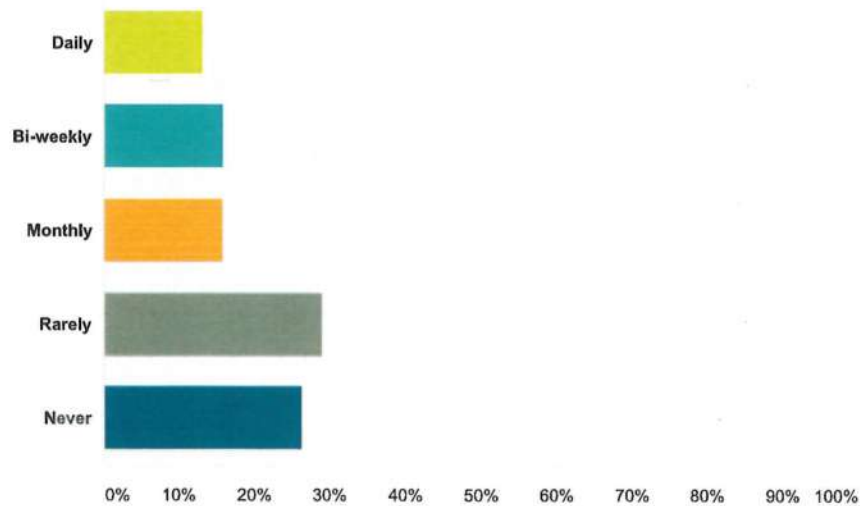


Answer Choices	Responses	
Daily	10.53%	4
Bi-weekly	15.79%	6
Monthly	18.42%	7
Rarely	34.21%	13
Never	21.05%	8
Total		38

Help Us Improve Clawthorpe Park Playground

Q4 How often do you visit Clawthorpe Park with children under the age of five years?

Answered: 38 Skipped: 0



Answer Choices	Responses	
Daily	13.16%	5
Bi-weekly	15.79%	6
Monthly	15.79%	6
Rarely	28.95%	11
Never	26.32%	10
Total		38

Help Us Improve Clawthorpe Park Playground

Q5 What features do you like best about the current playground?

Answered: 29 Skipped: 9

#	Responses	Date
1	climbing equipment Nice, simple playground! Kids like the bridge/climber	12/22/2014 2:34 PM
2	accessible Walking distance	12/22/2014 2:33 PM
3	bench trees Nice large shade trees, benches are there for parents to sit on	12/22/2014 2:31 PM
4	The play area if it was updated	12/22/2014 2:26 PM
5	Close to our house. All the grass	12/22/2014 2:14 PM
6	grassy area The open green spaces and park benches	12/22/2014 2:13 PM
7	picnic table slide slides, 2 level playground, picnic table	12/22/2014 2:11 PM
8	bench picnic table picnic table and bench	12/22/2014 2:07 PM
9	None	12/22/2014 2:05 PM
10	bench Bench for sitting on	12/22/2014 1:45 PM
11	slide swing trees Swings and slide. The trees are really a nice feature of the park	12/22/2014 1:32 PM
12	accessible climbing equipment sandbox slide swing Location, play equipment	12/22/2014 1:30 PM
13	accessible peaceful Relatively peaceful location, away from the high volume streets. Good access to both Victoria and Saanich neighbourhoods.	11/30/2014 8:42 PM
14	grassy area swing trees The large trees and grassy field. The kids enjoy the swings.	11/29/2014 1:37 AM
15	climbing equipment swing The kids like the swings and climbing.	11/28/2014 11:45 PM
16	accessible grassy area trees Natural green space, lane access, open area	11/28/2014 5:27 PM
17	grassy area Large grass area.	11/28/2014 5:20 PM
18	climbing equipment swing The only equipment that we regularly use the toddlers swing and the regular swing. The kids will also use the climbing structure but it is worn out and beat up. It is not suitable for toddlers. In fact the whole playground is not toddler friendly i.e. children under 5.	11/28/2014 12:15 PM
19	grassy area The open grass areas.	11/27/2014 7:42 AM
20	sandbox swing Sandbox Swings	11/26/2014 10:18 PM
21	good for young children I believe that all park space for children should be revisited and enhanced. It is important for children to have a safe, unstructured, outdoor play area near their homes.	11/26/2014 8:00 AM
22	accessible good for young children trees playground equipment is accessible to young children. The big tree is a great for nature exploration	11/25/2014 4:06 PM
23	grassy area Open field	11/24/2014 3:30 PM
24	grassy area trees The large space. The trees.	11/10/2014 7:16 AM
25	climbing equipment sandbox slide swing 1. swings 2. sand 3. monkey bars 4. curly slide	11/9/2014 9:11 PM
26	accessible climbing equipment sandbox swing the monkey bars the swinging rings the sand the swings the ramp	11/9/2014 8:51 PM
27	accessible access path	11/3/2014 11:26 AM
28	easy parking The roundabout	11/1/2014 5:52 AM
29	accessible easy parking grassy area Space/flat, accessible/easy parking	10/22/2014 10:51 PM

Help Us Improve Clawthorpe Park Playground

Q6 What features do you like least about the current playground?

Answered: 28 Skipped: 10

#	Responses	Date
1	needs more benches Just not enough stuff. Maybe a few more places to sit for adults, but that's no big deal	12/22/2014 2:34 PM
2	Current playground	12/22/2014 2:33 PM
3	native plants needed In future, could improve area by planting some native trees and shrubs	12/22/2014 2:31 PM
4	allow ball playing remove prickles fr grass Remove the prickles throughout the grass from thistles and the no ball playing signs removed	12/22/2014 2:26 PM
5	noisy and not private Although the road is fenced off, the chain link fence provides little privacy or sound protection from the road	12/22/2014 2:14 PM
6	more space for natural pl needs more benches Could use more benches. Current play structure old and tired, would be nice to have more spaces for imaginative and natural play	12/22/2014 2:13 PM
7	don't like chain link fen need yound and older eqp Need a 2 part: for young and older. 2 sizes of slides maybe lower activities. Scary chain link fence, no gates. Weird psedo laneway?	12/22/2014 2:11 PM
8	dirty sand dirty sand	12/22/2014 2:07 PM
9	everything is old It's all outdated	12/22/2014 2:05 PM
10	bench is old not safe The bench is worn and not safe	12/22/2014 1:45 PM
11	needs more benches wood structure old Wooden structure. Lack of seating and benches for viewing/picnics	12/22/2014 1:32 PM
12	too close to road Proximity to roadway	12/22/2014 1:30 PM
13	no sense of place No unique sense of place....does not capitalize on or reflect the context and surroundings.	11/30/2014 8:42 PM
14	not good for young kids The playground is very limited in usage and not child friendly for those under 5.	11/29/2014 1:37 AM
15	The tunnel has been removed. No one really seems to go there any more.	11/28/2014 11:45 PM
16	dirty sand Sand surface	11/28/2014 5:27 PM
17	needs to be wheelchair fr remove prickles fr grass Path/accessibility for wheelchairs/disabled. Grass currently contains many thorny plants.	11/28/2014 5:20 PM
18	everything is old need yound and older eqp not good for young kids The whole playground is not toddler friendly i.e. children under 5. It is an old playground that has lost it's play value. There are more younger children in the neighbourhood as the community transitions from seniors to young families owing to the affordability of the local area relative to the rest of the city. The play ground needs expansion given that there are more children living in the immediate area.	11/28/2014 12:15 PM
19	turn into dog park I visit this park daily and never see any children using it. There is an excellent park and playground close by on Stroud, which is also rarely used, and yet was just upgraded in a huge, long, and obviously expensive project. I feel that the city should save the open space for dogs owners who will use it frequently.	11/27/2014 7:42 AM
20	not good for young kids Very few options for little kids - ie: would like to see more things lower to the ground for climbing on	11/26/2014 10:18 PM
21	not much to explore open grassy area: not much to explore there.	11/25/2014 4:06 PM
22	leaves not cleared Not cleared of leaves often enough	11/24/2014 3:30 PM
23	not good for young kids Generally, it doesn't work for my kids. Play structure is too difficult for my 2 year old to climb/use, and my 5 year old is bored there. We live in the neighbourhood and rarely frequent this park, which is a shame.	11/10/2014 7:16 AM

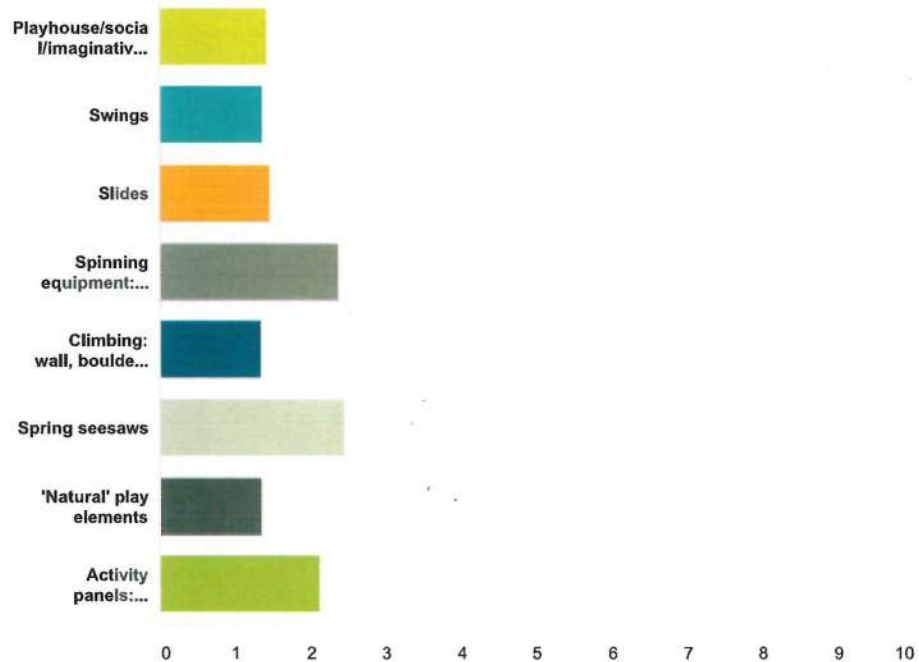
Help Us Improve Clawthorpe Park Playground

24	remove metal plate	the metal plate screwed into the center of the play structure, kids trip on it.	11/9/2014 9:11 PM
25	slide	the slide	11/9/2014 8:51 PM
26	too dark	dark	11/3/2014 11:26 AM
27	the pond	The pond	11/1/2014 5:52 AM
28	lack of sensory exper	Lack of sensory experience	10/22/2014 10:51 PM

Help Us Improve Clawthorpe Park Playground

Q7 What value do you place on the following play features for the Clawthorpe Park playground? (Please rank all the amenities listed below.)

Answered: 38 Skipped: 0



	High Value	Medium Value	Low Value	No Opinion	Total	Weighted Average
Playhouse/social/imaginative play components	73.68% 28	15.79% 6	5.26% 2	5.26% 2	38	1.42
Swings	70.27% 26	24.32% 9	5.41% 2	0.00% 0	37	1.35
Slides	62.86% 22	28.57% 10	8.57% 3	0.00% 0	35	1.46
Spinning equipment: stand-on, sit-on	16.67% 6	30.56% 11	52.78% 19	0.00% 0	36	2.36
Climbing: wall, boulders, overhead climbers	71.05% 27	23.68% 9	5.26% 2	0.00% 0	38	1.34
Spring seesaws	13.89% 5	33.33% 12	47.22% 17	5.56% 2	36	2.44
'Natural' play elements	76.32% 29	13.16% 5	10.53% 4	0.00% 0	38	1.34
Activity panels: tactile, learning, games	33.33% 12	27.78% 10	33.33% 12	5.56% 2	36	2.11

Help Us Improve Clawthorpe Park Playground

#	Other (please specify)	Date
1	Water feature and design elements and gestures to the Bowker Creek. It was once a salmon and trout bearing watercourse - see below. There are also opportunities for interpretive signs and other information. More information at: https://www.crd.bc.ca/bowker-creek-initiative	11/30/2014 8:42 PM
2	The playground needs to be constructed in such a way to have slides and swings that will also serve older children. This playground needs to serve multi-age children.	11/28/2014 12:15 PM
3	I love the adult workout elements at the BHP playground and think those would be an awesome addition to Clawthorne Park	11/25/2014 5:03 PM
4	Easy access for bike commuters, particularly since N. Dairy is a decent bike route.	11/25/2014 4:06 PM
5	I am not sure under which category something like monkey bars, rings, or parallel bars would fall (gymnastics equipment perhaps), but we value those very highly.	11/9/2014 8:51 PM
6	xxxx	11/1/2014 5:52 AM

Help Us Improve Clawthorpe Park Playground

Q8 Please provide any other ideas and comments on how we can improve Clawthorpe Park playground.

