



AMENDED AGENDA
COMMITTEE OF THE WHOLE
MEETING OF THURSDAY, NOVEMBER 16, 2017, AT 9:00 A.M.
COUNCIL CHAMBERS
CITY HALL, 1 CENTENNIAL SQUARE
Located on the traditional territory of the Esquimalt and Songhees People

Page

APPROVAL OF AGENDA

CONSENT AGENDA

READING OF MINUTES

UNFINISHED BUSINESS

LAND USE MATTERS

1. Development Variance Permit No. 00196 for 1126 Rockland Avenue (Fairfield)
--J. Tinney, Director of Sustainable Planning & Community Development

9 - 26

A report providing information and recommendations regarding an application to construct six self-contained dwelling units in an existing rental building.

Late Item: Presentation

***Recommendation:* That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, consider the following motion: "That Council authorize the issuance of Development Variance Permit Application No. 00196 for 1126 Rockland Avenue, in accordance with: 1. Plans date stamped October 11, 2017. 2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances: i. reduce the vehicle parking requirement from 45 stalls to 30 stalls ii. reduce the minimum dwelling unit size from 33m² to 29.3m² (for Suite B and Suite B Modified) iii. reduce the minimum horizontal distance between surface parking and dwelling unit windows from 6.00m to 0.00m. 3. The Development Permit lapsing two years from the date of this resolution."**

[1 Report DVP 00196 for 1126 Rockland](#)

[2 Attachment A & B Maps](#)

[3 Attachment C Letter to Mayor and Council](#)

- [4 Attachment D Plans](#)
- [5 LATE Presentation](#)

[Addenda]

STAFF REPORTS

- | | | |
|----|---|---------|
| 2. | Zoning Regulation Bylaw Amendment: Schedule D - Home Occupations
--J. Tinney, Director of Sustainable Planning & Community Development | 27 - 37 |
|----|---|---------|

A report providing information and recommendations regarding updates to the home occupation regulations.

Late Item: Presentation

Recommendation: That Council direct staff to prepare amendments to the Zoning Regulation Bylaw to update Schedule D - Home Occupations to increase the number of home occupations from one to three, provided only one home occupation has customers that visit the dwelling, and prohibit cannabis-related businesses.

- [1 Report Zoning Regulation Bylaw Amendment Schedule D- Home Occupations](#)
- [2 Attachment 1 Draft Amendment Bylaw](#)
- [3 LATE Presentation](#)

[Addenda]

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| 3. | Victoria Housing Strategy 2016-2025 - Annual Review
--J. Tinney, Director of Sustainable Planning & Community Development | 39 - 79 |
|----|--|---------|

A report providing information and recommendations regarding the first annual review of the Victoria Housing Strategy 2016-2025.

Late Item: Presentation

Recommendation: That Council: 1. Receive this Victoria Housing Strategy annual review for information; 2. Consider a supplementary budget request of \$250,000 as part of the 2018 Financial Plan process to support City of Victoria housing initiatives; and direct staff to: a. proceed with the proposed Inclusionary Housing Policy, b. engage with housing stakeholders and the public on proposed new items to bring forward to include in the Victoria Housing Strategy going forward.

- [1 Report Victoria Housing Strategy 2016-2025 - Annual Review](#)
- [2 Attachment A Victoria Housing Strategy 2016-2025](#)
- [3 Attachment B Current Housing Strategy Actions](#)
- [4 Attachment C Affordable Home Ownershop Workshop Engagement Summary](#)
- [5 Attachment D Recent Land Lift Analyses](#)
- [6 Attachment E Council's Draft Inclusionary Housing Policy](#)

[7 LATE Presentation](#)

[Addenda]

4. Emergency Program Bylaw 81 - 107
--P. Bruce, Fire Chief

A report providing information and recommendations regarding updates to the Emergency Program Bylaw.

Late Item:Appendix C

Recommendation: That Council direct staff to bring forward the Emergency Program Bylaw to the November 23, 2017 Council meeting for first, second, and third readings.

- [1 Report Emergency Program Bylaw](#)
- [2 Attachment A Current Emergency Program Bylaw No.04-23, A Bylaw of the City of Victoria](#)
- [3 Attachment B Updated Bylaw](#)
- [4 LATE Attachment C Emergency Mangement and Business Continuity Policy and Framework DRAFT](#)

[Addenda]

NOTICE OF MOTIONS

NEW BUSINESS

5. Letter from the Minister of Energy, Mines and Petroleum Resources 109 - 110
--Minister Michelle Mungall - Ministry of Energy, Mines and Petroleum Resources

A letter responding to the City's letter of August 8, 2017 regarding measures to encourage building retrofits for energy efficiency.

Recommendation: That Council receive the letter for information.

Referred from the November 9, 2017 Council Meeting

[Letter from the Minister of Energy, Mines and Petroleum Resources](#)

6. Motion regarding BC Human Rights Commission 111 - 115
--Councillors Alto & Loveday

A Council member motion providing recommendations regarding advocacy for BC Human Rights Commission.

Late Item: Report and Attachment

Recommendation: That Council request the Mayor send the attached letter to provincial Parliamentary Secretary Ravi Kahlon no later than November 17, 2017.

Deferred from the November 9, 2017 Committee of the Whole Meeting

[1 LATE Report Motion Regarding BC Human Rights Commission](#)

[2 LATE Attachment Letter to Parliamentary Secretary Kahlon](#)

[Addenda]

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| 7. | Indigenous Walk of Fame
--Councillors Thornton-Joe, Isitt, & Loveday | 117 |
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A Council member motion providing recommendations regarding the establishment of an Indigenous Walk of Fame.

Recommendation: That Council approves in principle the establishment of an Indigenous Walk of Fame in the City of Victoria, subject to confirmation of support of the Songhees and Esquimalt Nations, and welcomes a formal proposal identifying the scope, content, sponsoring organizations, budget and maintenance plan for this initiative.

[Indigenous Walk of Fame](#)

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| 8. | Advocacy for Federal Leadership for Housing Affordability
--Councillors Isitt & Loveday | 119 - 120 |
|----|--|-----------|

A Council member motion providing recommendations regarding advocacy for federal leadership for housing affordability.

Recommendation: That Council requests that the Mayor, on behalf of Council, write to the Prime Minister of Canada, the federal Minister of Finance, and the federal Minister of Infrastructure and Communities, copying Members of Parliament from British Columbia and member local governments of the Federation of Canadian Municipalities, indicating that the City of Victoria is willing and ready to be an active partner for housing affordability and requesting Federal government leadership in the following areas in partnership with Provincial governments, First Nations governments, local governments and housing providers: (1) Incorporate the right to housing into Canadian law, advancing legislation, programs and resources that guarantee the right to housing as recognized in the Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights, international agreements to which Canada is a signatory. (2) Restore stable, multi-year transfer payments to Provincial governments and First Nations governments to expand and refurbish the supply of non-market housing. (3) Introduce effective fiscal and taxation tools to encourage the use of residential property to provide housing, and discourage speculation, "flipping," commodity investment and other market distortions that contribute toward a sharp escalation in the price of housing, including the option of a phased-in Capital Gains Tax exemption for primary residences that increases over time to encourage

residential occupancy. (4) Restore taxation and construction incentives to encourage the development of new purpose-built market rental and purpose-built non-market rental housing. (5) Restore the Residential Rehabilitation Assistance Program (RRAP) to support the refurbishment and retention of affordable rental housing. (6) Restore the Co-operative Housing Program, to support the expansion of new cooperative housing supply and support the refurbishment of existing housing co-ops.(7) Commit \$30-million toward the Regional Housing First Strategy in British Columbia's Capital Region, and fund similar partnerships in other regions to eliminate homelessness by providing housing with supports.

[Advocacy for Federal Leadership for Housing Affordability](#)

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| 9. | Advocacy for Provincial Leadership for Housing Affordability
--Councillors Isitt & Loveday | 121 - 122 |
|----|---|-----------|

A Council member motion providing recommendations regarding provincial leadership for housing affordability.

Recommendation:*That Council requests that the Mayor, on behalf of Council, write to the provincial Minister of Municipal Affairs and Housing and the provincial Minister of Finance, copying the Premier of British Columbia, Members of the Legislative Assembly representing constituencies in the Capital Region, and member local governments of the Union of British Columbia Municipalities, indicating that the City of Victoria is willing and ready to be an active partner for housing affordability and requesting Provincial government leadership in the following areas in partnership with the Federal government, First Nations governments, local governments and housing providers: (1) Increase the supply of non-market housing. (2) Create an inventory of public and private land suitable for development for affordable housing. (3) Introduce effective fiscal and taxation tools to encourage the use of residential property to provide housing, and discourage speculation, "flipping," commodity investment and other market distortions that contribute toward a sharp escalation in the price of housing, including adjustments to the Property Transfer Tax to encourage residential occupancy and discourage speculation. (4) Guarantee a dedicated and fixed portion of revenues from Property Transfer and Land Value Capture taxes for local Affordable Housing and Transit infrastructure. (5) Extend Vacancy Taxation Authority to local governments, providing communities with the discretion to decide whether to introduce an additional tax to discourage vacant and derelict buildings, and encourage the occupancy, maintenance, and improvement of buildings to address housing affordability and public safety.*

[Advocacy for Provincial Leadership for Housing Affordability](#)

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| 10. | Making British Columbia Barrier Free
--Councillor Loveday | 123 - 127 |
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A Council member motion providing recommendations regarding support for the enactment of a Disabilities Act

Recommendation:*That Council requests the Mayor write the Province of British Columbia to request that BC's Legislative Assembly enact a strong and effective British Columbians with Disabilities Act.*

[1 Report Making British Columbia Barrier Free](#)

[2 Attachment 1 Support for a Barrier Free BC](#)

11. Optimizing Neighbourhood Benefit of Regional Waste-Water Conveyance Infrastructure
--Councillors Loveday & Isitt

129 - 192

A Council member motion providing recommendations regarding the CRD Core Area Waste Water Project Residual Solids Conveyance Pipe, Dallas Road Forcemain, and North East Trunk.

Late Item: Attachment 5

Recommendation:*That Council direct staff to include the following components in design work currently underway with the CRD Core Area Waste Water Project for the Residual Solids Conveyance Pipe, Dallas Road Forcemain and North East Trunk: 1. Review public input that has been received through City of Victoria-led local area planning processes for Victoria West, Fairfield and Gonzales; Community Association-led engagement processes; and CRD-led engagement processes, to identify neighbourhood traffic calming, active transportation and public realm priorities along the route of the CRD conveyance infrastructure, including: (a) Opportunities for traffic calming, active transportation and public realm improvements on Dominion Road, Hereward Road, Craigflower Road and Arm Street in Victoria West, with particular attention to the intersections of Dominion / Pine, Hereward / Wilson and Dominion / Craigflower; (b) Opportunities for traffic calming, active transportation and public realm improvements along Dallas Road in James Bay, with particular attention to the intersections of Dallas / Niagara / St. Lawrence, Dallas / Oswego, Dallas / Menzies, Dallas / Government, and Dallas / Douglas. (c) Opportunities for traffic calming, active transportation and public realm improvements along Dallas Road, Memorial Crescent and the North East Trunk alignment in Fairfield and Gonzales, with particular attention to the intersections of Dallas / Cook, Dallas / Moss and Dallas / Memorial Crescent. 2. Engage the Victoria West, James Bay and Fairfield-Gonzales community associations on opportunities to advance these traffic calming, active transportation and public realm priorities in conjunction with the CRD construction project. 3. Report to Council on options for advancing traffic calming, active transportation and public realm priorities along the alignment of the Residual Solids Conveyance Pipe, Dallas Road Forcemain and North East Trunk, including possible capital allocations in the 2018 Financial Plan to achieve neighbourhood priorities in the near term and at a lower total cost to the city, by completing this work in conjunction with the CRD Project.*

- [1 Report Optimizing Neighbourhood Benefit of Waste-Water Infrastructure](#)
- [2 Attachment 1 Project Summary Presentation](#)
- [3 Attachment 2 Residual Solids Conveyance Line Update](#)
- [4 Attachment 3 FGCA Report to CRD](#)
- [5 Attachment 4 JBNA Transportation Report](#)
- [6 LATE Attachment 5 VWCA Letter](#)

[Addenda]

ADJOURNMENT OF COMMITTEE OF THE WHOLE

CONVENE COUNCIL MEETING

MOTION TO CLOSE THE NOVEMBER 16, 2017 COUNCIL MEETING TO THE PUBLIC

That Council convene a closed meeting that excludes the public under Section 90 of the Community Charter for the reason that the following agenda items deal with matters specified in Sections 90(1) and/or (2) of the Community Charter, namely:

- *Section 90 1(a) personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality or another position appointed by the municipality;*
- *~~Section 90 1(e) the acquisition, disposition or expropriation of land or improvements, if the council considers that disclosure could reasonably be expected to harm the interests of the municipality;~~*
- *Section 90 1(i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose.*

APPROVAL OF CLOSED AGENDA

READING OF CLOSED MINUTES

UNFINISHED BUSINESS

1. Land
~~--P. Rantucci, Head of Strategic Real Estate~~

Deferred to November 23, 2017

[Addenda]

CORRESPONDENCE

NEW BUSINESS

2. Appointments
--C. Coates, City Clerk
3. Legal Advice

--Councillor Isitt

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

[Addenda]

CONSIDERATION TO RISE & REPORT

ADJOURNMENT



Committee of the Whole Report

For the Meeting of November 16, 2017

To: Committee of the Whole **Date:** November 2, 2017

From: Jonathan Tinney, Director, Sustainable Planning and Community Development

Subject: Development Variance Permit Application No. 00196 for 1126 Rockland Avenue

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, consider the following motion:

"That Council authorize the issuance of Development Variance Permit Application No. 00196 for 1126 Rockland Avenue, in accordance with:

1. Plans date stamped October 11, 2017.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
 - i. reduce the vehicle parking requirement from 45 stalls to 30 stalls
 - ii. reduce the minimum dwelling unit size from 33m² to 29.3m² (for Suite B and Suite B Modified)
 - iii. reduce the minimum horizontal distance between surface parking and dwelling unit windows from 6.00m to 0.00m.
3. The Development Permit lapsing two years from the date of this resolution."

LEGISLATIVE AUTHORITY

In accordance with Section 498 of the *Local Government Act*, Council may issue a Development Variance Permit that varies a *Zoning Regulation Bylaw* provided the permit does not vary the use or density of land from that specified in the *Zoning Regulation Bylaw*.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Variance Permit Application for the property located at 1126 Rockland Avenue. The proposal is to construct six self-contained rental dwelling units in an existing multi-unit residential building utilizing existing ground floor area. The variances are related to on-site parking, proximity of surface parking stalls to dwelling units, and minimum dwelling unit size.

The following points were considered in assessing this application:

- the existing multi-unit residential building is consistent with the *Official Community Plan, 2012* (OCP) Urban Residential urban place designation, which envisions low rise multi-unit residential buildings up to six-storeys with floor space ratios up to 2:1
- the proposal would utilize existing floor area within the building
- the applicant proposes two units that are below 33m²; however, the proposal would contribute six new units to the city's rental housing stock
- the proposed reduction in separation distance between parking stalls and dwelling unit windows is supportable as none of the parking stalls face windows directly
- the applicant proposes 36 Class 1 bicycle parking stalls and 12 Class 2 bicycle parking stalls to mitigate the proposed reduction in on-site vehicle parking.

BACKGROUND

Description of Proposal

The proposal is to construct six self-contained dwelling units in an existing rental building utilizing existing floor area. Windows would be added on both the east and west elevations to improve the liveability of the new dwelling units. Additionally, existing storage space would be converted to a communal bike room with 36 Class 1 bicycle parking stalls.

The proposed variances are related to:

- reducing the vehicle parking requirement from 46 stalls to 30 stalls
- reducing the minimum dwelling unit size from 30m² to 29.3m² for two of the units
- reducing the minimum horizontal distance between surface parking and dwelling unit windows from 6.00m to 0.00m

Sustainability Features

The applicant has not identified any sustainability features associated with this proposal.

Active Transportation Impacts

The applicant proposes 36 Class 1 bicycle parking stalls, and 12 Class 2 bicycle parking stalls, which support active transportation.

Public Realm Improvements

No public realm improvements are proposed in association with this Development Permit Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Existing Site Development and Development Potential

The site is presently developed as a four-storey multi-unit residential building with 36 rental dwelling units. Under the current R3-AM-1 Zone, the property could be developed at a density of 1.6:1 Floor Space Ratio (FSR) and a height of four storeys.

Data Table

The following data table compares the proposal with the existing Zone. An asterisk is used to identify where the proposal is less stringent than the existing zone. A double asterisk is used to identify where the proposal is legal non-conforming.

Zoning Criteria	Proposal	Existing R3-AM-1 Zone
Site area (m ²) - minimum	2385.75	920.00
Number of units - maximum	41	N/A
Density (Floor Space Ratio) - maximum	1.2:1	1.6:1
Total floor area (m ²) - maximum	2863.00	2863.00
Unit Area (m) - minimum	29.3	33.00
Height (m) - maximum	14.33**	12.00
Storeys - maximum	4	4
Parking - minimum	30*	45
Separation distance between parking stalls and windows to dwelling units (m) – minimum	0*	6.00m
Bicycle parking stalls (minimum)		
Class 1	46	0
Class 2	6 space rack	0

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, on August 10, 2017, the application was referred for a 30-day comment period to the Fairfield Gonzales CALUC. At the time of writing this report, a letter from the CALUC had not been received.

This Application proposes variances, therefore, in accordance with the City's *Land Use Procedures Bylaw*, it requires notice, sign posting and a meeting of Council to consider the variances.

ANALYSIS

The existing four-storey multi-unit residential building is consistent with the OCP's Urban Residential urban place designation which envisions low and medium rise multi-unit residential building of up to six storeys with floor space ratios ranging from 1.2:1 up to 2:1. The conversion

of existing floor space to new rental dwelling units is consistent with the OCP's Housing and Homelessness objectives, which encourage the expansion of the city's rental supply and the provision of a wide range of housing types within each neighbourhood.

Regulatory Considerations

The zoning provisions of the R3-AM-1 Zone require 1.1 parking stalls per residential unit for buildings that are not subject to strata title ownership. The building currently has 35 dwelling units and 30 parking stalls located at the rear of the building with access from Meares Street. This results in a parking ratio of 0.86 stall per unit. With the proposed additional six dwelling units, the total number of units in the building would be 41 and the proposed parking ratio would be 0.73 stalls per unit. The parking variance is considered supportable as the applicant has indicated that only fifty percent of the existing parking is used by current residents, the site is located in a walkable area close to the urban core, and the applicant is proposing additional bicycle parking to off-set the potential impact of the reduced vehicle parking.

CONCLUSIONS

The proposal to create six new rental units with the associated variances is consistent with the OCP's urban place designation and housing objectives. Staff recommend for Council's consideration that the Application advance to an opportunity for public comment at a meeting of Council.

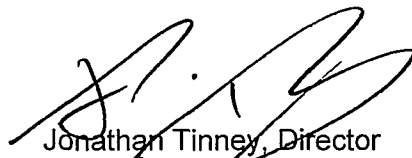
ALTERNATE MOTION

That Council decline Development Variance Permit Application No.00196 for the property located at 1126 Rockland Avenue.

Respectfully submitted,

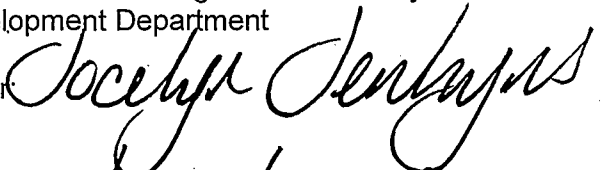


Alec Johnston
Senior Planner
Development Services



Jonathan Tinney, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager

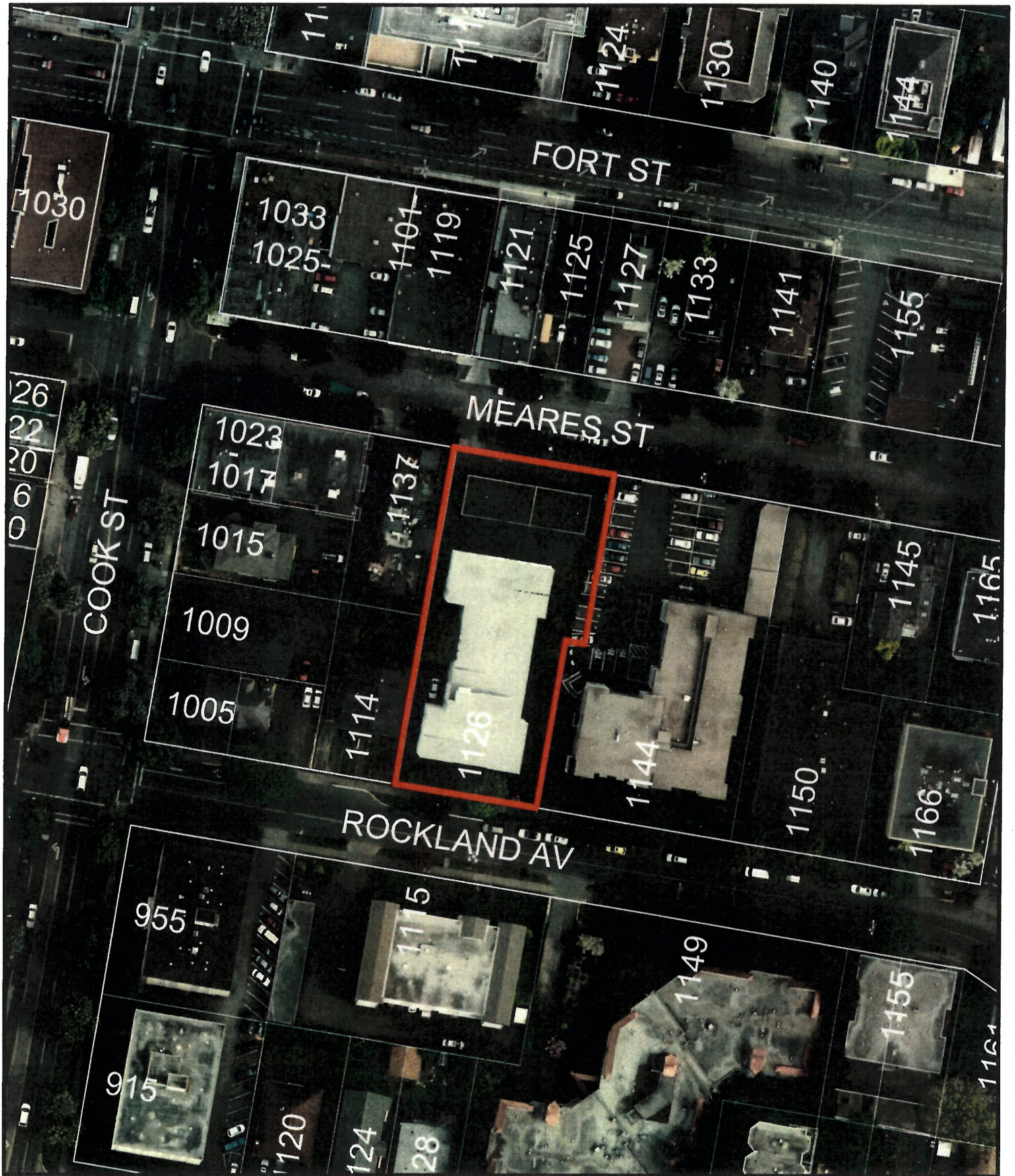


Date:

November 8, 2017

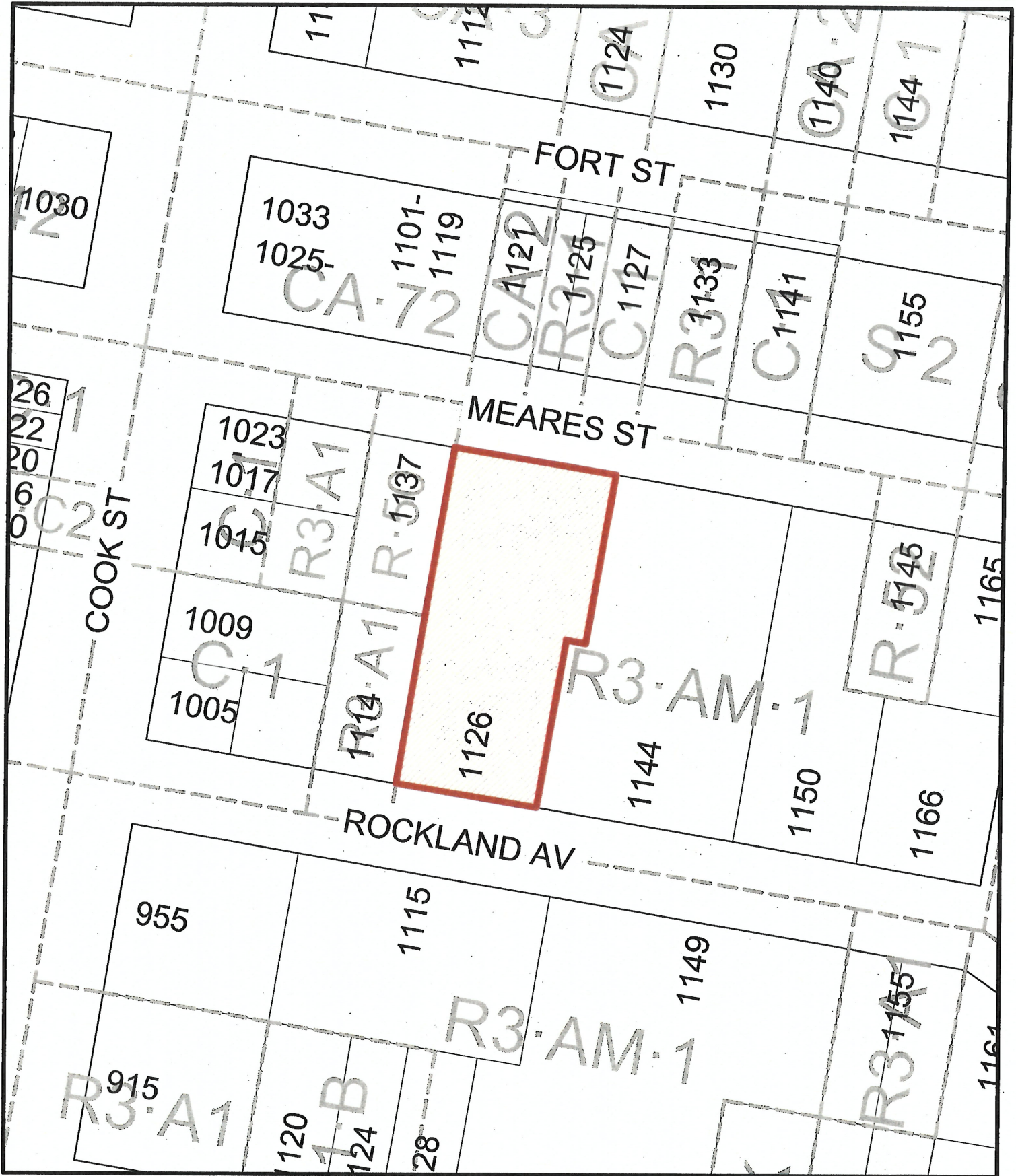
List of Attachments:

- Attachment A - Subject Map
- Attachment B - Aerial Map
- Attachment C - Plans date stamped October 11, 2017
- Attachment D - Letter from applicant to Mayor and Council dated August 18, 2017



1126 Rockland Avenue
Development Variance Permit #00196





1126 Rockland Avenue
Development Variance Permit #00196



KPL James
architecture

2017-08-18

File: 1713

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

Reference: **DVP Application-Alterations to 1126 Rockland Avenue**

Dear Mayor & Council,

In support of our application, we offer the following:

- The owners, G&O Holdings (1973) Ltd. and the property managers, E Y Properties, have owned and managed several residential rental properties throughout Greater Victoria for several generations. All told, their rental unit portfolio exceeds 600 apartments.
- The subject property, built in the early 1960's, has an underutilized Locker Room which this application seeks to convert to 5 new rental units. It also has a vastly oversized Laundry Room, part of which can be converted to a further additional rental unit. This expands the building capacity from 35 to 41 rental units.
- All renovations proposed are internal with the exception of noted windows for new units.
- Other existing service spaces will be converted to secure bicycle storage.
- The existing surface parking area supports 30 stalls, although only about half have historically been taken up by the residents. A variance is sought in line with the impending new parking ratios under consideration by the City.

As to the unit size of two of the new studio apartments at slightly smaller than the bylaw minimum; they are in line with new comparable rental and condominium projects elsewhere in Greater Victoria. For example, our recent rental project at Tillicum Centre, had studios at 30m² and were very quickly taken up by the market.

We sincerely hope you will grant our request in the interest of addressing the rental market shortfall throughout the region.

Yours truly,




Antoni James, Architect AIBC, MRAIC, MPIBC, MCIP, LEED AP
Principal, KPL James Architecture Inc.