Answered: 25 Skipped: 13

#	Responses	Date
1	zip line My children would love a zipline - natural area to play	12/22/2014 2:33 PM
2	daylight bowker creek I'm not sure if Bowker Creek runs through park, but daylighting it in this area would be an improvement	12/22/2014 2:31 PM
3	wooden tree to climb zip line Zip-line. Wooden tree, so they could climb a tree but not harm it	12/22/2014 2:26 PM
4	- Gear equipment to toddler/preschool age - lower climbing apparatus, plastic slide (not metal, hot in summer, too fast for toddler), chair swing - Basketball hoop and honkey/soccer net (again, geared for young children - lower hoop and smaller net) with rubber surface play house *** - Painted "road" on flat surfaces to drive toy trucks/cars from point A to B. - Lighting - Wood chips, not sand (too many neighbourhood cats) - Open parking on northside of dead-end street portion - Picnic bench/table in shade and in sightline of playground - More frequent garbage pick up - Crosswalk at Clawthorpe and Doncaster - Self propelled rocking horse/motorcycle/car/boat - Tire /disc swing - Zipline (Similar to Cook St Park) - wish list	12/22/2014 2:23 PM
5	more benches and tables Benches and tables for parents would be great	12/22/2014 2:14 PM
6	Putting in play structures that encourage imagination, keep some of the green space to run around. Also some activities using the ground such as hop scotch, four square or little roads provide creative play without structures	12/22/2014 2:13 PM
7	Bright lighting at night. Sometimes its used by older kids. The alley way through It could be paved or something?	12/22/2014 2:11 PM
8	Area for dogs - keep away from play area	12/22/2014 1:45 PM
9	Evening out the grass field by top dressing	12/22/2014 1:32 PM
10	more benches and tables More picnic tables	12/22/2014 1:30 PM
11	connection with bowker cr An important contextual piece that has been omitted from any of the background material is Clawthorpe Park's location within the Bowker Creek watershed, immediately adjacent to Bowker Creek. The Bowker Creek Watershed Management Plan (2003) and the Bowker Creek Blueprint (2013) -- both endorsed by Victoria Council - should inform the project. There is a great opportunity to integrate the spirit and principles of the above plans into the design principles of the park renewal project. This was done successfully during renewal of Browning Park in Saanich. Carkeek Park in Seattle also does this well by integrating an environmental stewardship message through its "Salmon Slide" and other playground equipment. The Park design should also integrate with future routing options of the Bowker Creek Greenway. As Victoria's plans are further developed, I recommend that the proposal be presented to the Bowker Creek Initiative steering committee for additional comment prior to approval.	11/30/2014 8:42 PM
12	small bike trail or paths for young children to learn how to ride bicycles.	11/29/2014 1:37 AM
13	Since Clawthorpe is relatively close to Oswald, which has a new playground, why not go for something completely different. I love the look of the "natural" play equipment in the pictures you presented. How about something like that where children's desire for climbing is met in a "natural" setting. It would give families a real different choice for outdoor playtime beyond their own backyard, instead of two relatively similar choices. Thanks for asking!	11/28/2014 11:45 PM
14	Let the kids decide!	11/28/2014 5:27 PM
15	Please maintain the large grassy area - it's really nice for open play (i.e. frisbee/soccer/bocci etc. for the 'older' kids in the neighbourhood). Also not sure about plant coverage/something to buffer against North Dairy street? It's nice to have it public, but it feels quite exposed.	11/28/2014 5:20 PM

Help Us Improve Clawthorpe Park Playground

16	This is a very small park. It would be best if it were off limits to dogs given that there is Gosworth park 2 blocks away which actually has a large off leash . For families and children to really enjoy this environment they should not be in competition with dogs that are off leash. There are also those dog owners who do not clean up after the dogs and then our children step in the pooh. Gosworth on the other hand is a very large park that can accommodate the many functions that it now does.	11/28/2014 12:15 PM
17	I visit this park daily and never see any children using it. There is an excellent park and playground close by on Stroud, which is also rarely used, and yet was just upgraded in a huge, long, and obviously expensive project. I feel that the city should save the open space for dogs owners who will use it frequently.	11/27/2014 7:42 AM
18	I see a lot of dog owners using this park because it has a nice open area to throw a ball and let them run around. The odd mom and kids there in the daytime as well, so a bigger playground with swings would be great. I think the park is in a unique setting and is a great destination or thoroughfare. Perhaps adding a small community garden at the east end would increase community involvement and engagement. Cheers.	11/26/2014 10:23 AM
19	connection with bowker cr daylight bowker creek Bowker Creek could be daylighted or partially daylighted to teach kids about the potential of Urban creek & how with the right remedial work, fish could again come up the creek	11/25/2014 5:15 PM
20	Listed above. And although I am not a parent taking my kids there I go there as a aunt of three. Perhaps opening up that question a little would give you a better idea of all who use the park,	11/25/2014 5:03 PM
21	make it a dog park pls Make it an official dog park please!	11/24/2014 3:30 PM
22	Please make sure you include monkey bars in the new park. We go to clawthorpe almost everyday and the monkey bars are a big part of our play. My daughter is obsessed with them and I do pull ups on them. Not all playgrounds have a good set of plain-old monkey bars (or traveling rings) that just go in a straight line for a long time. But kids just love them! The longer the better. It would be awesome if clawthorpe had these. Yes, basically like the ones it already has.	11/9/2014 9:11 PM
23	In its current state the playground is attractive to my 1.5- and 5.5- year old children mainly for the sand, the swings, and the big grassy area. The play structure is not adequate for a toddler; for example, there is no easy way for a little kid to get up to the slide; furthermore, the slide itself is not suitable for a little kid. That same structure is too boring for my five year old. She likes the monkey bars but they are probably intended for older children because they are too high (and she is scared she might fall). We would love to see TWO separate play structures put on the playground - one for little kids and one for big kids, hopefully both with slides and climbing options that are age-suitable. In addition, I cannot stress how much we value gymnastics equipment such as monkey bars, parallel bars, and rings that allow the children to use up energy, exercise their bodies, and acquire new physical skills. Those should be available not just for kids over 5, but for younger kids too. My toddler, for example, loves to hang and swing.	11/9/2014 8:51 PM
24	xxxxx	11/1/2014 5:52 AM
25	As inclusive & accessible to all visitors - keeping in mind our aging population who may still care for kids, parents with mobility challenges and other disABILITIES, hidden sensory/behavioural challenges. QUALITY OF LIFE 4 ALL. Play is #1 in a child's development no matter ability or background. Everyone deserves to play together.	10/22/2014 10:51 PM

Correspondence



December 4, 2014

File: 0360-20
Bowker Creek Initiative
Correspondence / Other

Ms Leigh Sifton
City of Victoria Parks
1 Centennial Square
Victoria, BC V8W 1P6

Dear Ms. Sifton:

**RE: COMMENTS FROM THE BOWKER CREEK INITIATIVE ON THE CLAWTHORPE PARK
PLAYGROUND IMPROVEMENTS PROJECT**

Thank you for the opportunity to provide comments on the Clawthorpe Park playground improvements project. The project was discussed at the Bowker Creek Initiative (BCI) steering committee meeting on October 28, 2014. Mr. Soren Henrich, a BCI committee member, attended the October 22 open house. Comments from the BCI steering committee are provided below.

The BCI is a multi-jurisdictional effort that brings together local government, community groups, post-secondary institutions and private citizens around a common goal of managing and restoring the watershed and Bowker Creek over the long term. The *Bowker Creek Blueprint: A 100-year action plan to restore the Bowker Creek Watershed* provides member municipalities, the community and other land stewards with information and guidance to manage and restore the watershed and creek corridor over time.

Bowker Creek runs underground along the northern and western edges of the park, beneath North Dairy and Clawthorpe Avenues. Park redevelopment is an opportunity to raise public awareness of Bowker Creek and the overall function of urban watersheds through the design of playground features. Playground features referencing the creek were successfully incorporated as part of the Browning Park redevelopment project in Saanich.

The BCI suggests:

- Selecting a theme for playground features (e.g. climbing structures, sculptures, imagination play elements, mosaics) that reference creek wildlife or habitat - see examples in Appendix A;
- Installing Bowker Creek interpretive signage;
- Auditory installations that allow children to hear the creek; and/or
- Innovative infrastructure, such as a plexi-glass manhole cover to allow children to see the creek.

The BCI steering committee would be pleased to work with City of Victoria Parks on developing park design elements.

Ms Leigh Sifton, City of Victoria, December 4, 2014

Re: Comments from BCI on Clawthorpe Park Playground Improvements Project

Page 2

The Blueprint also specifies reach-specific actions to achieve long-term objectives. Clawthorpe Park is located along Reach 11. Key actions for this reach are to extend a watershed-wide greenway along the park and eventual daylighting of the creek in this area. Please visit <https://www.crd.bc.ca/bowker-creek-initiative/about-bci/plans-and-strategies/bowker-creek-blueprint-a-100-year-plan> for more information about reach actions and the Blueprint.

If you have any questions or require clarification, please contact me at 250-360-3085 or jwatson@crd.bc.ca, or Emily Sinclair, BCI Coordinator, at 250-360-3302 or esinclair@crd.bc.ca. We look forward to seeing the final design.

We appreciate the opportunity to participate as an example of how integrated planning can respond to the Bowker Creek Blueprint.

Sincerely,



Jody Watson
Chair, Bowker Creek Initiative

JW:cam
Enclosures: 1

1629157

APPENDIX A

PLAYGROUND FEATURES THAT REFERENCE BOWKER CREEK

Climbing structures natural play, and social / imaginative play features that utilize sculpture or other design elements inspired by creek wildlife or habitat



Figure 1. Salmon Sculpture in Williams Lake



Figure 2. Frog Sculpture in Browning Park, Saanich BC

1629157

APPENDIX A – Page 2



Figure 3. Climbing Structure at Browning Park, Saanich BC



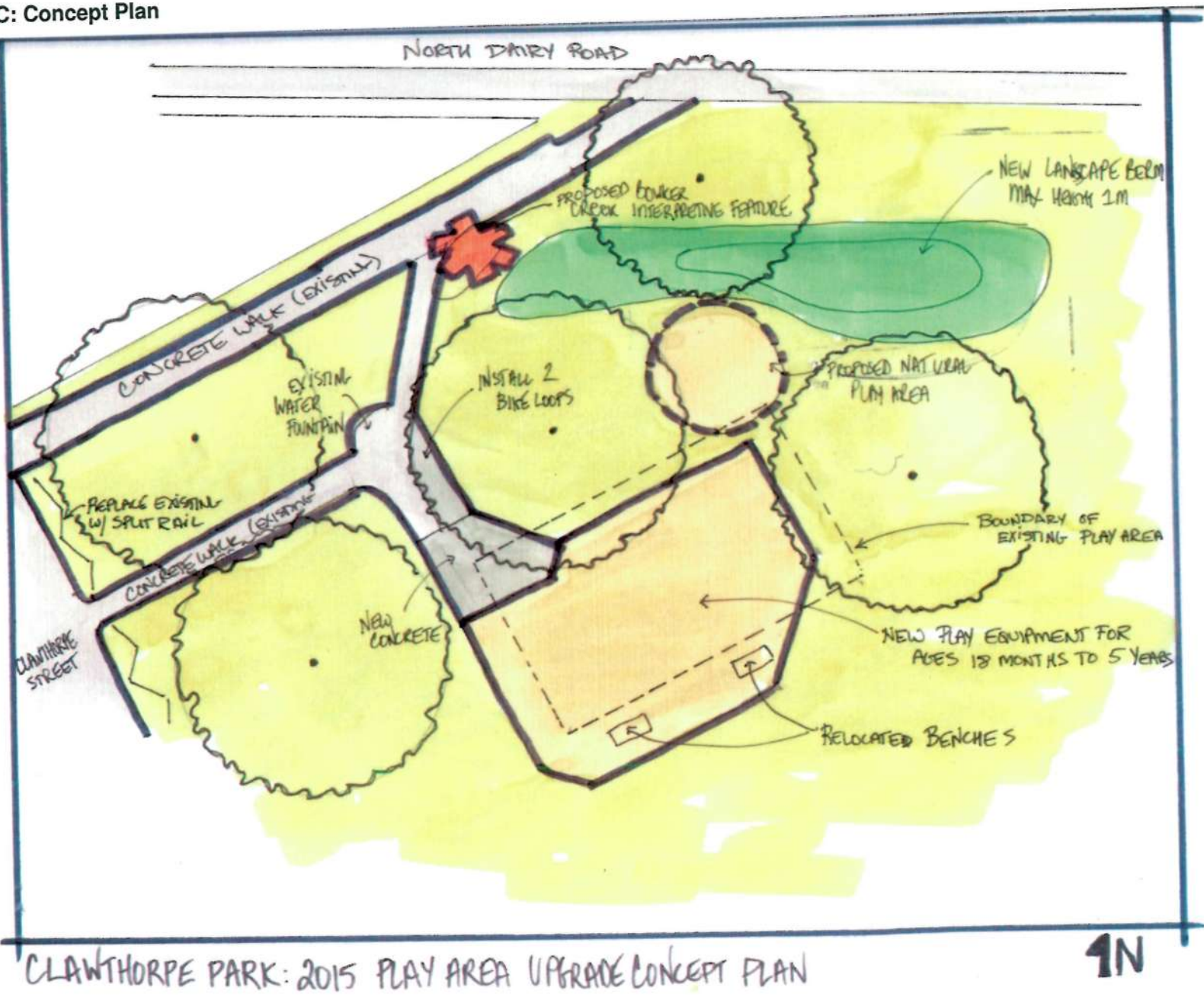
Figure 4. Salmon installation and foot bridge at Browning Park, Saanich BC

1629157



1 Centennial Square
Victoria, British Columbia
V8W 1P6
victoria.ca

Appendix C: Concept Plan



Clawthorpe Park Playground Improvements

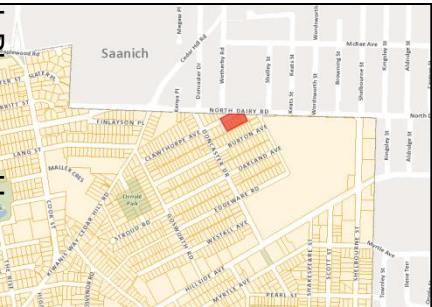
Governance and Priorities Committee: March 12, 2015



Report Purpose

- To provide an update on the results of the public engagement and to outline the next steps for Clawthorpe Park playground and park renewal project

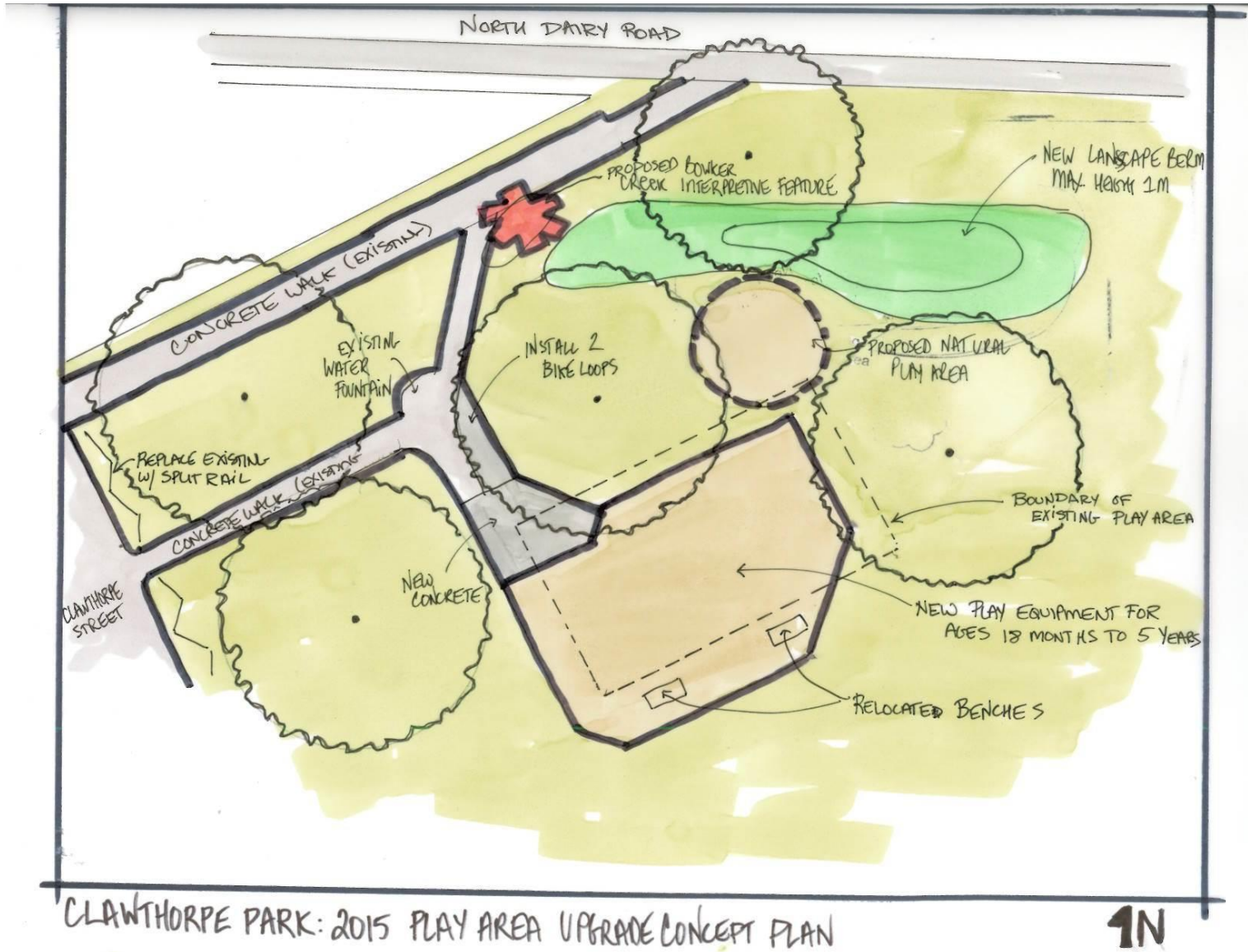
About Clawthorpe Park



Summary of what we heard

- General comments:
 - More kids in the neighbourhood now
 - Is an old playground that has lost its play value
 - Interest in celebrating Bowker Creek
- Popular current park features:
 - Large grassy open field and the big trees
 - Swings, sandbox, climbing structure
- Least liked current features:
 - Very few options for kids under 5
- Future play equipment desires:
 - Climbing, swings, natural play, slides, spinning equipment

Conceptual Plan



Budget and Timelines

- A budget request of \$107,000 for the play area and park upgrade is included in the 2015 Financial Plan for Council consideration
- Pending budget approval, construction would commence in early summer and is expected to take eight weeks to complete.

Recommendation

- That Council receive this report for information



Governance and Priorities Committee Report

For the Meeting of March 12, 2015

To: Governance and Priorities Committee **Date:** March 5, 2015
From: Robert Woodland, Director of Legislative and Regulatory Services
Subject: Liquor Policy Review Impacts

Recommendation

That Council:

1. Direct staff to bring forward an amendment to the Business Licence Bylaw for Council consideration that will align the City's minimum drink prices with those established by the Province,
2. Adopt the proposed new Liquor Retail Stores Rezoning Policy attached to this report as Appendix C,
3. Provide further direction to staff in relation to any of the matters contained in this report, and
4. Forward these motions to the Council meeting of March 12, 2015.

Executive Summary

The purpose of this report is to provide Council with:

- information regarding the impact of the recommendations from the Province of British Columbia's 2013 Liquor Policy Review
- advice on the City's Licensee Retail Stores Rezoning Policy, and
- possible options if Council wishes to further investigate or respond to community concerns associated with the operation of liquor licensed establishments.

There has been only one direct impact on City bylaws and policies from implementation of the Liquor Policy Review to date. A minor amendment to the minimum drink prices established under the Business Licence Bylaw is required to bring the City's bylaw in line with Provincially-established minimum drink prices. Staff anticipate that implementation of the remaining recommendations will not result in any significant impacts within Victoria. Once implementation of the Liquor Policy Review is complete, staff will again review current City bylaws, policies and processes to ensure that they effectively respond to any changes in the Provincial regulatory environment.

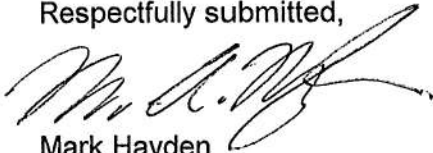
Sustainable Planning and Community Development Department staff recently conducted a review of the current "Licensee Retail Stores Rezoning Policy" and have identified the following recommendations for Council to consider that would help clarify the application of the policy and better reflect current practice:

- changing terminology from "licensee retail stores" to "liquor retail stores," and
- eliminating the guideline that limits facility size to a total floor area of 200 m².

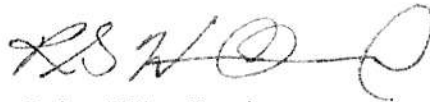
A number of options are possible if Council wishes to respond to community concerns regarding the impacts of liquor licensed establishments, including concerns expressed during an October 2014 Downtown Victoria Livability Solutions Town Hall Meeting regarding bar noise. These could include:

- directing staff to examine possible bylaw or policy changes to address the issue of bar noise, including the approaches used in Vancouver, or
- establishing a committee or task force to further investigate these concerns and make recommendations.

Respectfully submitted,



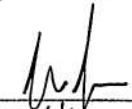
Mark Hayden
Manager, Bylaw and Licensing Services
Legislative and Regulatory Services Department



Robert Woodland
Director, Legislative and
Regulatory Services Department

Report accepted and recommended by the City Manager:

Date:


Mar. 6/15

List of Attachments:

- Appendix A – City Liquor Licensing Policy & Process
- Appendix B – Liquor-Primary Business Good Neighbour Agreement
- Appendix C – Proposed New Liquor Retail Stores Rezoning Policy
- Appendix D – 2013 Province of BC Liquor Policy Review Recommendations
- Appendix E – Liquor Policy Review Implementation Table
- Appendix F – Excerpt from the City of Vancouver's License Bylaw Relating to Liquor Establishments
- Appendix G – Excerpt from the Victoria Downtown Residents Association website

Purpose

The purpose of this report is to respond to Council direction to provide:

- information regarding the impact of the recommendations from the Province of British Columbia's 2013 Liquor Policy Review
- advice on the City's Licensee Retail Stores Rezoning Policy, and
- possible options if Council wishes to further investigate or respond to community concerns associated with the operation of liquor licensed establishments.

Council has made the following motions regarding the Provincial Liquor Policy Review:

1. On June 26, 2014, Council directed staff to review changes to the Provincial Government liquor policy and the City of Vancouver's bylaw related to establishments that are open late and serve alcohol and report back if there are any policy or zoning changes that the City of Victoria could implement.
2. On October 23, 2014, Council directed that staff provide Council with a memo outlining the City's current liquor bylaws and policies and identifying potential impacts to the bylaws and policies resulting from changes to BC's liquor laws.

On October 23, 2014, Council also directed that staff provide options for a renewed policy framework to guide proponents and ensure a fair and consistent application of liquor policies in relation to zoning regulations governing the retail sale of liquor.

Background

Roles and responsibilities for liquor licensing

The Province of British Columbia has authority over the distribution and sale of liquor within the province. The Liquor Control and Licensing Branch (LCLB) issues liquor licences and monitors the activities of all private liquor licensees in British Columbia to make sure they are following the rules laid out in the Liquor Control and Licensing Act (the LCLA), its Regulations, and their licence terms and conditions. The Liquor Distribution Branch is responsible for the importation and wholesale distribution of liquor in BC and also operates government liquor stores.

Types of liquor licences issued by the LCLB include:

- Food-primary licences for selling alcoholic beverages at businesses (restaurants) where the primary purpose is to serve food.
- Liquor-primary licences for selling alcoholic beverages at businesses (pubs, bars, lounges, nightclubs, etc.) where the primary purpose is to sell liquor. Private clubs require a liquor-primary club licence.
- Special Occasion Licences for individuals and groups holding special events, such as community celebrations, weddings or banquets.
- Liquor (Licensee) Retail Store Licences for selling liquor by the bottle at retail stores (often called Private Liquor Stores).

Although local governments do not make liquor licensing decisions, they do play a significant role in the liquor licensing process. Under the LCLA and its Regulations, the LCLB must notify the responsible local government and provide an opportunity for comments and recommendations for new liquor-primary applications and certain licence amendments. Council provides this input by way of a resolution to the General Manager of the LCLB. The resolution must include:

- comments on each of the criteria prescribed in the LCLA regulations for that type of application, or any other issues or factors that Council considers relevant
- the views of residents, if they were gathered, and the method used to gather the views of residents
- comments and recommendations with respect to the views of residents
- recommendations as to whether the application should be approved, and
- the reasons for Council's recommendations.

Council has developed policies to guide its review of individual liquor licence applications. The Liquor Licensing Fee Bylaw and Liquor-Primary Licensing Policy outline the fees, processes and evaluation criteria used by the City in its review of liquor licence applications. An excerpt from the City's website that describes the content of both the policy and the bylaw is reproduced in Appendix A. A review and update of that website content will occur once the Liquor Policy Review is fully implemented and any impacts to City policies and processes are known.

The processes and evaluation criteria used by the City vary depending upon the type of liquor licence application under consideration. When an application for a new liquor-primary licence is received from the LCLB, it is circulated to the Victoria Police Department (VicPD) and internally to the Business Licence Inspector, the Downtown Coordinator and the responsible Area Planner for comments specific to their operational areas. A notice soliciting comments from residents and businesses within a certain radius of the proposed location is distributed and a public notice sign is also posted at the proposed location. Council invites input from the general public through these notices at a public hearing. All comments and feedback received from these channels is presented to Council in a staff report, which includes a recommended resolution to the LCLB.

Applications to amend the terms of conditions of an existing liquor licence follow a slightly different process. This includes applications to change the hours of operation or occupant load for a liquor-primary licence, or to allow a food-primary licence to serve liquor past midnight or allow patron-participation entertainment. For these types of applications, no public hearing is held as written public input is solicited through notices.

Council's authority to regulate liquor licensed establishments

Distinct from the liquor licensing process, Council has the ability to influence or regulate the location and operation of liquor licensed establishments through its regulatory authority under the *Community Charter* and its zoning authority under the *Local Government Act*.

Relevant powers under the *Community Charter* include the power to regulate with respect to business, noise and nuisances, and the power to establish a business licensing scheme. The power to regulate business includes the power to restrict or limit the activities of a particular type or class of business, including restrictions on the hours of business operation. Council has used these powers to impose a number of operating requirements on liquor licensed establishments.

All liquor licensed establishments operating in the city must possess a valid business licence issued under the Business Licence Bylaw. As a condition of obtaining a business licence, the owner of a liquor-primary licensed establishment must enter into a Good Neighbour Agreement with the City that includes requirements for noise and nuisance abatement, security, graffiti removal and cooperation with the Victoria Police Department. The full text of the Good Neighbour Agreement is included in Appendix B. That bylaw also establishes minimum prices for the sale of alcoholic beverages. Other City bylaws that regulate liquor licensed establishments include the

Nuisance (Business Regulation) Bylaw, the Noise Bylaw and, if the licensed area includes a patio on City property, the Sidewalk Cafés Regulation Bylaw.

The Zoning Regulation Bylaw regulates the use, density, size and placement of buildings and structures on parcels of land. "Liquor retail stores" are a specific defined use in the Zoning Regulation Bylaw and are only allowed in zones which specifically permit that use. Council adopted guidelines in 2003 for its consideration of liquor retail store rezoning applications through its "Licensee Retail Stores Rezoning Policy." An edited version of that policy is provided in Appendix C. Under the policy guidelines, new licensee retail stores require a zoning amendment in order to permit that use and should be located at least 200 metres from an elementary or secondary school or an existing store. All owners and occupiers of neighbouring properties must be polled as part of the application process.

Other types of businesses that are licensed by the Province for the sale or production of liquor are listed as permitted uses in various zones established under the Zoning Regulation Bylaw and numerous properties within the City are in zones that identify these types of uses. A variety of terms are used within the Zoning Regulation Bylaw to describe these uses, including:

- neighbourhood pub
- restaurant
- club
- cabaret
- wine making
- beer brewing
- breweries
- brew pubs
- pubs
- lounges
- distiller
- establishments for which a Class A licence has been issued under the *Liquor Control and Licensing Act*
- establishments in respect of which there is a dining lounge license, dining room license, or lounge license issued pursuant to the *Liquor Control and Licensing Act*, and
- premises validly licensed for use as a dining lounge, dining room, lounge or public house.

The Liquor Policy Review

In January 2014, the Province of British Columbia endorsed the 73 recommendations outlined in the 2013 Liquor Policy Review, which considered all aspects of provincial liquor policy including licensing, control and distribution. Those 73 recommendations are reproduced in Appendix D.

Many of the recommendations will be of interest to Council, because the sale of liquor and the operation of licensed establishments has an impact on the community, including the deployment of police resources. Very few of the recommendations will have a direct impact on existing City policies and processes related to liquor licensed establishments. Those recommendations that may have a direct impact on City policies and processes are identified with grey highlighting in Appendix D. They include:

- permitting licensees to offer time limited drink specials provided the price is not below a prescribed minimum,
- allowing food primary licensees to fully transition from food service after a certain hour,
- allowing an applicant to seek input from a local government before or at the same time it

- applies to the LCLB,
- allowing local governments to determine the criteria for evaluation of applications within their communities,
- allowing local governments to delegate some licensing decisions to staff, and
- finding ways to streamline the police and local government role in approving some types of special occasion licences.

While some recommendations from the Liquor Policy Review have already been put in place, implementation of others will require further policy work and consultation with stakeholders. The table in Appendix E is drawn from the LCLB website, and shows implementation status as of February 2, 2015. None of the recommendations identified with grey highlighting in Appendix D have been implemented. The Province plans to implement all recommendations by the end of 2015. The LCLB will continue to seek input from local government on proposed changes via the UBCM Liquor Policy Working Group, which includes a representative from Victoria.

Issues & Analysis

1. Impact of Liquor Policy Review on current City bylaws and policies

As described in the background section of this report, the City has a number of bylaws and policies in place that influence or regulate the location and operation of liquor-licensed establishments. This current framework of bylaws and policies provides a guide for liquor licence applicants and licensees and ensures the fair and consistent application of City policies and processes relating to liquor-licensed establishments.

The one recommendation implemented to date that directly affects City bylaws and policies is the establishment of Province-wide minimum drink prices. The prices established by the Province are the same as those established under the Business Licence Bylaw (i.e., \$3 for 1.5 ounces of spirits, 5 ounces of wine or 12 ounces of beer); however, the City's prices are inclusive of taxes, while the Province's are not. In order to align the City's minimum drink prices with the Province's, an amendment to the Business Licence Bylaw is required.