Cc: Ernie Yakimovich, E Y Properties
Angela Oakley, E Y Properties

KPL James Architecture Inc.
Antoni M. James, Architect AIBC, MRAIC, MPIBC, MCIP, LEED®AP
Brian Kapuscinski, Architect AIBC, MRAIC, LEED®AP
J. Brian Lord, Architectural Technologist, AIBC
John Pettigrew, Architectural Technologist, AIBC, MCPM, LEED®AP

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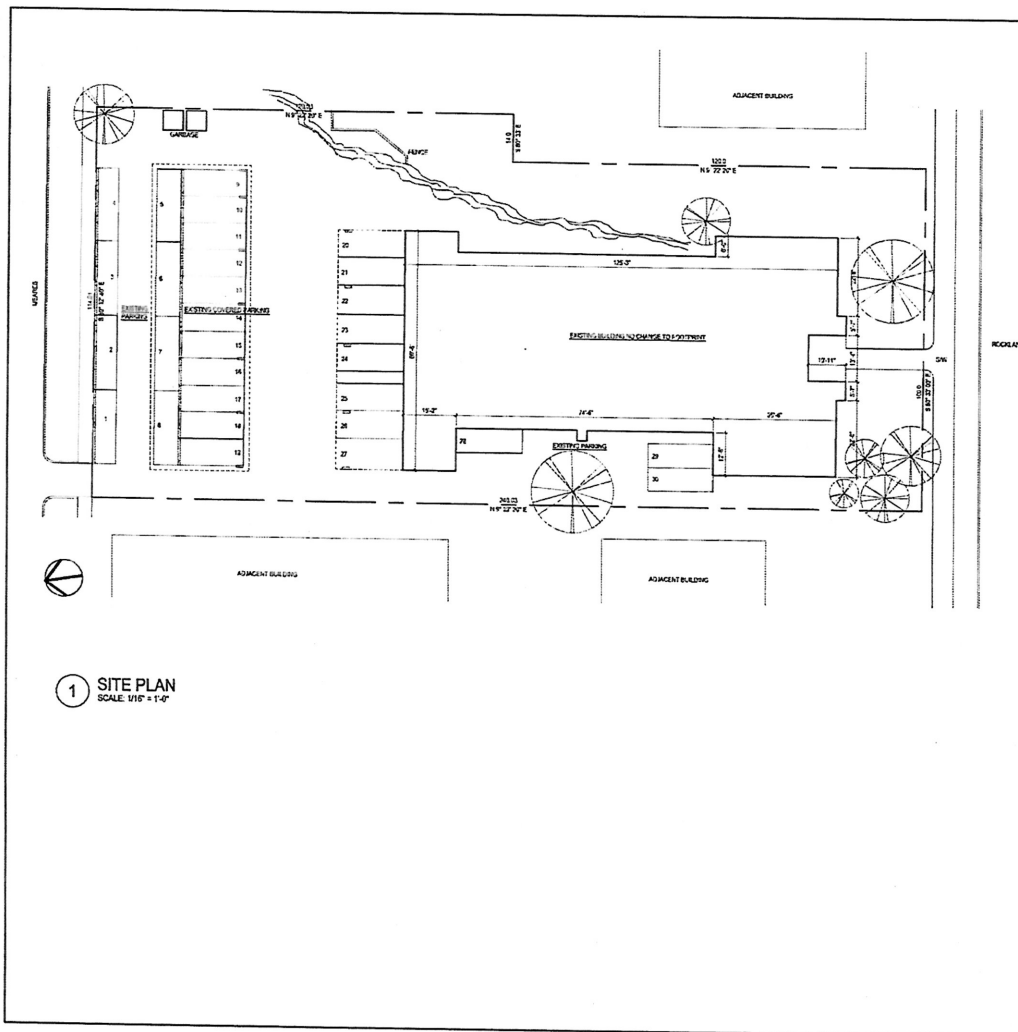
CONTEXT PLAN



PROJECT ADDRESS
STREET ADDRESS 1126 ROCKLAND AVE., VICTORIA, BC
LEGAL ADDRESS LOT 1, PLAN VPM189, LAND DISTRICT 57, P.O. BOX 20426
PROJECT INFORMATION TABLE

	ZONE STANDARD	PROPOSAL
ZONING	R3 AM 1	NO CHANGE
SITE AREA	402 m ² MIN.	NO CHANGE / 428 m ²
TOTAL FLOOR AREA	2465 m ²	NO CHANGE / 3091 m ²
FLOOR SPACE (GROSS)	1.20	NO CHANGE / 1.20
SITE COVERAGE %	<30%	NO CHANGE / 34.1%
OPEN SITE SPACE %	>30%	NO CHANGE / 25.7%
HEIGHT	10m	NO CHANGE / 14.3 m
NUMBER OF STOREYS	4	NO CHANGE
PARKING STALLS ON SITE	1.1 PER UNIT	0.73 PER UNIT
RECYCLE PARKING IN-UNDER	41 + 6 VISITOR	34 + 14 VISITOR

BUILDING SET BACK		
FRONT YARD	10m	NO CHANGE / 21.3 m
REAR YARD	7.17 m	NO CHANGE / 6.87 m
SIDE YARD (W)	7.17 m	NO CHANGE / 2.16 m
SIDE YARD (E)	7.17 m	NO CHANGE / 6.34 m



DRAWING LIST

A-1.0 SITE PLAN AND GENERAL NOTES
A-2.0 DEMO PLAN
A-2.1 FLOOR PLAN
A-3.0 ENLARGED FLOOR PLAN
A-4.0 ELEVATIONS
A-5.0 SECTIONS

PROPOSED WORK DESCRIPTION

CONVERSION OF LOWER ROOM TO FIVE NEW RENTAL SUITES, AND CONVERSION AND REDUCTION OF LAUNDRY TO CREATE ONE NEW RENTAL SUITE.

REDUCTION OF MECHANICAL ROOM TO ACCOMMODATE NEW BOILER, AND CONVERSION OF MECHANICAL & STORAGE FOR BIKE STORAGE AREA.

VARIANCES

1. PARKING VARIANCES REQUESTED FROM 0.81 (EXISTING) TO 0.73 PER UNIT.
2. MINIMUM UNIT SIZE OF 33 m² REQUIRED, 23.3 m² PROPOSED.

RENTAL SUITE INFORMATION

NEW SUITES

TWO NEW ONE BEDROOM RENTAL SUITES

FOUR NEW STUDIO RENTAL SUITES

SUITE	TYPE	AREA (m ²)
SUITE A - STUDIO	STUDIO	34.7
SUITE B - STUDIO	STUDIO	29.3
SUITE C - ONE BEDROOM	ONE BEDROOM	61.0
SUITE D - ONE BEDROOM	ONE BEDROOM	44.3

EXISTING SUITES

SECOND FLOOR

SUITE	TYPE	AREA (m ²)
SUITE 1 - ONE BEDROOM	ONE BEDROOM	66.4
SUITE 2 - ONE BEDROOM	ONE BEDROOM	66.6
SUITE 3 - ONE BEDROOM	ONE BEDROOM	66.9
SUITE 4 - ONE BEDROOM	ONE BEDROOM	66.0
SUITE 5 - STUDIO	STUDIO	35.1
SUITE 6 - STUDIO	STUDIO	40.3
SUITE 7 - ONE BEDROOM	ONE BEDROOM	66.0
SUITE 8 - ONE BEDROOM	ONE BEDROOM	66.0
SUITE 9 - ONE BEDROOM	ONE BEDROOM	64.5
SUITE 10 - ONE BEDROOM	ONE BEDROOM	65.5
SUITE 11 - ONE BEDROOM	ONE BEDROOM	67.0

THIRD FLOOR

SUITE	TYPE	AREA (m ²)
SUITE 1 - ONE BEDROOM	ONE BEDROOM	66.4
SUITE 2 - ONE BEDROOM	ONE BEDROOM	66.6
SUITE 3 - ONE BEDROOM	ONE BEDROOM	66.9
SUITE 4 - ONE BEDROOM	ONE BEDROOM	66.0
SUITE 5 - STUDIO	STUDIO	35.1
SUITE 6 - STUDIO	STUDIO	40.3
SUITE 7 - ONE BEDROOM	ONE BEDROOM	66.0
SUITE 8 - ONE BEDROOM	ONE BEDROOM	66.0
SUITE 9 - ONE BEDROOM	ONE BEDROOM	64.5
SUITE 10 - ONE BEDROOM	ONE BEDROOM	65.5
SUITE 11 - ONE BEDROOM	ONE BEDROOM	67.0

FOURTH FLOOR

SUITE	TYPE	AREA (m ²)
SUITE 1 - ONE BEDROOM	ONE BEDROOM	66.4
SUITE 2 - ONE BEDROOM	ONE BEDROOM	66.6
SUITE 3 - ONE BEDROOM	ONE BEDROOM	66.9
SUITE 4 - ONE BEDROOM	ONE BEDROOM	66.0
SUITE 5 - STUDIO	STUDIO	35.1
SUITE 6 - STUDIO	STUDIO	40.3
SUITE 7 - ONE BEDROOM	ONE BEDROOM	66.0
SUITE 8 - ONE BEDROOM	ONE BEDROOM	66.0
SUITE 9 - ONE BEDROOM	ONE BEDROOM	64.5
SUITE 10 - ONE BEDROOM	ONE BEDROOM	65.5
SUITE 11 - ONE BEDROOM	ONE BEDROOM	67.0

KPLJ
architecture

515 PANDORA AVENUE, VICTORIA, B.C.
TEL: 250-388-4551 FAX: 250-388-5351

1	PROPOSED INTERIOR ALTERATIONS	11/15/2017
2	PROPOSED INTERIOR ALTERATIONS	11/15/2017
3	PROPOSED INTERIOR ALTERATIONS	11/15/2017
4	PROPOSED INTERIOR ALTERATIONS	11/15/2017
5	PROPOSED INTERIOR ALTERATIONS	11/15/2017

PROPOSED INTERIOR ALTERATIONS
1126 ROCKLAND
VICTORIA, BC

UNAPPROVED TITLE

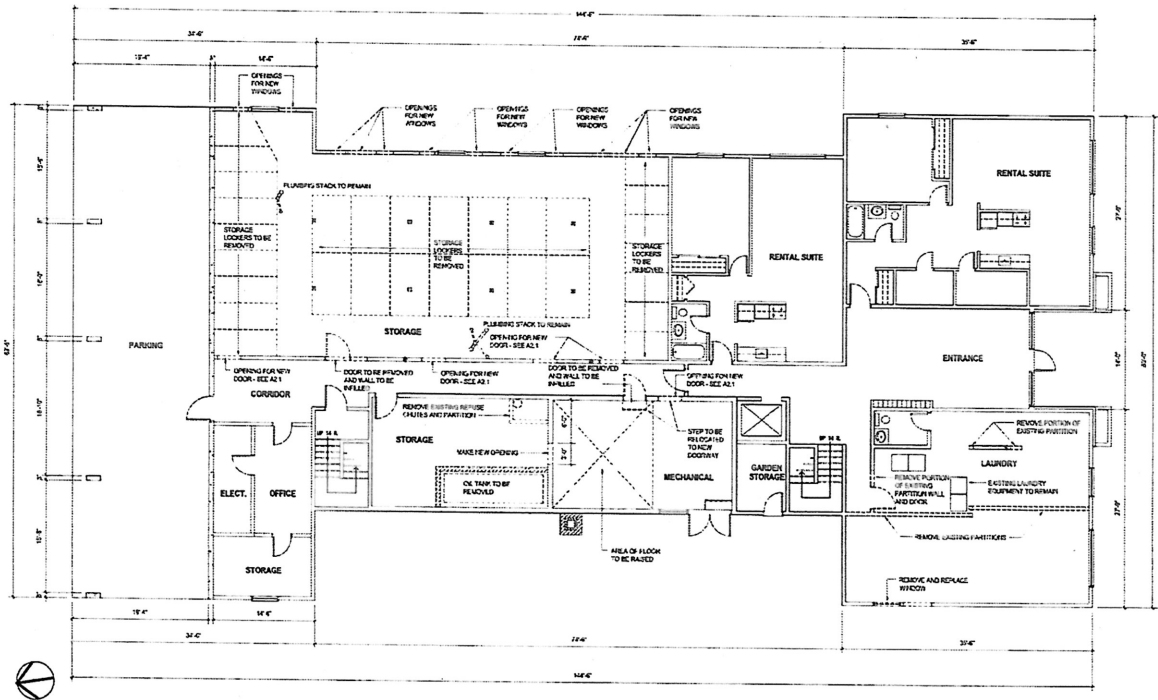
SITE PLAN AND GENERAL NOTES

PROJECT NUMBER	11/15/2017
DATE	11/15/2017
CHECKED BY	AS NOTED
SCALE	1/16" = 1'-0"

A1.0

ROCKLAND INTERIOR ALTERATIONS

1126 ROCKLAND AVE.
VICTORIA BC.



2 DEMOLITION PLAN
SCALE: 1/8" = 1'-0"

----- WALLS TO BE DEMOLISHED

1	REVISIONS TO BLUEPRINT	2007-01-11
2	REVISIONS TO BLUEPRINT	2007-01-11
3	REVISIONS TO BLUEPRINT	2007-01-11
4	REVISIONS TO BLUEPRINT	2007-01-11
5	REVISIONS TO BLUEPRINT	2007-01-11
6	REVISIONS TO BLUEPRINT	2007-01-11

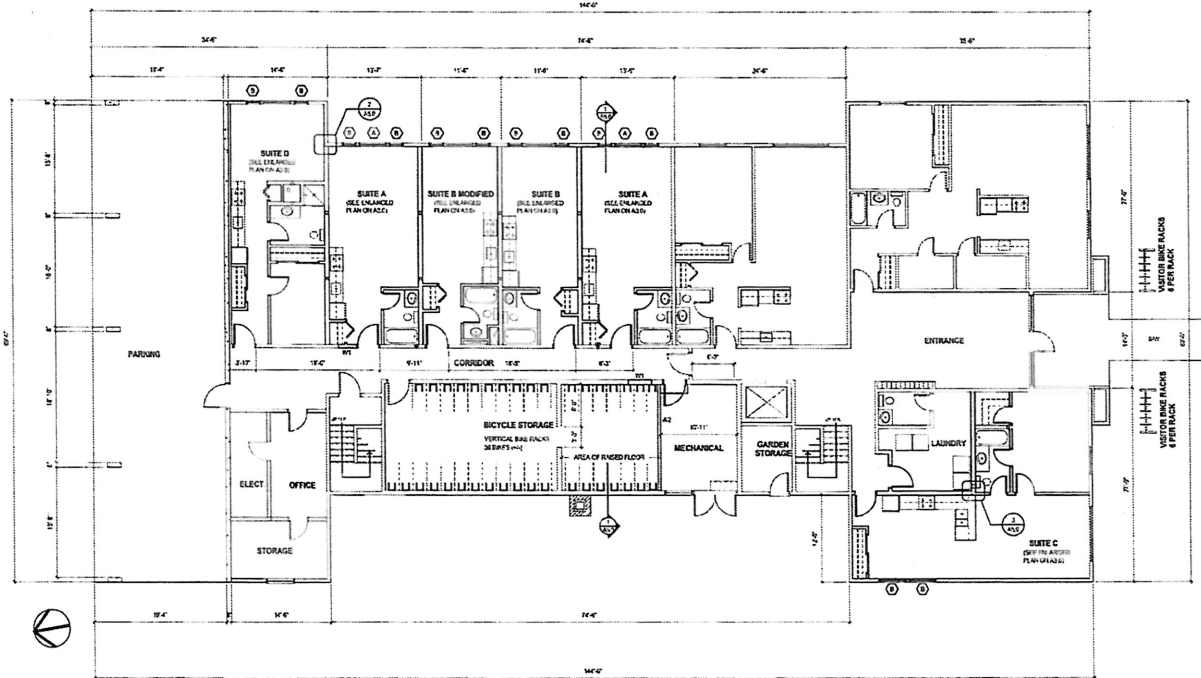
PROPOSED INTERIOR
ALTERATIONS
1126 ROCKLAND
VICTORIA, BC

SCALE

DRAWING TITLE

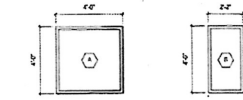
DEMOLITION PLAN

PROJECT NUMBER
DRAWN BY
CHECKED BY
SCALE
DATE

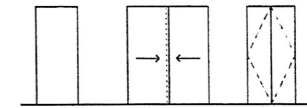


WALL TYPES

- W1 WALL ASSEMBLY - SUITE PARTY WALL CONCRETE
1 HOUR RATED FOR TABLE 4A (13.1 ASSEMBLY) 1/2" MIN.
1/2" TYPE 1 G.I.B.
2" RIGID INSULATION 2" O.C.
2" TYPE 1 G.I.B.
2" RIGID INSULATION 2" O.C.
2" TYPE 1 G.I.B.
2" RIGID INSULATION 2" O.C.
- W2 WALL ASSEMBLY - VERTICAL SUITE WALL
RATED FOR TABLE 4A (13.1 ASSEMBLY) 1/2" MIN.
1/2" TYPE 1 G.I.B.
2" RIGID INSULATION 2" O.C.
1/2" TYPE 1 G.I.B.
- W3 WALL ASSEMBLY - VERTICAL SUITE WALL
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2" RIGID INSULATION 2" O.C.
1/2" TYPE 1 G.I.B.
- W4 WALL ASSEMBLY - PARTITION WALL
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1/2" TYPE 1 G.I.B.
- W5 WALL ASSEMBLY - PARTITION WALL
RATED FOR TABLE 4A (13.1 ASSEMBLY) 1/2" MIN.
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2" RIGID INSULATION 2" O.C.
1/2" TYPE 1 G.I.B.



WINDOW TYPES



DOOR TYPES

1 NEW CONSTRUCTION
SCALE: 1/8" = 1'-0"

DOOR SCHEDULE														
DOOR NO.	ROOM FROM TO	SIZE	TYPE	MATERIAL	FINISH	GLASS	FRAME	FINISH	GLASS	GLASS	GLASS	GLASS	GLASS	GLASS
D01	CORRIDOR - RESIDENCE	7'0" x 7'0"	A	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D02	CLOSET - BATH	2'0" x 6'0"	B	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D03	BEDROOM	7'0" x 6'0"	C	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D04	CLOSET	2'0" x 6'0"	B	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D05	BATHROOM	7'0" x 6'0"	C	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D06	CLOSET - BEDROOM	2'0" x 6'0"	B	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D07	CORRIDOR - RESIDENCE	7'0" x 7'0"	A	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D08	CLOSET - BATH	2'0" x 6'0"	B	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D09	BEDROOM	7'0" x 6'0"	C	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D10	CLOSET	2'0" x 6'0"	B	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D11	BATHROOM	7'0" x 6'0"	C	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D12	CLOSET - BEDROOM	2'0" x 6'0"	B	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D13	CORRIDOR - RESIDENCE	7'0" x 7'0"	A	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D14	CLOSET - BATH	2'0" x 6'0"	B	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D15	BEDROOM	7'0" x 6'0"	C	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
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D23	CORRIDOR - RESIDENCE	7'0" x 7'0"	A	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
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D26	CLOSET	2'0" x 6'0"	B	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D27	BATHROOM	7'0" x 6'0"	C	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES
D28	CLOSET - BEDROOM	2'0" x 6'0"	B	WOOD	PART	45 MIN.	WOOD	PART	45 MIN.	YES	YES	YES	YES	YES

PROPOSED INTERIOR
ALTERATIONS
1126 ROCKLAND
VICTORIA, BC

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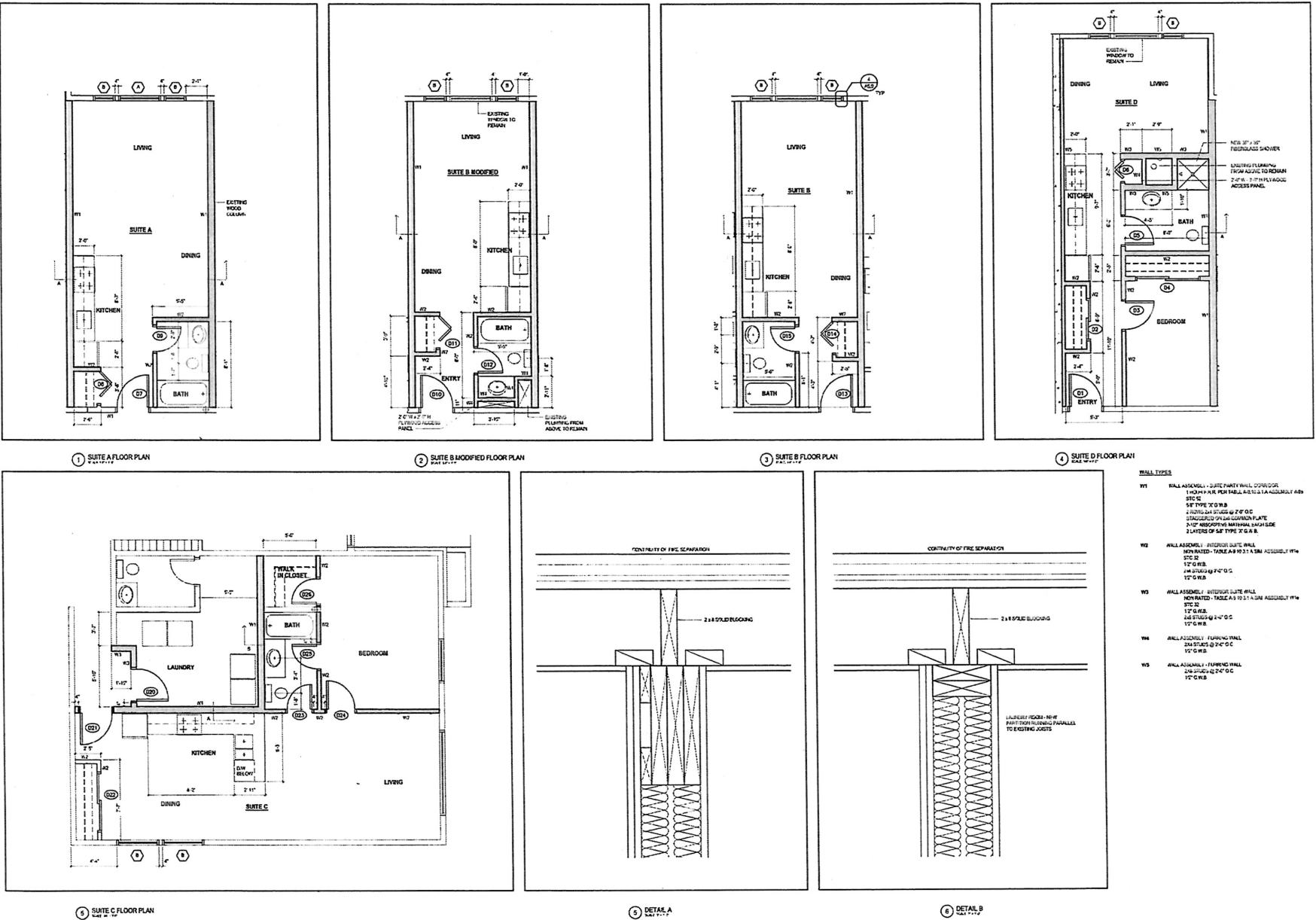
DRAWING TITLE:

FLOOR PLANS

PROJECT NUMBER:
DRAWN BY:
CHECKED BY:
DATE:

KPLJ
architecture

519 PANDORA AVENUE, VICTORIA, B.C.
TEL: 250-594-1141 FAX: 250-594-1171

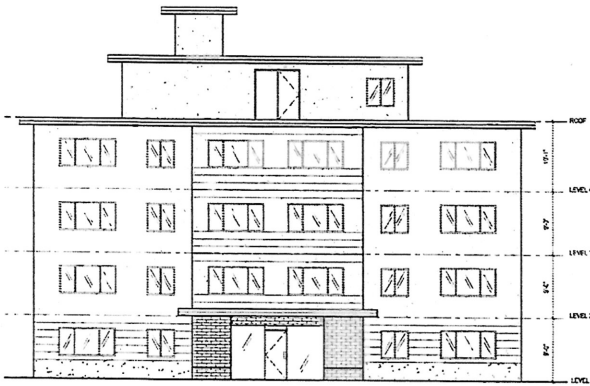


PROPOSED INTERIOR
ALTERATIONS
1126 ROCKLAND
VICTORIA, BC

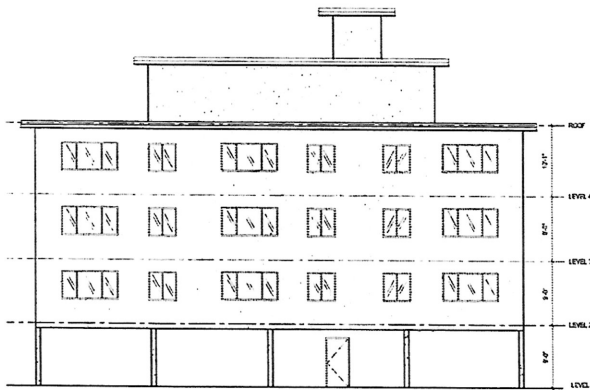
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ENLARGED FLOOR PLAN

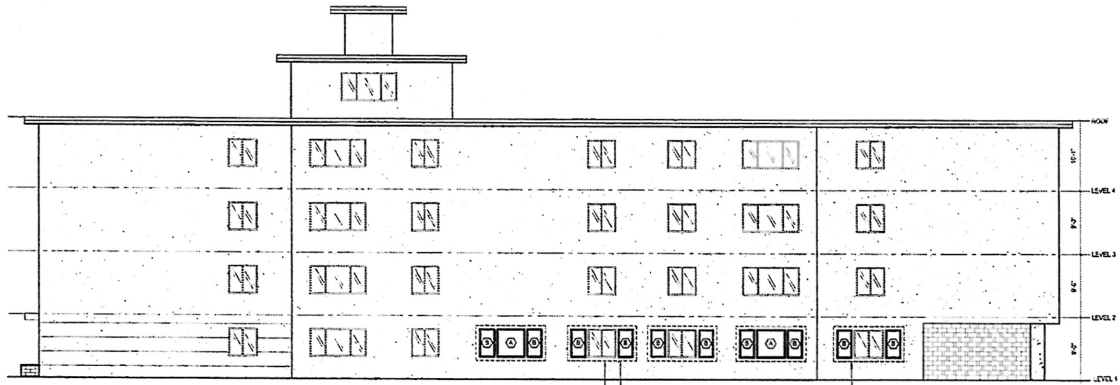
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CHECKED BY
DATE



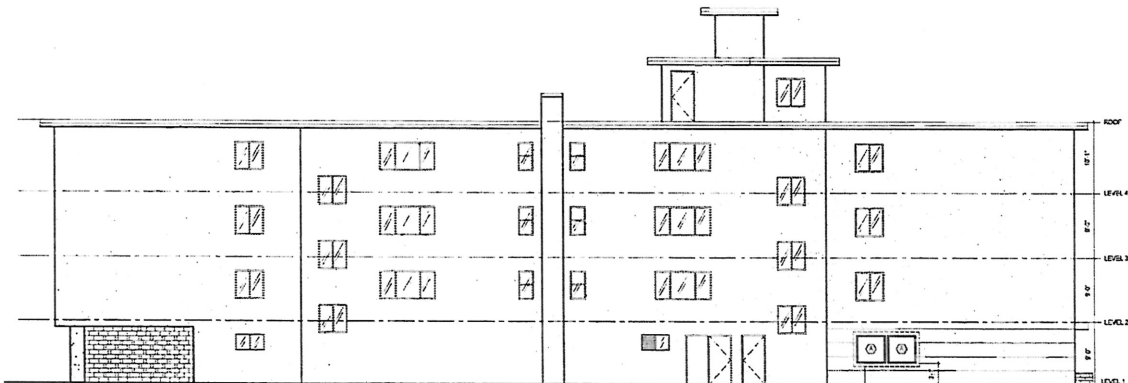
1 SOUTH ELEVATION
SCALE: 1/8" = 1'-0"



3 NORTH ELEVATION
SCALE: 1/8" = 1'-0"



2 EAST ELEVATION
SCALE: 1/8" = 1'-0"



4 WEST ELEVATION
SCALE: 1/8" = 1'-0"

KPLJ
architecture

519 PANDORA AVENUE, VICTORIA, B.C.
TEL: 250-366-8417 FAX: 250-366-8971

1	REVISIONS TO BUILDING PERMIT	2017-01-11
2	REVISIONS TO BUILDING PERMIT	2017-01-11
3	REVISIONS TO BUILDING PERMIT	2017-01-11
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6	REVISIONS TO BUILDING PERMIT	2017-01-11
7	REVISIONS TO BUILDING PERMIT	2017-01-11
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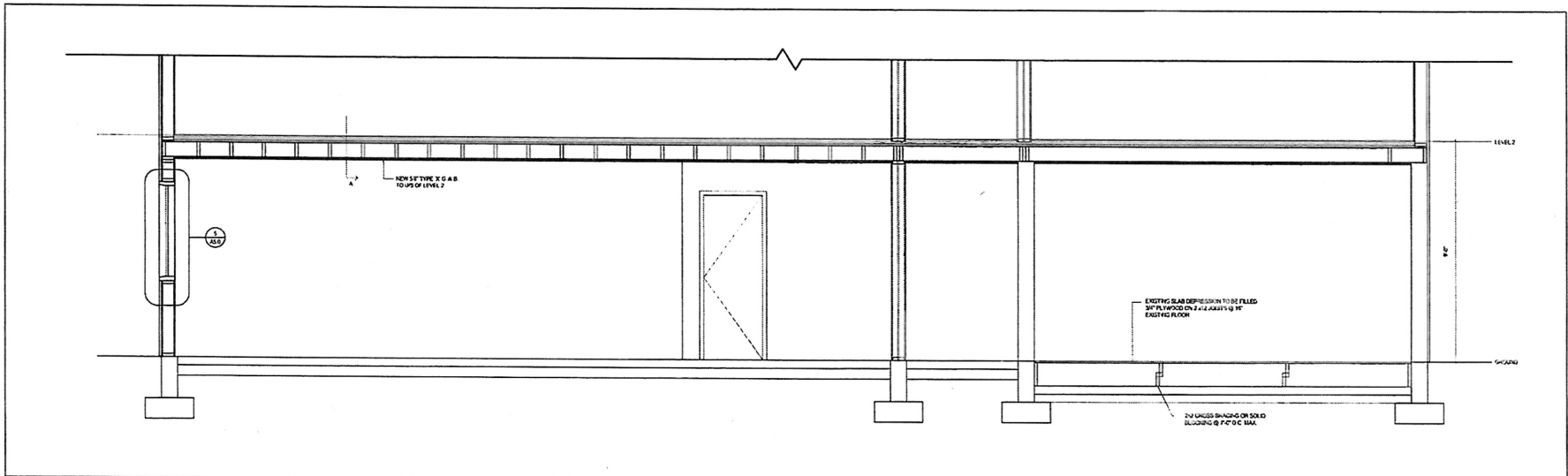
PROPOSED INTERIOR
ALTERATIONS
1126 ROCKLAND
VICTORIA, BC

MAIL

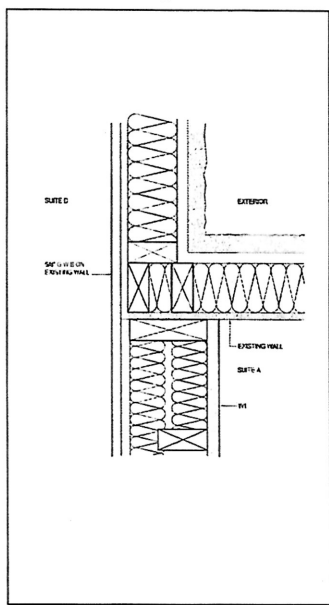
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EXTERIOR ELEVATIONS

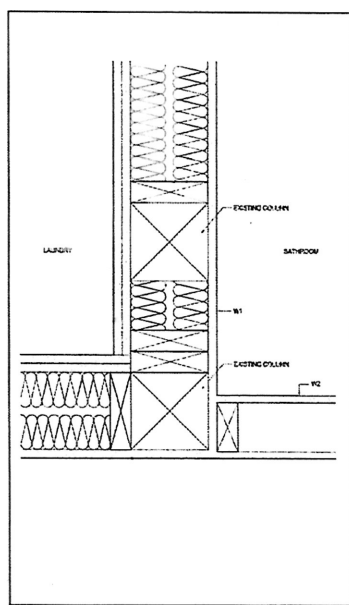
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SCALE
DATE



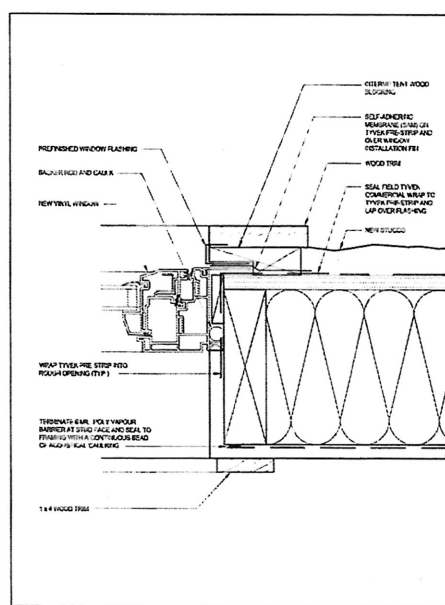
1 SECTION
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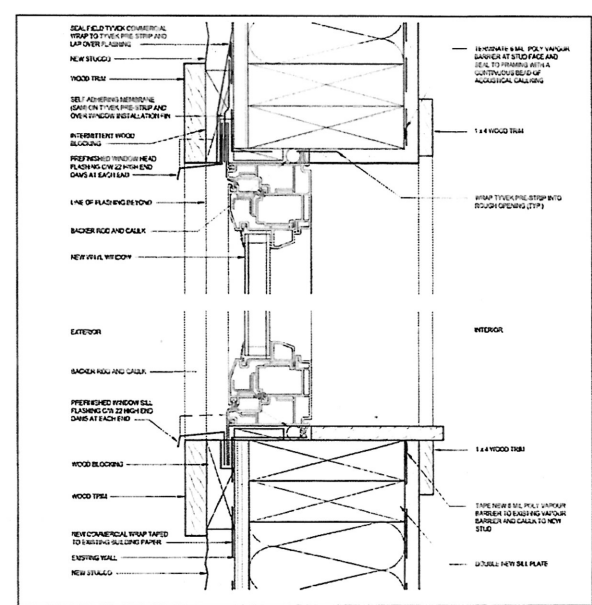
2 PLAN DETAIL
SCALE: 3" = 1'-0"



3 PLAN DETAIL
SCALE: 3" = 1'-0"



4 PLAN DETAIL
SCALE: 6" = 1'-0"



5 SECTION DETAIL
SCALE: 6" = 1'-0"

4	REVISIONS TO BUDGET	2017-01-10
3	INVEST FOR BUDGET	2017-01-10
2	REVISIONS TO EMPLOYMENT	2017-01-10
1	EMP APPLICATION	2017-01-10
0	DISCUSSION	DATE

**PROPOSED INTERIOR
ALTERATIONS**

**1126 ROCKLAND
VICTORIA, BC**

SEA

DRAWING TITLE:

SECTIONS AND DETAILS

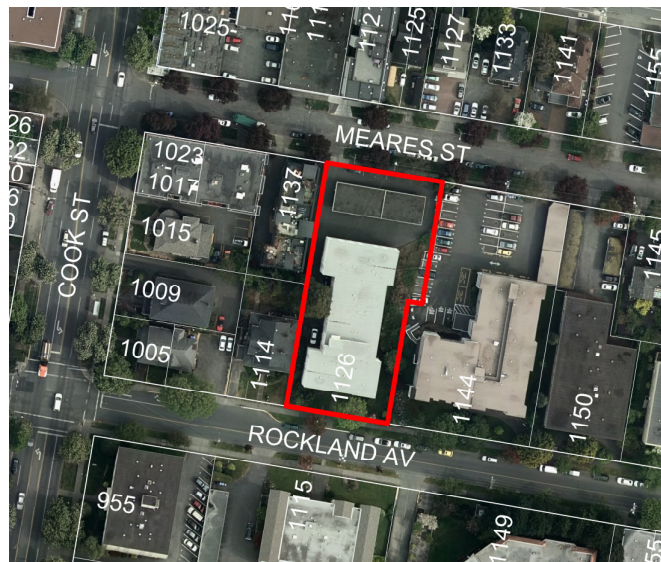
PROJECT NUMBER

ONLINE
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DATE:

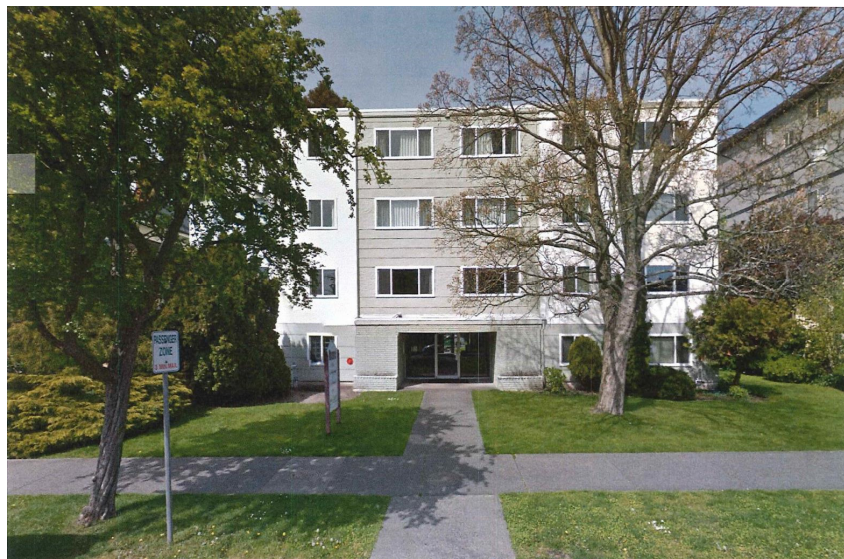
Development Variance Permit Application for 1126 Rockland Avenue



Subject Site



Subject Site – Rockland Avenue



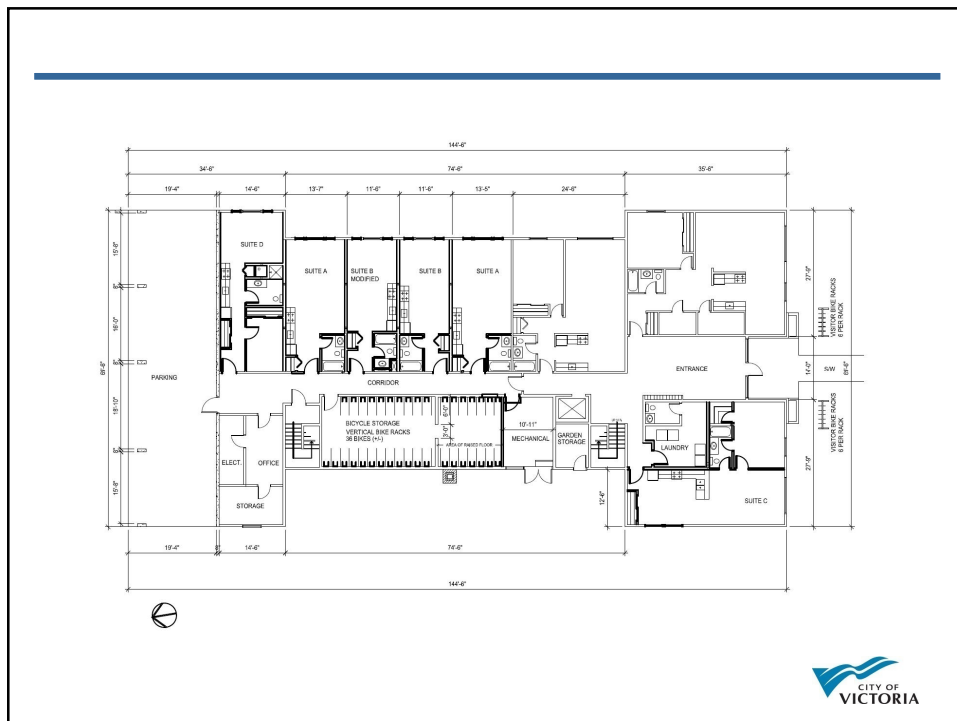
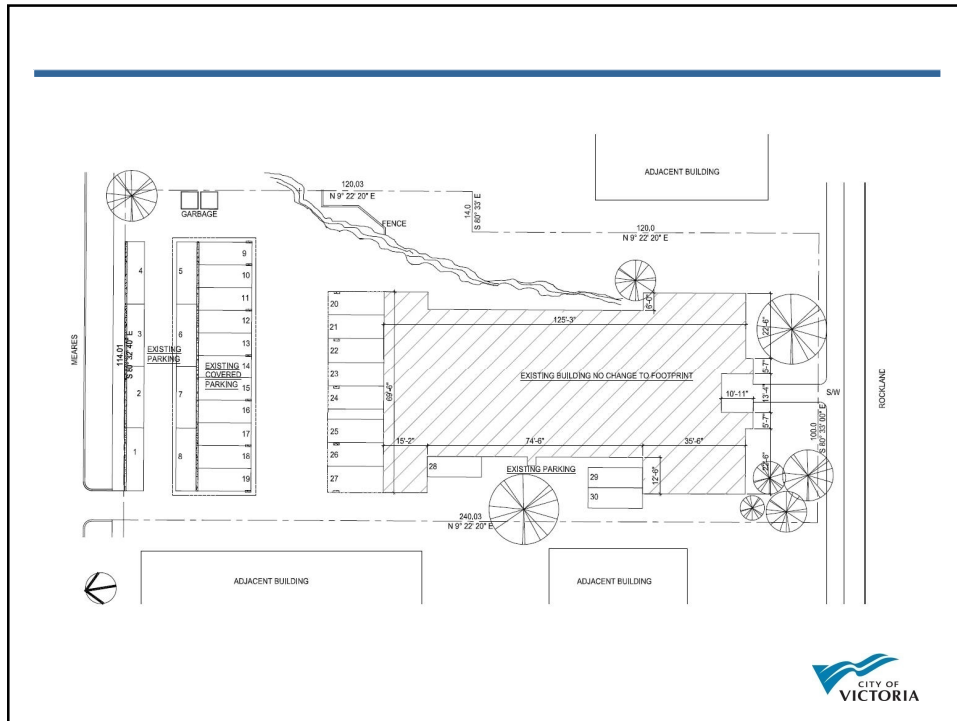
Neighbouring Properties

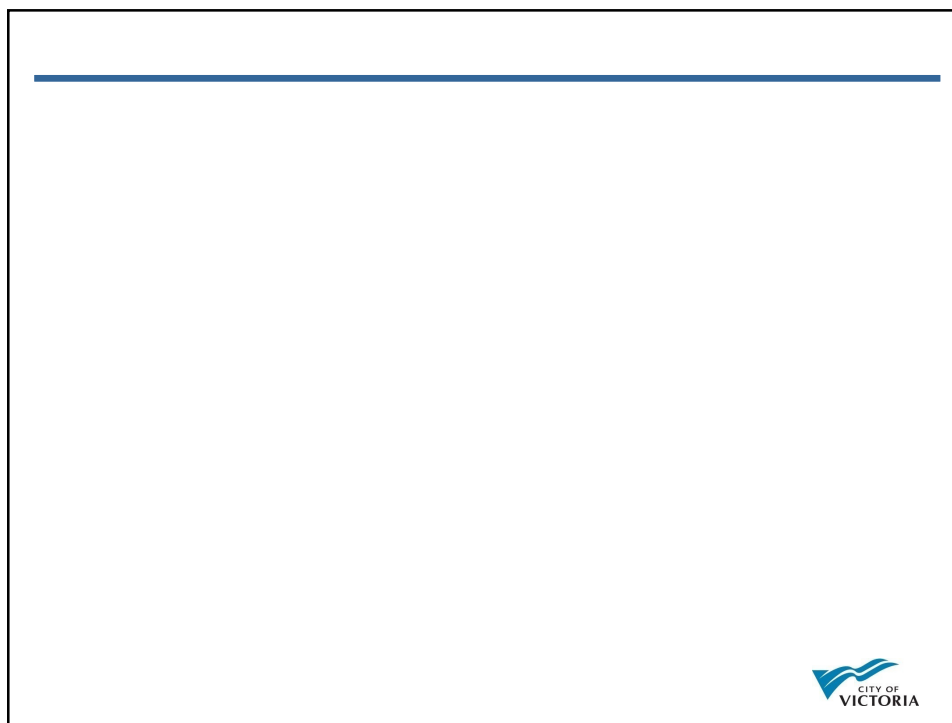
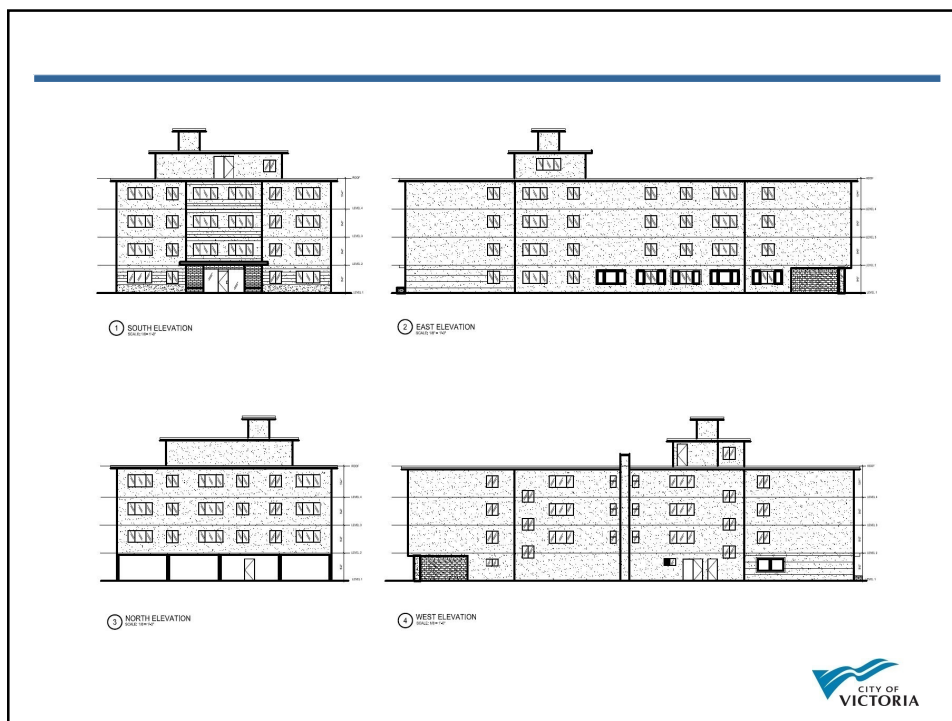
1114 Rockland Ave



1144 Rockland Ave









Committee of the Whole Report

For the Meeting of November 16, 2017

To: Committee of the Whole **Date:** November 1, 2017
From: Jonathan Tinney, Director of Sustainable Planning & Community Development
Subject: Zoning Regulation Bylaw Amendment: Schedule D – Home Occupations

RECOMMENDATION

That Council direct staff to prepare amendments to the *Zoning Regulation Bylaw* to update *Schedule D – Home Occupations* to increase the number of home occupations from one to three, provided only one home occupation has customers that visit the dwelling, and prohibit cannabis-related businesses.

EXECUTIVE SUMMARY

The purpose of this report is to present two proposed updates to the City's current regulations for home occupations. The first change relates to number of businesses permitted: the City regularly receives home-based business licence applications submitted by more than one resident of one dwelling, and a review of other jurisdictions reveals that, unlike Victoria, the majority permit more than one business. It is therefore recommended that the City allow up to three home occupations, provided that only one has customers visiting. Second, amendments are required to eliminate potential uncertainty regarding cannabis-related businesses operating in residential areas.

PURPOSE

The purpose of this report is to provide information and analysis to support proposed updates to the City's home occupation regulations.

BACKGROUND

I. Number of Businesses

As outlined in the Economic Development & Prosperity Action Plan, one of the main functions of the Business Hub is to 'make it easier to do business in Victoria'. One of the action items is, 'based on the input from customers, work with relevant City departments to expedite standard permitting and licensing process to accelerate and control costs relating to development application processes.' Inquiries to the Business Hub have been tracked since April 2016 to provide detailed information and trends to assist in realizing these goals. Home occupations continue to be the top area of interest for prospective and current business operators, with no indication of slowing down.

Inquiry Type	Number of Inquiries to Business Hub	
	2016 *Data collected from April 2016*	Jan 1, 2017 – Oct 31, 2017 *No data collected for April and weeks 1 & 2 of May*
New Business Inquiries	240	244
Home Occupation Inquiries	98 (41%)	99 (41%)

Home Occupation Licences	Number of Licences Issued	
	2016	Jan 1, 2017 – October 31, 2017
Home Occupation New	240	264
Home Occupation Renewal	674	684

Schedule D – Home Occupations of the *City of Victoria Zoning Regulation* states “not more than one person shall be engaged in a home occupation” and “No more than one home occupation shall be carried on in any dwelling unit.” However, this is not reflective of the current need and demand of Victoria home-based businesses.

II. Cannabis

A concern has been raised over the potential for some cannabis-related businesses to be located in residential areas in the guise of a home occupation. To eliminate uncertainty in this regard, Staff recommend adding cannabis-related businesses to the list of prohibited uses under home occupation regulations.

ISSUES AND ANALYSIS

I. Number of Businesses

Cross-Jurisdictional Scan

By reviewing the following municipalities' home occupation bylaws, we have determined our limit of one home occupation is not in alignment with current practices elsewhere.

Municipality	Number of Home Occupations	Other Requirements
District of Saanich	No maximum (for SFD) and 2 max for Multiple Dwellings Apt, Townhouses, and Condos	Combined commercial use of the dwelling unit must not exceed 20% and not have more than 2 clients or patrons on the premises at any one time
District of Central Saanich	No maximum	Combined commercial use must not exceed 25% of the gross floor area and no more than 2 clients or patrons of business on site at any one time (exception of daycare).

City of Richmond	No maximum	Be limited to a maximum of three clients on the premises at any one time.
Town of Sidney	No maximum	Commercial use does not exceed 20% of gross floor area (SFD), 15m ² in secondary suite, 13m ² in detached secondary dwelling and 35m ² in an accessory building, "high traffic" home occupations have no more than 2 customers in unit at any one time (exception of daycare).
City of Langford	No maximum	Only one licence permitted that involves having client on-site (parking regulations). Combined commercial use of the dwelling must not exceed 25% of the total floor area
Town of View Royal	Maximum three	Different levels, with conditions based on the maximum amount of space the business occupies and varying restrictions on the number of clients allowed on premise at any one time.
District of Oak Bay	Maximum of two	No visitors or clients to the house, except for music instruction and school tuition
City of Vancouver	Maximum of three	Up to three licenses for each dwelling type, but no more than one resident family member occupying the residence can be engaged in each of the businesses. No clients can attend the premises at any time.

Data Analysis

The Business Hub repeatedly encounters inquiries requesting Schedule D to be amended to allow for more than one home occupation per dwelling. These requests are most frequently from couples that both work as consultants, contractors or freelancers, and none of which see visitors to the home. Compounding this, we see similar environments in which couples also have grown children, either living at home, or returning home for the summer from university, and want to employ themselves as contractors or something similar. As the current bylaw is written, only one of the household residents is permitted to apply for a Home Occupation Business Licence. We view this as unnecessary red-tape that discourages citizens from appropriately registering their businesses, and significantly hinders the ability to make it easier to business in our City.

Parking Impacts

Given that home occupations are located in residential neighbourhoods, care must be taken to reduce parking and traffic impact on neighbouring residents. By continuing to limit the home occupation to only one that has any customers visiting the premises (e.g. hairdresser, massage therapist), traffic impacts are not anticipated to be further impacted with this amendment. Additionally, with an increasing number of services conveniently located close to homes, customers may choose to use home-based businesses within their own neighbourhood, potentially reducing the number and length of vehicle trips, and advancing the OCP goal to have "a minimum of 60% of all trips by Victoria residents take place by walking, cycling and public transit by 2041" (Section 7.30.2).

II. Cannabis

Although storefront cannabis retailers are prohibited in residential neighbourhoods, there are concerns that some cannabis-related business could potentially be located within residential neighbourhoods through the home occupation regulations. For instance, one of the permitted uses in Schedule D is mail order. Nuisance and security concerns could arise if an online cannabis dispensary with cannabis stored on-site is operating in a residential neighbourhood. In order to eliminate potential uncertainties, Staff recommend prohibiting cannabis-related businesses within the home occupation regulations by inserting "cannabis-related businesses" under the list of prohibited uses.

OPTIONS AND IMPACTS

Option 1 – Approve the proposed changes to Schedule D (Recommended)

These changes to Schedule D will bring Victoria in line with other municipalities and deliver on an initiative identified in the City's Economic Action Plan, making it easier to do business in Victoria and help to accelerate the development of a vibrant downtown; they will also prevent cannabis-related businesses from existing in residential neighbourhoods.

Option 2 – Decline the proposed changes

Not amending Schedule D as proposed, will leave the current regulations in place for the number of home occupations per dwelling restricted to one, and will keep open the potential for home based cannabis businesses.

Option 3 – Request amendments to the proposed changes

Council may choose to selectively approve parts of this proposal and decline or request amendments to other parts.

ALIGNMENT WITH CITY OBJECTIVES

Accessibility Impact Statement

There are no impacts to accessibility associated with the recommendations in this report.

2015 – 2018 Strategic Plan

Amending this bylaw is directly aligned with several of Victoria's strategic objectives:

- #1 Innovate and Lead
- #3 Strive for Excellence in Planning and Land Use
- #5 Create Prosperity through Economic Development

Impacts to Financial Plan

The recommended changes have no negative impact on the Financial Plan. If approved, there would likely be an increase in revenue due to business licence fees collected (\$100 per year per business).

Official Community Plan Consistency Statement

These updates to home occupation regulations are consistent with several objectives laid out in the Official Community Plan, particularly those in Section 14 – Economy:

- 14(a) That Victoria is more resilient to economic change through the strength of its core sectors, diversification, local business and community-based initiatives; section
- 14.5.3 Encourages and supports local ownership, business that use local resources, and social enterprise
- 14.11 Encourage and support economic activities that provide household sustaining jobs, and retain more community wealth in the community

CONCLUSIONS

The proposed updates to Schedule D – Home Occupations reflect the City of Victoria's continued adaptation to the evolving nature of business in this community. Increasing the number of home occupations is an efficient way of advocating for our local economy, small businesses and residents working in the ever-evolving economic landscape here in the City of Victoria, while prohibiting home-based cannabis businesses will remove uncertainties when interpreting the *Zoning Regulation Bylaw*.

Respectfully submitted,



Quinn Anglin
Business Ambassador



Michael Angrove
Planner



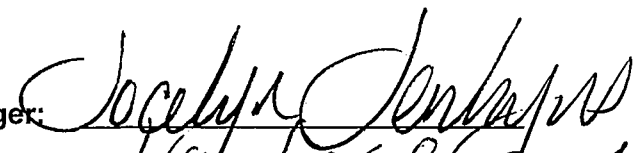
Kerri Moore
Manager, Strategic Relations & Business
Development



Jonathan Tinney
Director, Sustainable Planning &
Community Development

Report accepted and recommended by the City Manager:

Date:


 November 8, 2017
List of Attachments

1. Draft Amendment Bylaw 17-110

Attachment 1

NO. 17-110

A BYLAW OF THE CITY OF VICTORIA

The purposes of this Bylaw are to amend the Zoning Regulation Bylaw by updating the home occupation provisions of Schedule D to allow more than one home occupation at single dwelling, provided only one of the home occupations has customers that would attend and park at the dwelling; and to prohibit cannabis-related businesses.

The Council of the Corporation of the City of Victoria, in an open meeting assembled, enacts the following provisions:\

- 1 This Bylaw may be cited as the "ZONING REGULATION BYLAW, AMENDMENT BYLAW (NO. 1123)".
- 2 Bylaw No. 80-159, the Zoning Regulation Bylaw, is amended in Schedule D – Home Occupations by:
 - (a) deleting the period at the end of section 6(2)(k) and replacing it with a semi-colon;
 - (b) inserting the following as the new section 6(2)(l):

"(l) cannabis-related business."; and
 - (c) deleting section 9 and replacing it with the following:

"9 No more than three home occupations shall be carried on in any one dwelling unit, provided that only one of the home occupations has customers that attend the dwelling unit."

READ A FIRST TIME the	day of	2017
READ A SECOND TIME the	day of	2017
Public hearing held on the	day of	2017
READ A THIRD TIME the	day of	2017
ADOPTED on the	day of	2017

CITY CLERK

MAYOR

Zoning Regulation Bylaw
Amendment

Schedule D – Home Occupation



Proposed Changes- Schedule D

- Increasing the number of home occupations permitted in a single dwelling unit from one to three
- Adding cannabis-related businesses to the list of prohibited businesses in the home occupation regulations



Inquires to the Business Hub

Inquiry Type	Number of Inquiries to Business Hub	
	2016 *	Jan 1, 2017 – Oct 31, 2017 **
New Business Inquiries	240	244
Home Occupation Inquiries	98 (41%)	99 (41%)

* DATA COLLECTED FROM APRIL 2016

** NO DATA COLLECTED IN APRIL & FIRST 2 WEEKS OF MAY



Home Occupation Licenses Issued

Home Occupation Licences	Number of Licences Issued	
	2016	Jan 1, 2017 – October 31, 2017
Home Occupation New	240	264
Home Occupation Renewal	674	684



Cross Jurisdictional Scan

Municipality	Number of Home Occupations
District of Saanich	No maximum (for SFD) and 2 max for Multiple Dwellings Apt, Townhouses, and Condos
District of Central Saanich	No maximum
City of Richmond	No maximum
Town of Sidney	No maximum
City of Langford	No maximum
Town of View Royal	Maximum of three
District of Oak Bay	Maximum of two
City of Vancouver	Maximum of three





**Committee of the Whole Report
For the Meeting of November 16, 2017**

To: Committee of the Whole **Date:** November 8, 2017
From: Jonathan Tinney, Director, Sustainable Planning and Community Development
Subject: Victoria Housing Strategy 2016-2025 - Annual Review

RECOMMENDATIONS

That Council:

1. Receive this Victoria Housing Strategy annual review for information;
2. Consider a supplementary budget request of \$250,000 as part of the 2018 Financial Plan process to support City of Victoria housing initiatives; and direct staff to:
 - a. proceed with the proposed Inclusionary Housing Policy,
 - b. engage with housing stakeholders and the public on proposed new items to bring forward to include in the Victoria Housing Strategy going forward.

EXECUTIVE SUMMARY

The Victoria Housing Strategy 2016-2025 was approved by Council on June 16, 2017, and contains 25 supporting actions to improve housing affordability in Victoria, with target completion dates up to 2019. Since the plan was adopted, nearly half of the actions identified in the Strategy have been successfully completed, which has led to an increase in the number of rental and non-market housing units developed and retained in Victoria. This report outlines progress on actions completed and in progress, and recommends Council consider directing staff to return with a formal proposal containing new actions for inclusion by Quarter 1, 2018.

Per Council direction, this report also proposes an approach to developing an inclusionary housing policy to replace the existing bonus density policy developed in 2016. Additional financial and staff resources will be required to complete this work on a priority basis; however, with these resources, staff anticipate that the current work plan could be enhanced by expediting the remainder of the Housing Strategy actions to 2018 and beginning implementation of new actions in the same year. With additional resources, staff would also be able to take on additional housing work, including expediting zoning changes following local area planning, supporting development negotiations for onsite affordable housing, and supporting the strategic real-estate function at the City. Staff would also have more agility in taking on unplanned priority housing policy work without impacting existing work plans, bringing the City closer to meeting its stated housing targets and objectives.

PURPOSE

The purpose of this report is to present Council with the first annual review of the Victoria Housing Strategy 2016-2025, including information, analysis and recommendations for action items to expedite, future actions, and resource requirements.

BACKGROUND

A key objective in Victoria's Strategic Plan, 2015 - 2018, is to Make Victoria More Affordable. The Mayor's Task Force on Housing Affordability was assembled to strategize how to activate that objective and the end result was the implementation of the Victoria Housing Strategy 2016-2025, which was approved by Council on June 16, 2016.

The Housing Strategy (appended to this report in Attachment A) contains data, analysis, targets, and 25 actions falling under three broad categories:

1. **Increase Supply** of attainable housing for low to moderate income households.
2. **Encourage Diversity** of housing types, tenures, and prices across the City and within neighbourhoods.
3. **Build Awareness** and partnerships for affordable housing through communication, education and advocacy.

See Attachment B for a consolidated list of all Housing Strategy action items.

Work Completed in 2016-2017

Close to half of the action items identified in the Victoria Housing Strategy have been achieved since its implementation in June 2016.

- Remove Minimum Unit Sizes
Staff brought forward a report recommending the removal of minimum unit sizes to increase the supply of new housing. The motion was defeated following a public hearing, and staff were instead directed to reduce minimum sizes to 33m² and to allow consideration of smaller units in new developments providing affordability. The revised motion was passed on June 8, 2017. To date, no new applications have been received for developments with units falling below established minimum unit sizes.
- Garden Suites
On April 13, 2017, Council approved removing the rezoning requirement for garden suites, and to change the approval of garden suites to a delegated development permit process. Amendments were also made to the Garden Suite Policy and Guidelines to improve privacy considerations. Since the zoning change, 21 new applications for garden suites have been received, with 10 approved through the delegated development permit process. The number of new applications received in the seven months since the policy was approved exceeds the total number of all garden suites approved from 2006-2016.
- Secondary Suites
On April 27, 2017, Council approved the removal of Schedule J – Secondary Suites from the *Zoning Regulation Bylaw*, which staff had identified as being an impediment to the development of this type of rental housing. With the removal of Schedule J, homeowners no longer need to consider zoning restrictions beyond allowances in their individual zones, and are instead only governed by the BC Building Code. Statistics on new building permits for

secondary suites will be collated in the 2016 and 2017 Annual Housing reports, and impacts to the number of permits issued will be identified at that time.

- Housing Reserve Fund Update

Council approved a suite of changes to the Victoria Housing Reserve fund in June 2017, which included:

- a. updating the grant structure by changing funding allocations to a tiered model to encourage more family oriented housing
- b. allocating funding for affordable home ownership projects, and increasing eligible income limits for these projects
- c. allocating a smaller grant amount to projects outside the City where the projects are being developed in municipalities that contribute to the Regional Housing Trust Fund
- d. improved flexibility for how the fund may be used, including allowing the fund to be used for the retention of existing housing
- e. expanding funding eligibility criteria to include for-profit entities.

Since the guidelines were updated, three applications for funding have been received totalling 147 potential units of affordable housing developed or retained, 62 of which have been approved by Council (the remainder are forthcoming). The applications in hand represent a range of unit types and target populations, from income assistance recipients to moderate income earners.

- Prioritize Non-market Housing Applications

Planning staff have continued to prioritize applications for non-market housing, resulting in several non-market applications achieving approval ahead of normal approval schedules.

- Expand Application Prioritizing to Private Sector

Planning staff have also expanded prioritization to purpose built rental projects, resulting in quicker processing times for purpose built rentals in the City. Currently, approximately half of all new development applications are for rental housing, which is a marked increase from previous years.

- Consider Additional Delegation Authority Initiatives

The policy change to garden suites included changing the approval process to a delegated development permit, meaning the time and money required to gain approval for a garden suite is now significantly reduced. As noted under the garden suites action item above, this action has led to the number of applications for garden suites received in the past six months to eclipse the total number developed in the decade prior to this change.