Implementation of the remaining recommendations from the Liquor Policy Review will likely have no direct impact on current City liquor-related bylaws and policies. The City's authority to regulate the location and operation of liquor establishments will remain the same. The City's role in the liquor licence approval process should also remain the same, although there may be new opportunities for Council to delegate some liquor licensing decisions to staff.

Recommendations relating to liquor sales in grocery stores have generated a great deal of community interest, but are unlikely to have much impact within the City of Victoria for the following reasons:

- a) The provincial moratorium on new private liquor store licences remains in place. This means that a grocery store that wished to sell liquor would have to partner with an existing private liquor store, or arrange for the transfer of an existing private liquor store licence.
- b) The "one-kilometre rule" – the minimum distance between new or relocating private liquor stores – will be maintained and expanded to include BC Liquor Stores. Possible locations for a combined grocery/liquor store are limited, as staff believe that there are likely few, if any, commercially-zoned properties within the city that are not within one kilometre of an existing liquor store.

- c) The store location would also need to have the appropriate zoning in place.

A grocery store that wished to limit its liquor sales to 100% BC wine may be a more likely scenario in Victoria. In December 2014, the Province announced that an exception will be made to the "one-kilometre rule" for grocery stores selling 100% BC wine and that a limited number of new licences will be made available specifically for the 100% BC wine-on-shelves model.

One recommendation that may impact the City's role in the liquor licence approval process is #37, which would allow food-primary licensees to operate as a liquor-primary establishment during certain hours. The recommendation recognizes that local government and residents should be consulted as part of the approval process, but the form of consultation has not yet been determined. There is a possibility that the application process for this type of licence endorsement will not follow the currently established method for soliciting local government input on a liquor-primary application. The Province is currently consulting with local governments on the appropriate form of consultation through the UBCM Liquor Policy Working Group.

Some process changes may result from the implementation of recommendations relating to the issuance of Special Occasion Licences (SOLs). The Province is moving towards a streamlined electronic approval process for these applications that, once implemented, will see these applications forwarded to the VicPD for approval on behalf of the City. City staff are working with VicPD to ensure they are able to assess appropriate factors (occupant load, permission to use public space, etc.) during the review and approval process.

The recommendation to allow "whole-site licensing" as an option instead of beer gardens for special events was implemented in April 2014, but few special events in Victoria have applied for or been granted whole-site SOLs. This is because, for larger events, the cost of hiring sufficient security personnel to adequately monitor consumption of liquor throughout the event site would be significant. Applications for whole-site SOLs are reviewed by the City's Special Event Technical Committee, which includes representatives from the VicPD and the LCLB, to ensure that they adequately meet Provincial security requirements.

2. City of Vancouver Bylaws

Through its License Bylaw and Business Premises Regulation of Hours Bylaw, the City of Vancouver has implemented a licensing and regulatory scheme for liquor-primary licensed establishments (defined as "liquor establishments"). Some regulatory requirements are similar to those included in Victoria's Good Neighbour Agreements, but the License Bylaw also includes the following requirements:

- all bar, serving and security staff must complete relevant training programs
- management, security and first aid certified personnel must be present at certain hours and patron capacities, and
- signage must be posted that requests customers to respect the adjacent neighbourhood and provides a management contact number for complaints.

An excerpt from the License Bylaw that includes the requirements applicable to liquor establishments is included in Appendix F.

The City of Vancouver License Bylaw makes a distinction between "standard hour" and "extended hour" liquor establishments. Extended hour establishments can be open two hours earlier and one hour later than standard hour establishments. Permitted hours of operation are set out in the Business Premises Regulation of Hours Bylaw and vary depending upon whether an

establishment is located within a commercial, mixed-use or residential area. Extended hour establishments pay a substantially higher licence fee than standard hour establishments (\$15.05 per annum per seat versus \$5.55 per annum per seat), and are also subject to several additional regulatory requirements. These additional regulatory requirements include installation of surveillance cameras, patron screening using metal detectors and stricter noise regulations, including submission of an acoustical report as part of the business licence application.

For the purpose of assessing business licence fees, Victoria's Business Licence Bylaw makes a distinction between establishments based upon their location. Food-primary and liquor-primary businesses within the downtown pay a base business licence fee plus a \$7 fee per licensed seat. Outside of the downtown, the per seat fee is reduced to \$6. Victoria's business licence fees are not based upon the hours of operation of an establishment.

The City of Vancouver has been granted some unique powers and authorities under the *Vancouver Charter*. If Council wished to further explore Vancouver's approach to business licensing of liquor licensed establishments, staff would need to investigate whether the City of Victoria possesses similar authority under the *Community Charter*.

3. Possible changes to current City bylaws and policies

At this time, the only specific recommendation for liquor-related bylaw or policy changes resulting from implementation of the Liquor Policy Review is a change to the minimum drink prices set out in the Business Licence Bylaw. Once implementation of the Liquor Policy Review is complete, staff will again review current City bylaws and policies to ensure that they effectively respond to any changes in the Provincial regulatory environment.

Staff are not aware of any other jurisdictions within the CRD that have made changes to their liquor-related policies as a result of the Liquor Policy Review. District of Saanich staff indicate that they are currently considering the implications of liquor sales in grocery stores, but have made no bylaw or policy changes.

The VicPD have also identified several opportunities to improve current policies and processes to enhance communication with City staff and allow the VicPD to provide more meaningful input into the review of liquor licence applications. These include:

- putting effective follow-up mechanisms in place to respond to any breaches of Good Neighbour Agreements
- ensuring that VicPD input into new liquor-primary licence applications is given the appropriate consideration and weight, and
- reviewing the police-related factors that the City uses to review applications to ensure that they sufficiently inform the determination of community need.

Bylaw and Licensing Services staff will be working with VicPD to explore these opportunities further.

Sustainable Planning and Community Development Department staff recently conducted a review of the current "Licensee Retail Stores Rezoning Policy" and have identified several amendments that would help clarify the application of the policy and better reflect current practice. A "track changes" version of the policy, which identifies the proposed changes, is attached as Appendix C to this report. The proposed changes are:

- changing the terminology from "licensee retail store" to "liquor retail store." This change aligns the policy with the language currently used in the Zoning Regulation Bylaw and clarifies that the policy applies to any business engaged in the retail sale of liquor.

- eliminating the current facility size limit of 200 m² from the policy guidelines. Current practice is to recommend to Council the maximum size of a liquor retail store based upon a variety of factors including the Official Community Plan, 2012, Land Use Designation and the surrounding neighbourhood context.

Some of the terms used to describe various other types of liquor-licensed establishments in the Zoning Regulation Bylaw reflect previous Provincial liquor licensing categories and are now outdated. These terms would be comprehensively reviewed and updated as part of the proposed Zoning Regulation Bylaw Renewal project that is the subject of a supplementary operating budget request for 2015 and 2016.

On October 1, 2014, the Victoria Downtown Residents Association hosted a discussion forum to come up with solutions for present and future livability issues facing residents of Downtown and Harris Green neighbourhoods. Attendees had the opportunity to liaise with fellow community members to identify and deliberate items of specific concern to the residential community of downtown. One key topic discussed was "after hours bar noise," with a variety of possible solutions suggested by participants. An excerpt from the Victoria Downtown Residents Association website that summarizes the discussion of that topic is included in Appendix G.

The Bylaw and Licensing Services Division confirms that the majority of community complaints regarding the operation of liquor-licensed establishments are noise-related. These complaints are generally associated with licensed outdoor patios and the conduct of patrons who have exited licensed premises to smoke a cigarette on adjacent public property.

A number of options are possible if Council wishes to respond to these community concerns. These could include:

- directing staff to examine possible bylaw or policy changes to address the issue of bar noise, including the approaches used in Vancouver, or
- establishing a committee or task force to further investigate these concerns and make recommendations.

Appendix A - City Liquor Licensing Policy & Process

Our liquor-primary licensing policy supports responsible liquor-primary licensees who demonstrate a commitment to minimizing the negative impacts of their business operations on the community, and to take action against the liquor-primary licensees whose business operations have a negative impact on the community.

The policy is designed to advise applicants of:

- The objectives of the City's liquor licensing policy.
- The evaluation measures and process employed by the City in assessing a liquor-primary application.
- The City's compliance and enforcement policy.

A. Objectives & Process

The process by which the City reviews liquor-primary applications is described under Liquor Licensing Process & Fees. Most applications require a two-stage evaluation that first involves a community impact assessment followed by a report to and assessment by Victoria City Council. The process used and fees charged are set by City of Victoria Bylaw No. 01-36.

B. Policy Areas

Purpose: Apply policy guidelines that are consistent with area land use plans and the City's strategic objectives.

The liquor licensing evaluation criteria (noted below) employed to assess an application may vary, either by relative weight or emphasis, between different areas of the City. Three distinct policy areas are identified, which are consistent with the regulatory areas shown on the attached map [PDF - 1.8 MB] from the City's draft Noise Bylaw (see Appendix A):

1. Activity Zone & Downtown Victoria
2. Intermediate Zone
3. Quiet Zone

Public consultation required as part of the City's liquor licence application assessment process varies depending upon whether the application is for a new liquor-primary licence or is an amendment to an existing liquor-primary licence. A food-primary licence application that is referred to the City for consideration is also subject to a public consultation process.

Public consultation for a new liquor-primary licence application involves a hearing before Council to which affected persons are invited through newspaper ads and mailed notices to nearby properties. The cost of this public consultation process is borne by the applicant. Three notification area guidelines are used, which define the area to which notices of public hearing are mailed:

- Activity Zone & Downtown - Properties within a 100-metre radius of site
- Intermediate Zone - Properties within a 300-metre radius of site
- Quiet Zone - Properties within a 500-metre radius of site

Public consultation for an application to amend an existing liquor-primary or food-primary licence involves the solicitation of written comments from properties within 50 metres of the application site. The City mails a notice to these properties and the applicant posts a sign at the entrance to the business for a 30-day period. The comments are appended to the staff report on the application, which is forwarded to Committee of the Whole for Council's consideration. The cost of this public consultation process is borne by the City.

C. Evaluation Criteria

I. Neighbourhood Compatibility

Purpose: To reduce conflicts between liquor-primary businesses and nearby land uses by:

- Evaluating the compatibility between proposed liquor-primary businesses, existing land uses and future land uses defined in neighbourhood and community plans.,
- Placing conditions on liquor-primary businesses to reduce their impact on existing land uses.

Liquor-primary businesses generate noise and other "externalities" either directly through their operations (E.g. music) or indirectly through the coming and going of patrons (E.g. shouting, altercations). Significant and persistent noise, inappropriate patron behaviour outside the premises, litter and graffiti may create a community nuisance to which the City will respond. Several unique factors exacerbate the community impact of liquor-primary businesses relative to other types of businesses:

- Building design
- Hours of operation
- Type of entertainment offered
- The intoxicated state of patrons

A responsible management style, sympathetic building design and the neighbourhood land use context help to mitigate the impact of liquor-primary businesses on neighbours. Council may also recommend that a liquor-primary business' hours of operation be restricted to increase neighbourhood compatibility in an Intermediate or Quiet Zone.

For example, neighbourhood compatibility decreases as the neighbourhood context moves from predominantly noise tolerant (E.g. commercial or industrial) to noise intolerant land uses (E.g. residential). Adjacency to other land uses, measured by distance, is used to estimate neighbourhood compatibility.

1. Adjacency to properties that are unoccupied during the night.
2. Adjacency to transient accommodation uses.
3. Adjacency to residential uses.

II. Economic Impacts

Purpose: To maximize the total economic impacts arising from the liquor-primary business.

Investing in a liquor-primary business involves an investment in capital (a building) and labour (staff). The degree of investment in capital, the resulting demand for labour and the subsequent

direct and indirect economic impacts of the business are measures of the community economic impact that may arise from the application.

The labour impact is driven by the size of the proposed licensed establishment, the range of services offered by the establishment (E.g. food, beverage, entertainment) and whether the licensed establishment is a primary or ancillary use (E.g. contrast a stand alone pub versus a pub in a full service hotel).

The varying degrees of anticipated economic impact may be illustrated by comparing the following types of projects in which a liquor-primary business is proposed. The projects are ranked from highest to lowest, in terms of their total estimated economic impact on the City:

1. New multi-use construction (E.g. a hotel or mixed use commercial building)
2. Heritage building rehabilitation for multi-use (E.g. commercial & residential)
3. New single-use construction (E.g. a neighbourhood pub)
4. Renovation of other buildings for single use (E.g. a cabaret).

III. Community Need

Purpose: To assess whether there is a need for additional liquor-primary seating in the proposed location.

The City acknowledges its role as the cultural and entertainment centre of the region and the role that liquor licensed businesses play in creating a vibrant and economically viable downtown. However, Council must address whether there is a need for additional liquor-primary seats in a specific neighbourhood or in the overall community.

Community need is estimated by using two measures:

- Calculating the current supply of liquor-primary seats within a given area; and
- Analyzing liquor-related crime statistics within the same area.

There is a direct relationship between the density of liquor-primary seats and the number of liquor related criminal incidents (assault, disturbing the peace, drunk in public place, mischief) in a given geographic area. These two measures give an estimate of the community need for additional liquor-primary seats in a given area. If an application for new or additional liquor-primary seats is in an area where there is a high density of liquor-primary seats and a high number of liquor related criminal incidents the application will likely not be supported.

The reference area around an application site that is used to measure the number of liquor-primary seats and liquor related criminal incidents is identified as follows:

1. Quiet Zone - within 500-metre radius of application site.
2. Intermediate Zone - within 300-metre radius of application site.
3. Activity Zone & Downtown - within 100-metre radius of application site.

The density of liquor-primary seats is highest in the downtown area (Activity Zone) where demand and the capacity to absorb seats are assumed to be greatest. As a result, the size of the reference area is small. Conversely, in residential areas (Quiet Zone) where the demand for and capacity to absorb liquor-primary seats is less, the reference area is larger.

IV. Compliance History

Purpose: To give greater consideration to liquor-primary applications from experienced business operators who have a good compliance history in the City and in other communities where they do business.

Compliance history is checked by a review of the agencies involved in liquor licensing, law and bylaw enforcement. Questions of interest to the City include:

- Are there any outstanding liquor licence or bylaw compliance issues with the applicant?
- What is the applicant's compliance history with respect to LCLB regulations and/or municipal bylaws?

V. Other Factors

Purpose: To ensure that unique factors regarding the application are considered by the City in evaluating the application.

The applicant may have unique circumstances, business plans or measures that are relevant to the City's consideration of their application. Examples may include a voluntary agreement regarding business practices, a business plan catering to a specific market segment or building design measures that reduce external noise.