- Fee Waivers

A review of Development Cost Charges in late 2016 noted that these fees, if waived, remain legislatively required to be recouped elsewhere to fund required infrastructure upgrades related to development growth, and so it was determined that these charges should be maintained with the acknowledgement that the Victoria Housing Reserve Fund (VHRF) grant may offset these costs for affordable housing projects. On June 22, 2017, Council moved to eliminate application fees for non-market housing developments, including a prorated fee reduction for buildings containing a portion of affordable units.

- Align Annual VHRF Contributions with Housing Targets

The VHRF update included a linkage of housing targets with yearly contributions to the fund, noting that the new annual contribution would need to be \$714,000 (an increase from the current contribution of \$250,000 per year), though this amount could be offset by future

amenity contributions. As there is sufficient funding in the reserves to meet targets through the end of 2018, staff will report back as part of the 2019 budget request with consideration for future annual contributions.

- Create An Inclusionary Housing Density Bonus Policy

The Inclusionary Housing Density Bonus Policy was completed in 2016. This resulted in a policy that established fixed-rate amenity contribution targets which directs funds to the public realm improvement fund and the heritage seismic upgrade fund; and provides a threshold, when it is feasible, to negotiate onsite affordable housing units in larger projects located in the Core Residential and Core Business areas that exceed 30,000 square feet of bonus density. Council has since directed staff to develop an inclusionary housing policy in order to specifically focus amenity contributions as onsite affordable housing in new developments. This report identifies an approach to this work in the "Inclusionary Housing" section below.

- Update Housing Webpage

A dedicated webpage to keep the public informed of Housing Strategy progress, with links to City policies (www.victoria.ca/housing), has been implemented.

- Host Workshops

The first Housing Strategy workshop was held in January 2017 on the topic of Affordable Home Ownership. The engagement summary of this event is attached to this report in Attachment C.

In Progress and Concurrent Work

Regional Housing First Program

The Victoria Housing Strategy notes that its actions target low-moderate income earners, with housing focused on homelessness and housing for the most vulnerable individuals being outside the general scope of the Strategy because this work falls mainly under the purview of the Province. However the strategy does identify an action to continue to support a Regional Housing First Strategy.

In March 2017, following a call for Expressions of Interest (EOI), two proponents have been selected to provide housing under the Regional Housing First Program. A partnership between the Capital Regional District (CRD), Province of British Columbia, and Island Health will earmark \$60 million in capital funding from the CRD and the Province, with mental health and addiction services provided by Island Health as required. The two projects will provide 154 units of housing, including 50 units between the two projects designated for individuals experiencing chronic homelessness.

Market Rental Revitalization Study

A significant piece of work coming out of the Housing Strategy currently underway is the Market Rental Revitalization Strategy (MaRRS), which covers four items within the strategy under the action item to "Protect existing rental stock."

The City has engaged a consultant group (RDH Building Science in partnership with the Social Planning Research Council and Skyline Consulting) to look at ways to protect the existing stock of aging affordable market rental in the City of Victoria. This work includes an inventory of the existing stock, and regulations, policies, and incentives to protect the stock; a review of the Property Maintenance Bylaw to improve tenant housing quality, and an examination of the City's legislative authority for a municipal role in maintaining rental stability. The City has also

received funding from by BC Hydro to examine how to incorporate sustainability upgrades in this same rental stock, and Council has previously directed staff to examine the feasibility of seismic upgrades in this type of housing. The MaRRS project was designed in such a way that each of these objectives could be achieved through the same study. Progress on initial findings will be reported to Council in Q4 2017.

Zoning Changes following Local Area Planning

The Housing Strategy identifies an action item to update zoning regulations following local area planning (LAP) to encourage a variety of housing forms consistent with the OCP. To date, the Burnside Gorge Neighbourhood Plan has been completed; and the Fairfield, Gonzales, and Victoria West Plans are all underway. This action item is ongoing.

As directed by Council, staff are also specifically consulting at LAP events on infill options for neighbourhoods. Staff developed example boards outlining infill housing options that are not currently contemplated in the current Zoning Regulation Bylaw, such as garden suites and secondary suites on the same lot, duplexes plus secondary suites, and secondary suites on small lots.

ISSUES AND ANALYSIS

The Victoria Housing Strategy - Going Forward

On July 21, 2017, Council passed the following motion directing staff to:

1. Replace the City of Victoria Density Bonus Policy with an Inclusive Housing and Community Amenity Policy to better support the provision of non-market housing units within developments seeking density beyond the existing legal entitlement in the Zoning Regulation Bylaw.
2. Consider best practices in local governments-in British Columbia's lower mainland and other relevant jurisdictions regarding density benefits for amenities and non-market housing.
3. Consider the attached Inclusive Housing and Community Amenity Policy Draft for Discussion and provide advice on why any of these provisions should not be included in the final policy.
4. Invite comment on the proposed changes from Community Associations, the Urban Development Institute and agencies working in the field of housing affordability.
5. Report back to Council on a priority basis with any revisions to the proposed Inclusive Housing and Community Amenity Policy for final consideration by Council.
6. Examine actions identified within the Victoria Housing Strategy Implementation and other housing-related initiatives to determination which may be expedited to complete in 2017 or early 2018.
7. Consider additional resources required to complete and expedite the above work.

Therefore, as a part of the ongoing and future work on housing affordability in the City of Victoria, the following items are outlined in this report for Council consideration:

1. A specific approach to develop an inclusionary housing policy as directed by Council on July 27, 2017 requiring Council approval as the resources will impact future housing strategy work;
2. Items currently identified in the housing strategy that could be expedited should Council approve additional staff resources per Council directions (6) and (7) above;
3. An approach for adding new items to the Housing Strategy going forward, including a target date for recommendations; and
4. Resource requirements for the above.

1. Inclusionary Housing

While there has not yet been any onsite affordable housing as a direct result of the Density Bonus Policy since its adoption in late 2016, the City has seen a significant number of other benefits consistent with City policy. These benefits include:

- Approximately 48% of current development applications are for purpose-built rental housing, which, while not financially able to provide additional Community Amenity Contributions (CACs), provide a strong benefit to the City in the form of new, secured rental housing supply.
- Major developments can be proposed where no rezoning is required, and therefore, no request for bonus density is made - for example the "Yates on Yates" development at 848 Yates Street; however, developers are providing other types of housing benefits. For example, 845 Johnson Street ("Vivid on Yates") will offer units at 8% below market.
- The City frequently receives different types of housing-related benefits for market developments where bonus density was given; for example, at 200 Cook Street (Cook & Oliphant), and 1008 Pandora (St. Andrews School site), a component of purpose-built rental units were included.
- Mt. St. Angela and the Customs House both achieved heritage conservation objectives through adaptive reuse and long-term protection of heritage resources (the added costs of heritage restoration do not allow for additional land uplift).

Staff has prepared a table outlining several recent projects where land lift analyses were prepared. For most projects, sufficient bonus density was not achieved to obtain meaningful CACs, or sufficient to support onsite affordable housing; however, other benefits were often achieved. The table is appended to this report in Attachment D.

The total number of new housing units achieved will be quantified as part of the Annual Housing Report; however, considering the outcomes noted above, staff anticipate that targets identified in the Victoria Housing Strategy will likely be met or exceeded.

Limitations of Density Bonuses

In Victoria, competing priorities have led to a limited amount of onsite affordable housing and CACs. The most significant limitation is that there is limited density envisioned in Victoria's Official Community Plan, minimizing the amount of funding that can be extricated from land lifts. Going forward, Council may wish to consider if the City is willing to increase density in order to achieve more onsite affordable housing or higher value CACs. As well, Council may wish to consider directing staff to put all land lift funds into affordable housing in order to maximize the potential for affordable housing benefits, as some of the other benefits the City has received have been for other initiatives.

New Approach

With consideration of above in mind, a new policy that considers Council's objectives and utilizes Council's draft inclusionary housing policy (Attachment E) as a foundational framework could involve:

- a peer review of regional inclusive housing policies
- establishing affordable housing targets, and the number of units required to meet those targets
- creating an affordability scale for onsite affordable housing to ensure project feasibility (more units at moderate income targets and fewer units at deeper affordability)
- clarification that the project would be an inclusionary housing policy and no longer a density bonus policy.

Because this work would require a significant amount of technical analysis, it is recommended that Council consider providing funding to engage an external consultant to review the financial analysis that informed the fixed-rate target and consider the new objectives outlined above, or to complete a new analysis. Analysis would allow for a more nuanced look at affordable housing targets achievable based on the range of needs identified in the City's Housing Strategy that has been completed since the adoption of the *Density Bonus Policy*. Proposed resource requirements to achieve this are outlined in the Resource Requirements section below. With additional resources in place, staff anticipate a new draft inclusionary housing policy could be brought back to Council for consideration and approval by Q2 2018.

2. Housing Strategy Actions to be Expedited

Currently the Senior Planner – Housing Policy position is engaged in completing ongoing items of the housing strategy, including four items under the umbrella of the Market Rental Revitalization Study; as well as, supplementary housing related work peripheral to the strategy, such as short term rental regulations. Housing Strategy items not yet begun include:

- communications on changes to secondary suites
- zoning updates for new housing forms following LAP
- motel conversion policy update as part of LAP (except as part of the *Burnside-Gorge Neighbourhood Plan*)
- City property as opportunities for affordable housing
- additional delegated authority
- revisiting the potential for secondary suite grants for accessible suites.
- voluntary adaptable housing guidelines
- workshops (preserving existing rental, faith-based housing)
- development summit to support affordable housing

At current staffing levels, and without the added work of the Inclusionary Housing Policy, it was anticipated that these items could be completed close to 'on schedule'; however, with additional staff support, all of these items could likely be expedited to 2018.

3. Housing Strategy – Future Actions

The Victoria Housing Strategy 2016-2026 outlines actions up to 2019, leaving ample room for additional actions going forward. While the initial actions of the Victoria Housing Strategy were derived from recommendations from the Mayor's Task Force on Housing Affordability, there are several potential new items that have either come from staff, or have been brought to staff's attention since the Strategy's implementation in 2016. Examples of items include enhancements to further streamline the garden suite policy and guidelines; sundry minor zoning changes to remove further barriers to secondary suites; an exploration of mixed-use and special-purpose affordable housing; and an examination of municipal support and involvement in different housing forms such as modular and co-op housing. It is recommended that Council consider directing staff to return with a formal proposal of actions to be included, including proposed target completion dates by Q2 2018. Council could also consider directing staff to engage with housing stakeholders and the public on suggested actions to solicit feedback, as well as suggestions for additional items.

4. Resource Requirements

As noted above, the Inclusionary Housing work is anticipated to require external consultant support in order to update to the financial analysis, as well as staff time for preparation of the policy framework. The cost of engaging a consultant is estimated to be approximately \$30,000.

In order to expeditiously complete the remainder of the Inclusionary Housing work supported by the financial analysis, additional staff resources would also be needed; however, with additional staff, several other objectives could be achieved.

It is recommended that Council consider approving additional funding to hire a temporary housing planner so that the position can support the work of the Senior Planner – Housing Policy on Housing Strategy implementation, including the development of the new inclusionary housing policy. As well, lend support to other planning staff in housing-related matter; for example, supporting neighbourhood planning staff with zoning updates concurrent with local area planning, supporting development services staff by negotiating and overseeing the implementation of housing-related benefits with developers, and supporting the Real Estate division in identifying options for affordable housing through the City's land strategy.

Council may also wish to provide funding for a two year term to ensure ample time to complete the next phase of the Housing Strategy, and to ensure that the local area planning process is sufficiently supported in terms of achieving zoning updates noted above. With a two year housing planner position, staff also anticipate that all remaining Housing Strategy action items could be brought forward to 2018; that work could commence without interruption to new items added to the Strategy following public consultation and formal approval from Council; and that unplanned/additional housing policy work and directives could be handled more efficiently and with less risk to negatively impacting scheduled work plans.

Finally, with this additional support, the City of Victoria would also be closer to aligning with other jurisdictions facing similar housing pressures. For example, the City of Vancouver currently has 26 staff between their Housing Policy and Projects, Homelessness Services, and Housing Policy – Planning, Design & Sustainability divisions (this does not include development planners, or direct housing services staff). When adjusted for population size, this is the equivalent of three full-time housing policy positions in the City of Victoria.

OPTIONS AND IMPACTS

Option 1 (recommended):

It is recommended that Council consider a supplementary budget request of \$250,000 as part of the 2018 Financial Plan process to support City of Victoria housing initiatives including:

1. A new temporary housing planner position to commence in Q1 2018.
2. Bringing forward all remaining items in the Housing Strategy to 2018.
3. Returning to Council by Q2 2018 with a formal proposal of new actions to be included in the Victoria Housing Strategy 2016-2025.
4. Engaging a consultant to develop data and analysis required for a new Inclusionary Housing Policy and return to Council by Q2 2018 with a new draft Inclusionary Housing Policy for Council consideration.

Option 2:

Council could choose to alter, add or remove any of the actions identified in Option 1. Note that removal of items 1 and 3 (additional resources) will negatively affect proposed timelines identified above.

Accessibility Impact Statement

There are no impacts on accessibility associated with the recommendations contained in this report.

2015 - 2018 Strategic Plan

The Victoria Housing Strategy and its associated work and resources is in direct alignment with Strategic Objective 6: "Make Victoria More Affordable".

Impacts to Financial Plan

Engaging a consultant to provide the necessary data to create an Inclusionary Housing Policy is estimated to incur a one-time cost of \$30,000. The addition of a Housing Planner would add an annual cost of approximately \$107,000; for a two year term this would amount to \$214,000. In total, a supplementary budget request in the amount of \$250,000 would need to be made as part of the 2018 Financial Plan process to efficiently progress housing work at the City. Council has previously proposed utilizing surplus funds to support this expense.

Official Community Plan Consistency Statement

This project supports OCP policies related to working with coordinated community and regional efforts to end homelessness and enable stable affordable housing with support services.

CONCLUSIONS

Since the Victoria Housing Strategy was approved in 2016, over half of its action items have been successfully completed, leading to more housing supply and diversity in the City of Victoria. With the addition of further financial and staff resources, the remaining items in the Strategy, including a new inclusionary housing policy, could be expedited and more actions added, bringing the City closer to meeting its strategic objective to "Make Victoria More Affordable."

Respectfully submitted,

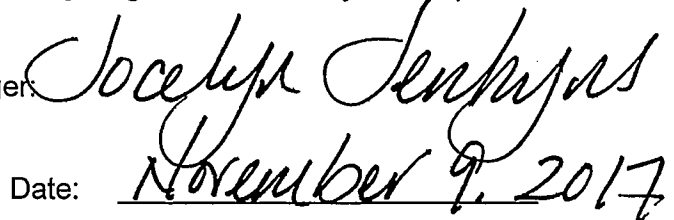


Lindsay Milburn, Senior Planner
Housing Policy




Jonathan Tinney, Director
Sustainable Planning and Community Development

Report accepted and recommended by the City Manager



Date:

November 9, 2017

List of Attachments:

- Attachment A - Victoria Housing Strategy 2016-2025
- Attachment B - Current Housing Strategy Actions
- Attachment C - Affordable Home Ownership Workshop Engagement Summary
- Attachment D - Recent Land Lift Analyses
- Attachment E - Council's Draft Inclusionary Housing Policy



Victoria Housing Strategy

2016-2025

Informing the Strategy

Mayor's Housing Affordability Task Force

On April 16, 2015, Victoria City Council approved its Strategic Plan for 2015-2018. Included within that plan were a number of actions aimed at addressing the issue of housing affordability. Chief among those actions was the creation of a Task Force on Housing Affordability. The Task Force was mandated by Council to identify solutions that could help increase the supply of new units of low-cost housing. In an effort to limit the scope of this to areas of most practical municipal impact, the Task Force focused primarily on the development of housing that meets the affordability needs of households that fall within Statistics Canada's middle two income quartiles (household incomes ranging from \$18,147 to \$57,772 per annum) and examined potential solutions that could achieve greater affordability in both non-market and market housing developments.

Working together across different sectors and perspectives, in two months the Task Force created a suite of recommendations. The recommendations were analyzed, considered by Council at two workshops in October 2015, and inform many of the actions contained in this Strategy.

Background Studies and Data

In 2014, the City commissioned a study to support Official Community Plan, 2012 (OCP) implementation regarding aging in place. CitySpaces was retained to prepare an aging in place assessment and recommended strategies to assist the City in its future housing-related policy work. The Victoria Housing Strategy was informed by the final document, *Housing & Supports for an Aging Population: Recommended Strategies & Actions, April 2015*.

In addition, this Strategy was informed by data sources including the Canada Mortgage and Housing Corporation (CMHC) Rental Market Survey October 2015, the Capital Region Housing Data Book and Gap Analysis, 2011 Census and National Household Survey, Urban Futures and CitySpaces Rental Housing Supply & Demand Report 2013, Greater Victoria Coalition to End Homelessness 2014/2015 Report on Housing & Supports, Victoria Real Estate Board Multiple Listing Service, and City of Victoria Development Statistics.

The Victoria Context

Victoria median household income is the lowest in the region, while average rents by bedroom type and housing purchase prices are among the highest in the region. High housing costs, both for rental and ownership, make housing affordability a challenge for people of different income levels. In recent years, little purpose-built rental housing has been constructed, vacancy rates have been low, and much of the existing supply of rental housing is approaching the end of its lifecycle. It is estimated that more than 1,500 people are homeless in the region.

As a built-out city with little remaining undeveloped land, and with commitments to accommodate a share of the region's population growth, the outward expansion of Victoria's housing stock is limited, making it necessary to create more compact built environments and a range of housing options that are affordable for current and future residents.

Forecasts

The City of Victoria's Official Community Plan, 2012 forecasts that Victoria needs an additional 13,500 apartment units and an additional 2,700 ground-oriented units to accommodate an increase in population to roughly 100,000 in 2041. Population growth is anticipated to be concentrated in older age groups as the proportion of Victorians over the age of 65 is expected to increase from 17% to 29% of the total population. At the same time, the proportion of children and young adults is anticipated to decline.

Challenges

Homelessness (continued)

The management and support for homelessness and sheltering services is not a primary service of the City of Victoria, therefore, this Strategy does not deal directly with housing aimed at those currently experiencing homelessness. However, Victoria does play an important role in supporting the development of local solutions and programs, and in managing the public impacts of homelessness. In its role as land use regulator, the City can focus on longer-term affordable housing facilitation along the rest of the housing spectrum to provide opportunities that help people achieve and maintain access to housing.

The City can also support and lead vital partnerships with other municipalities through the Capital Region District and with other levels of government to facilitate housing options for those currently in shelters and on the streets.

Challenges

Rental Housing (continued)

An important component of the secondary market is accessory suites, both in the form of garden suites (separate structures on the same lot as single family dwellings) and secondary suites (self-contained units within existing single-family dwellings). There are numerous advantages to secondary units. They distribute less expensive housing throughout neighbourhoods through modest increases in density ("invisible density") that has low visual impact on the character of neighbourhoods if infilled sensitively. Secondary units are an attractive option for homeowners and renters at various life stages. Secondary suites in particular assist homeowners entering the housing market as they serve as mortgage helpers. Both secondary suites and garden suites serve an aging population by allowing on-site caregiver rental opportunities or allowing older adults an opportunity to move closer to their relatives.

Garden suites are not currently allowed in the Zoning Regulation Bylaw. The City allows them in policy if certain criteria are met, but landowners must go through a rezoning process to establish them. Garden suites prove suitable on street block configurations that include laneways to permit secondary access and provide separation between neighbours. Victoria, in its compact form, has few laneway opportunities. A garden suites policy with a list of criteria to determine appropriate sites was created to ensure low impacts on neighbours. Despite this, the City has received very little take-up in garden suite development. Secondary suites, on the other hand, are currently permitted in zoning, but with limitations on the amount of change that can be made to a single-family dwelling to accommodate them. Exterior changes cannot be made 5 years before or anytime after the date a secondary suite is installed in a building, and the size of addition permitted cannot exceed 20 m² in addition to other limitations. All of these factors may be barriers to the establishment of secondary rental units throughout the city.

An aging population, in combination with population growth will account for much of the growth in rental housing demand in the region. The impact of demographic change would be a small decline in the share of dwellings in the City that are rented in 2041. This is based on a projected increase in demand by 26% in rental units or 7,400 net additional rental units. As rental demand among seniors is projected to grow significantly over this period, given their lower incomes, core housing need is anticipated to increase at a rate higher than overall demand.

Challenges

Ownership (continued)

The City can take steps to help introduce the concept of affordable home ownership in Victoria and further explore the feasibility of affordable home ownership programs, for example, through loan assistance or shared equity models. Exploring this through workshops with City staff, housing providers, developers and builders was recommended by the Mayor's Task Force on Housing Affordability. Future pilot projects could also be considered.

There are other ways the City, in its role as regulator, can influence affordable ownership through policy decisions and regulations that affect housing diversity. The *Zoning Regulation Bylaw* has requirements that contribute to construction costs and unit sizes, contributing to affordability. Currently, there are no minimum residential unit sizes Downtown, so very small "micro" units can currently be developed that are sold at lower price points. However, the City has minimum residential unit size regulations for areas outside of Downtown. In addition, off-street parking requirements, including the amount of parking and associated underground structures also contribute to costs. Finally, other accessory uses like secondary suites and garden suites (particularly those that can be incorporated into existing accessory structures) can serve as "mortgage helpers".

Target Unit Creation

With the Official Community Plan's 30-year horizon in mind, the Victoria Housing Strategy focuses on the next 10 years, estimating target market and affordable rental units by 2026. These targets are meant to be a high level indication of affordable housing demand and are based on the projected future number of households in target income ranges. The targets are meant to ensure adequate supply, to avoid putting downward pressure on housing supply.

Estimated # of new **family** units required by 2026

100
market rental units for families

450
affordable rental units for families

Estimated # of new units required by 2026

2300
market rental units

800
affordable rental units

Estimated # of families in target income range added by 2026	Income Bracket (Census)	Estimated # of households in target income range added by 2026
114	\$50,000-\$59,999	608
147	\$40,000-\$49,999	783
174	\$30,000-\$39,999	926
156	\$20,000-\$29,999	832

"Family household" means:

- Married couples with children at home
- Common-law couples with children at home
- Lone-parent households with children at home

CMHC average rental prices:

- \$749/month for bachelor
- \$879/month for 1-bedroom
- \$1157/month for 2-bedroom
- \$1451/month for 3-bedroom

Strategic Direction 1: Increase Supply

Action: Consider new zoning approaches to encourage affordable housing projects

Supporting Actions	Priority	Timeline
1. Reduce parking requirements and consider parking innovations that support affordable housing projects.	✓	Year 1: In progress, as part of Schedule 'C' update. New parking requirements for consideration in October 2016
2. Remove minimum unit size regulations in multi-unit residential zones.	✓	Year 1: Commence in 2016 following outcomes of Schedule 'C' update
3. Permit garden suites in zoning.	✓	Year 1: Commence in Q3 of 2016
4. Examine ways to increase the number of secondary suites while maintaining livability, safety and affordability.	✓	Year 1: Commence in Q3 of 2016
5. Update zoning following local area planning processes to encourage a variety of housing forms consistent with the OCP, including: <ul style="list-style-type: none"> • additional house conversion opportunities • a variety of low-density housing forms including fee simple row housing, co-housing, courtyard housing, etc. • lock-off suites. 		<p>Years 1-3 (2016-2019) to coincide with accelerated local area planning schedule</p> <p>Year 1: new Downtown Zoning Bylaw is underway</p>

Strategic Direction 1: Increase Supply

Action: Streamline development application processes to support affordable housing projects

Supporting Actions	Priority	Timeline
1. Continue the practice of prioritizing non-market housing applications.	✓	Ongoing
2. Expand application prioritizing to private sector projects that meet minimum thresholds for target housing types.		Year 1: Determine thresholds in 2016
3. Consider additional delegation authority initiatives for development applications in future years following monitoring and evaluation of the current level of delegated authority.		Year 2: Commence in April 2017 following 1 year evaluation of current delegated authority

Strategic Direction 2: Encourage Diversity

Action: Consider new policies and initiatives to encourage housing diversity

Supporting Actions	Priority	Timeline
1. Create an inclusionary housing density bonus policy within the Downtown Core Area to seek on-site non-market housing as part of amenity contributions for projects above a certain threshold.	✓	Year 1: Policy approach approved-in-principle by Council in April 2016 Public and stakeholder engagement in May-June 2016 Final policy considered for approval in Q3 2016
2. Establish clear targets for affordable housing types, tenures and incomes to inform negotiations as a supplement to the inclusionary housing density bonus policy (noted in action 1, above).	✓	Year 1: Commence in Q4 2016
3. Consider voluntary guidelines to encourage adaptable housing so accessibility features can be added more easily and inexpensively post-construction.		Year 3: 2018-2019

Strategic Direction 3: Build Awareness

Action: Build awareness and support for affordable housing through communication, education and advocacy

Supporting Actions	Priority	Timeline
1. Update the housing webpage on the City of Victoria's website to make policies and practices readily accessible and widely understood.	✓	Year 1: 2016-2017
2. Host workshops with external partners and stakeholders to investigate opportunities including but not limited to: <ul style="list-style-type: none"> a. Affordable home ownership programs b. Protecting and regenerating existing affordable rental housing stock. c. Non-profit housing development by faith communities 		Year 1: Host in Q3-Q4 of 2016 Year 2: 2017-2018 Year 3: 2017-2018
3. Use the City's annual Development Summit for ongoing dialogue with the development industry and housing providers to support the provision of affordable housing.		Ongoing annual event
4. Continue to support a Regional Housing First Strategy.		Ongoing

Determining Priorities

Strategic Direction 2:

Priorities:

- Create an inclusionary housing density bonus policy within the Downtown Core Area to seek on-site non-market housing as part of amenity contributions for projects above a certain threshold.
- Establish clear targets for affordable housing types, tenures and incomes to inform negotiations as a supplement to the inclusionary housing density bonus policy.
- Create an inventory of existing affordable rental stock.
- Consider regulations, policies and incentives to protect and support regeneration of existing affordable rental stock.
- Review and update the Property Maintenance Bylaw to improve tenant housing quality.
- Examine legislative authority for a municipal role in maintaining rental tenant stability.

Rationale:

Inclusionary housing considerations are underway through the City's density bonus policy work that is progressing in 2016. Completing this work will allow the City to immediately commence negotiations for affordable housing considerations as part of rezoning applications for increases in density. To further support the rezoning negotiations, be transparent about the City's housing objectives, and to provide applicants with guidance, establishing clear targets for the inclusionary housing units is seen as a priority.

To inform preparation of a rental retention and revitalization strategy to protect and improve the quality of rental stock, the first step is to prepare an inventory in order to understand the amount and state of the existing housing stock. This is recommended as a priority given the City does not currently keep an inventory of this, with work on the rental retention and revitalization strategy to immediately follow.

Measuring Progress

Monitoring and Evaluation

On an annual basis, progress towards achieving the targets outlined within the Victoria Housing Strategy will be reported to Council to track the following:

- ✓ Yearly progress towards 10-year rental targets
- ✓ Yearly progress towards 10-year ownership targets

This annual reporting will be compiled in the Annual Housing Report, which provides an annual snapshot of the state of the housing market in Victoria. The Annual Housing Report is supplementary to the OCP Annual Review – which tracks overall progress towards achieving the OCP across a wide range of indicators – and it provides greater detail in terms of rental and market housing statistics.

The City is also improving how it collects data through a Development Monitoring initiative to support and improve the availability and quality of data related to development industry, to support both the OCP Annual Review and the Annual Housing Report.

Victoria Housing Strategy 2016-2025 Actions

	Action	Supporting Action	Priority	Timeline
Strategic Direction 1: Increase Supply	Zoning Changes	Reduce parking requirements/ innovations	X	Year 1: In progress, as part of Schedule C update
		Remove minimum unit sizes	X	Year 1: 2016
		Garden suites	X	Commence Q3 2016
		Secondary suites		Commence Q3 2016
		Zoning updates for new housing forms following LAP		Years 1-3 as part of LAP
	New policies/ initiatives: supply	Housing Reserve Fund update	X	Commence Q3 2016
		Motel conversion policy update as part of LAP		Years 1-3 as part of LAP
		City property as opportunities for affordable housing		Years 1-2 (2016-2018)
	Streamline development application processes	Prioritize non-market applications	X	Ongoing
		Expand prioritization to private sector		Determine thresholds in 2016
		Additional delegated authority		Commence April 2017 following 1 year evaluation
	Examine opportunities to create further incentives	Fiscal strategy: DCCs, fees, tax exemptions	X	Commence Q3 w/ VHRF updates
		Secondary suite grants – accessible suites		2017-2018
		Align VHRF contributions to housing targets		Year 2 – 2017 budget planning
Strategic Direction 2: Encourage Diversity	New policies/ initiatives: diversity	Inclusionary housing density bonus policy	X	Year 1
		Set housing targets for negotiations	X	Commence Q4 2016
		Adaptable housing guidelines		2018-2019
	Protect existing rental stock (Market Rental Retention Study)	Rental inventory	X	Commence in Q1 of 2017
		Rental retention study	X	Commence in Q1 of 2017
		Property Maintenance Bylaw	X	Commence in Q1 of 2017
		Legislative authority to improve tenant stability	X	Commence in Q1 of 2017
Strategic Direction 3: Build Awareness	Build awareness and support for affordable housing	Update housing webpage	X	2016-2017
		Workshops (Affordable Home Ownership, preserving existing rental, faith based housing)		2016-2018
		Development summit to support affordable housing		Ongoing annual event
		Support Regional Housing First Strategy		Ongoing



Engagement Summary Affordable Home Ownership Workshop February 2017

On January 18, 2017, 45 housing stakeholders attended an affordable housing workshop hosted by the City of Victoria. The purpose was to explore models of affordable home ownership from other communities in BC and Alberta and to discuss what it might take to make affordable ownership initiatives work in Victoria. Attendees came mainly from the development and non-profit housing communities, with additional representation from financial, government, and other housing-related sectors. This was the first of a series of annual workshops identified in the *Victoria Housing Strategy 2016-2025*, designed to build awareness and support for affordable housing in Victoria.

Participants identified that affordable home ownership is important as a way to attract new people to the region, support the local workforce, keep the population diverse, and build a vibrant community. The City's role is to create a smooth process, facilitate dialogue with non-profits and developers, provide education, and use planning and zoning tools to encourage the development of affordable housing. Other considerations for potential affordable home ownership projects include the need for a good transit system and taking a regional approach, rather than the City of Victoria working in isolation.

Participants heard from three different speakers who presented affordable home ownership models in their respective communities. Following each presentation, participants broke into discussion groups to examine if and how that model might work in the City of Victoria. The questions the groups answered were:

- Would this model work in Victoria?
- Why/Why not? What would it take to make it work?

The models presented were:

- Canmore Community Housing
- Attainable Homes Calgary
- BC Housing

While participants agreed that there were aspects of each model that could work in Victoria, most felt that the BC Housing model was the most likely to be successful in this region. Comments suggested tools for success could include developer incentives, an accelerated development process, creativity around housing types, and building in neighbourhoods in transition.

Following the presentations and breakout groups, participants reconvened for a larger discussion. The group was asked to consider why affordable home ownership was important; what the City's role should be; and to share any final big ideas or nuggets of wisdom derived from the day's discussion. Thoughts included the need to address home ownership for working families, the importance of incentives for developers to reduce costs, and taking a closer look at income levels and affordability. The comment repeated most was that a regional approach to affordable home ownership will be required, involving partnership, real commitment, and most of all, action.

Workshop Notes

CANMORE MODEL

Would it work in Victoria?

- need to identify who this is for first
- Victoria has high student population which takes up much of the rental market (drives up prices with several students in one house)
- workforce housing required downtown
- high cost of rental housing limits ability to save to get into market
- supply is not available in Victoria
- lack of support for new development
- need to find out where the pressures are in Victoria
- Canmore is a young community and different (smaller scale), plus more land
- need student housing to open supply
- workforce housing not always a single-family dwelling
- cut red tape and add incentives
- when equity flat/declining, affects resale
- easy to go negative
- equity when only putting 5% down
- need affordable land at least a portion lower
- must create affordability
- must be at least 20% below market
- regional basis: infrastructure, administration. No use setting up another society challenge – political perspective
- objectives must be clarified – opportunity
- upfront investment would be needed – high start-up costs
- what is 'cost'. Who could afford that? Thinking about target market
- land availability in Vic: would need to be in condos (multi-unit high-rise buildings = \$)
- people don't want density
- does it make sense for Victoria proper?
- may need to be regional
- targeting and land difficulties

- land values and low supply
- number of municipalities in Victoria – who takes charge?
- how affordable is it/who is it for?
- down payment
- ensuring use of properties
- density limits in Victoria – challenges/less profit margin (%)
- broader range of housing needs in Victoria vs. Canmore
- limited land base
- yes, with considerations

Why/Why not? What would it take to make it work?

- education to owners – should they go affordable rental or affordable ownership
- secure stable housing
- part of screening process – Housing Authority, Capital Region Housing Corp.
- shared equity
- ideological shift
- partnership
- would need to ask why? Foot up, build equity, or perpetual housing?
- regional, non-profit entity
- down payment assistance
- partnership with developers
- regional collaborating/partnership considerations
- private sector interest with projects
- speed up approvals so developers [who] want to be here get to market
- City incentives to developer (for-profit or non-profit)
- fast-track projects that have affordable housing
- level playing field for all organizations
- request amenities (public realm with density)

Workshop Notes

CALGARY MODEL

Would it work in Victoria?

- seems to be more of a handout (subsidy)
- Victoria has no extra land – more about re-development
- Victoria market is different (smaller volume)
- good incentives to the homeowner
- costs are different to build
- difficult to build longer-term housing/building
- Calgary – temporary measure depending on market conditions
- problem: land acquisition (scarcity of land)
- similar to YYJ: tourist industry, service, students
- no net loss
- if market slows, relationship is already built with developers
- is there political appetite for ownership as opposed to rental throughout region
- yes, but BC Housing program may be preferable and it doesn't fill the gap
- not ideal for Victoria
- 13 municipalities – across the region
- insurability – mortgage
- neighbourhood plans limit development/density
- buy-in from private sector
- lack of inventory
- shared equity better than perpetuity
- potential loopholes in flipping/use of property
- yes! Arms-length corporation separate from city
- yes, but done on a regional model – special purpose entity
- needs City incentive
- Victoria may be more suited to perpetual

Why/Why not? What would it take to make it work?

- passive houses need to be built (not renovation)
- smaller administration needed here
- benefit is to take pressure off rental market
- increase in lending rate may help Victoria

- look at DCCs and improved costs (studies etc.)
- developers willing to build sales – Calgary not a hot market
- need incentive
- ensure those who need it are open to program
- must be region-wide/CRD (would work in Westshore)
- understand role of City, corporation
- use of existing admin/tools (CRD)
- higher down payment
- big amount for start-up
- policy considerations
- new BC Housing program may be preferable
- work with other municipalities
- regulate use
- review local plans to increase density
- how to manage demand
- needs expertise and admin (private)
- City vs. region – for efficiencies/effectiveness
- should there be a regional arms-length corporation?
- establish principles for program
- one-time/perpetuity, etc.
- system to reflect cyclical market
- continuous pressure in prices, inflow of people, perpetual model preferred
- CRD Agreement
- baby boomers
- lifestyle
- more expensive market – needs City incentive for developers to do this
- special purpose entity – regional level
- focus model on vertical or wider geography – 6 storey plus = more density
- what is the culture of Vic or CRD? Own the program, or have arms-length corporation?
- see Vancouver – asking for 'X' % - affordable rental or ownership. Developer has a takeout – affordable housing entity
- spread out geographically
- completely different market
- buy-in is needed - social, economic benefits

Workshop Notes

BC HOUSING:

Would it work in Victoria?

- yes
- level of income may be an issue here
- land acquisition is an issue
- solid program compared to other municipal models
- look at DND lands (around Victoria)
- finding non-profits/faith communities/ Legions to partner with
- challenges: meeting expectations of partners to get them on board; controversial in neighbourhoods; parking easements, when commercial is req'd over 20%
- incentivize developer
- yes, but finding a willing developer could be difficult – down markets work better
- low risk
- 100% pre-sales requirement challenge for Victoria context

Why/Why not? What would it take to make it work?

- focus on the region
- 51% units – affordable
- compile tools, funding
- [may work best in] neighbourhoods in transition (i.e. Quadra Village/Gorge Road)
- must create incentive to developers (BC Housing does this)
- need a developer to run numbers in Vic
- more savings beyond construction financing
- evaluate different housing types
- we need to consider the 'in-perpetuity' model vs. building equity (may be considering gov't funding / involvement)
- what are you trying to achieve? Community investment?
- accelerated rezoning/DP process from City
- keep eye on incoming buyers (minimum housing income)
- component of rental to offset presale
- educate developers on benefits
- could work for non-profit model
- mix of market and non-market units in development
- educate development industry
- examples of successes
- any incentives should be clearly communicated – few restrictions, clear model can be attractive
- 100% presales is difficult in Victoria (possible to be 10% below market) – Creative ways to achieve?
- hard to be below market in Victoria

Workshop Notes

Group Discussion

Why Affordable Home Ownership?

- owners are different than renters - stakeholders
- can't capture affordability in the market
- intergenerational impact with ownership
- releases rental stock
- housing base will attract more people
- keeps population diverse
- attract and retain a workforce (tech, etc.)/ retain business
- creating opportunity to own
- supports supply and lower end of market
- keep carbon footprint low by locating housing near work
- helps with community planning and builds a vibrant city
- intergenerational financial stability
- inaction = out migration

What is the City's Role?

- be a facilitator between developer and non-profit
- invest in staff to understand real estate financing
- repurpose available City land
- clarify why housing contributes to economic sustainability
- create programs that reduce cost to City (green initiatives to incentivize developers)
- continue doing what we do with Urban Development Institute
- bring together housing and transportation (and others) for a model
- figure out market place
- reduce City bureaucracy (in progress)
- review zoning bylaw (in progress downtown and through Local Area Planning)
- education on inclusiveness, specifically around density

- "global city", understand impacts from around the world
- look at parking requirements (in progress), or remove
- create affordable housing coordinator role (someone with development expertise)
- affordable home ownership broker role

What Else?

- don't only look at existing homeowners (mill rate) – [utilize] other funding sources
- look at unintended consequences of building a new home ownership system
- what are the other ways to build assets for future generations (other than home ownership)?
- look at total cost – sustainability
- highly efficient transit system
- City or Region?
- also build rental affordability

3 Big ideas/Nuggets from today:

- Urban Development Institute hosts events for developers
- consistency across all 13 municipalities
- pieces of programs are transferable but not in entirety
- why – retention of mid-level earners and families for a viable city
- special purpose entity at regional level
- take action
- family workforce market needs to be addressed (understand pressure)
- incentives to reduce costs (Development Cost Charges Reductions, improvement costs, land)
- look at Victoria Median Income and threshold to affordability

Recent Land Lift Analyses

Project	Base Density (FSR)	Bonus Density (FSR)	Calculated Land Lift	Community Amenity Contribution
701 Belleville	1:1	3.95:1	\$327,000	\$356,000 total contribution: <ul style="list-style-type: none"> \$237,000 to the Housing Reserve Fund \$118,000 to the Downtown Core Area Public Realm Improvement Fund
1531 Elford Road	1.1:1	1.3:1	\$44,000	\$33,000 contribution (75% of land lift) to Parks and Greenways Fund
816 Government Street (Customs House)	3:1	4.17:1	Land lift would be \$1.7 million if developed as strata residential Heritage façade refurbishment and seismic upgrade estimated at \$5.1 million	On-site heritage conservation
960-962 Yates Street	3:1	5.5:1	\$349,000	\$262,000 to Downtown Core Area Public Realm Improvement and Downtown Heritage Buildings Seismic Upgrade funds \$100,000 to Housing Trust Fund
212-220 Cook Street & 1041 Oliphant	1.5:1	2.2:1	No land lift as the added density above base requires a change from wood frame with surface parking, to concrete and steel construction with underground parking	In addition to 9 secured rental replacement units, an additional 9 rental units secured with rents 10% below market
1144-1154 Johnson Street & 1406 Chambers Street	1.6:1	2:1	\$61,400	Proposed 10 of 48 dwelling units as market rate rental units in perpetuity, within an otherwise strata project Fixed rate target amenity contribution of \$43,000
923 Burdett Avenue (Mount St. Angela)	1.3:1	1.96:1	Land lift of \$3 million Refurbishment of heritage building and seismic upgrades estimated at over \$3 million, up to \$4.3 million	No contribution due to heritage rehabilitation costs
Capital Park	1.49:1	1.65:1	\$567,000	On-site contributions were negotiated through the Master Development Agreement, and include public space, library site, heritage conservation, and public art

Inclusive Housing and Community Amenity Policy – Draft for Discussion

1. The City of Victoria shall seek to ensure that the impacts of new development, including impacts on affordability and community services, are offset through provision of non-market units and/or community amenity contributions (CACs) when Council considers applications for additional density.
2. The base density for calculating the value of appropriate CACs shall be the existing legally designated density in the Zoning Regulation Bylaw.
3. New density shall be calculated on the basis of the actual net increase of buildable density and change of land use.
4. Subject to negotiation it is expected that the value of the CACs will be approximately 75% of new value created as a result of rezoning beyond the existing density entitlement in the Zoning Regulation Bylaw. Greater flexibility may be considered in the application of this provision for projects that propose fewer than five dwelling units.
5. If the rental housing vacancy rate in Greater Victoria falls below 3%, the City of Victoria will encourage applicants to ensure that between 10% and 20% of total units in new projects are designated as Non-Market Units integrated into the projects. Such designation to be secured through appropriate legal agreements and/or granting title to completed rental units to pre-approved Non-Profit Operators or the Capital Region Housing Corporation. The specific number of units may be negotiated between the City and applicants, with affordability criteria based on BC Housing and Canada Mortgage and Housing Corporation criteria for addressing people in core housing need in the first and second income quartiles. For non-residential projects, the City's will invite applicants to consider the provision of voluntary amenity contribution payments to the Housing Reserve Fund, to offset the impact of development. Exceptions to the application of this provision may be considered on a case-by-case basis.
6. A simplified formula, based on voluntary payment of a fixed-rate base fee / flat fee per square metre of the actual net increase of buildable density and change of land use, will be considered as an option for applicants where integration of Non-Market Units into the project is not possible.
7. Transparency shall be provided in calculation of the CACs. To achieve this, reports to Council for rezoning that propose more than four dwelling units and all applications relating to non-residential uses shall include the following information: the estimated cost of land, estimated total value of completed units and improvements, and the recommended negotiated affordability criteria and/or voluntary CACs for the project.
8. Monitoring and evaluation of this policy shall occur with an annual report to Council identifying metrics for the previous year including: total number of projects and units approved in the City, reported by housing type (Market Strata, Market Rental, Non-Market Rental); number of units created as a result of this policy, including Non-Market Units integrated in new projects and Non-Market Units created through voluntary Community Amenity Contributions to the Housing Reserve Fund; total value of cash contributions allocated to Non-Market Housing and unallocated funds remaining in the Housing Reserve.

Victoria Housing Strategy 2016-2025

Annual Review

November 16, 2017



The Victoria Housing Strategy 2016-2025



- Approved 2016
- 25 actions
- Supply, diversity, awareness



Victoria Housing Strategy Annual Review
November 16 2017

Completed Actions

- Minimum unit sizes
- Garden Suites
- Secondary Suites
- Housing Reserve Fund Update
- Prioritize non-market housing
- Expand prioritization to private sector
- Delegation authority
- Fee waivers
- Housing fund tied to targets
- Density Bonus
- Update webpage
- Host workshops



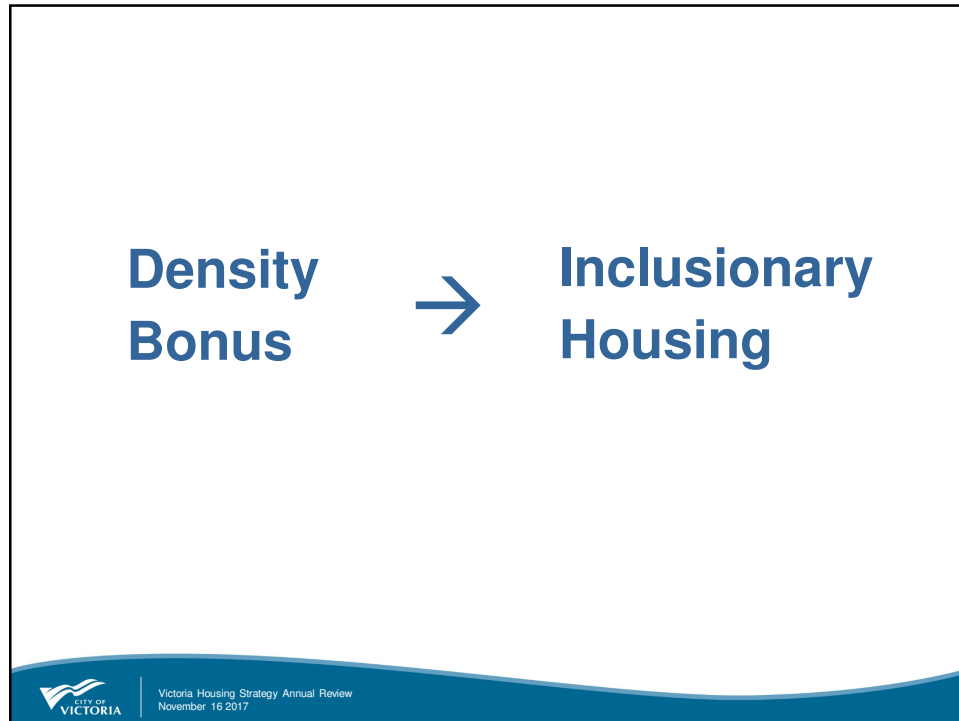
Victoria Housing Strategy Annual Review
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In Progress

- Regional Housing First Program
- Market Rental Revitalization Study (MaRRS)
- Zoning Changes following Local Area Planning




Victoria Housing Strategy Annual Review
November 16 2017



Benefits Achieved

- Purpose built rental
- Benefits where no request for density made
- Other benefits in exchange for density
- Other objectives achieved
- Housing Reserve Fund

 Victoria Housing Strategy Annual Review
November 16 2017

Considerations

- Limited density for land lifts
- Competing priorities



Victoria Housing Strategy Annual Review
November 16 2017

Resources

- Analysis required
- Additional staff support



Victoria Housing Strategy Annual Review
November 16 2017

Additional Staffing...

- Remaining actions expedited
- New actions added
- Support for
 - ad hoc items
 - zoning
 - housing negotiation
 - real estate



Victoria Housing Strategy Annual Review
November 16 2017

Recommendations

1. Receive this Victoria Housing Strategy annual review for information;
2. Consider a supplementary budget request of \$250,000 as part of the 2018 Financial Plan process to support City of Victoria housing initiatives; and direct staff to:
 - a. proceed with the proposed Inclusionary Housing Policy
 - b. engage with housing stakeholders and the public on proposed new items to bring forward to include in the Victoria Housing Strategy going forward.



Victoria Housing Strategy Annual Review
November 16 2017



Committee of the Whole Report

For the Meeting of November 16, 2017

To: Committee of the Whole
From: Paul Bruce, Fire Chief
Subject: Emergency Program Bylaw

Date: November 16, 2017

RECOMMENDATION

That Council direct staff to bring forward the emergency Program Bylaw to the November 23, 2017 Council meeting for first second and third readings.

EXECUTIVE SUMMARY

The Emergency Program Act (EPA) and the associated regulations provide the legislative framework for the management of disasters and emergencies in B.C.

Local governments must establish and maintain an emergency program and emergency plan appropriate to the community; and an executive and administrative structure to support the ongoing planning, exercise and implementation of the Plan. This is achieved through the Emergency Program Bylaw. The current Emergency Program Bylaw was adopted in 2004 and requires amendment in order to reflect the changes and updates in the structure of Victoria's Emergency Management Program.

The Emergency Management Review for the City of Victoria in May, 2105, recommended that the City initiate a more holistic and integrated approach to emergency planning by reviewing the emergency program bylaw.

As a result of the above, staff have reviewed and prepared amendments to the bylaw in order to reflect the emergency program updates and recommendations.

PURPOSE

The purpose of this report is to seek Council's approval for updates to the City's Emergency Program Bylaw to reflect the City's continuing enhancement of our emergency planning and to maintain conformity with the legislation governing emergency planning inn British Columbia

BACKGROUND

In order to continue the momentum we have gained in the refreshment and update of the emergency program it is essential to update the bylaw to ensure we are consistent with provincial legislation

and ensuring we have delegated the appropriate structure and authority to the emergency program.

The current bylaw contains an inaccuracy in that it refers to a "declaration of emergency" which is a provincial status, instead of "declaration of state of local emergency". The current bylaw is also unnecessarily detailed and prescriptive in the program and committee structure and meeting schedule.

The purpose of the bylaw as stated above is to provide the appropriate delegation of authority to those responsible for the emergency program as well as authorize and empower the development and maintenance of an emergency program. An Emergency Management and Business Continuity Policy and Framework draft has been developed which outlines roles, responsibilities, and schedules in regards to emergency planning and business continuity in the City. It is not necessary for the Bylaw to outline these details.

In 2016 an update was provided to council which identified the following priorities for refreshing the emergency program. Noted below each propriety item is an update on the progress:

Emergency Management Program Priorities:

1. Review the Emergency Program Bylaw and Emergency Management Committee structures in order to ensure efficiencies.

The bylaw has been reviewed by staff and updated through the Legal department and Emergency Management division (Refer to Attachment A - Emergency Program Bylaw). The Emergency Management Planning Team has been re-established and has reviewed terms of reference and discussed roles and responsibilities in regards to emergency management planning in the City. This is outlined in the bylaw and draft Emergency Management and Business Continuity Policy.

2. Identify potential response priorities based on BCEMS goals, the Hazards, Risks, Vulnerabilities Analysis (HRVA), and Business Impact Analysis (BIA).

This has been completed through the completion of an updated hazards, risks, vulnerabilities analysis (HRVA), a business impact analysis (BIA), as well as the completion of Business Continuity Plans (BCPs) at the departmental/divisional level for the City of Victoria. The next step is to exercise and test these plans.

3. Implement formal processes for alerting the public and/or key entities of an impending emergency/disaster that requires action (Public notification system).

This has been completed through the implementation of Vic-Alert, the City of Victoria's public notification system, which now has over 6400 subscribers since May 2017 (6 months).

4. Implement formal processes for notifying response personnel and volunteers in an emergency/disaster (Staff notification system).

This has been addressed through the Business Continuity Plans (BCPs) and the Connect Rocket system, which is the same system used for Vic-Alert, and has been in place for emergency management volunteer team call outs for 5 years now.

5. Continue to develop an exercise program and ensure stakeholders are engaged in the exercises.

This is in progress and a continuous ongoing process. Victoria Ready recently held an all volunteer training exercise which involved Urban Search and rescue, K9 Search team, Royal Canadian Marine Search and Rescue (RCM SAR), Emergency Social Services setting up a reception centre in James Bay open to the public, Cyclist Response Team, and Emergency Operations Centre support team. Numerous City staff have taken JIBC emergency management courses, and a training and exercise program is in the process of being formally developed.

6. Further develop public/stakeholder awareness and education materials (e.g., web-based, print, social media)

This is an ongoing development and we have refreshed the program with public education materials for "Victoria Ready" including Facebook, website, brochures, emergency contact cards, banner, and update of regional "prepare yourself workbook". We have also partnered with Resilient Streets to pilot a "Preparedness through Connectedness, neighbourhood emergency program" with the assistance of a Royal Roads student as a City Studio project.

7. Implement technical communications and information management systems to ensure effective information sharing with responding personnel, volunteers, and stakeholders.

This has been addressed by implementing several technologies which will assist the City with emergency management functions including Unmanned Aerial Vehicles/systems (UAVs), the basecamp connect system for back-up communications, emergency management radios, Office 365, skype for business, Vic-alert, and Better Impact software for volunteer management.

ISSUES & ANALYSIS

The Emergency Management in BC Reference Manual (2011) states the following:

"Each community government must pass a bylaw in order to provide the appropriate delegation of authority to the emergency program executive committee to operate as a directive body. This bylaw will authorize and empower the development and maintenance of an emergency program by an executive committee. Each regional district government must pass an additional bylaw to extend the service throughout all the electoral areas of the regional district."

The implementing bylaw should specify the organization and concept of operations of the emergency program, delegate authority to an emergency program Executive Committee and outline the responsibilities of the local authority.

Bylaws should be reviewed following each local government election to ensure that newly elected officials are aware of their responsibilities to support the emergency program as well as to ensure the provisions of bylaws are up to date.

Passing the bylaw reinforces awareness of the Emergency Program Executive Committee to the council or board and demonstrates their commitment and support for the local emergency program.

Emergency programs may be shared between jurisdictions by agreement/bylaws. Emergencies do not respect jurisdictional boundaries. As a result, many communities have benefited by an integration of emergency programs. As an example, a municipality may integrate their plans with a regional district.” (P. 8)

The existing bylaw was reviewed by staff. The changes are in line with the current emergency program structure in the City of Victoria, Region, and Province and allow for the refresh of the emergency program without being restrictive in regards to the committees, members and meeting schedules.

The proposed Bylaw amendments continue to move the emergency planning for the City forward and position the operations to be in a sound position to respond to situations that may arise as outlined in the Emergency Plan.

Next steps would involve the continued review and updating of the associated plans

- Emergency Plan
- **Hazards, Risks, Vulnerabilities, Analysis (HRVA)** – The Emergency Management Planning team will review the HRVA and identify mitigation strategies and planning currently in place for each hazard, recommend future mitigation strategies and planning required, as well as response and recovery actions for each respective City department. This will inform the section(s) of the emergency plan on hazard specific Emergency Procedures / Response Plans (ERP)
- Business Impact Analysis (BIA)
- IT Disaster Recovery Plan (IT DRP)
- Business Continuity Plans (BCP)
- Crisis Communications Plan (CCP)
- Debris Management Plan
- Training and Exercise Plans

Accessibility Impact Statement

Part of the updating process for the Emergency Plan and the associated response plans, will include the recognition of accessibility issues in order to represent the diversity of residents in the City.

2015 – 2018 Strategic Plan

Victoria's Emergency Management objectives are consistent with and compliment the 2015 – 2018 Strategic Plan objectives, specifically to:

- innovate and lead through our internal city planning as well as community programs;
- engage and empower the community through our neighbourhood, volunteer, and education programs;
- facilitate social inclusion and community wellness by consulting with key stakeholders such as the Disability Alliance of BC (DABC) and using the functional needs framework for activities that promote community resilience; and
- plan for emergencies including climate change short and long-term, by taking an all-hazards approach.

Impacts to Financial Plan

The current financial plan allocates funding for the emergency program, and emergency management will continue to require ongoing funding. In addition, Council has set aside \$250,000 and as part of the planned work, staff will prioritize the needs for emergency management. It is anticipated that additional funding will be needed for staff training, software tools, and equipment, and requests, in addition to the funding that has already been allocated, would be brought to Council as part of the annual financial planning process.

Official Community Plan Consistency Statement

Our Emergency Management activities align with the Official Community Plan goals outlined in Section 18 – Emergency Management:

- Victoria is prepared to deal with known hazards and emerging threats, to limit the adverse impacts of events, and effectively manage emergencies;
- Victoria is able to respond rapidly and effectively to all emergencies, including events with long-term impacts and recovery times; and
- Victorians can rely on significant local sources for food, energy and materials to meet daily needs under emergency conditions.

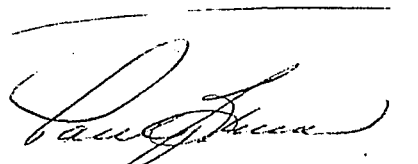
CONCLUSIONS

The proposed Bylaw updates, should Council wish to move forward with them, ensure that the City is operating in accordance with the Bylaw and that it is consistent with Provincial legislation and regional initiatives,

Respectfully submitted,



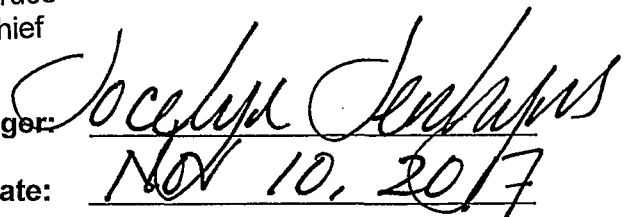
Tanya Patterson
Emergency Program Coordinator



Paul Bruce
Fire Chief

Report accepted and recommended by the City Manager:

Date:



NOV 10, 2017

List of Attachments

Attachment A – Current Emergency Program Bylaw No.04-23, A Bylaw of the City of Victoria

Attachment B – Updated Bylaw

Attachment C – Emergency Management and Business Continuity Policy and Framework DRAFT

NO. 04-23

EMERGENCY PROGRAM BYLAW

A BYLAW OF THE CITY OF VICTORIA

The purpose of this Bylaw is to:

- (a) prepare a local emergency plan respecting preparation for response to and recovery from emergencies and disasters;
- (b) provide a comprehensive program of emergency management which will address hazards including the preservation of life, property, local economy and the environment in a four program approach addressing prevention, preparedness, response and recovery; and
- (c) provide for continuity of government and the preservation of life and property through a coordinated response by elected officials, municipal departments, volunteer services and outside agencies in the event of an emergency or disaster.

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- 4.1 Who Declares State of Emergency
- 4.2 - 4.3 How State of Emergency Declared
- 4.4 - 4.5 Powers in Declared State of Emergency
- 4.6 Cancellation of Declaration of State of Emergency

PART 5 General Provisions

- 5.1 Liability
- 5.2 Compensation for Loss
- 5.3 Repeal

Under its statutory powers, including the Emergency Program Act, the Municipal Council of The Corporation of the City of Victoria enacts the following provisions:

PART 1 Introductory Provisions

Title

- 1.1 This Bylaw may be cited as the 'EMERGENCY PROGRAM BYLAW.'

Definitions

- 1.2 In this Bylaw unless the context requires otherwise:
 - (a) "building" means any structure used or intended for supporting or sheltering any use or occupancy;
 - (b) "declaration of a state of local emergency" means a Bylaw of the City, a resolution of Council or an order of the Mayor that an emergency exists or is imminent;
 - (c) "disaster" means a calamity that:
 - (i) is caused by an accident, fire, explosion or technical failure or by the forces of nature, and
 - (ii) has resulted in serious harm to the health, safety or welfare of people, or in widespread damage to property;
 - (d) "emergency" means a present or imminent event that:
 - (i) is caused by accident, fire, explosion, technical failure or by the forces of nature, and

- (ii) requires prompt coordination of action or special regulation of persons or property to protect the health, safety or welfare of people, or to limit damage to property;
- (e) "Emergency Coordinator" means the person appointed for that purpose by Council under section 2.1 of this Bylaw;
- (f) "emergency management" means an organized strategy and program consisting of prevention, preparedness, response and recovery;
- (g) "Emergency Operations Coordinators Group" (E.O.C.G.) means the persons holding from time to time the offices or positions within the City of Victoria that are listed in section 2.4 (2) of this Bylaw;
- (h) "Emergency Social Services Director" means the person appointed for that purpose by the Emergency Coordinator;
- (i) "Municipal Public Information Officer" means the person appointed for that purpose by Council;
- (j) "order" means a written statement or instruction, bearing the printed name and title of the issuer and the date of the issuance;
- (k) "Victoria Emergency Program" means the organization, plans and procedures that are referred to in section 2.6 and that are established for combating emergencies and disasters.

Emergency Program Act

- 1.3 This Bylaw is subject to the *Emergency Program Act (B.C.)* and its Regulations.

PART 2 Administration

Emergency Coordinator

- 2.1 Council may appoint an Emergency Coordinator and designate that person's reporting structure.

Emergency Planning Committee

- 2.2 (1) The Emergency Planning Committee must meet at least every six months with a Councillor who has been appointed by the Council as Chairperson.
- (2) The Emergency Planning Committee consists of the following members or their designate:
- a) a Councillor who will act as a Chairperson;
 - b) all members of the Emergency Operations Coordinators Group, as identified in Section 2.4;
 - c) other members that may be appointed by Council.

Powers of Emergency Planning Committee

- 2.3 Subject to the approval of Council, the Emergency Planning Committee may:
- (a) negotiate agreements with other municipalities or governments for the purpose of mutual aid or for the formation of joint organizations;
 - (b) negotiate with individuals, corporations or agencies other than government for the employment of their members within the Emergency Program according to their qualifications;
 - (c) make and amend rules for regulating its own practices and procedures.

Emergency Operations Coordinators Group

- 2.4 (1) The Emergency Operations Coordinators Group is responsible for the administration of the Victoria Emergency Program during an emergency.
- (2) The Emergency Operations Coordinators Group consists of the Mayor, the City Manager, and the City officers or employees who are appointed under the Emergency Plan to perform the following functions, or their designate:
- a) Emergency Coordinator;
 - b) Emergency Social Services Director;
 - c) Finance & Administration Section Chief;
 - d) Information Officer;
 - e) Liaison Officer;
 - f) Logistics Section Chief;
 - g) Operations Section Chief;
 - h) Planning Section Chief;
 - i) Risk Manager.

Expenditures

- 2.5 The Emergency Planning Committee must submit estimates of expenditures to Council for the cost of maintenance and operation of the Victoria Emergency Program for each year.

Victoria Emergency Program

- 2.6 (1) The Victoria Emergency Program must be approved by Council.
- (2) An Emergency Plan must be prepared by the Emergency Planning Committee for the approval of Council.
- (3) This plan must provide the general direction and framework covering prevention, preparedness, response and recovery programs within which municipal officials can formulate roles and responsibilities to deal with major emergencies and disasters.