D. Enforcement Policy

A liquor-primary business must have a City of Victoria Business Licence to lawfully conduct its business. A business licence may be suspended or revoked by Council if a business owner continually operates their business in contravention of City bylaws or other laws governing the conduct of their business.

A new compliance measure implemented by the City requires the licensee to enter into a *good neighbour agreement (GNA)* as a condition of the City business licence. The agreement specifies a series of measures that the licensee must implement and abide by in their business operations. Failure to abide by the terms of the GNA may also constitute grounds for Council to consider suspending or revoking the business licence.

Bylaw Officers and Victoria City Police will enforce City bylaws and Provincial liquor licensing regulations governing licensees. The City may take enforcement action in concert with, or independent of the Liquor Control & Licensing Branch. The Business Licence Inspector has the authority to suspend a business licence for cause, and is responsible for making recommendations to Council to suspend and/or revoke a business licence.

Liquor Licensing Process & Fees - Bylaw 01-36

Initiating an Application

All applicants for a new liquor licence or a permanent change to an existing liquor licence must first contact the Liquor Control & Licensing Branch (LCLB) to initiate the application process. Only after initiating an application with the LCLB will the City of Victoria consider an application.

Application Fees

The City of Victoria charges the following fees for the assessment of liquor licence applications:

- Special Occasion Licence \$25.00
- Permanent liquor licence application - Stage 1 \$375.00
- Permanent liquor licence application - Stage 2 \$375.00
- Public consultation process for permanent liquor licence application* City's costs

** The applicant must pay the City's costs for public notification related to any public consultation process required by the Liquor Control and Licensing Act or requested by Council to complete the Council's assessment of a new, permanent liquor licence application. The costs for the public consultation process associated with an application to amend a liquor-primary or food-primary licence are borne by the City.*

Stage 1 (Staff Assessment) - Permanent Liquor Licence Application

Stage 1 involves a technical review of the application by City staff (E.g. police, fire, planning & development) and the drafting of the City staff's comments on the application. Stage 1 may identify issues regarding policing, prior licensee conduct, bylaw compliance, site zoning, land use planning, noise & traffic impacts, and parking.

Applicants will have an opportunity to review City staff's comments and their recommendations before advising the City if they wish to proceed to Stage 2 (Council Assessment) and pay the respective fee. If the applicant wishes to proceed, a report is prepared and presented to Council with the application at the next available meeting.

Stage 2 (Council Assessment) - Permanent Liquor Licence Application

Stage 2 consists of Council's consideration of the application, and the accompanying staff report and recommendations. The applicant is usually present at the meeting to provide additional information if requested by Council. The staff report typically contains one of the following recommendations:

- That Council support the application with or without conditions; or
- That Council not support the application; or
- That Council reserves its final decision pending the receipt of information from a public consultation process.

In all cases, Council's decision to either support (with or without conditions) or not support the application is forwarded to the LCLB for final consideration.

Public Consultation - Permanent Liquor Licence Application

There are two forms of public consultation employed in the review of liquor licence applications:

- Public hearing - required for all new liquor-primary licence applications.
- Public comments - required for applications to amend a liquor-primary or food-primary licence.

A public hearing before Council that invites residents and property owners to provide written or verbal submissions on the application is mandatory for all new liquor-primary applications. The notice requirement for the public hearing includes newspaper ads and mailed notices to properties located within an area defined by this policy.

The City will solicit public comments regarding the application from properties within a 50-metre radius of the application site. A notice is also posted for 30 days at the entrance to the applicant licensee's business. Written comments on the application are appended to the staff report, which is forwarded for Council's consideration.

Public Consultation Fees

A new liquor-primary application referred to a public hearing has a fee equal to the City's costs for conducting the public consultation process, which is generally in the range of about \$1,200 - \$1,500.

Appendix B – Liquor-Primary Business Good Neighbour Agreement

WHEREAS representatives of the Corporation of the City of Victoria (the "City"), Victoria Police Department (the "Police Department"), and the owners, _____ of the liquor-primary business, _____ (the "Liquor-Primary Business"), located at _____, Victoria, B.C., recognize that liquor licensed establishments have a civic responsibility beyond the legislated requirements of the Liquor Control and Licensing Act to control the conduct of their patrons; and

WHEREAS the City, the Police Department and the Liquor-Primary Business agree that in recognizing this principle, the following measures will be implemented by the Liquor-Primary Business, up to the opening for business and will continue to be in effect at all times; and

WHEREAS the City of Victoria Business Licence Bylaw, s. 8(3)(b) imposes certain conditions with which the holder of a business licence for a Liquor-Primary Business) must comply;

Conditions of license (as provided under City of Victoria Business Licence Bylaw No. 89-71)

1. As there is recognition that the Liquor-Primary Business exists within proximity of transient & residential accommodations and other commercial buildings, the Liquor-Primary Business undertakes to ensure that noise emissions do not disturb the neighbourhood and comply with the City of Victoria Noise Bylaw.
2. The Liquor-Primary Business will not play amplified music outside of the building after 23:00h.
3. The Liquor-Primary Business will post a sign at the entrance to the licensed premises advising of the identification requirement and any dress code or admission fee.
4. The Liquor-Primary Business staff shall wear distinctive identification badges displaying an identification number at all times while on duty in the licensed premises, and the manager shall at all times maintain a list identifying every staff member by name and identification number.
5. The Liquor-Primary Business shall employ staff or security personnel to patrol the external area and to monitor the activity of patrons immediately outside the Liquor-Primary Business, particularly at closing time, to ensure orderly dispersal.
6. The Liquor-Primary Business staff shall make every reasonable effort to scrutinize patrons as they enter to ensure that all patrons are at least 19 years of age and that no weapons or items of contraband are brought into the Liquor- Primary Business.
7. Patrons shall not be allowed to carry open beverages or to consume them in areas that are not licensed for such purpose including outside of the Liquor- Primary Business.
8. Patrons of the Liquor-Primary Business who have consumed liquor shall be allowed free use of a telephone for the purposes of calling a taxi or other transportation, if requested.

9. The Liquor-Primary Business' staff shall undertake to inspect the outside of the premises each night after closing to ensure that there is no litter, garbage or broken glass left in the area around the Liquor-Primary Business.
10. The Liquor-Primary Business shall ensure at all times that the line-up into the business does not impede or obstruct pedestrian traffic along the sidewalk or interfere with access or egress to another place of business.
11. The Liquor-Primary Business agrees to remove immediately all graffiti placed from time to time on the property that is owned or leased by the Liquor-Primary Business.

Other terms and conditions of this Good Neighbour Agreement

12. The Liquor-Primary Business staff shall monitor the conduct of all patrons within the Liquor-Primary Business and terminate alcoholic beverage service to persons exhibiting signs of intoxication.
13. The Liquor-Primary Business shall support and cooperate with Victoria City Police in Licensed Premises Checks and any crime prevention initiatives for liquor-licensed establishments.
14. When incidents occur that require police involvement, all Liquor-Primary Business staff shall cooperate with police members and shall not impede or obstruct the investigation in any way.
15. There shall be no tolerance for criminal activity within the Liquor-Primary Business, and police will be consulted should a "criminal element" become present.
16. The Liquor-Primary Business and Victoria City Police agree to meet a minimum of once every calendar year to discuss issues and concerns.
17. The Liquor-Primary Business agrees to support the hiring of qualified people from the community when appropriate.
18. The Liquor-Primary Business recognizes its role within the community, and agrees to work with the City, its departments and any task forces to resolve mutual concerns.
19. Any proposed changes to these guidelines will first be discussed and be resolved with Victoria City Police and/or the City.
20. Nothing contained or implied herein shall prejudice or affect the City's rights and powers in exercise of its functions pursuant to the *Local Government Act* and the rights and powers of the City under all of its public and private statutes, bylaws, and regulations, all of which may be as fully and effectively exercised in relationship to the Lands and the Premises as if this agreement had not been entered into.

The City and the Liquor-Primary Business recognize that participation in this agreement is a condition of the City Business Licence and that its success is based on licensee compliance. The Liquor-Primary Business recognizes that should non-compliance with the terms of the agreement arise, or if complaints to the Victoria Police Department regarding negative community impacts are in the opinion of the Corporate Administrator attributable to the Liquor-Primary Business, the City

will provide written notice to the Liquor-Primary Business of such impacts or non-compliance. The Liquor-Primary Business shall have 30 days from receipt of the Notice in which to address and correct the negative impacts specified in the Notice to the satisfaction of the Corporate Administrator, in his or her sole discretion. If, upon the expiry of the thirty (30) day period, the negative impacts specified in the Notice have not been addressed and corrected to the satisfaction of the Corporate Administrator, this matter will be brought to the attention of City Council with a recommendation that the Business Licence be suspended or revoked, as the evidence of noncompliance warrants.

WHEREAS the Liquor-Primary Business has entered into this agreement, the City and Victoria City Police commend them for their recognition of their civic responsibilities and their commitment to fostering a good working relationship with the City and their neighbours.

Signed this _____ day of _____, at Victoria, B.C.

Liquor-Primary Business


Mayor

Liquor-Primary Business

Corporate Administrator

Victoria City Police

Appendix C – Proposed New Liquor Retail Stores Rezoning Policy



Liquor Retail Stores Rezoning Policy

As a result of regulatory changes from the Province with respect to Licensee Retail Stores, the City of Victoria amended its Zoning Regulation Bylaw to remove the sale of beer, wine, and spirits from the retail sales definition. As a result, any new liquor retail stores will require a zoning amendment to permit this use.

In conjunction with this zoning amendment, the attached criteria for assessing future rezoning applications to permit this use were adopted by a Resolution of Council on March 27, 2003. Amendments to the criteria were adopted by Council on XXX.

For More Information

For further information on development applications, please contact the City of Victoria Sustainable Planning & Community Development staff, located on the second floor of City Hall. The Planning Technicians and Planners will advise you on how to make an application. The business hours of Sustainable Planning & Community Development are 8:00 am to 4:30 pm, Monday to Friday, except statutory holidays.

City of Victoria
 Planning & Development
 1 Centennial Square
 Victoria, BC V8W 1P6
 Phone: (250) 361-0382
 Fax: (250) 361-0386

Deleted: License Retail

Deleted: licensee

Amended XXX, 2015

Deleted: December 28, 2008

LIQUOR RETAIL STORES REZONING POLICY

Deleted: LICENSEE

LIQUOR RETAIL STORES REZONING POLICY

Deleted: LICENSEE

GENERAL CHARACTERISTICS

- An application for a Liquor Retail Store must be accompanied by a letter of preliminary approval from the Province of BC.
- The store should be in an established or planned retail location to minimize nuisance to nearby neighbours. This may be within a primary or district centre as identified in the Official Community Plan, within a commercial area identified in a neighbourhood plan or in a location zoned for other retail use.
- Entrance to the store should be from an existing street frontage or from within an existing shopping centre.

Deleted: Licensee

- Required parking may range from one space per 37.5 m² of gross floor area in suburban malls to nil in highly walkable locations, e.g. Downtown or a corner store.
- The store should be at least 200 m from an elementary or secondary school.
- The City wishes to avoid concentrations of this use, e.g. in the same block or at the same intersection. Generally, the store should be at least 200 m from an existing Liquor Retail Store. A reduced distance may be warranted in locations such as neighbourhood or district centres.

Deleted: Licensee

Deleted: , BC Liquor Store, wine or beer store

Note that provincial regulations may require a higher distance between stores. The most restrictive regulation shall apply.

- For applications with street frontage, the applicant should refer to the City's Crime Prevention Through Environmental Design (CPTED) guidelines and indicate, as part of the application, how the guidelines will be observed.
- Facility size should respond to the surrounding neighbourhood context.
- Revitalization of a heritage building and/or improved shop frontage on a street is encouraged.

Deleted: is limited to a total floor area of 200 m²

APPROVAL PROCESS

- Recognizing the impact of this type of application, all residents and owners of neighbouring lots must be polled by the applicant as to the acceptability of the application, with the results submitted as part of the site plan information.
- The application will be referred to School District #61 and Victoria City Police for up to 30 days to ensure that their comments are considered in Council's decision.
- In addition to the policies for Liquor Retail Stores, the applicant must undertake the processes required for a rezoning application. This will include participation in a community meeting (CALUC) prior to the submission of the application.

Deleted: Licensee

CITY OF VICTORIA
Amended XXX 2015

Deleted: January 23, 2008

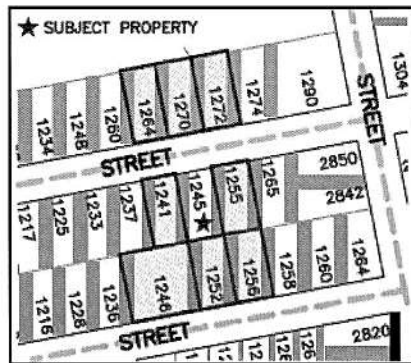


LIQUOR RETAIL STORES REZONING POLICY
NEIGHBOURHOOD SUPPORT PETITION

Deleted: LICENSEE

In accord with the, Liquor Retail Stores Rezoning Policy, an applicant is required to poll all the residents and owners of neighbouring lots. An example of neighbouring lots is shown shaded on the diagram below.

Deleted: Licensee



To complete the petition requirement of the Liquor Retail Store Rezoning process, the following must be submitted with your application:

Deleted: Licensee

- A map showing location of your property and the neighbouring lots polled highlighted or noted on the map.
- A completed petition, with the format shown on the following page.

Note that both the owners and occupiers must be polled. If a property has a rental occupier, it is required that the owners also be polled. If the owner can't be located via the tenant, then the information can be obtained through the Land Titles Office, 850 Burdett Avenue, Victoria, B. C., phone 387-6331 or the Property Tax Division at City Hall.

LIQUOR RETAIL STORES REZONING POLICY

Deleted: LICENSEE

LIQUOR RETAIL STORE REZONING PETITION

Deleted: LICENSEE

I, _____, have applied to the City of Victoria for rezoning
print name
 of property, located at _____ to permit a retail liquor
 store.

The City of Victoria requires that all residents and owners of neighbouring lots be polled to determine the acceptability of the proposal.

Please review the plans and indicate the following:

NAME: (please print) _____

ADDRESS: _____

Are you the registered owner? Yes ☐ No ☐

I have reviewed the plans of the applicant and have the following comments:

☐ I support the application.

☐ I am opposed to the application.

Comments:

[illegible]

Date

Signature _____

CITY OF VICTORIA

Appendix D - 2013 Province of BC Liquor Policy Review Recommendations

Note: Recommendations that may have a direct impact on City policies and processes are identified with grey highlighting

Health, safety and social responsibility

1. Government should expand public education about health and safety risks related to alcohol use, with particular emphasis on the harmful effects of binge drinking by youth and post-secondary students.
2. Government should identify all of its alcohol-related education initiatives to ensure they are focused and are as effective as possible.
3. Easily understood information about Canada's Low Risk Drinking Guidelines should be made available to consumers in licensed establishments.
4. The Liquor Control and Licensing Branch (LCLB) should have the regulatory authority to require social responsibility public education material to be posted in all licensed establishments and liquor stores. These materials should be developed in consultation with industry.
5. Government, public health officials and industry should collaborate to develop effective and meaningful social responsibility educational campaigns for display in licensed establishments, liquor stores and advertising and public service campaigns.
6. While labelling liquor bottles and packages is the responsibility of the federal government, B.C. should work with the other provinces and territories to encourage warning labels on liquor products.
7. Serving it Right (SIR), the provincial government's responsible beverage service program, should be expanded and enhanced:
 - a. Sales and service staff in restaurants, wine stores, rural agency stores and BC Liquor Stores who are not already required to have SIR certification should now be required to obtain it. Licensees, managers, and sales and serving staff should also be required to recertify.
 - b. A focused, abridged and less expensive version of SIR should be developed for people who receive Special Occasion Licences (SOLs) or who serve at these events.
This will help ensure they understand their responsibilities around responsible handling of liquor.
 - c. SIR content should be updated to include information about:
 - i. Canada's low-risk drinking guidelines.
 - ii. the social and health costs of alcohol.
 - iii. why alcohol is regulated.
 - d. SIR should continue to ask recent graduates to evaluate the program, with the aim of developing and introducing improvements.
8. The fee structure of SIR should be reviewed by the provider and government to ensure the cost to retailers and establishments is not onerous. Additionally, consideration should be given to the application of fee revenue to SIR program enhancements.

9. LCLB should develop an in-person educational program for licensees, like that in Ontario, to educate licensees and their staff about the Province's liquor laws and how to operate their establishments in a responsible manner. The goal would be to increase licensee compliance and develop an increasing awareness of the health and safety harms from alcohol abuse. Government should consider using monetary penalties imposed on licensees to fund this initiative.
10. Government should encourage police to use the enforcement tools of ticketing and fines more frequently for those people under 19 years of age who are caught possessing liquor, using false identification or being in restricted premises selling liquor. Liquor retailers and the public should also be made more aware of the severity of these penalties.
11. Government should review enforcement penalties of LCLB and other jurisdictions to ensure that B.C.'s penalty levels are appropriate.
12. Due to the varying size and focus of licensed establishments, consideration should be given to how different types of penalties (e.g., a suspension versus a monetary penalty) may impact a licensee and staff.
13. LCLB should work with police agencies to explore implementing "last drink" programs across B.C. on a more concerted basis. If an impaired person's last drink was in a licensed establishment, LCLB can investigate and possibly levy penalties for overserving clients.
14. LCLB should have the authority to regulate the home delivery of alcohol and should consider that home delivery service providers require SIR certification.
15. Applicants and licensees seeking a review of LCLB decisions should have access to a new and separate decision-making body outside the licensing branch. The Ministry of Justice should review current processes and determine how best to provide independent decision-making for those seeking appeal.
16. Permit licensees to offer time-limited drink specials (e.g., happy hours), provided the price is not below a prescribed minimum consistent with those advocated by health advocates.
17. LDB should review its minimum pricing policy as it applies to all categories of liquor so that minimum prices are set at an appropriate level.
18. LDB should consider tying minimum prices to the amount of alcohol (e.g., a beer with seven per cent alcohol would have a higher minimum price than a beer with four per cent alcohol).

Retail and convenience

19. The Province should develop and implement a retail model that meets consumer demands for more convenience by permitting the sale of liquor in grocery stores. Government should continue to restrict the total number of retail outlets and require separation of grocery products and liquor. This reflects the views of health and safety advocates and the acknowledged safety benefits of restricting minors' access to liquor.
20. Introducing liquor in grocery stores should be phased in, giving public and private liquor stores time to adjust to the new retail model.
21. In consultation with industry, government should develop a policy that standardizes the types of non-liquor products that can be sold in liquor retail outlets.
22. As a grocery model is developed, government should look at consistency in operating hours for licensed, rural agency and manufacturer retail stores.

Economic Growth, Jobs, Tourism and Marketing

23. LDB should improve its marketing of B.C. liquor products in stores, developing new opportunities for product placement and innovative promotional and educational materials.
24. Government should work with industry and tourism associations to develop promotional materials such as maps, apps and brochures on B.C. wineries, breweries and distilleries.
25. Government should work with other Canadian wine-producing jurisdictions to jointly develop thematic wine promotions in each jurisdiction's liquor stores to promote Canadian wine.
26. Government should discuss establishing a quality assurance program for B.C. craft beer and artisan-distilled spirits (similar to the VQA wine program).
27. Manufacturers should be able to establish low-risk tasting venues such as a picnic area as part of their existing licence without the need to apply for a specific endorsement. Government should work with industry, local government and First Nations to increase flexibility for tasting options for manufacturers while being sensitive to potential negative impacts, such as noise, on the community.
28. Allow manufacturers to offer patrons liquor that was not produced on site (e.g., a winery could sell a beer to a visitor).
29. Government should consult with the Agricultural Land Commission about amending the Agricultural Land Commission Act regulations to allow manufacturers operating within the Agricultural Land Reserve to allow more people in consumption areas (e.g. lounges) and to sell liquor that was not produced on site.
30. Government should consult with industry and review the minimum requirements to obtain a brewery, winery or distillery licence. Government should also consider how these requirements are regulated by LCLB and LDB to ensure transparency and an effective regulatory system.
31. Government should permit B.C. liquor manufacturers to offer products for sample and sale at temporary off-site retail locations (e.g., farmers' markets), with appropriate conditions. The decision about whether to allow vintners, brewers and distillers to showcase their products at a particular location will be left to the location management (e.g., farmers' market association).
32. Allow patrons to buy bottles of liquor to take home that are showcased at festivals or competitions. Consider amending SOLs issued to festivals and competitions, or allow BC Liquor or private retail stores to operate a temporary store on site as the means to provide for these sales.
33. Allow manufacturers to have off-site locations where they can sample and sell their products to the public (e.g., permanent tasting rooms in a downtown store).

Licensing and cutting red tape

34. Minors, if accompanied by a parent or guardian, should be permitted in certain liquor-primary establishments.
 - a. Government should establish a reasonable time (e.g., until 9 p.m.) that respects both the family's choice to include minors in some events and the establishment's responsibility to ensure an appropriate environment for all.
 - b. Licensees should continue to have the option of an adult-only establishment.
 - c. For those establishments that currently offer gaming options, LCLB should have the authority to approve or deny whether minors are to be allowed based on a minor's

potential access to gaming. Minors should not be permitted in casinos or community gaming centres. As well, minors should not be allowed into establishments that offer adult entertainment.

35. The LCLB should clarify and modernize regulations with respect to food-primary operations, including lounge and kitchen requirements.
36. Food-primary licensees should continue to focus on food service, with a full menu available whenever liquor service is available. However, patrons should not be obligated to – or made to feel like they must – order food if they do not wish to eat.
37. Food-primary enterprises that wish to fully transition away from food service after a certain hour (e.g., 9 p.m.) – if, for example, they wanted to operate as a nightclub – will be able to apply for a licence endorsement, allowing them to operate like a liquor-primary licence during those hours only.
 - a. Minors would not be allowed in the establishment after that time.
 - b. To reflect the approach taken on liquor-primary licences, local government and residents should be consulted as part of the approval process.
38. Food- or liquor-primary licences should be available to other types of businesses, allowing a range of new establishments (e.g., spas, cooking schools, and galleries) to offer liquor to their clientele as an additional service.
39. Government should consult with UBCM, local governments and First Nations about streamlining the liquor application process. An applicant for a liquor-primary licence should be able to seek input from the local government or First Nation before or at the same time it applies to LCLB.
40. The criteria used by local governments and First Nations to evaluate an application from their community and then make a recommendation to LCLB should be determined by the local government or First Nation. This respects the role of local governments and First Nations in setting standards for assessing liquor-licence applications in their communities.
41. The provincial government should amend legislation so local government councils could, if they wish, give staff the authority to provide recommendations on licence applications (e.g., licence amendments involving a change in hours or capacity) directly to LCLB. This means local government recommendations would not have to be endorsed by a council resolution.
42. In the interest of customer service, First Nations, local and provincial governments should identify target timelines to resolve all applications related to liquor licensing.
43. Introduce online applications to simplify the process.
44. Government should create an annual SOL for organizations that hold occasional meetings or activities throughout the year. Licence holders could store unconsumed liquor for future events. The licence holder would be required to ensure the safe transport and storage of unconsumed liquor product.
45. Event organizers should be able to apply for a single SOL that covers multiple events held over several days at several locations.
46. Consult with police and local governments and First Nations to find ways to streamline their role in approving small-capacity, time-limited events (e.g., family wedding) that have little or no public safety risks for their communities.
47. Police should continue to be informed of all upcoming SOL events in their communities.

48. Remove the regulation that requires non-profit organizations to apply for an SOL for concerts and events. This will allow promoters who actually manage the event, to be responsible to meet all requirements of the liquor licence.
49. Permit businesses to obtain SOLs to raise funds for charity.
50. Permit hobby brewers and vintners to apply for an SOL to host competition events, allowing homemade beers and wines to be sampled by both judges and the public.
51. Except where it is not suitable from a public safety perspective, permit wholesale licensing for public events, eliminating "beer gardens."
52. Allow the sale of mixed-spirit drinks at public SOL events.
53. Allow hosts to serve UBrew/UVin or homemade beer or wine at SOL events (e.g., weddings, family reunions).
54. Government should consult with clubs to determine if there is interest in repealing the club designation, and reclassify the licence as food-primary or liquor-primary.
55. The provincial government should introduce a new licence class and streamlined application process for facilities (e.g., stadiums, arenas and theatres) that charge a fee for an event (e.g., a sporting event or play). Minors should be permitted to stay until the event ends.
56. There should be more drink choices (e.g., mixed spirits) for consumers, as in all other types of licensed establishments.
57. Liquor sales in arenas and stadiums should be permitted in all public areas. As part of this, stadiums should have increased flexibility to provide hawking services to patrons in both the seated and concourse areas, and throughout the scheduled event.
58. LDB warehousing and distribution systems should be modernized and streamlined. The wholesale ordering processes should be improved with the goal of better and more efficient service to clients.
59. Any establishment that sells liquor should be able to provide samples in a socially responsible manner.
60. Permit licensees to store liquor in secure, off-site locations, subject to notifying LCLB.
61. Individual establishments that are part of a larger company (e.g., chain outlets) should be able to transfer small amounts of liquor between locations.
62. Provide a more streamlined and time-sensitive application process to allow facilities such as ski hills and golf courses to temporarily extend their licensed area to another part of the property (e.g., a patio near a ski-hill gondola lift or a temporary patio near a golf clubhouse).
63. Permit patrons to carry liquor between adjoining licensed establishments (e.g., from the pub to the adjoining restaurant).
64. Allow hotel and resort patrons to carry liquor throughout designated areas of the hotel (e.g., carrying a glass of wine presented at check-in to the hotel room).
65. Extend the hours that patrons can receive liquor through room service.
66. Allow liquor-primary establishments to offer more liquor-free events for all-ages (e.g., music concerts).
67. Allow multi-use buildings (e.g., community centres) to use licensed space for non-alcohol related purposes.

68. Allow private and public retail liquor stores to sell growlers (refillable bottles) and operate refilling stations.
69. Change the regulations allowing UBrew/UVin members to change their name to Ferment-On-Premise (FOP) to be consistent with federal legislation.
 - a. Establishments can continue to call themselves UBrews/UVins if they choose.
70. Permit the owners and family members of UBrews and UVins to own other liquor-related establishments.
71. Remove or streamline the requirement that changes in corporate share ownership must be reported to LCLB, provided no new shareholders are added.

Change management

72. To make the required adjustment, the Ministry of Justice should develop an effective change management plan, which should include training and professional development for staff and consideration of appropriate LCLB resources.
73. Ensure that these recommendations, when taken in total, represent a significant reduction in red tape for businesses in the liquor industry in B.C., to support economic development.

Appendix E - Liquor Policy Review Implementation Table

(from the BC Liquor Control and Licensing Branch Website - Updated February 2, 2015)

This document notes the recommendations that have been implemented and provides links to the supporting documents for each change.

Implementation History

Ongoing: Recommendations 4, 7, 11, 12, 23, and 73
 February 2, 2015: Recommendation 43, 45 and 47
 November 24, 2014: Recommendations 62, 66 and 69
 October 27, 2014: Recommendation 42

June 21, 2014: Recommendations 31, 32 and 34
 June 20, 2014: Recommendations 16, 36, 53, 61, 63, 70
 May 30, 2014: Recommendation 60
 April 28, 2014: Recommendations 51, 52, 56 and 57

Recommendation	Related Documents	Application Forms
4. The Liquor Control and Licensing Branch (LCLB) should have the regulatory authority to require social responsibility public education material to be posted in all licensed establishments and liquor stores. These materials should be developed in consultation with industry.	<p><i>Note</i> LCLB will collaborate with public health officials and industry to develop effective and meaningful social responsibility educational campaigns for mandatory display in licensed establishments and liquor stores.</p> <p><i>Nothing will happen immediately. The LCLB will notify licensees about display requirements and send out materials over the coming months.</i></p>	
<p>7. Serving it Right (SIR), the provincial government's responsible beverage service program, should be expanded and enhanced:</p> <p>a. Sales and service staff in restaurants, wine stores, rural agency stores and BC Liquor Stores who are not already required to have SIR certification should now be required to obtain it. Licensees, managers, and sales and serving staff should also be required to recertify.</p> <p>b. A focused, abridged and less expensive version of SIR should be developed for people who receive Special Occasion Licences (SOLs) or who serve at these events. This will help ensure they understand their responsibilities around responsible handling of liquor.</p> <p>c. SIR content should be updated to include information about:</p> <p>i. Canada's low-risk drinking guidelines.</p> <p>ii. the social and health costs of alcohol.</p> <p>iii. why alcohol is regulated.</p> <p>d. SIR should continue to ask recent graduates to evaluate the program, with the aim of developing and introducing improvements.</p>	<p><u>Policy Directive 14-20</u></p> <p><u>Factsheet on 2015 changes to SIR</u></p>	