- (4) Minor amendments to the Victoria Emergency Plan, including names, addresses and telephone numbers, may be approved by the Emergency Coordinator.

PART 3 Duties and Responsibilities

Emergency Funds

- 3.1 In the event of an emergency, disaster or a declaration of a state of local emergency, Council may authorize the expenditure of special funds to meet the emergencies of the situation.

Review of Victoria Emergency Plan

- 3.2 The Emergency Planning Committee must review the Victoria Emergency Plan annually.

Emergency Response

- 3.3 During an emergency or disaster the Emergency Operations Coordinators Group must coordinate and direct the overall operations undertaken by the City respecting preparation for, response to and recovery from the emergency or disaster.

Emergency Preparedness

- 3.4 Heads of departments and services referred to in the Victoria Emergency Plan must prepare detailed departmental roles, responsibilities and procedures containing information and direction that is specific to their departments or services and that supplements the Victoria Emergency Plan.

Emergency Coordinator

- 3.5 The Emergency Coordinator:
- (a) must coordinate all operations within the Emergency Operations Centre, as defined in the Victoria Emergency Plan, during an emergency or disaster, including scheduling of regular briefings to the members of the Emergency Operations Coordinators Group respecting response to and recovery from emergencies and disasters;
 - (b) under a declared state of emergency, must act as the liaison between the Director or other person that the Minister may appoint under Section 10(2) of the *Emergency Program Act (B.C.)* and Council for the coordination and implementation of necessary plans or the Victoria Emergency Plan;
 - (c) has the authority, whether or not there has been a declaration of a state of local emergency, to cause the Victoria Emergency Plan to be implemented if, in the opinion of the Emergency Coordinator, an emergency exists or appears imminent or a disaster has occurred or threatens in:
 - (i) all or any part of the City, or

- (ii) any other municipality or electoral area, if the local authority having responsibility for that other jurisdictional area has requested assistance;
- (d) must prepare and update semi-annually the Victoria Emergency Plan, Part 1 (Action and Activation);
- (e) must ensure that Part 2 (Responsibilities and Resources) of the Victoria Emergency Plan is maintained in a current state by heads of departments and services;
- (f) is responsible for day to day emergency management and the Victoria Emergency Program, including coordination of staff emergency management, encouragement of public emergency management and coordination with external organizations in emergency management;
- (g) must select and process candidates for federal and provincial emergency planning courses;
- (h) must maintain information on potential hazards and the impact on the City;
- (i) must coordinate the equipping and training of the City's volunteer services;
- (j) must conduct studies and exercises to ensure the Victoria Emergency Program is effective and in a state of readiness;
- (k) must act as the point of contact with the Provincial Emergency Program and other agencies concerned with emergency planning and operations;
- (l) must appoint the Emergency Social Services Director.

PART 4 Powers

Who Declares State of Local Emergency

- 4.1 Despite any other provisions of this Bylaw or the *Community Charter*, the Council or the Mayor, when satisfied that an emergency exists or is imminent in the City, may declare that a state of local emergency exists.

How State of Local Emergency Declared

- 4.2 A declaration of a state of local emergency must identify the nature of the emergency and the part of the City in which it exists or is imminent and the declaration must be made:
- (a) by Bylaw or resolution if made by Council; or
 - (b) by order if made by the Mayor.
- 4.3 When a declaration of a state of local emergency is made, the Mayor or Council must

- (a) forward a copy to the Attorney General; and
- (b) cause the details of the declaration to be published to the population of the affected area.

Powers in Declared State of Emergency

4.4 When a declaration of a state of local emergency has been made, Council may by order in relation to any area affected by the declaration:

- (a) implement the Victoria Emergency Program or any part or parts of the Emergency Plan;
- (b) acquire or use any real or personal property considered necessary to prevent, respond to or alleviate the effects of an emergency or disaster;
- (c) authorize or require any person to render assistance of a type that the person is qualified to provide or that otherwise is or may be required to prevent, respond to or alleviate the effects of an emergency or disaster;
- (d) control or prohibit travel to or from any area of the City;
- (e) provide for the restoration of essential facilities and the distribution of essential supplies and provide, maintain and coordinate emergency medical, welfare and other essential services in the City;
- (f) cause the evacuation of persons and the removal of livestock, animals and personal property from any area of the City that is or may be affected by an emergency or disaster and make arrangements for the adequate care and protection of those persons, livestock, animals and personal property;
- (g) authorize the entry into any building or on any land without warrant by any person in the course of implementing the Emergency Plan or program or if otherwise considered by Council to be necessary to prevent, respond to or alleviate the effects of an emergency or disaster;
- (h) cause the demolition or removal of any trees, structures or crops if the demolition or removal is considered by Council to be necessary or appropriate in order to prevent, respond to or alleviate the effects of an emergency or disaster;
- (i) construct works considered by Council to be necessary or appropriate to prevent, respond to or alleviate the effects of an emergency or disaster;
- (j) procure, fix prices for or ration food, clothing, fuel, equipment, medical supplies or other essential supplies and the use of any property, services, resources or equipment within any part of the City for the duration of the state of local emergency.

4.5 When a state of local emergency has been declared, Council may authorize in writing, the Emergency Coordinator, or Emergency Operations Coordinators Group, to exercise any of the powers referred to in section 4.4 (b) to (j) in relation to any area affected by the declaration.

Cancellation of Declaration of State of Local Emergency

- 4.6 Council or the Mayor, when of the opinion that an emergency no longer exists in the part of the City in relation to which a declaration of a state of local emergency was made, must
- (a) cancel the declaration of a state of local emergency in relation to that part
 - (i) by Bylaw or resolution, if the cancellation is effected by Council, or
 - (ii) by order, if the cancellation is effected by the Mayor; and
 - (b) promptly notify the Minister responsible for the Emergency Program Act (B.C.) of the cancellation of the declaration of a state of local emergency.

PART 5
General Provisions

- 5.1 No person, including, without limitation, the Mayor, other members of Council, the Emergency Operations Coordinators Group or the Emergency Planning Committee, employees of The Corporation of the City of Victoria, its police or fire departments, a volunteer or other person appointed or authorized or required to carry out measures relating to an emergency or disaster, is liable for any loss, cost, expense, damage or injury to persons or property that results from:
- (a) the person in good faith doing or omitting to do any act that the person is appointed, authorized or required to do under this Bylaw, the Victoria Emergency Program, or the *Emergency Program Act (B.C.)* unless, in doing or omitting to do the act, the person was grossly negligent; or
 - (b) any acts done or omitted to be done by one or more of the persons who, under this Bylaw, the Victoria Emergency Program or the *Emergency Program Act (B.C.)* were appointed, authorized or required by the person to do the acts, unless in appointing, authorizing or requiring those persons to do the acts, the person was not acting in good faith.

Compensation for Loss

- 5.2 (1) Despite section 5.1, if as a result of the acquisition or use of a person's real property under section 4.4(b) above, the person suffers a loss of or to that property, Council must compensate that person for such loss in accordance with the regulations made under the *Emergency Program Act (B.C.)*.
- (2) Despite section 5.1, if a person suffers a loss of or to any real or personal property as a result of the implementation of the Victoria Emergency Program or any other action taken by or under the direction or authority of Council under section 4.4(b), Council may compensate that person for the loss in accordance with the regulations made under the *Emergency Program Act (B.C.)*.

- (3) If any dispute arises concerning the amount of compensation payable under this section, the matter must be submitted for determination by one or three arbitrators appointed under the *Commercial Arbitration Act (B.C.)*, and
- (a) the person to be compensated must deliver to the Minister responsible for the *Emergency Program Act (B.C.)* a notice setting out whether one or three arbitrators are to be appointed; and
- (b) the *Commercial Arbitration Act (B.C.)* applies to the dispute.

Repeal

5.4 Bylaw No. 96-23, the Emergency Programme Bylaw, is repealed.

READ A FIRST TIME the	26TH	day of	FEBRUARY	2004.
READ A SECOND TIME the	26TH	day of	FEBRUARY	2004.
READ A THIRD TIME the	26TH	day of	FEBRUARY	2004.
ADOPTED on the	11TH	day of	MARCH	2004.

"ROBERT G. WOODLAND"
CORPORATE ADMINISTRATOR

"ALAN LOWE"
MAYOR

NO. XX-XX

EMERGENCY PROGRAM BYLAW

A BYLAW OF THE CITY OF VICTORIA

The purpose of this bylaw is to:

- (a) establish a comprehensive management program to prepare for, respond to and recover from emergencies and disasters;
- (b) allow the City to prepare a local emergency plan respecting preparation for, response to, and recovery from emergencies and disasters; and
- (c) provide for continuity of government and the preservation of life and property through a coordinated response by elected officials, municipal departments, volunteer services and outside agencies in the event of an emergency or disaster.

Under its statutory powers, including section 6 of the *Emergency Program Act* and sections 20 and 154 of the *Community Charter*, the Council of the City of Victoria enacts the following provisions:

PART 1 – CITATION

Title

- 1** This Bylaw may be cited as the "EMERGENCY PROGRAM BYLAW (2017)".

PART 2 – INTERPRETATION

Definitions and Interpretation

- 2**
- (1) In this Bylaw, "Act" means the Emergency Program Act.
 - (2) Unless otherwise specifically stated, the words used shall have the same meaning as words have in the Act.
 - (3) Unless the context requires otherwise:
 - (a) "City Manager" means that person appointed by the City of Victoria and includes the person designated as acting City Manager at the relevant time when the "City Manager" is absent, or otherwise unable to act or when the position of City Manager is vacant;
 - (b) "Council" means the municipal council of the City of Victoria;
 - (c) "declaration of a state of local emergency" means a declaration of the Council or the Mayor that an emergency exists or is imminent in the City of Victoria;
 - (d) "disaster" means a calamity that:

- (i) is caused by accident, fire, explosion or technical failure or by the forces of nature, and
 - (ii) has resulted in serious harm to the health, safety or welfare of people, or in widespread damage to property;
- (e) "emergency" means a present or imminent event or circumstance that:
 - (i) is caused by accident, fire, explosion, technical failure or by the forces of nature, and
 - (ii) requires prompt coordination of action or special regulation of persons or property, to protect the health, safety or welfare of a person or to limit damage to property;
- (f) "emergency management" means an organized strategy and program consisting of prevention, preparedness, response and recovery;
- (g) "Fire Chief" means that person appointed by the City of Victoria and includes the person designated as acting Fire Chief at the relevant time when the "Fire Chief" is absent, or otherwise unable to act or when the position of Fire Chief is vacant; and
- (h) "Mayor" means that person elected by the City of Victoria and includes the person designated as acting mayor at the relevant time when the "Mayor" is absent, or otherwise unable to act or when the office of the Mayor is vacant.

PART 3 – EMERGENCY STAFF AND ORGANIZATIONS

Emergency Program Coordinator

- 3** (1) The Fire Chief is delegated by Council authority to appoint an Emergency Program Coordinator and designate that person's reporting structure.
- (2) The Emergency Program Coordinator:
 - (a) is delegated by Council authority to negotiate and execute agreements with other municipalities or governments relating to emergency planning and for the purpose of mutual aid or for the formation of joint organizations;
 - (b) may negotiate with individuals, corporations or agencies other than government for the employment of their members within the Victoria Emergency Program according to their qualifications;
 - (c) under direction of the Fire Chief, is responsible for day to day emergency management and the Victoria Emergency Program, including coordination of staff emergency management, encouragement of public emergency management and coordination with external organizations in emergency management;

- (d) is responsible for maintaining up to date information regarding potential hazards, risks, vulnerabilities and their impact on the City;
- (e) is responsible for coordinating the equipping and training of the City's volunteer services;
- (f) is responsible for conducting studies and exercises to ensure the Victoria Emergency Program is effective and in a state of readiness; and
- (g) is responsible for acting as the point of contact with Emergency Management BC (EMBC).

Emergency Planning Committee

- 4**
- (1) The purpose of the Emergency Planning Committee is to provide departmental expertise and input into emergency planning activities for the City of Victoria.
 - (2) The Emergency Planning Committee is accountable to Council.
 - (3) The Emergency Planning Committee consists of the following members or their designate:
 - (a) the Emergency Program Coordinator who will act as a Chairperson; and
 - (b) at least one representative from each City department, appointed by his or her director.

Powers of Emergency Planning Committee

- 5** The Emergency Planning Committee may:
- (a) recommend changes to the Victoria Emergency Plan for Council's approval;
 - (b) advise the Fire Chief of any budgetary requirements for the Victoria Emergency Plan;
 - (c) make and amend rules for regulating its own practices and procedures; and
 - (d) recommend training and exercise procedures for the respective City departments.

PART 3 – VICTORIA EMERGENCY PLAN

Emergency Plan

- 6**
- (1) The Emergency Planning Committee must prepare an Emergency Plan for the City of Victoria for the approval of Council.

- (2) The Emergency Plan prepared pursuant to section 6(1) must:
 - (a) provide the general direction and framework covering prevention, preparedness, response and recovery programs within which municipal officials and staff can formulate roles and responsibilities to deal with major emergencies and disasters; and
 - (b) wherever possible, be integrated into and coordinated with emergency plans of surrounding municipalities and any similar plans or programs prepared by the provincial and federal governments.
- (3) The Emergency Plan must be reviewed at least once every year by the Emergency Planning Committee.
- (4) Council delegates to the Emergency Program Coordinator authority to approve minor amendments to the Emergency Plan, including names, addresses and telephone numbers.

Reporting

- 7 (1) The Emergency Planning Committee must submit a report to Council on progress and issues related to the Victoria Emergency Program and Emergency Plan at least once each year.
- (2) The report submitted pursuant to section 7(1) shall contain a summary of emergency management training, exercises, and projects conducted throughout the last year as well as lessons learned and any recommendations for improvement.

Expenditures

- 8 The Emergency Planning Committee must submit estimates of expenditures for the cost of maintenance and operation of the Victoria Emergency Program for each year to the Fire Chief, which will be included in the Victoria Fire Department budget request for Council's consideration during the annual financial planning process.

PART 4 – EMERGENCY POWERS

Who Declares State of Local Emergency

- 9 The Council or the Mayor, when satisfied that an emergency exists or is imminent in the City, may declare that a state of local emergency exists.

City Manager Powers for Emergencies & Disasters

- 10 The City Manager has the authority, whether or not there has been a declaration of a state of local emergency, to cause the Victoria Emergency Plan to be implemented if, in the opinion of the City Manager, an emergency exists or appears imminent or a disaster has occurred or threatens in:

- (a) all or any part of the City, or
- (b) any other municipality or electoral area if the local authority having responsibility for that other jurisdictional area has requested assistance.

Emergency Response Spending

- 11** (1) The City Manager is designated as the Emergency Operations Centre (EOC) Director.
- (2) The EOC Director is authorized to expend City of Victoria funds which are not included in the financial plan of the City, but are required for the preservation of life, health and the protection of property during an emergency or disaster.
- (3) City staff with roles in the EOC possess the same level of spending authority as outlined in the City's Purchasing Policy.
- (4) As soon as is reasonably possible, the City Manager must report to Council at a regular meeting any expenditures made in accordance with subsection (2) that are not recoverable through Provincial sources, and submit a corresponding financial plan amendment request for the expenditure and funding source. Council will, as soon as is reasonably possible, amend the financial plan to include the expenditure and funding source for the expenditure.

PART 5 – GENERAL PROVISIONS

Liability

- 12** No person, including, without limitation, the Mayor, members of Council, members of the Emergency Planning Committee, employees of the Corporation of the City of Victoria, its police or fire departments, a volunteer and any other person appointed, authorized or required to carry out measures relating to an emergency or disaster, is liable for any loss, cost, expense, damage or injury to persons or property that results from:
- (a) the person in good faith doing or omitting to do any act that the person is appointed, authorized or required to do under this Bylaw or the Act, unless, in doing or omitting to do the act, the person was grossly negligent; or
 - (b) any acts done or omitted to be done by one or more of the persons who, under this Bylaw or the Act were appointed, authorized or required by the person to do the acts, unless in appointing, authorizing or requiring those persons to do the acts, the person was not acting in good faith.

Repeal

- 13** Bylaw No. 04-23, the Emergency Program Bylaw (2004), is repealed.

Commencement


14 This bylaw comes into force upon adoption.

READ A FIRST TIME the day of 2017.

READ A SECOND TIME the day of 2017.

READ A THIRD TIME the day of 2017.

ADOPTED on the day of 2017.

	CORPORATE POLICY GUIDE	
		Page 1 of 5
CHAPTER:		
SECTION:		
SUBJECT: Emergency Management and Business Continuity Policy		
AUTHORIZED BY: City Manager		
EFFECTIVE DATE:	REVISION DATE:	

A. PURPOSE / OBJECTIVES

The aim of the emergency management and business continuity program is to ensure that prevention and mitigation, preparedness, response and recovery is integrated, coordinated, effective and sustainable, while at the same time appropriate for the nature, scale and complexity of the City of Victoria.

Overall program objectives are in line with the following City of Victoria Strategic plan objectives:


- Innovate and lead
- Engage and empower the community
- Facilitate social inclusion and community wellness
- Plan for emergencies including climate change short and long term
- Demonstrate regional leadership

This policy is in accordance with The Emergency Program Act, Local Emergency Management Regulation B.C. Reg. 380/95.

B. APPLICATION

This policy covers all aspects of the emergency management and business continuity program and includes

- Roles and responsibilities
- Hazards, Risks, Vulnerabilities, Analysis (HRVA)
- Business Impact Analysis (BIA)
- Emergency Procedures / Response Plans (ERP)
- Emergency Plan
- Business Continuity Plan (BCP)

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- Crisis Communications Plan (CCP)
- IT Disaster Recovery Plan (IT DRP)
- Training and Exercise Plan
- Sustainment
- Emergency Management Budget

C. POLICY STATEMENTS

The City of Victoria recognizes the potential strategic, operational, financial, safety and reputational risks associated with an incident and the importance of emergency management and business continuity.

The ability to respond to incidents, manage emergencies and continue operations is a critical aspect of the City's strategic plan objective of being able to *Plan for Emergencies including climate change short and long-term.*

D. PROCEDURES


Program Roles and Responsibilities

The City of Victoria Fire Chief along with the Senior Management Team will provide leadership, commitment and assume overall program responsibility, accountability, and authority. During an emergency, the Senior Management Team will provide executive decision-making, support and guidance.

The Emergency Program Coordinator is responsible to coordinate, lead, and manage the development, implementation, evaluation and maintenance of the overall program. The Program Coordinator will also chair the Emergency Management Planning Committee, and will advise the Fire Chief and Senior Management Team on program updates and requirements. The Emergency Management Planning Committee will consist of City of Victoria Departmental representation chosen by the Senior Management Team and will provide guidance and advice to implement, sustain, and maintain the program. As required, the Committee will include representation from public, private, and nongovernmental agencies as well as representatives from the local community, in order to ensure collaboration and integration of Emergency Planning activities in the City.

Component Roles and Responsibilities


Element	Lead	Review and Approval	Signoff
Policy	Emergency Program Coordinator	Senior Management Team	
Emergency Program Bylaw	Emergency Program Coordinator and Legal Department	Senior Management Team	Mayor and Council

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Element	Lead	Review and Approval	Signoff
Hazards Risk Vulnerabilities Analysis (HRVA)	Emergency Program Coordinator and Senior Management Team	Senior Management Team	
Business Impact Analysis (BIA)	Emergency Program Coordinator and Senior Management Team	Senior Management Team	
Emergency Procedures / Response plans	Emergency Management Planning Committee	Senior Management Team	Senior Management Team
Emergency Plan (EP)	Emergency Program Coordinator and Emergency Management Planning Committee	Senior Management Team	Mayor and Council
Business Continuity Plans (BCP)	Emergency Management Planning Committee	Senior Management Team	Department Directors
Crisis Communication Plan (CCP)	Head of Engagement Department	Senior Management Team	
IT Disaster Recovery Plan (IT DRP)	Finance Department – Chief Information Officer	Senior Management Team	
Training and Exercise Plan	Emergency Management Planning Committee	Senior Management Team	Senior Management Team
Sustainment	Emergency Management Planning Committee	Senior Management Team	


Sustainment

In order for the program to remain effective and relevant, all plans and procedures must be maintained and continuously updated. The City of Victoria will follow the sustainment program as detailed below.

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Maintenance

Plan/Program Element	Maintenance/Review Frequency	Responsibility
Policy	Annually	Emergency Program Coordinator
Hazards, Risks, Vulnerabilities Analysis (HRVA)	<p>All hazards rated as high risk should be reviewed and re-assessed every 6 months</p> <p>All hazards rated as medium risk should be reviewed every 12 months</p> <p>A complete review of the HRVA should be completed at least every 5 years</p>	Emergency Management Planning Committee
Business Impact Analysis (BIA)	Biennially (every two years)	Emergency Management Planning Committee
Emergency Procedures / Response Plans	Annually	City Departments (directors)
Emergency Plan (EP)	Annually	Emergency Program Coordinator
Business Continuity Plans (BCP)	<p>The BC leads should follow up with Department directors annually to ensure BCPs have been updated.</p> <p>If major changes impacting the recovery of business processes occur, departments should update their BCPs immediately.</p> <p>A complete review of the BCPs at the department level should be completed every 5 years</p>	Emergency Management Planning Committee / Business Continuity Leads
Crisis Communications Plan (CCP)	Biennially (every two years)	Head of Engagement
IT Disaster Recovery Plan (IT DRP)	Biennially (every two years)	Chief Information Officer
Exercise and Training	Biennially (every two years)	Emergency Management Planning Committee

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Exercise and Training

The Emergency Program Act mandates that the Emergency Plan includes an exercise program. By building a multi-year exercise program the City will ensure scenarios are used to gradually build competence and capacity. The exercise and training program will consist of Emergency Operations Centre (EOC) and Incident Command System (ICS) training for all staff who have a role to play during an emergency or business disruption, as well as tabletop exercises, drills, functional and full-scale exercises. At a minimum the procedures and plans will be exercised at least once annually. The scope and scale of each exercise will be governed by the multi-year exercise and training plan. All personnel who have been identified as having a role in a plan will participate in training.

Audit and Review

Individual plans and procedures will be reviewed and updated as part of the annual maintenance cycle. A complete program review/audit will be completed every five (5) years. The Fire Chief will lead the audit/review and may either conduct it internally or with the assistance of external resources. Results of the audit/review will be presented to the Senior Management Team and Mayor and Council.

Budget

The budget for the Emergency Program falls within the Fire Department's budget. Council allocates the budget annually through the financial plan.

E. REFERENCES

Emergency Program Act, Local Emergency Management Regulation B.C. Reg. 380/95.

F. REVISION HISTORY

Include the original policy sign-off date and list any revisions to the policy here.

Version	Date	Changed By	Nature of Amendment	Approval (Name)	Approval (Title)



October 4, 2017

Ref: 101670

Her Worship Lisa Helps
Mayor of the City of Victoria
1 Centennial Square
Victoria, BC V8W 1P6

Dear Mayor Helps:

Your August 8, 2017 letter addressed to Honourable George Heyman, Minister of Environment and Climate Change Strategy, regarding measures to encourage building retrofits for energy efficiency, has been forwarded to me for response. Thank you for taking the time to write and share your views.

The Province is committed to taking decisive action on climate change and is investigating options for encouraging home retrofits. We applaud the City of Victoria for its top-up incentives for the Province's Oil-to-Heat-Pump Incentive Program and the utility-run Home Renovation Rebate's Municipal Partner Offer. As you are likely aware, both FortisBC and BC Hydro also have various rebate offers for energy efficient equipment (such as furnaces, boilers, heat pumps, and water heaters) for both residential and commercial applications. We encourage you to find opportunities to promote these to your constituents.

BC Hydro is now also authorized to invest in measures that encourage electrification for the purposes of reducing greenhouse gas emissions, and it is in the early stages of developing a portfolio of programs. You may wish to engage with BC Hydro to discuss the types of measures and programs you would like to see offered.

Regarding the use of local improvement charges for funding green energy technologies, Ministry of Municipal Affairs and Housing staff have informed me that it is within a municipality's broad statutory authority to provide assistance to individual residential property owners for the acquisition of green technologies in the form of a grant or a payment program. However, this would need to be done as a standard commercial contract between the municipality and the property owners, and it would not be done through a local service and a formal levy on the property. Services and levies are reserved for the public infrastructure that are owned and controlled by the municipality and not for private property.

.../2

**Ministry of
Energy, Mines and
Petroleum Resources**

Office of the Minister

**Mailing Address:
PO Box 9052, Stn Prov Govt
Victoria, BC V8W 9E2**

Telephone: 250 953-0900

- 2 -

Also, please note that the Province cannot consider using the local government borrowing authority through the Municipal Finance Authority to finance such programs. Local government borrowing is to be used for public capital which will be owned and controlled by the local government. We acknowledge your desire to explore innovative programs to encourage emission reductions in your city and encourage you to consider the many options that are within your statutory authority.

Thank you, again, for writing. I appreciate the opportunity to hear from you on these important issues. It helps inform my work within the Ministry, and your engagement is crucial to our democracy.

Sincerely,



Michelle Mungall
Minister

cc: Honourable George Heyman
Minister of Environment and Climate Change Strategy

Honourable Carole James
Minister of Finance and Deputy Premier

Honourable Selina Robinson
Minister of Municipal Affairs and Housing

For the Committee of the Whole Meeting of November 16, 2017

Subject: Motion Regarding BC Human Rights Commission

Councillor Loveday

- Letter to Parliamentary Secretary Kahlon



Dear Parliamentary Secretary Kahlon,

Re: Your invitation to Comment on Recommendations for a New Human Rights Commission

The City of Victoria is a signatory to both the Canadian Coalition of Municipalities Against Racism and Discrimination and the Vienna Declaration, and has committed to taking concrete action to identify, monitor, and proactively address forms of individualized and systemic racism and discrimination in the Victoria community.

Your efforts to re-invigorate a Human Rights Commission, and its role to adjudicate human rights disputes in British Columbia, are commendable, and we appreciate the opportunity to provide input to your deliberations.

There are a number of issues and topics that we hope you will consider as you design a new legislative and operational human rights system.

The role of a Human Rights body is to advise government and other bodies through the production of opinions, recommendations, proposals and reports. A new Commission should have the **power, authority and resources** to investigate through any process of hearing complaints. The process of investigation should be set out to allow a complainant and respondent to engage in an informed and prepared manner.

We urge you to ensure that your new program and process will be one that is, in aspiration and operation, **open and transparent**. Protecting human rights in British Columbia should engage a clear, fair and efficient system for handling complaints of discrimination. It should enhance the administration, enforcement and promotion of human rights, and meet the needs of anyone facing discrimination in British Columbia.

A human rights adjudication program and process should meet the requirements of the United Nations Paris Principles, reflect the **equality principles** embodied in the Canadian Charter of Rights and Freedoms and fundamental principles in the administration of justice, support the concept of basic human rights for all, and include some form of **public accountability**.

The mandate of any new human rights body should include **education** on human rights. Human Rights education is a fundamental responsibility of the government, as noted by the Paris Principles that demand that education be included as a statutory requirement.

There should be some systemic manner to support non-profit agencies as they intervene on behalf of individuals engaging with the legal system. Non-profit agencies may



require extensive consultation to determine what resources are adequate to meet the needs of their constituents.

Careful consideration should be given to the role, if any, of interveners in cases. Interveners could undermine a case by bringing political debate into a legal or administrative field. If interveners are included in the system, their utility may depend on their capacity, resources, access to information and history.

Government is often a respondent in a Human Rights matter, so care should be taken to ensure clear, transparent rules as they apply to any body that is directly accountable to the public. There should be a mechanism to allow for input from people whose interests are at stake. This may require a role for an independent third party as facilitator or advocate.

Any human rights program should have a method to facilitate and routinely receive **community input** through a variety of methods. Whether this is a function of a commission or an additional advisory body of community volunteers bears further consideration.

The effect of time limits should be carefully considered. Some human rights adjudication programs allow a complaint to be considered even if it is outside set time limits, if the delay was incurred in good faith and no one would be prejudiced by the delay. Even without this provision, **reasonable time limits** should be put in place, arguably at least one or more years from the time of the alleged incident.

There is also a consideration to be made on the matter of public interest versus personal effect. There should be no requirement for a complainant to prove a broad public interest before being able to proceed with a complaint.

Forced settlements undermine the reason for strong human rights legislation and adjudication programs. Complaints should not be dismissed just because a settlement is offered. There can be a public interest in having complaints brought forward. However a complainant's right to seek and accept a settlement should be upheld.

There can be a strong role for mediation in any human rights program, but mediation should be voluntary. Mandatory mediation can undermine potential ongoing relationships, should they be required in the circumstances, and also do not recognize the power imbalances that often exist between complainants and respondents.

A human rights commission or other advisory instrument should also have a statutory requirement for some form of **regular review** process.



Human Rights legislation is based on the principle that the elimination of discrimination serves the public interest. Any program, policies or operational models should be designed to ensure that there is balance between this fundamental public good and the need for individuals to have redress for discriminatory actions taken against them.

The City of Victoria looks forward to seeing the renewal of a Human Rights Commission. Thank you again for this opportunity.

Yours truly,

Lisa Helps
Mayor



Council Member Motion

For the Committee of the Whole Meeting of November 16, 2017

To: Committee of the Whole **Date:** November 9, 2017
From: Councillors Thornton-Joe, Isitt, and Loveday
Subject: Indigenous Walk of Fame

Recommendations:

That Council approves in principle the establishment of an Indigenous Walk of Fame in the City of Victoria, subject to confirmation of support of the Songhees and Esquimalt Nations, and welcomes a formal proposal identifying the scope, content, sponsoring organizations, budget and maintenance plan for this initiative.

Respectfully submitted,

A handwritten signature in cursive script, reading "Charlayne Thornton-Joe".

Councillor Thornton-Joe

A handwritten signature in cursive script, reading "B. Isitt".

Councillor Isitt

A handwritten signature in cursive script, reading "Loveday".

Councillor Loveday



Council Member Motion
For the Committee of the Whole Meeting of November 16, 2017

Date: November 9, 2017

From: Councillor Ben Isitt and Councillor Jeremy Loveday

Subject: Advocacy for Federal Leadership for Housing Affordability

Background:

This report provides a summary of Council resolutions, actions identified by the Housing Affordability Task Force and additional policies relating to Federal government leadership for housing affordability. It is prepared to provide a unified and comprehensive request to the Government of Canada, to inform Federal action for housing affordability in partnership with the Provincial government, First Nations governments, local governments and housing providers.