Recommendation	Related Documents	Application Forms
11. Government should review enforcement penalties of LCLB and other jurisdictions to ensure that B.C.'s penalty levels are appropriate.	<u>Penalty Schedule Consultation Paper</u>	
12. Due to the varying size and focus of licensed establishments, consideration should be given to how different types of penalties (e.g., a suspension versus a monetary penalty) may impact a licensee and staff.	<u>Penalty Schedule Consultation Paper</u>	
16. Permit licensees to offer time-limited drink specials (e.g., happy hours), provided the price is not below a prescribed minimum consistent with those advocated by health advocates.	<u>Policy Directive 14-15</u>	
31. Government should permit B.C. liquor manufacturers to offer products for sample and sale at temporary off-site retail locations (e.g., farmer's markets), with appropriate conditions. The decision about whether to allow vintners, brewers and distillers to showcase their products at a particular location will be left to the location management (e.g., farmer's market association).	<u>Policy Directive 14-11</u>	<u>Farmer's Market Sales Authorization Request (LCLB049c)</u>
32. Allow patrons to buy bottles of liquor to take home that are showcased at festivals or competitions. Consider amending SOLs issued to festivals and competitions, or allow BC Liquor or private retail stores to operate a temporary store on site as the means to provide for these sales.	<u>Policy Directive 14-12</u>	<u>Permanent Change to a Liquor Licence (LCLB005b)</u> <u>Temporary Off-site Sales Authorization Request (LCLB091)</u>
34. Minors, if accompanied by a parent or guardian, should be permitted in certain liquor-primary establishments. <i>a. Government should establish a reasonable time (e.g., until 9 p.m.) that respects both the family's choice to include minors in some events and the establishment's responsibility to ensure an appropriate environment for all.</i> <i>b. Licensees should continue to have the option of an adult-only establishment.</i> <i>c. For those establishments that currently offer gaming options, LCLB should have the authority to approve or deny whether minors are to be allowed based on a minor's potential access to gaming. Minors should not be permitted in casinos or community gaming centres. As well, minors should not</i>	<u>Policy Directive 14-13</u>	<u>Application to Allow Minors (LCLB045)</u>

Recommendation	Related Documents	Application Forms
<i>be allowed into establishments that offer adult entertainment.</i>		
36. Food-primary licensees should continue to focus on food service, with a full menu available whenever liquor service is available. However, patrons should not be obligated to – or made to feel like they must – order food if they do not wish to eat.	Food Primary Guide	
42. In the interest of customer service, First Nations, local and provincial governments should identify target timelines to resolve all applications related to liquor licensing.	Letter to Local Government and First Nations	
43. Introduce online applications to simplify the process.	Special Occasion Licences Online (SOLO) website	
45. Event organizers should be able to apply for a single SOL that covers multiple events held over several days at several locations.	SOLO FAQ	
47. Police should continue to be informed of all upcoming SOL events in their communities.		
51. Except where it is not suitable from a public safety perspective, permit whole-site licensing for public events, eliminating “beer gardens.”	Policy Directive 14-02 Special Occasion Licence Policy Manual	
52. Allow the sale of mixed-spirit drinks at public SOL events.	Major Events Terms and Conditions Guide	
53. Allow hosts to serve UBrew/UVin or homemade beer or wine at SOL events (e.g., weddings, family reunions).	Policy Directive 14-08 Special Occasion Licence Policy Manual	
56. There should be more drink choices (e.g., mixed spirits) for consumers, as in all other types of licensed establishments.	Policy Directive 14-03	
57. Liquor sales in arenas and stadiums should be permitted in all public areas. As part of this, stadiums should have increased flexibility to provide hawking services to patrons in both the seated and concourse areas, and throughout the scheduled event.	Policy Directive 14-03 Liquor Primary Terms and Conditions Guide	To apply for a change to allow hawkers or to expand the area in which they can sell, use form LCLB045b (Stadiums only)
60. Permit licensees to store liquor in secure, off-site locations, subject to notifying LCLB.	Policy Directive 14-05	Off-site Storage Notification form (LCLB027)

Recommendation	Related Documents	Application Forms
61. Individual establishments that are part of a larger company (e.g., chain outlets) should be able to transfer small amounts of liquor between locations.	Policy Directive 14-09	
62. Provide a more streamlined and time-sensitive application process to allow facilities such as ski hills and golf courses to temporarily extend their licensed area to another part of the property (e.g., a patio near a ski-hill gondola lift or a temporary patio near a golf clubhouse).	Policy Directive 14-16	Application for a Temporary Use Area (TUA) Endorsement Security Plan Template for TUA Activations
63. Permit patrons to carry liquor between adjoining licensed establishments (e.g., from the pub to the adjoining restaurant).	Policy Directive 14-10	
66. Allow liquor-primary establishments to offer more liquor-free events for all-ages (e.g., music concerts).	Policy Directive 14-18	
69. Change the regulations allowing UBrew/UVin members to change their name to Ferment-On-Premise (FOP) to be consistent with federal legislation. Establishments can continue to call themselves UBrews/UVins if they choose.	Policy Directive 14-17	
70. Permit the owners and family members of UBrews and UVins to own other liquor-related establishments.	Policy Directive 14-08	

**Appendix F – Excerpt from the City of Vancouver’s License Bylaw
Relating to Liquor Establishments**

19.2A (1) The licensee of a liquor establishment must:

- (a) wear, and cause each employee who works in the liquor establishment as a manager, door attendant, server, busser, or security person to wear, a name plate that is clearly visible and that shows an identification number;
- (b) maintain a list showing the full name, address, telephone number, and identification number of any person required to wear such a name plate;
- (c) allow the Inspector or Chief Constable to inspect and copy such list at any time;
- (d) require that all serving and bar staff participate in a training program, satisfactory to the Inspector, that includes responsible serving practices, emergency procedures, preventing and managing aggressive behaviour, awareness of drug use and abuse, and city and provincial operating regulations;
- (e) ensure that each new employee completes the training program referred to in section 19.2A(1)(d) within 120 days from his or her date of commencing employment;
- (f) maintain a list showing the full name of each employee including the employee’s date of employment, and completion date of training;
- (g) allow the Inspector, Chief Constable, or city Fire Chief to inspect and copy such list at any time;
- (h) refrain from selling, or offering for sale, an alcoholic beverage at a retail price of less than \$3.00 per standard serving, inclusive of taxes, being:
 - (i) one fluid ounce of spirits having an alcoholic content of 17% or more, served on its own or in a mixed beverage,
 - (ii) five fluid ounces of wine having an alcoholic content of 1.5% or more, or
 - (iii) 20 fluid ounces of beer, cider or a cooler, having an alcoholic content of 1.5% or more;
- (i) calculate pro rata the minimum price of an alcoholic beverage containing a fraction of one standard serving;
- (j) use all reasonable efforts to conduct business in such a manner that customers awaiting entry into the liquor establishment do not obstruct sidewalks or entry or exit areas;
- (k) if any part of the liquor establishment is less than 61 metres from any exterior wall of a residential use, ensure that:
 - (i) except in case of emergency, customers enter or exit the liquor establishment only by doors that have direct street access or access to a legal patio, and
 - (ii) except for the purpose of entering or exiting, all doors and windows of the liquor establishment remain closed between 11 p.m. and 9 a.m.;
- (l) be present, or appoint a designate who has management experience to be present, in the liquor establishment when it is open;

- (m) post signage that is clearly visible to customers, and satisfactory to the Inspector:
 - (i) on the interior wall of the liquor establishment, directly adjacent to all exits, requesting customers to respect the adjacent neighbourhood as they leave, and
 - (ii) outside each entry to the liquor establishment, providing a management contact number for complaints during operating hours; and-
- (n) after closing each day and before 7 a.m., clean up all litter associated with the liquor establishment in and about the exterior of the liquor establishment.
- (2) The licensee of a standard hours liquor establishment - class 7 or extended hours liquor establishment - class 7 must:
 - (a) maintain, at the liquor establishment, a current list of names and addresses of members of the club in which the liquor establishment is situate;
 - (b) allow only members of the club and their guests, as permitted by this section, to attend the liquor establishment;
 - (c) require members to sponsor guests, and to sign in the guests in a guest register including the name and address of the guest and the date; and
 - (d) allow the Inspector or Chief Constable to inspect and copy the guest register at any time, and retain any guest register for two years.
- (3) The licensee of a standard hours liquor establishment – class 3, standard hours liquor establishment – class 4, standard hours liquor establishment – class 5, standard hours liquor establishment – class 6, extended hours liquor establishment – class 3, extended hours liquor establishment – class 4, extended hours liquor establishment – class 5, or extended hours liquor establishment – class 6 must:
 - (a) require that each employee the licensee hires to provide security, and uses to satisfy the requirements of subsection (c), participates in a training program, satisfactory to the Inspector, that includes access control, search techniques, personal safety, conflict management and incident report writing;
 - (b) ensure that each employee referred to in subsection (a) completes the training program referred to in section 19.2A(3)(a) within 120 days from his or her date of commencing employment;
 - (c) ensure that at least one trained security employee for every 150 customers, based on the total liquor license capacity of the liquor establishment, and at least two staff members, are on duty in the liquor establishment from and after the earlier of:
 - (i) 9 p.m., and
 - (ii) the number of customers exceeding 150,
 - (iii) until closing.
- (4) The licensee of an extended hours liquor establishment must:
 - (a) install and maintain surveillance cameras at all entrances and exits to and from the liquor establishment, and in any parking lot on the property of the liquor establishment;

- (b) position and maintain the surveillance cameras to record all activities at the entrances, exits, and any parking lot referred to in subsection (a) during all hours the liquor establishment is open for business and during all hours customers are entering or exiting the liquor establishment or parking lot;
 - (c) ensure that the surveillance cameras produce useable images; and
 - (d) retain the video tapes for at least 21 days.
- (5) The licensee of a standard hours liquor establishment – class 5, standard hours liquor establishment – class 6, extended hours liquor establishment – class 5, or extended hours liquor establishment – class 6 must ensure that one employee who has first aid certification is on duty in the liquor establishment from and after the earlier of:
 - (a) 9 p.m., and
 - (b) the number of customers exceeding 500, until closing.
- (6) The licensee of an extended hours liquor establishment – class 3, extended hours liquor establishment – class 4, extended hours liquor establishment – class 5 or extended hours liquor establishment – class 6 must:
 - (a) between 9 p.m. and closing, at each entrance, screen, by use of a metal detector, every person who wishes to enter or re-enter the liquor establishment, and that person's belongings;
 - (b) if using a hand-held metal detector, complete a full, front and back, head to toe body scan of each person; and
 - (c) if a metal detector positively indicates metal in connection with a person or his or her belongings and if the person cannot eliminate the positive indication, refuse the person entry to the liquor establishment.
- (7) The licensee of an extended hours liquor establishment, except for an extended hours liquor establishment – class 1, must:
 - (a) submit, with the application for a license, an acoustical report, prepared by a person trained in acoustics and current techniques of noise measurement, demonstrating that the design and construction of the establishment is capable of ensuring identified maximum permissible sound levels generated from the liquor establishment will comply with the noise or sound level requirements of the Noise Control By-law that apply to the liquor establishment; and
 - (b) if the acoustical report requires the installation of bass and sound-level limiting equipment on sound systems, set such equipment to warn the licensee when the sound levels of such sound systems are within five decibels (dBA or dBC) of the limits set out in sections 11D and 11E of the Noise Control By-law.

Appendix G – Excerpt from the Victoria Downtown Residents Association Website

(<http://victoriadra.ca/2014/10/recap-downtown-victoria-livability-solutions-town-hall-meeting/>)

Recap: Downtown Victoria Livability Solutions Town Hall Meeting

The CRD projects that the residential community in the Downtown Core Area will grow by approximately 10,000 people in the next 30 years.

On Wednesday October 1, 2014, the Victoria DRA hosted a discussion forum to come up with solutions for present and future livability issues facing residents of Downtown and Harris Green neighbourhoods. Attendees had the opportunity to liaise with fellow community members to identify and deliberate items of specific concern to the residential community of downtown.

1. After hours bar noise:

Suggestions were for improved training for service staff regarding over serving patrons. The Serve It Right program needs to be implemented in all facilities. Perhaps a re-certification program could help with this issue. A shorter-term solution could be to provide Liquor Branch with concerns with specific establishments as complaints about specific operators will result in their being under greater scrutiny. The high amount of bars and restaurants in the core makes it difficult for inspectors to check every place on a regular basis. Concerns are public safety and public interest. Only a few party-goers cause the problems. Directing a program to partygoers via media such as twitter. "Don't be that guy or girl." "Be respectful, remember this is our neighbourhood." Staggered closing hours. When a large event is happening; i.e. Canada Day; have no close time. When patrons can then exit at any time through the night, the police and streets are not overloaded. Late Night/Great Night has 4 officers dedicated to the core area. Their policy is to disperse people as quickly as possible. Thereby helping to eliminate fights and loud arguments. Lollipops have been handed out to exiting patrons, which has proved to be a good solution to the loud voices. Coffee and treats were another suggestion. More temporary food stands. Area residents should speak directly with owners of establishments. Don't add any more liquor primary locations in the core. Many patrons are from outside our area. Concerns also were taxis not using designated stands. Suggestion was to hand out tickets to noisy people. The Police Chief explained that being drunk is not against the law.

Solutions to follow up;

- Social Media Campaign
- Advise Liquor Branch on problem areas.
- Inform Bylaw Officer of taxi stand issues.

british columbia private liquor store association

4-1609 Blanshard Street, Victoria, BC V8W 2J5
T 778.350.5800 E bcprivateliqorstores@gmail.com

February 6, 2015

Mayor and Council, City of Victoria
re: Retail liquor store zoning and provincial policy changes

Dear Mayor Helps and members of Council:

Council has directed its staff to provide more information on the Province's changes to liquor policy. We respectfully suggest that a committee of key stakeholders be struck to assist the City in gathering information and in developing policy.

Our Association would be eager to be part of that committee, providing the perspective of the private liquor store industry. As small, independent, and largely family-owned and operated ventures, our members are a key part of the business community in Victoria.

We would recommend that the committee also be comprised of representatives from the Liquor Distribution Branch, Island Health, Victoria Police Department, Centre for Addictions Research, Victoria Chamber of Commerce, and Neighbourhood Association representatives for each of the neighbourhoods with a Village Centre within the City of Victoria.

Given the breadth and scope of liquor policy changes that are currently being enacted or considered by the Provincial Government, our Association feels it is prudent for the City to gather as much relevant information as possible before making policy that will have long-term impacts on the business community, neighbourhood culture, and more.

A consultative approach, seeking input from key stakeholders, will assist Council in developing a policy that responds to the current Provincial liquor policy direction in a way that meets the interests of all segments of the Victoria community

Please feel free to contact me at any time for more information.