Recommendation:

That Council requests that the Mayor, on behalf of Council, write to the Prime Minister of Canada, the federal Minister of Finance, and the federal Minister of Infrastructure and Communities, copying Members of Parliament from British Columbia and member local governments of the Federation of Canadian Municipalities, indicating that the City of Victoria is willing and ready to be an active partner for housing affordability and requesting Federal government leadership in the following areas in partnership with Provincial governments, First Nations governments, local governments and housing providers:

- (1) Incorporate the right to housing into Canadian law, advancing legislation, programs and resources that guarantee the right to housing as recognized in the Universal Declaration of Human Rights and the International Covenant on Economic, Social and Cultural Rights, international agreements to which Canada is a signatory.
- (2) Restore stable, multi-year transfer payments to Provincial governments and First Nations governments to expand and refurbish the supply of non-market housing.
- (3) Introduce effective fiscal and taxation tools to encourage the use of residential property to provide housing, and discourage speculation, "flipping," commodity investment and other market distortions that contribute toward a sharp escalation in the price of housing, including the option of a phased-in Capital Gains Tax exemption for primary residences that increases over time to encourage residential occupancy.
- (4) Restore taxation and construction incentives to encourage the development of new purpose-built market rental and purpose-built non-market rental housing.
- (5) Restore the Residential Rehabilitation Assistance Program (RRAP) to support the refurbishment and retention of affordable rental housing.
- (6) Restore the Co-operative Housing Program, to support the expansion of new co-operative housing supply and support the refurbishment of existing housing co-ops.

- (7) Commit \$30-million toward the Regional Housing First Strategy in British Columbia's Capital Region, and fund similar partnerships in other regions to eliminate homelessness by providing housing with supports.

Respectfully submitted,



Councillor Ben Isitt



Councillor Jeremy Loveday



Council Member Motion
For the Committee of the Whole Meeting of November 16, 2017

Date: November 9, 2017

From: Councillor Ben Isitt and Councillor Jeremy Loveday

Subject: Advocacy for Provincial Leadership for Housing Affordability

Background:

This report provides a summary of Council resolutions relating to Provincial government leadership for housing affordability. It is prepared to provide a unified and comprehensive request to the Government of British Columbia, to inform Provincial action for housing affordability in partnership with the Federal government, First Nations governments, local governments and housing providers.

Recommendation:

That Council requests that the Mayor, on behalf of Council, write to the provincial Minister of Municipal Affairs and Housing and the provincial Minister of Finance, copying the Premier of British Columbia, Members of the Legislative Assembly representing constituencies in the Capital Region, and member local governments of the Union of British Columbia Municipalities, indicating that the City of Victoria is willing and ready to be an active partner for housing affordability and requesting Provincial government leadership in the following areas in partnership with the Federal government, First Nations governments, local governments and housing providers:

- (1) Increase the supply of non-market housing.
- (2) Create an inventory of public and private land suitable for development for affordable housing.
- (3) Introduce effective fiscal and taxation tools to encourage the use of residential property to provide housing, and discourage speculation, "flipping," commodity investment and other market distortions that contribute toward a sharp escalation in the price of housing, including adjustments to the Property Transfer Tax to encourage residential occupancy and discourage speculation.
- (4) Guarantee a dedicated and fixed portion of revenues from Property Transfer and Land Value Capture taxes for local Affordable Housing and Transit infrastructure.
- (5) Extend Vacancy Taxation Authority to local governments, providing communities with the discretion to decide whether to introduce an additional tax to discourage vacant and derelict buildings, and encourage the occupancy, maintenance, and improvement of buildings to address housing affordability and public safety.

- (6) Restore the authority of local governments to introduce a Land Value Tax, to incentivize improvements to property for housing and other purposes, and create a disincentive to holding vacant property for speculative purposes.
- (7) Consider granting local governments the authority to take title to vacant and derelict buildings, to encourage the occupancy, maintenance, and improvement of buildings to address housing affordability and public safety.
- (8) Amend the Residential Tenancy Act and provide additional resources to the Residential Tenancy Branch to strengthen protections for renters facing rent increases and “renovictions” and “demovictions.”

Respectfully submitted,



Councillor Ben Isitt



Councillor Jeremy Loveday

For the Committee of the Whole Meeting of November 16, 2017

Date: November 9, 2017

The City of Victoria has identified “Social Inclusion and Community Wellness” as a strategic objective including the specific goal of “making City infrastructure and facilities more accessible for everyone”. This work has been progressing over the past 3 years with the creation of the City’s Accessibility Working Group and the establishment of the Accessibility Reserve Fund. The City has also successfully brought a motion to the Union of BC Municipalities calling for a strong and effective British Columbian’s with Disabilities Act.

British Columbia is behind the Province of Ontario and Manitoba which have enacted disability legislation. The election of a new Provincial government presents an opportunity for the Province to act to bring in new legislation that would make BC "barrier free".

That Council requests the Mayor write the Province of British Columbia to request that BC's Legislative Assembly enact a strong and effective British Columbians with Disabilities Act.

[Signature]

- Support for a Barrier Free BC

Barrier-Free BC – 13 Principles for a British Columbians with Disabilities Act**Date: 28 November 2015****1. The Act SETS A TIMELINE:**

The purpose of the British Columbians with Disabilities Act is to achieve a Barrier-Free British Columbia for persons with disabilities by a deadline that the Act will set, and that will be within as short a time as is reasonably possible, with implementation to begin immediately upon proclamation, to effectively ensure to all persons with disabilities in British Columbia the equal opportunity to fully and meaningfully participate in all aspects of life in British Columbia based on their individual merit.

2. The Act APPLIES TO ALL:

The British Columbians with Disabilities Act should apply to all persons with disabilities whether they have a physical, mental, sensory, communication, learning and/or intellectual disability or mental health condition, or are regarded as having one, and whether their disability is visible or invisible to others. It should apply to all accessibility barriers, for example physical, legal, bureaucratic, information, communication, attitudinal, technological, policy or other barriers. It should apply to the British Columbia Legislature as well as to all British Columbia government entities, British Columbia-owned public premises and facilities, companies and organizations within British Columbia or which British Columbia can regulate, recipients of British Columbia grants, subsidies, loans or other funds, and any other persons or organizations to which the British Columbia Government can apply it.

3. The Act SETS THE BAR:

The British Columbians with Disabilities Act's requirements should supersede all other legislation, regulations or policies which provide lesser protections and entitlements to persons with disabilities. The Act and regulations made under it should not take away any rights that British Columbians with disabilities now enjoy;

4. The Act REMOVES BARRIERS:

The British Columbians with Disabilities Act should require British Columbia, including organizations to which it applies, to be made fully accessible to all persons with disabilities through the removal of existing barriers and the prevention of the creation of new barriers, within strict time frames to be prescribed in the legislation or regulations;

5. The Act CHAMPIONS BARRIER-FREE GOODS, SERVICES & FACILITIES:

The British Columbians with Disabilities Act should require providers of goods, services and facilities to which the Act applies to ensure that their goods, services and facilities are fully usable by persons with disabilities, and that they are designed based on principles of universal design, to accommodate the needs of persons with disabilities. Providers of these goods, services and facilities should be required to devise and implement detailed plans to remove existing barriers and to prevent new barriers within legislated timetables;

6. The Act CHAMPIONS BARRIER-FREE WORKPLACES & EMPLOYMENT

The British Columbians with Disabilities Act should require organizations to which it applies to take proactive steps to achieve barrier-free workplaces and employment within prescribed time limits. Among other things, those employers should be required to identify existing employment and workplace barriers which impede persons with disabilities, and then to devise and implement plans for the removal of these barriers, and for the prevention of new workplace and employment barriers;

7. The Act CHARGES GOVERNMENT TO LEAD, EDUCATE, TRAIN, INFORM & REVIEW

The British Columbians with Disabilities Act should require the British Columbia Government to lead British Columbia to achieving the Act's goals. It should specify actions the British Columbia Government will take to fulfil this mandate. Among other things, it should require the British Columbia Government to provide education and other information resources to organizations, individuals and groups who need to comply with the Act. It should also require the British Columbia Government to appoint an independent person to periodically review and publicly report on progress towards full accessibility, and to make recommendations on any actions needed to achieve the Act's goals;

8. The Act IS ENFORCEABLE:

The British Columbians with Disabilities Act should provide for a prompt, independent and effective process for enforcement, and should require that the Act be effectively enforced. This should include, among other things, an effective avenue for persons with disabilities to raise with enforcement officials violations of the Act that they have encountered. It should not simply incorporate the existing procedures for filing discrimination complaints with the British Columbia Human Rights Tribunal or under the Canadian Charter of Rights and Freedoms, as these are too slow and cumbersome, and can yield inadequate remedies;

9. The Act IS MADE REAL THROUGH REGULATIONS:

As part of its requirement that the British Columbia Government lead British Columbia to the goal of full accessibility for British Columbians with disabilities, the Act should require the British Columbia Government to make regulations needed to define, with clarity, the steps required for compliance with the British Columbians with Disabilities Act. It should be open for such regulations to be made on an industry-by-industry or sector-by-sector basis. This should include a requirement that input be obtained from affected groups such as persons with disabilities and obligated organizations, before those regulations are enacted. It should also provide persons with disabilities with the opportunity to apply to have regulations made in specific sectors of the economy to which the Act can apply. The Act should require the British Columbia Government to make all the accessibility standards regulations needed to ensure that its goals are achieved, and that these regulations be independently reviewed for sufficiency every four years after they were enacted;

10. The Act ENSURES PUBLIC MONIES DO NOT CREATE OR PERPETUATE BARRIERS:

The British Columbians with Disabilities Act should require that the British Columbia Government ensure that no public money is used to create or perpetuate barriers against persons with disabilities. For example, all British Columbia Government departments, agencies, and crown corporations should be required to make it a strict condition of funding any program, or any capital or other infrastructure project, or of any transfer payment, subsidy, loan, grant (such as research grants) or other payment of public funds, that no such funds may be used to create or perpetuate barriers against persons with disabilities. They should also be required to make it a condition of any procurement of any services, goods or facilities, that these be designed to be fully accessible to and usable by persons with disabilities. Any grant (including for example, research grant), loan, subsidy, contract or other such payment which does not so provide is void and unenforceable by the grant-recipient or contractor with the department, agency, or crown corporation in question. The British Columbia Government should be required to monitor and enforce these requirements and to periodically report to the public on compliance.

11. The Act IS A LENS THROUGH WHICH TO VET LEGISLATION:

The British Columbians with Disabilities Act should require the British Columbia Government to review all British Columbia legislation and regulations to identify possible accessibility barriers that they may impose or permit, and to propose omnibus legislation within a specified time to address these barriers. It should require the British Columbia Government to review all future proposed legislation and regulations, before they are enacted, to certify and ensure that they do not create, perpetuate or allow for accessibility barriers in them or in activity or programs operated under them. As an immediate priority under these activities, the British Columbia Government should get input from voters with disabilities on accessibility barriers in provincial and municipal election campaigns and the voting process, and should develop reforms to remove and prevent such barriers.

12. The Act SETS POLICY:

The British Columbians with Disabilities Act should set as a provincial policy the fostering of international and inter-provincial trade aimed at better meeting the market of up to one billion persons with disabilities around the world.

13. The Act HAS REAL FORCE & REAL EFFECT:

The British Columbians with Disabilities Act must be more than mere window dressing. It should contribute meaningfully to the improvement of the position of persons with disabilities in British Columbia. It must have real force, effect and teeth.



Council Member Motion
For the Committee of the Whole Meeting of November 16, 2017

Date: November 10, 2017

From: Councillor Loveday and Councillor Isitt

Subject: Optimizing Neighbourhood Benefit of Regional Waste-Water Conveyance Infrastructure

Background:

Design of conveyance infrastructure for the Capital Regional District Core Area Waste-Water Treatment Project ("the Project") is in an advanced stage, with CRD Project staff indicating that detailed design of the Dallas Road Forcemain and Residual Solids Conveyance Line will be completed by the second quarter of 2018, in order to have "shovels in the ground" by the third quarter of 2018. (See Attachments 1 and 2).

While there has been public engagement and provision for community amenities in relation to the Dallas Road Forcemain and Clover Point Pump Station, there has been no equivalent engagement or community amenity allocation in relation to the Residual Solids Conveyance Line running through Victoria West, nor in relation to improvements to the North East Trunk connecting Clover Point to Oak Bay through the Fairfield and Gonzales neighbourhoods. This raises the prospect of substantial "missed opportunities" to advance identified neighbourhood priorities and achieve cost savings in conjunction with the CRD Project.

Public input received through CRD-led engagement processes with James Bay, Fairfield and Gonzales residents has identified a number of traffic calming, active transportation and public realm priorities along the route of the conveyance infrastructure. Community Association Land Use Committee (CALUC)-led engagement processes (see Attachments 3 and 4) and City of Victoria-led public engagement through the Victoria West, Fairfield and Gonzales local area planning processes has also identified traffic calming, active transportation and public realm improvements along the conveyance route in these neighbourhoods.

It is therefore recommended that Council provide direction to City staff to incorporate consideration of options for traffic calming, active transportation and public realm improvements in design work currently underway with CRD Project staff, including possible recommendations for City expenditures in the 2018 Financial Plan.

Recommendation:

That Council direct staff to include the following components in design work currently underway with the CRD Core Area Waste Water Project for the Residual Solids Conveyance Pipe, Dallas Road Forcemain and North East Trunk:

1. Review public input that has been received through City of Victoria-led local area planning processes for Victoria West, Fairfield and Gonzales; Community Association-led engagement processes; and CRD-led engagement processes, to identify neighbourhood traffic calming, active transportation and public realm priorities along the route of the CRD conveyance infrastructure, including:
 - (a) Opportunities for traffic calming, active transportation and public realm improvements on Dominion Road, Hereward Road, Craigflower Road and Arm Street in Victoria West, with particular attention to the intersections of Dominion / Pine, Hereward / Wilson and Dominion / Craigflower;
 - (b) Opportunities for traffic calming, active transportation and public realm improvements along Dallas Road in James Bay, with particular attention to the intersections of Dallas / Niagara / St. Lawrence, Dallas / Oswego, Dallas / Menzies, Dallas / Government, and Dallas / Douglas.
 - (c) Opportunities for traffic calming, active transportation and public realm improvements along Dallas Road, Memorial Crescent and the North East Trunk alignment in Fairfield and Gonzales, with particular attention to the intersections of Dallas / Cook, Dallas / Moss and Dallas / Memorial Crescent.
2. Engage the Victoria West, James Bay and Fairfield-Gonzales community associations on opportunities to advance these traffic calming, active transportation and public realm priorities in conjunction with the CRD construction project.
3. Report to Council on options for advancing traffic calming, active transportation and public realm priorities along the alignment of the Residual Solids Conveyance Pipe, Dallas Road Forcemain and North East Trunk, including possible capital allocations in the 2018 Financial Plan to achieve neighbourhood priorities in the near term and at a lower total cost to the city, by completing this work in conjunction with the CRD Project.

Respectfully submitted,



Councillor Loveday



Councillor Isitt

List of Attachments:

1. Core Area Waste Water Treatment Project Summary
2. Residual Solids Conveyance Line Update
3. Fairfield-Gonzales Community Association Report to CRD
4. James Bay Neighbourhood Association Transportation Report

Welcome



09/01/2017 Artist rendering - Subject to change

Welcome to the Core Area Wastewater Treatment Project Update Open House.

The City of Victoria and the Township of Esquimalt are processing rezoning applications to allow improvements to the pump stations, pipelines and the wastewater treatment plant. In addition, the CRD is applying for a development permit for the wastewater treatment plant at McLoughlin Point.

As part of these processes, our team is here to provide you with information and respond to your questions. In particular, we understand that the pipeline construction that will start at Ogden Point and go under the harbour (Harbour Crossing) to McLoughlin Point is of interest to your neighbourhood.

Core Area Wastewater Treatment Project



In September 2016, the CRD approved the Core Area Wastewater Treatment Project Board's proposal for wastewater treatment in the Core Area which would comply with the law and preserve senior government funding for sewage treatment.

The Core Area Wastewater Treatment Project consists of three main elements:

WASTEWATER TREATMENT PLANT

Located at McLoughlin Point, the treatment plant will provide tertiary treatment to the core area's wastewater.

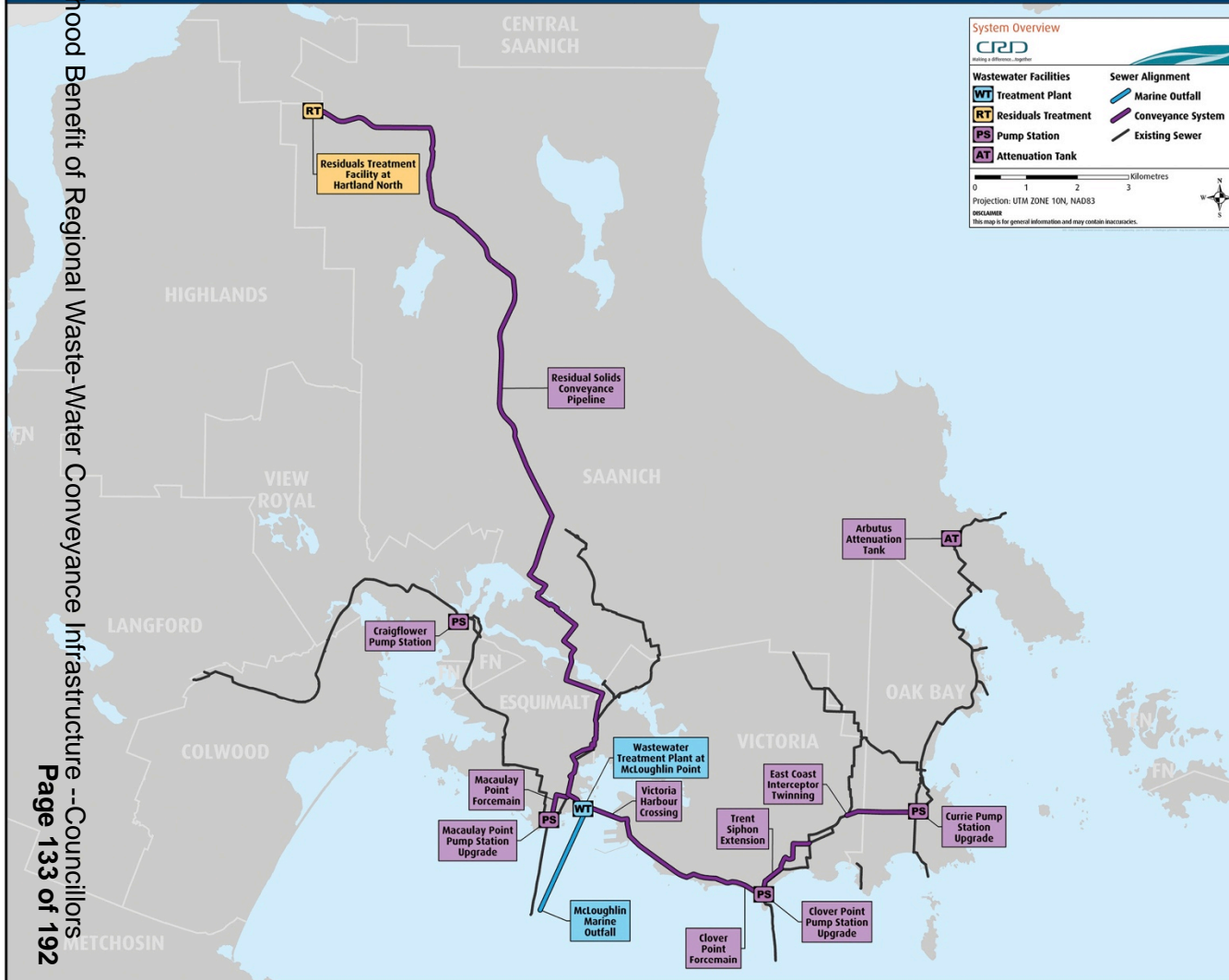
RESIDUALS TREATMENT FACILITY

Residual solids from the wastewater treatment plant will be piped to Hartland landfill, where they will be turned into what are known as "Class A" biosolids. These biosolids are a high quality by-product treated such that it is safe for further use.

CONVEYANCE SYSTEM

The conveyance system refers to the 'pumps and pipes' of the Core Area Wastewater Treatment Project. This system will carry wastewater from across the core area to the treatment plant. It will also send residual solids from the wastewater treatment plant to the residuals treatment facility.

Overview Map



How We Got Here



The approved Wastewater Treatment Plant design at McLoughlin Point is significantly revised from earlier plans to respond to the interests of the surrounding community:



It is further set back from the shoreline



It has extensive landscaping and a multi-level green roof irrigated with treated water



Further refinements to the exterior of the wastewater treatment plant and landscaping to address Design Review Committee and other input as part of the development permit process in Esquimalt are budgeted



The plant will go beyond secondary treatment and include tertiary treatment, providing even better protection of the marine environment



Odour control systems will reduce odour emissions to a level not detectable by humans at the property line



Project Goals



The approved Core Area Wastewater Treatment Project met all the goals set out by the CRD.

Goal

Measurement

MEET FEDERAL REQUIREMENTS FOR SECONDARY TREATMENT BY 2020

Exceeded – wastewater will have tertiary treatment

MINIMIZE COSTS TO RESIDENTS

The capital cost of the proposal is approximately \$765 million; it is less expensive than previous plans and less expensive than the other short listed options (\$920 million for Rock Bay and \$1,010 million for a two plant solution at Rock Bay and McLoughlin Point); the proposal meets the deadline for federal funding, minimizing the risk of losing senior government funding

OPTIMIZE OPPORTUNITIES FOR RESOURCE RECOVERY

The plan includes a smaller investment than prior plans in the treatment of residual solids. As part of the plan there is a proposal for the CRD to engage in a separate comprehensive planning and consultation process to develop a waste management policy, including management of its solid and biosolid waste streams as part of an integrated resource management plan.

REDUCE GREENHOUSE GAS EMISSIONS

The plan reduces greenhouse gas emissions by 5-10 per cent, when compared with previous plans which included driers, pelletizing of biosolids, and hauling pellets to cement plants and other end users, who would be paid to take the product

ADD VALUE TO THE SURROUNDING COMMUNITY AND ENHANCE LIVABILITY OF NEIGHBOURHOODS

The plan recognizes that the wastewater and biosolids treatment facilities have external impacts:

- rather than co-locating the facilities, they are separated: one in Esquimalt; one in the existing Hartland landfill in Saanich, and the impacts of conveyancing are shared
- the impact of construction is distributed with a laydown area located in Rock Bay, Victoria
- the plan includes significant revisions to the wastewater plant design in response to public commentary and includes an allowance for further design revisions
- the plan recommends a program to improve the appearance of CRD sewage collection and treatment facilities, mitigating their impact on the host communities

Development Permit and Rezoning Process



There are two different approval processes underway:

- a development permit application process which is initiated by the CRD, and
- a rezoning process led by the Township of Esquimalt.

CRD DEVELOPMENT PERMIT PROCESS

DEC 20, 2016

Development permit application submitted by CRD/Project Board/
Harbour Resource Partners

JAN 11, 2017

Design Review Committee

JAN 12, 2017

Wastewater Treatment Plant Open House

JAN 14, 2017

Wastewater Treatment Plant Open House

FEB 27, 2017

Council consideration of adoption of Zoning Amendment Bylaw;
consideration of issuance of development permit

TOWNSHIP OF ESQUIMALT REZONING PROCESS

JAN 17, 2017

Advisory Planning Commission (rezoning)

FEB 6, 2017

Council consideration of first and second reading Zoning
Amendment Bylaw

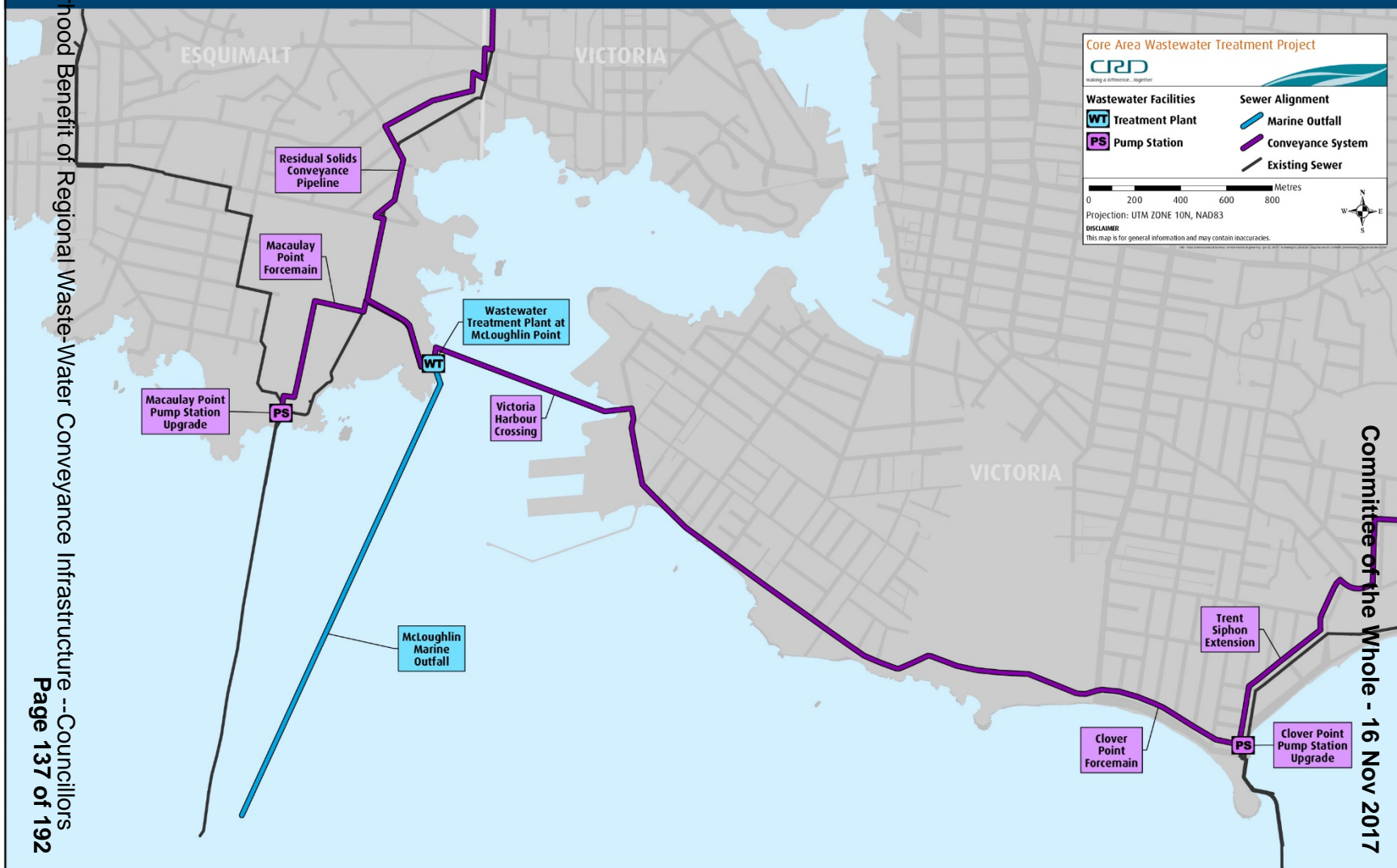
FEB 20, 2017

Council public hearing for Zoning Amendment Bylaw
(including all related amenity and other relevant agreements)

FEB 27, 2017

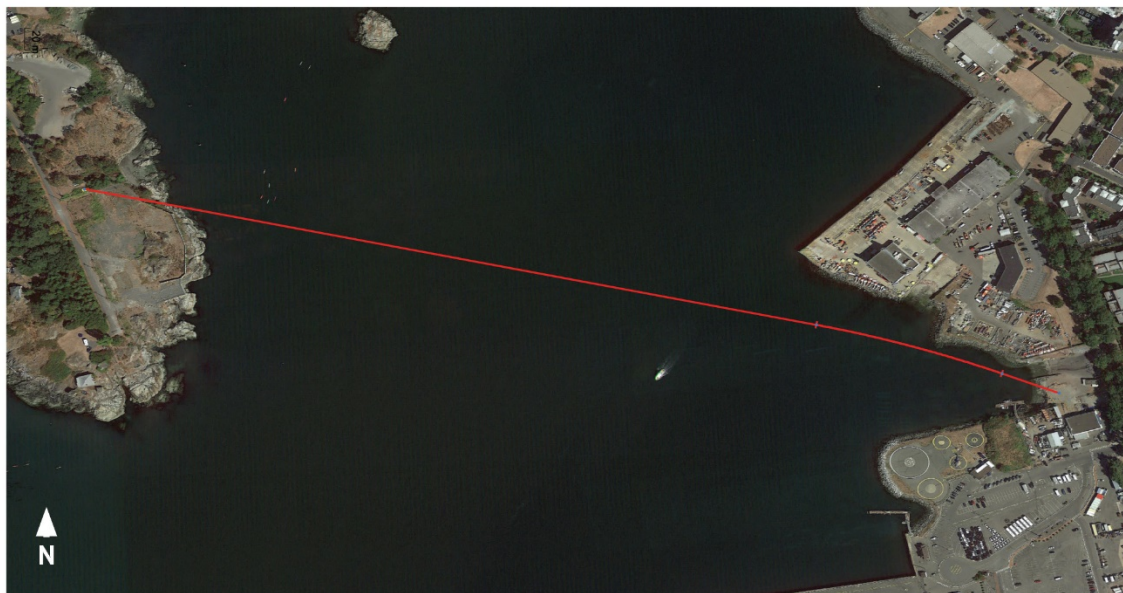
Council consideration of adoption of Zoning Amendment Bylaw;
consideration of issuance of development permit

Core Area Wastewater Treatment Project



Harbour Crossing

HARBOUR CROSSING MAP



09/01/2017 – Horizontal directional drill path

HARBOUR CROSSING CONSTRUCTION TIMELINE

2 WEEKS

Set up of equipment

2 WEEKS

Casing installation

12 MONTHS

Drilling operations

5 WEEKS

Pipe preparation and pull

2 WEEKS

Site removal and clean up

Ogden Point Work Site

OGDEN POINT MAP



09/01/2017 - HDD equipment layout

LEGEND

- Site fencing
- Equipment / facilities
- Below ground steel casing
- Below ground HDD path
- Pipe path during pull

Hours of Work



MONDAY TO FRIDAY

7:00am to 7:00pm

SATURDAY

8:00am to 5:00pm

DURING PIPE PULL OPERATION (2 WEEKS)

24hrs/day



Construction Impact Mitigation Measures



Construction of the McLoughlin Point Wastewater Treatment Plant is expected to begin with geotechnical investigations in January 2017. The project will be completed by the end of 2020.

A key consideration during the construction will be potential impacts on the surrounding community.

All construction activity will comply with bylaws regarding hours of work and noise levels, and regular communications from the project team will ensure residents receive advance notification of work activities in the community.

More information on the project and further details regarding construction and impact mitigation measures will be shared with the public in the future.



Residual Solids Conveyance Line

The Residual Solids Conveyance Line is part of the Wastewater Treatment Project. It includes two pipes along with four or five pumping stations. The two pipes will connect the McLoughlin Point Wastewater Treatment Plant to the Residuals Treatment Facility at Hartland Landfill and will be installed in a common trench where possible. Though the design is not complete it is anticipated that a common trench will be used along the majority of the route.