Regards,



Stephen Harris
Executive Director,
BC Private Liquor Store Association

cc: City Manager; Director of Legislative and Regulatory Services; BCPLSA Board of Directors



LIQUOR POLICY REVIEW IMPACTS

BC Liquor Policy Review

- 73 recommendations endorsed by Province
- Few direct impacts on City policies/processes
- New minimum drink prices affects City bylaw
- Other recommendations with potential impacts are yet to be implemented

Council Authorities

City has regulatory tools to address impacts from the Liquor Policy Review, including:

- Business licensing
- Zoning
- Other regulatory bylaws
- Liquor-licence application review policy

Recommendations

- Align *Business Licence Bylaw* with new drink prices
- Consider amending Liquor Retail Stores Policy
- Instruct staff to examine other issues of concern; or
- Establish a task force to investigate specific issues



Council Member Motion

For the Governance and Priorities Committee Meeting of March 12, 2015

Date: March 5, 2015 **From:** Councillors Madoff and Alto
Subject: Greater Victoria Public Library Capital Budget

Summary

Council received correspondence from Maureen Sawa, Chief Executive Officer of the Greater Victoria Public Library (GVPL), regarding a capital budget request for a James Bay Neighbourhood Branch.

Recommendation

To request staff to report on implications of adding the Greater Victoria Public Library Capital Budget request to the City's 2017 Capital Plan.

Respectfully submitted

A handwritten signature in black ink, appearing to read 'Pamela Madoff'.

Councillor Pamela Madoff

A handwritten signature in black ink, appearing to read 'Marianne Alto'.

Councillor Marianne Alto



December 18, 2014

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

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

Dear Mayor Helps and Council,

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

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

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

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

Sincerely,

A handwritten signature in black ink, appearing to read 'Maureen Sawa', with a stylized flourish at the end.

Maureen Sawa
Chief Executive Officer

Enclosures

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

ADMINISTRATION & CENTRAL BRANCH 735 Broughton Street, Victoria, BC V8W 3H2 • 250-382-7241 Fax 250-385-5971
BRUCE HUTCHISON BRANCH • CENTRAL SAANICH BRANCH • EMILY CARR BRANCH • ESQUIMALT BRANCH • GOUDY BRANCH
JUAN DE PUCA BRANCH • NELLIE MCCLUNG BRANCH • OAK BAY BRANCH • SAANICH CENTENNIAL BRANCH

Project Summary – Capital Budget

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

Project Number: GVPL-01

Budget Year: 2017

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

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

What (Description):

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

Deliverables/ Metrics:

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

Why:

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

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

As a result of the sale of the property known as South Block, the opportunity to provide a library branch for James Bay has occurred. The Capital Park development is subject to the provisions in the *Victoria Accord* which includes public amenities and up to 700 m² (7,535 sf) for a library branch.

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

How:

The Library Operating Agreement (LOA) governs the provision of library service for the Greater Victoria Public Library. All member municipalities have agreed to the conditions as set out in the agreement. Under the (LOA), the City of Victoria approves the capital funds for "start-up" of the branch as outlined in Section 8: Branches

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

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

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

Who:

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

Other Linkages:

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

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

Project Forecast:

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

Project Summary – Operating Budget

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

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

Project Stage: In Development

Project Status: For consideration

What (Description):

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

Deliverables/ Metrics:

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

Why:

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

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

As a result of the sale of the property known as South Block, the opportunity to provide a library branch for James Bay has occurred. The Capital Park development is subject to the provisions in the *Victoria Accord* which includes public amenities and up to 700 m² (7,535 sf) for a library branch.

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

How:

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

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

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

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

Who:

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

Service Level Change Request:

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

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

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

City of Victoria Estimated share (29%) ^	\$ 53,222	\$ 108,132	\$ 109,850
--	-----------	------------	------------

^ The City of Victoria's portion of GVPL's total operating costs varies, based on population and assessment calculated annually.

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



GREATER VICTORIA
PUBLIC LIBRARY

MINUTES

GREATER VICTORIA PUBLIC LIBRARY BOARD

Central Library, 735 Broughton Street

Board Room, 1st Floor

November 25, 2014 at 12:00 pm

A meeting of the Greater Victoria Public Library Board was held on the above date at the above location. The following individuals were in attendance:

Board Members:

- Trustee K. Murdoch (Acting Chair; Board Vice-Chair)
- Trustee R. Burris
- Trustee D. Curtis
- Trustee L. Hundleby
- Trustee Z. King
- Trustee A. Kirkaldy
- Trustee P. Madoff
- Trustee R. Martin
- Trustee D. Murdoch (12:11 pm)
- Trustee K. Roessingh
- Trustee J. Rogers

Staff:

- Ms. M. Sawa, CEO
- Ms. L. Jordon, Deputy CEO / Director of Strategic Development
- Ms. T. Chyzowski, Director of Human Resources
- Ms. H. Hughes, CUPE representative
- Mr. D. Phillips, Director of Technology
- Ms. D.J. Phillips, Director of Finance / Treasurer
- Ms. J. Windecker, Director of Public Services
- Ms. L. Robertson (Recorder)

Regrets:

- Trustee G. Bunyan (Chair), Trustee D. Alexander, Trustee G. Goudy,
Trustee M. Milne, Trustee P. McNair, Trustee K. Potts, Trustee K. Santini,
Trustee L. Seaton

1. **CALL TO ORDER & WELCOME**
The Board Vice-Chair called the meeting to order at 12:07 pm in the absence of the Chair.
2. **APPROVAL OF AGENDA**
MOTION
Moved by Trustee Rogers, seconded by Trustee Roessingh, THAT the Agenda be approved as circulated. **CARRIED**
3. **CHAIR'S REMARKS**
Trustee Murdoch congratulated Council representatives on their re-election. Trustees not returning to the Board in January, 2015 were requested to invite their replacement to the December 9th festive luncheon.

Congratulations were also extended to Ms. Helen Hughes, who was re-elected as President of CUPE 410 on November 24th.

Trustee Murdoch and Ms. Sawa will be serving breakfast at Our Place on Thursday, November

27th. This United Way event is co-sponsored with CUPE 410. Trustees interested in attending may contact Ms. Sawa directly.

4. **APPROVAL OF MINUTES – October 28, 2014 meeting**
MOTION

Moved by Trustee Roessingh, seconded by Trustee Hundleby, THAT the Minutes of the October 28, 2014 meeting be approved.

CARRIED

5. **BUSINESS ARISING FROM PREVIOUS MEETING**

5.1 Board Self-Evaluation document

Trustees completed the Board Self-Evaluation document. Trustee Burris will compile a report.

6. **CEO REPORT TO THE BOARD**

Ms. Sawa reported on a number of operational initiatives.

7. **COMMITTEE REPORTS**

7.1 Planning and Policy Committee Meeting Update – November 4, 2014

Trustee Roessingh reported that the CEO annual review procedures were revised based on feedback received at the Committee meeting.

The Planning and Policy Committee also received the request for a \$1.44M capital cost estimate for the Westhills Project. Consulting funds for an assessment of the Central branch have been included in the 2015 operating budget.

A Board Retreat will be scheduled early in the new year, and a working group will be struck to facilitate the planning of this event.

7.1a) James Bay Neighbourhood Branch Proposal

Trustees reviewed the James Bay Neighbourhood Branch summary report, which included three order of magnitude estimates. City of Victoria requests for capital funding must be made via the budget process.

MOTION

Moved by Trustee Madoff, seconded by Trustee Roessingh, THAT the Greater Victoria Public Library Board endorse the City of Victoria Branch Development Case for Support for a James Bay branch, submit to the City of Victoria a capital request for funds for this branch by early December, and include branch operating costs in GVPL's Five Year Financial Plan. **CARRIED**

It was noted that the request for capital funds will lead to a wider discussion of all the options and budget implications as the branch planning process unfolds.

7.2 Development Committee meeting - November 18, 2014

Trustee Burris advised that the new Development Assistant commences work on December 2nd. This appointment will improve our capacity to move forward on Development's work plan.

Members were encouraged to contribute to the 2014 Board Ask. Last year, contributions funded Children's Activity Panels. This year, donations will be designated to the area of greatest need.

8. **FINANCIAL STATEMENT**

8.1 Statement of Financial Activity for the Ten Month Period ending October 31, 2014

MOTION

Moved by Trustee Burris, seconded by Trustee Kirkaldy, THAT the Statement of Financial Activity for the ten month period ending October 31, 2014 be approved.

CARRIED

9. NEW BUSINESS

There was no new business.

10. REPORTS/PRESENTATIONS –COMMUNITY AND STAFF

10.1 IslandLink Federation Update

Trustee King reported on meeting activities, and advised that GVPL is providing leadership in recruiting a new Manager for the IslandLink Federation.

10.2 BCLTA Update

Trustee Burris noted that BCLTA is recruiting for new members. A conference will be held in May, 2015 in conjunction with BCLA, and TOPS training will be available at that time.

Trustee Burris is eligible for re-election at the May, 2015 AGM; however, she indicated her support of other Trustees who may wish to take on this role.

10.3 Tour of Central Library Renovations

Members were invited to tour the Central Library to view the recent changes and renovations that have taken place this fall.

11. NEXT MEETING: December 9, 2014 at 12:00 pm - Board meeting

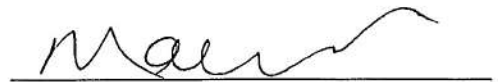
Festive Luncheon commences at 12:30 pm.

12. ADJOURNMENT

The Chair declared the meeting adjourned at 12:58 pm.



Board Chair



Board Secretary



Council Member Motion

for the Governance and Priorities Committee meeting of March 12th, 2015

Date: March 4th, 2015 **From:** Councillor Loveday and Mayor Helps
Subject: Youth Council use of City Hall for a Youth Art Show

Background: The City of Victoria Youth Council has created a Youth Arts Mentorship program to pair young emerging artists and established artists to work collaboratively together. After 3 months of working together, the Youth Arts Mentorship program is looking to host a public artshow to celebrate the program's success.

WHEREAS the Youth Artist Mentorship ArtShow will be a free and open event for all members of the public which will showcase youth artwork.

AND WHEREAS the City of Victoria Youth Council is a City of Victoria funded youth led program that aims to make Victoria a more youth friendly city.

AND WHEREAS Council has directed staff to report on public uses of City Hall and this artshow could be a pilot usage of this public facility.

AND WHEREAS a youth artshow at City Hall would help to demistify City Hall for youth and bring new people to City Hall who may otherwise not attend.

THEREFORE BE IT RESOLVED THAT Council directs staff to work with the City of Victoria Youth Council to display the art created as part of the Youth Arts Mentorship program for the week of April 16th-23rd, including opening the foyer and historic front entrance of City Hall for a launch party on Thursday, April 16th from 5:30pm until 7pm.

Respectfully submitted,

A handwritten signature in black ink, appearing to read 'J. Loveday'.

Councillor Jeremy Loveday

A handwritten signature in black ink, appearing to read 'M. Helps'.

Mayor Helps

DAVID H BLACK

3175 BEACH DRIVE
VICTORIA, B.C. V8R 6L7

BUS: (250) 480-3220
FAX: (250) 480-3219

March 3, 2015

Mayors of Greater Victoria
BC Minister of Community, Sport and Cultural Development
Canada Minister of State (Sport)
Victoria Commonwealth Games
University of Victoria, Camosun College, Pacific Institute for Sport Excellence
Sport Federations

Ladies and Gentlemen,

I believe Greater Victoria should consider rehosting the Commonwealth Games. If you agree please sign the attached letter to Commonwealth Games Canada. The letter is an expression of interest, not a commitment.

There are three principal reasons to host the Games. First is the hugely beneficial effect on Victoria's and BC's tourism industry. We live in an extraordinary place: beautiful, friendly and safe. When people visit they come back. We need to embrace opportunities to shine a spotlight on our land.

Second is the wonderful effect on morale. Remember the celebration, the spirit, the pride and the new friendships developed during and after the Victoria 1994 Games. Remember the same emotions generated during Vancouver's Expo and Olympics.

Third and most important is the effect on the next generation. The chance to participate in these world-wide Games and perhaps even win a medal will galvanize our young athletes. All sport in Canada benefits when we host major Games. Also the chance for all our youngsters to develop friendships with English speaking peoples across the globe is rare and to be cherished.

We have the facilities and venues in place to host the Games. We also have skilled and experienced sports and business people who can create new approaches to hosting in order to hold operating costs down to an affordable level. And we are blessed with active experienced folks who will volunteer to work on the Games for the enjoyment of the experience.

Commonwealth Games Canada wanted to submit a bid for the 2022 Games but no Canadian city stepped forward because of cost. The attached letter is intended to position us as Plan B to Durban. If by some quirk of fate Plan B is needed, our professionals will have a chance to rethink past approaches to hosting. Our new Games wouldn't be the same as the 1994 version but they would be just as satisfying.



David Black

March 3, 2015

Brian MacPherson, CEO
Commonwealth Games Canada

Dear Brian,

We understand that Durban SA is the only bidder for the 2022 Commonwealth Games. Victoria BC would like to be considered as an alternative host in the event Durban is unable or unwilling to proceed with its bid. Victoria was thrilled to host the 1994 games and is keen to repeat the experience.

We want to be clear that we are not proposing to host because of any worry that Durban would do a poor job. South Africa is a sporting powerhouse. It has hosted many international sports events over the years and done a marvelous job. Having the games in Africa for the first time would be broadening and appropriate for the Commonwealth.

We would agree to staging the core sports of Aquatics (Swimming & Diving), Badminton, Field Hockey, Netball (Women), Squash, Athletics, Boxing (Men), Lawn Bowls, Rugby 7s (Men), and Weightlifting. In addition we would consider host-selecting the sports of Rowing, Shooting, Table Tennis, Tennis, Gymnastics, Wrestling, Archery, Cycling (Road, Mountain), and Triathlon.

We believe that the cost of the Games has inflated to a level that imperils the chances of Commonwealth cities holding them and threatens their ongoing existence. We would propose an entirely new approach and new financial model. Based on experience with other multi-discipline Games in Canada we believe we can scale back the operating budget and still provide superlative experiences for athletes and spectators alike. Fortunately very little capital expense would be required as we already have the needed venues and facilities.

Signed by:

Mayors of Victoria

Minister of Community, Sport and Cultural Development

Minister of State (Sport) Canada

Victoria Commonwealth Games

University of Victoria, Camosun College, Pacific Institute for Sport Excellence

Sport Federations

Signature

Signature

Signature

Signature

Signature

Signature

Signature

Signature

Signature

Signature

Signature

Signature

Signature

Signature

Signature

Title

Title

Title

Title

Title

Title

Title

Title

Title

Title

Title

Title

Title

Title

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title

Signature

Title