The first pipe will be 200mm wide and 18.5km long, and will transport residual solids from the McLoughlin Point Wastewater Treatment Plant to the Residuals Treatment Facility for treatment. The second pipe will be 350mm wide and 11.5km long, and will return the liquid removed from the residual solids during the treatment process to the Marigold Pump Station, from where it will be returned to the McLoughlin Point Wastewater Treatment Plant through the existing conveyance system.

Background

In 2014, alignment options were developed based on technical, environmental, social and economic considerations. The options were evaluated by the CRD, with input from the District of Saanich and Township of Esquimalt, and a preferred alignment was selected.

The evaluation of the alignment has since been reviewed and validated by the Wastewater Treatment Project team in consultation with the municipalities of Saanich, Esquimalt and Victoria.

Favourable considerations for the route include:

- shortest of all alignments
- power available at pump station locations
- good maintenance access
- no impact on wildlife habitat
- lowest capital, operating and maintenance costs

The Wastewater Treatment Project team is working with the municipalities of Saanich, Esquimalt, and Victoria to ensure technical issues related to the alignment are addressed and, where possible, to coordinate municipal works with construction of the Residual Solids Conveyance Line.

It is anticipated that the design will be finalized in spring 2018. The construction schedule will begin in summer 2018, and is expected to take approximately two years to complete.

Public Information Open Houses

The Project Team will hold four community information open houses in November to share the alignment for the Residual Solids Conveyance Line and the anticipated location of pump stations.

While the route is close to final, it is still subject to input from communities and feedback we receive during the November meetings will be considered, along with other technical and financial considerations, in finalizing the design.

For details on the community information open houses please visit: wastewaterproject.ca

About the Wastewater Treatment Project

The Wastewater Treatment Project will provide tertiary treatment for wastewater from the core area municipalities of Victoria, Esquimalt, Saanich, Oak Bay, View Royal, Langford and Colwood, and the Esquimalt and Songhees First Nations. The Wastewater Treatment Project will be built so we comply with federal regulations by the end of 2020, and is being funded by the Government of Canada, the Government of British Columbia and the CRD.



For More Information

Website: wastewaterproject.ca

Email: wastewater@crd.bc.ca

24-7 Project Information Line: 1.844.815.6132

The Dallas Road Waterfront Trail and Clover Point Park

Keep it Natural...

But add some small enhancements

**A report from the Fairfield Gonzales Community Association Land
Use Committee to the Capital Regional District Wastewater
Management Project**

July 2017

Table of Contents

Introduction

Community Suggestions

- A. Top suggestions
- B. A group of suggestions needing more consultation or development
- C. Items receiving little support
- D. New ideas that may need some more exploration
- E. Items that should be referred to other jurisdictions for comment

Appendix One Survey results

Appendix Two Notes from June 27th Community Meeting

Introduction

Why was this report done?

In January 2017, the land use committee of the Fairfield Gonzales Community Association conducted a community meeting on the rezoning of the Clover Point wastewater treatment plant. At that meeting, many concerns were raised by residents about the amenities and rehabilitation following construction of the plant and the construction of the Clover Point Forcemain (the pipeline from Clover Point to Ogden Point).

The committee promised then that a further meeting solely about amenities and rehabilitation would be conducted in the near future.

Later that same spring, in a conversation with project leader Jane Bird, the committee was encouraged and advised that the project team would look forward to receiving the advice of the community. There was also a commitment that a public consultation would take place at the 50 percent design stage of the project, expected mid-fall of 2017.

The CALUC launched the project to consult the community and engaged the assistance of local residents Robyn Swanson and Jane Mertz, both who spent considerable time and effort working to protect Clover Point Park from becoming the site of a future sewage treatment plant. Their expertise, contacts, dedication to the area and, most importantly, passion for this were immensely helpful in this current project. The CALUC expresses their gratitude for the work on this project.

The consultation with the community took two forms:

1. An online survey was emailed to 1,300 members and supporters of the Fairfield Gonzales Community Association, along with a mail drop to approximately 800 residences in an area encompassing Dallas Road to May St. and Cook Street to Memorial Drive. A total of 675 responses were received, and the weighted results are available in Appendix 1.
2. A community meeting was held June 27 and attended by 50 people. They reviewed the survey results and emailed comments, added some new concepts, debated all of these and then spent time creating a prioritized ordering of all suggestions.

The committee reviewed all of this work, and the report you have now is a compilation of all of the above. The report is not meant to be the ultimate review of what could be done but points in a direction, suggests some possible lines of investigation and isolates some issues where there is a lack of community consensus and where we believe some design work would be useful in achieving that consensus.

We all look forward to reviewing the report with you and to further consultations later in 2017. All of us, during this process, have increased our understanding of the area.

Submitted by the **Fairfield Gonzales Community Land Use Committee**: Alice Albert, David Barlow, Megan Parry, Don Monsour, David Wales, Andrew Brownwright, Robin Jones, Susan Kainer and David Biltek, Chair -- with much appreciated leadership from Jane Mertz and Robyn Swanson.

Suggestions from the Community

The Dallas Road Waterfront Trail, Clover Point Park and surrounding area – or, as one fellow wants to call it, the Dallas Commons -- is perhaps the most loved area in Victoria. It attracts many visitors from across the City of Victoria as well as visitors from elsewhere, but none love it so much as the immediate neighbours.

And as with love, there is feeling among some that “I love you; do not change,” while others feel “I love you; now change, and I will love you even more.”

There is a substantial feeling by a significant number of people that not much should change, that we should keep perfection as it is. Then there is another somewhat smaller group who would like to add signage, picnic tables and more. But even the “do no harm and change nothing group” would accede to some initiatives.

Following are some initiatives that rank among the top suggestions, which come from the survey, dozens of emailed submissions and the June 27 community meeting. Details of each of these are located in the appendices attached to this report.

A. Top Suggestions

1. Maintain off-leash dog areas from Clover Point to Douglas Street.
2. Preserve and enhance existing native plants (native Sea thrift (*Armeria maritima* that is growing in large patches around the Clover Point pump station) and reintroduce other native species.

3. Erect signage to include images and descriptions of area ecology, geography and history. Strong support for recognizing indigenous sites and heritage and previous occupation sites.
4. Install public washrooms at Clover Point, to be maintained by the city with fixed hours similar to those in Beacon Hill Park and Ross Bay Cemetery. The major issue here is location. Suggestions include by entrance to pump station, beside the boat house or built into the hill and not visible from Dallas Road.
5. Maintain the existing green space, with no fencing, benches or artwork, in order to accommodate a range of activities and user groups and create two grass open-spaces areas west and east of the plaza.
6. Install more recycling and garbage bins at strategic locations.
7. Bury utility wires underground along Dallas Road, while road construction is underway, to enhance the scenic drive and/or reduce any undesirable electric and magnetic fields.

B. Suggestions needing more consultation or development

8. Install a two-way bike path from Clover Point to Ogden Point. There is some concern about how and where this is built. This is a concept where more design work would be useful in a further public consultation. It is closely related to the next item.
9. Create cyclist and pedestrian viewing plaza, bike maintenance facility, water fountain. Again, more design work would help create a consensus.
10. Install picnic benches along the Dallas walkway to create gathering places and/or install seating-only benches to encourage conversations.
11. Install split-rail fencing along the roadway, with pedestrian and pet access points, to prevent accidents between dogs and vehicles and/or bicycles. Presently, the community is “on the fence” about this. This idea needs more consultation or design. Questions abound. Where is it located? Next to the cycle path? Next to off-leash areas? What is the purpose -- to keep dogs in/out or cyclists safe or walkers safe? More design and consultation will lead to a consensus.
12. Block off vehicular traffic around the circular portion of Clover Point, limit parking to the upper entranceway, and reserve the area for pedestrians and recreational users. Although this would increase more natural areas, some people were concerned about blocking access to people. The notion is to put the parking higher on the slope. This would also allow a proper pathway extension around the point.
13. Paint a mural on the tower at the beach access near Cook Street to deter graffiti and reduce city staff clean-up time.

14. Increase enforcement of city bylaws banning roller-blading, smoking, idling vehicles, cycling on the pedestrian path, out-of-control dogs and late-night disturbances.

C. The following Items received little support

15. Build an amphitheatre in the slope of Clover Point Park to accommodate local theatre and musical productions.
16. Install temporary public art works in Clover Point Park and/or along the Dallas Road walkway similar to those in Oak Bay and Esquimalt.
17. Install permanent public art works in Clover Point Park and/or along the Dallas Road walkway similar to those in Oak Bay and Esquimalt.
18. Erect signage, such as “Welcome to Clover Point Park” and “Welcome to the Dallas Road Walkway.” Improve signage that lists park hours, encourages litter collection, etc.

D. New Ideas which may need some more exploration

19. Food Services: everything from a simple café to a floating barge restaurant to food trucks located at Cook and Dallas or on Clover Point.

E. The following items should be referred to other jurisdictions for comment

20. Lower speed limit along Dallas Road.
21. Three-way stop sign at Cook and Dallas.
22. Roundabout at Cook and Dallas.

Appendix 1 Summary of Survey Responses

The bolded number is the ranking of the question, and the number in parentheses is the number in the survey. The average score is a weighted calculation of all rankings (1 – 5) as given by survey respondents. In some cases, details of the scoring have been added so as to provide a clearer understanding of the average score. Overall, 675 responses were received. Everyone did not vote on all questions.

1. (5) Maintain off-leash dog areas from Douglas Street to Clover Point. How important is that to you?
669 responses
Avg Score: 3.91
61% selected Most Important

2. (15) Preserve and enhance existing native plants and reintroduce other native species, such as Springbank Clover (*Trifolium wormskjoldii*) that once grew naturally at Clover Point. How important is that to you?
664 responses
Avg Score: 3.84
37% selected 5 Most Important
31% selected 4 of 5

3. (14).Install more recycling and garbage bins at strategic locations. How important is that to you?
658 responses
Avg Score: 3.83
38% selected 5 Most Important
32% selected 4 of 5

4. (2) Bury utility wires underground along Dallas Road, while road construction is underway, to enhance the scenic drive and/or reduce any undesirable electric and magnetic fields. How likely is it that you would support this?
666 responses
Avg Score: 3.75
44% selected 5 Most Important
21% selected 4 of 5

5. (21) Install public washrooms at Clover Point, to be maintained by the city with fixed hours similar to those in Beacon Hill Park and Ross Bay Cemetery. How important is this to you?
666 responses

Avg Score: 3.50

29% selected 5 Most Important

30% selected 4 of 5

6. (8) Maintain the existing green space, with no fencing, benches or artwork, in order to accommodate a range of activities and user groups. How important is that to you?

662 responses

Avg Score: 3.29

25% selected 5 Most Important

22% selected 4 of 5

28% selected 3 of 5

7. (10) Erect signage that provides images and descriptions of ecological, geographic and historical area highlights, including old waterways, in Clover Point Park and along the Dallas Road walkway. How interested in this are you?

668 responses

Avg Score: 3.09

17% selected 5 Most Important

27% selected 4 of 5

24% selected 3 of 5

8. (6).Install picnic benches along the Dallas walkway at strategic locations to create gathering places. How important is that to you?

666 responses

Avg Score: 3.07

28% selected 4 of 5

19% selected 1 of 5 Not Important

21% selected 3 of 5

9. (4) Install split-rail fencing along the roadway, with pedestrian and pet access points, to prevent accidents between dogs and vehicles and/or bicycles. How important is that to you?

666 responses

Avg Score: 3.06

29% selected 5 Most Important

25% selected 1 of 5 Not Important

18% selected 3 of 5

10. (18) Create two grass open-spaces areas west and east of the plaza. How important is this to you?

654 responses

Avg Score: 3.07
32% selected 3 of 5
27% selected 4 of 5
15% selected 1 Not Important

- 11.** (17) Create a cyclist and pedestrian viewing plaza on top of the expanded Clover Point pump station, with street furniture, a bike maintenance facility and a water fountain. How important is this to you?

667 responses

Avg Score: 3.03

- 12.** (3) Increase enforcement of city bylaws banning roller-blading, smoking, idling vehicles, cycling on the pedestrian path, out-of-control dogs and late-night disturbances. How important is that to you?

666 responses

Avg Score: 3.02

- 13.** (13) Paint a mural on the tower at the beach access near Cook Street to deter graffiti and reduce city staff clean-up time. How important is that to you?

668 responses

Avg Score: 2.91

- 14.** (20) Establish a new pedestrian path along the north edge of the zoned area, continuing off-site to the west. How important is this to you?

661 responses

Avg Score: 2.83

- 15.** (7) Install seating-only benches in group arrangements to encourage interaction. How interested in this are you?

661 responses

Avg Score: 2.74

- 16.** (16) Build an amphitheatre in the slope of Clover Point Park to accommodate local theatre and musical productions. How interested in this are you?

666 responses

Avg Score: 2.72

- 17.** (19) Install a two-way bike path from Clover Point to Ogden Point. How important is this to you?

667 responses

Avg Score: 2.69

- 18.** (11) Install temporary public art works in Clover Point Park and/or along the Dallas Road walkway similar to those in Oak Bay and Esquimalt. How interested in this are you?

668 responses

Avg Score: 2.68

- 19.** (1) Block off vehicular traffic around the circular portion of Clover Point, limit parking to the upper entranceway and reserve the area for pedestrians and recreational users. How likely is it that you would support this action?

662 responses

Avg Score: 2.49

- 20.** (9) Erect signage, such as “Welcome to Clover Point Park” and “Welcome to the Dallas Road Walkway.” Improve signage that lists park hours, encourages litter collection, etc. How important is that to you?

667 responses

Avg Score: 2.38

- 21.** (12) Install permanent juried art works in Clover Point Park and/or along the Dallas Road walkway. How interested in this are you?

666 responses

Avg Score: 2.33

Appendix 2 A Review of the meeting held on June 27th

Listed below are the suggestions from the June 27 meeting in order of ranking. The first number is the “points” received during the meeting’s prioritizing process. The second number in parentheses is the ranking the suggestion received in the survey.

Following each suggestion are comments made by participants, retained here to increase an understanding of the sentiments. They are presented in a rough ranked order.

255 (7) Erect signage that provides images and descriptions of ecological, geographic and historical area highlights, including old waterways, in Clover Point Park and along the Dallas Road walkway. Comments:

- Generally, more signage was not welcomed, but when asked if people would consider honouring the previous use of the land by the LEKWUNGEN peoples, there was overwhelming support.
- Strong support for recognizing indigenous sites and heritage and previous occupation of site at the meeting.
- If signage, describe First Nations significant heritage sites.
- Have Clover Point to Douglas Street become a national Historic Site (enabling restoration to pre-colonial conditions).
- Physical map for direction and orientation
- Recognition of Indigenous people at Cook Street, commission a welcoming figure or house post (a totem pole was suggested but it was explained that is not culturally appropriate for the Coast Salish). A sign in the grass would be also good.
- Very clear signage for dog owners, reflecting both areas of welcome and restriction (note: currently there are signs for this purpose).

255 (4) Bury utility wires underground along Dallas Road, while road construction is underway, to enhance the scenic drive and/or reduce any undesirable electric and magnetic fields. Comments:

- It rated quite high with the meeting attendees. Ask BC Hydro to cover the costs of burying power lines to create a true scenic drive, free of ugly poles. Locals and tourists would benefit.
- A question of whether the utility wires on the north side of road would be considered as part of CRD project.

- Residents of Point Street wanted any new power lines or upgrades to be buried along Point Street, if that is where the upgrade is going.

175 (1) Maintain off leash dog areas. Comments:

- Keep dog park area active.
- Keep dogs under control or take them somewhere else.
- Build a very large, enclosed area, with gravel and large boulders to climb on, similar to what is in Esquimalt.
- Leave the area as is for dogs off leash. Wide open spaces needed for children's school activities and for kite flying.
- More fencing would ruin the view.

135 (2) Preserve and enhance existing native plants and reintroduce other native species that once grew naturally at Clover Point. Comments:

- Do not disturb vegetation on coast at Point Zero during construction of pipe.
- Keep native plants and green areas.
- How about moving the pipe construction under the road before Clover Point? Minimize damage to vegetation on coast..
- Keep dogs away from sensitive vegetation.
- Replant what was here before colonial times – Springbank Clover, Sea Thrift, etc.

130 (5) Install public washrooms at Clover Point to be maintained by the city with fixed hours similar to those in Beacon Hill Park and Ross Bay Cemetery. Comments:

- Many people in favour of washrooms, but the location was concerning.
- Many wanted it down beside the entrance to the pump station or beside the boat house.
- Building into the hill – down on the path and not visible from up on Dallas Road.
- Discreet washrooms, regularly maintained, closed from 10 pm to 6 am daily.
- Some people felt the existing washrooms at Cook and Dallas and Memorial and Dallas were sufficient and did not see the need for destination washrooms.

160 (6) Maintain the existing green space, with no fencing, benches or artwork, in order to accommodate a range of activities and user groups. Comments:

- Maintain current use of park. Green space is valuable and does not need additional structures.

5 (10) create two grass open spaces west and east of plaza...

40 (3) more recycling and garbage bins. Comments:

- More pick-ups (of garbage) no more bins.

A group of suggestions needing more consultation or development

225 (17) Install a two-way bike path from Clover Point to Ogden Point. Comments:

- Frequently favoured at the meeting, but not in the survey.
- 50 points said NO to bike lanes, as people felt there was “enough room” on Dallas to ride.
- Others felt they wanted a safer place to ride for children and seniors.
- There is some concern about how and where this is built. This is a concept where more design work would be useful in a further public consultation.

40 (11) Create cyclist and pedestrian viewing plaza, bike maintenance facility, water fountain. Comments:

- again more design work would help create a consensus
- Make plaza a green space
- Add bike parking
- Add bike maintenance station x 3
- Charging station for electric vehicles
- wifi

0 (8) Install picnic benches....

55 (9) Install split-rail fencing along the roadway (i.e., Dallas Road) with pedestrian and pet access points. Presently, the community is “on the fence” about this. The idea needs more consultation or design. The problem is that dogs in the off-leash area may run up onto Dallas Road, putting dogs, cars and cyclists at risk.

Comments on cards:

- 1) Consider alternate barriers to separate users (Dogs, cyclists, pedestrians, picnickers). Maintain “park” nature.
- 2) No split-rail fence anywhere.

120 (20) Block off vehicular traffic around the circular portion of Clover Point, limit parking to the upper entranceway and reserve the area for pedestrians and recreational users. Comments:

- Make more pedestrian-friendly on the actual point
- An idea was to make a pedestrian path beside the car asphalt -- e.g., around the outer edge, to create a safer place for pedestrians to walk. Currently pedestrians must compete with cars to walk around the point.
- Reduce the roundabout for cars and install paved pedestrian pathway. The proposer described the problem: “Cars are parked against a curb, clear of the traffic driving around the point, facing the sea across a rough grass strip and then the edge of the cliff. When people exit their cars, to walk to the beach access or the paved cliff path, they either walk on the grass in front of the cars, where there is a basic uneven trail, or on the paving behind the parked cars where there is a risk of a car backing out unexpectedly...especially difficult for handicapped people.” The proposal would result in a paved path for pedestrians in front of the parked cars.
- Reserve southern nose of Clover Point loop for nature and pedestrians and park cars farther back.
- Preserve parking...with provision for a viewing area at the point
- Pedestrian path should take precedence; don’t limit vehicle access to lower point.
- Several people spoke highly of sitting in their cars in the fall or winter to watch the waves coming in from the west or east. They were parked against the curb.

New ideas that received some support:

- Widen current pedestrian pathway to almost double. Could be done with gravel on either side of the pathway.
- Food services, like food trucks, cafes, a floating barge off Clover Point.
- Add a café or restaurant facility like at Kits Beach at the corner of Cook and Dallas.

The following items did NOT receive much support during the process

85 (16) Build an amphitheatre in the slope of Clover point Park. Comments on the cards:

- “Maintain space for Shakespeare, Kite festival etc.” (This refers to periodic events with tents, etc., that use the lower point area)
- “No amphitheatre!”

10 (19) Install temp public art.

0 (15) Install seating only benches to encourage conversations.

0 (23) Install permanent art displays.

0 (22) Erect signage: welcome to Clover Point Park.”

The following items should be referred to other jurisdictions for comment:

15 (13) Paint mural on tower.

15 (12) Increase bylaw enforcement.

Lower speed limit along Dallas Road.

Three-way stop at Cook and Dallas.

Roundabout at Cook and Dallas.



GETTING AROUND JAMES BAY PROJECT

JAMES BAY NEIGHBOURHOOD
ASSOCIATION ALTERNATIVE
TRANSPORTATION COMMITTEE



FEBRUARY 2017

Survey

Results

Executive Summary

This report presents the findings of a transportation survey of the James Bay neighbourhood. In addition to establishing a baseline of existing transportation patterns within, into and out of James Bay, the findings also identify major transportation issues within James Bay.

The survey was developed and administered in the fall of 2016 by the James Bay Neighbourhood Association's Active Transportation Committee (ATC). The ATC was formed in the summer of 2016 as part of the Neighbourhood Association's multi-pronged program to assess and improve the access to our streets within and connecting to James Bay. The program is focused on making our streets more inviting and safer for all users with a focus on residents and visitors staying in the neighbourhood. The ATC's mission is to recommend to the City of Victoria by fall of 2017 a

mobility network for James Bay that allows people to get around James Bay safely and efficiently using active modes of transportation.

The Survey was distributed both electronically and in hard copy around the James Bay community. A total of 483 surveys were completed: 178 paper surveys and 305 electronic surveys.

The results of the James Bay Active Transportation Survey show that the overwhelming majority of the neighbourhood population uses active transportation and transit as part of their daily lives.

For destinations within James Bay, 74% of trips are made on foot, 13% by bike, 3% by public transit and 9% by car or truck.

For trips made to destinations outside of James Bay, well over half are done using active

transportation and transit modalities, and this rate is even higher among people going to work with 65% of commuters using active transportation to get to work.

These findings correspond closely with the transportation goals of the City of Victoria's Official Community Plan (OCP) which aim to have a minimum of 60% of all trips and 70% of commutes by Victoria residents take place by walking, cycling and public transit by 2041.

With more than 90% of all trips made in James Bay done by active transportation and transit, the neighbourhood is already exceeding the City's long-term transportation goals. The hundreds of comments to the survey's questions about areas for improvement show that there are indeed many areas where improvements are still needed.

Given the dominant use of active transportation and transit both within and to places outside of James Bay, priority needs to be given by the City of Victoria to transportation planning and infrastructure in the neighbourhood that increases the comfort and convenience for people of all abilities to use all modes of transportation.

In the project's next phase of work, the JBNA's Active Transportation Committee will consult with residents on different concepts for making the neighbourhood's infrastructure better reflect their everyday transportation preferences and needs. The Committee looks forward to inviting the City's staff and Council to participate in this process and reporting back the community's preferences later in 2017.

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Introduction

This report presents the findings of a transportation survey of the James Bay neighbourhood. The survey was developed and administered in the fall of 2016 by the James Bay Neighbourhood Association's Active Transportation Committee (ATC) (See Appendix A for the full survey).

The ATC was formed in the summer of 2016 as part of the Neighbourhood Association's multi-pronged program to assess and improve the access to streets within and connecting to James Bay. The program is focused on making streets in James Bay more inviting and safer for all users with a focus on residents and visitors staying in the neighbourhood. The ATC's mission is to recommend to the City of Victoria by fall 2017 a mobility network for James Bay that allows people to get around James Bay safely and efficiently using active modes of transportation. The most immediate application for these recommendations are the City of Victoria's Biketoria initiative and the anticipated update to the James Bay Neighbourhood Plan in 2017.

This report represents the completion of the first phase of the ATC's work plan which has two key objectives: 1) to establish a baseline of existing transportation patterns within and into and out of James Bay, and 2) to identify major transportation issues within James Bay. The second phase, a public consultation on updated active transportation options for James Bay, will take place later in 2017.



Simcoe Street near the "Five Corners" commercial hub of James Bay. Narrow sidewalks and multiple modes of transportation are the norm in James Bay.

Context: The Neighbourhood

James Bay has the clearest physical definition of any neighbourhood in Victoria. Rather than having other neighbourhoods share its boundaries, it has government buildings and hotels to the north, the Greater Victoria Harbour Authority (GVHA) foreshore lands to the north and west, open parkland and ocean to the south, and Beacon Hill Park to the east. This isolation presents unique benefits and challenges to residents of James Bay.

James Bay is the highest density neighbourhood in Victoria with 15% of the city's population living within one square kilometre. It also has the largest group of residents aged 65+ in Victoria, and over 70% of residents rent their homes.

The Five Corners is the centre or village of James Bay. The Menzies corridor from Belleville through to the Five Corners is an extension of the heart of James Bay. This corridor links key public facilities along the inner harbour to the Five Corners, namely JB New Horizons and JB Community Project. To the west of Five Corners, on Oswego, is a third public facility, JB Community School & Centre. These public amenities deliver health and other social services programs. Other public facilities include a second elementary school, substantial publicly subsidized housing, the Royal BC Museum and the Legislature District.

As shown in this report, residents within James Bay favour walking and cycling within James Bay. However, the community also serves as a major transit corridor for the greater Victoria area for ferries, cruise ships, helicopters, the Canadian Coast Guard, fishing boats, pleasure craft and tourist vehicles such as horse-drawn carriages and pedicabs.

James Bay serves as an "image" of Victoria which promotes tourism. The old streets of James Bay and the remaining vintage housing stock serve as character components which emphasize the Victorian charm of the city. Fisherman's Wharf, and the Dallas Road walkway add to the ambiance of our delightful city.

Fisherman's Wharf Park - a popular destination for residents and visitors of all ages.



Methods

The Survey was distributed both electronically and in hard copy around the James Bay community. The electronic survey was distributed thorough various networks including: James Bay Neighbourhood Association Mailing List, Parent Advisory Councils at both of the local elementary schools, the local cooperative housing network, and various other rental housing agencies.

Hard copies were distributed and collected in various locations around the community and were published in the James Bay Beacon. There were a total of nine different hard copy locations spread throughout the neighbourhood. These locations were Serious Coffee, Imagine Cafe, Bird Cages, Niagara Grocery, James Bay Community School Centre, James Bay Community Project, James Bay Beacon, New Horizons Community Centre, and BC transit pop-up bus. The Five Corners area was also canvassed to collect surveys.

A total of 483 surveys were completed: 178 paper surveys and 305 electronic surveys. The map on the next page (Figure 1) shows the distribution of survey respondents based on those who provided either their postal code or closest major intersection. Nearly all lived in James Bay and almost everyone else lived in the Capital Region District.

The survey data were separated into three broad categories: demographic information, empirical responses and qualitative responses.

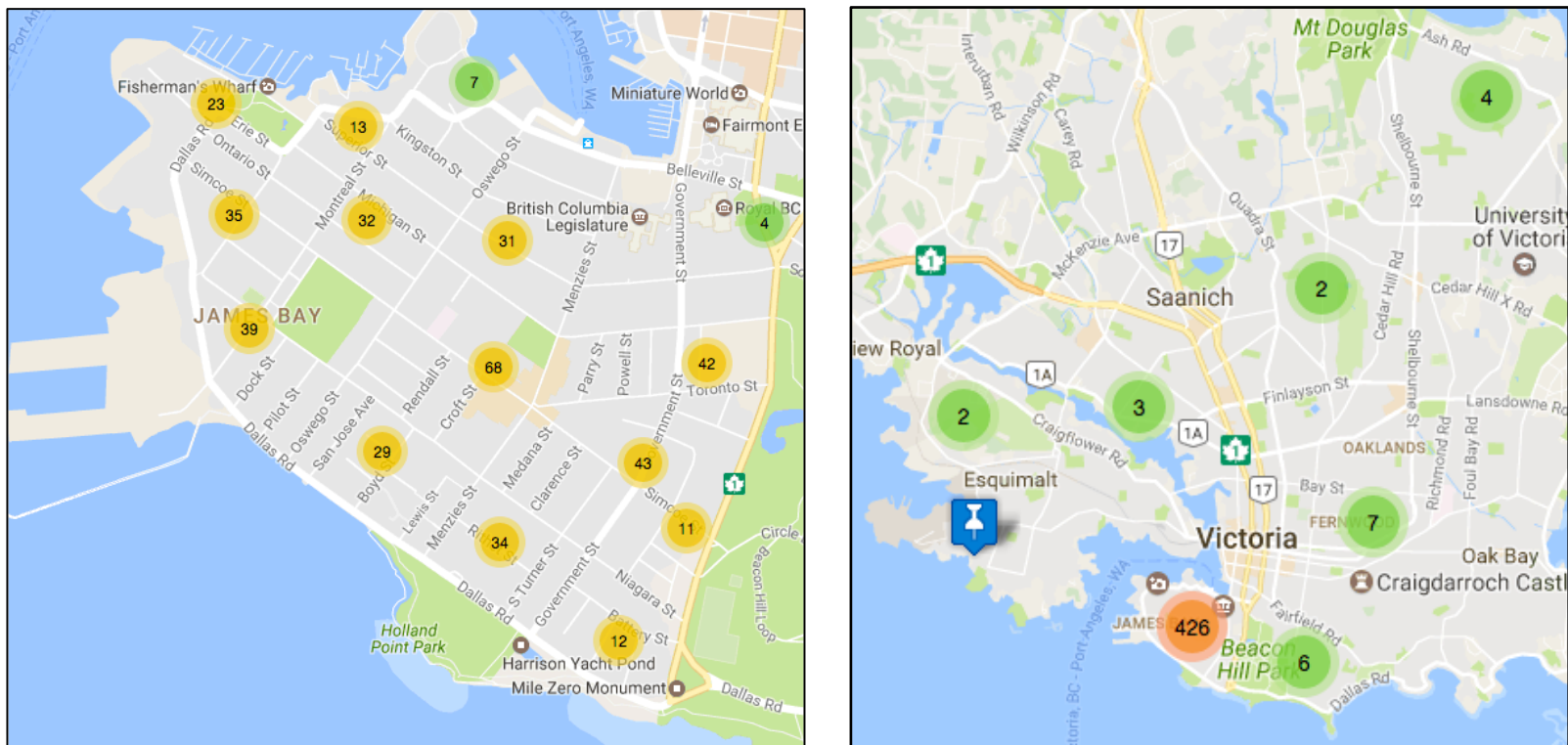
The demographic data identified a strong reporting bias within the 60-80 year old age-groups. This resulted in the

under 40 age-groups being under-represented within our survey responses. As a result the empirical responses were corrected for age biases prior to analysis. This was done using age-weights calculated on the most recent census available, which in the fall of 2016 was the 2011 census. These age-weights were then applied to the data before analysis of trips within James Bay and trips leaving James Bay.

Age-weights were not applied when there were not enough responses across all-categories to negate the risks involved with using a particularly small sample set. This included all analysis done on commuters to James Bay (N=24) and commuters leaving James Bay (N=122) as well as the locations of where people travel to, since some locations had very few respondents within each of the age-groups. For example it is not ideal to apply an age-weighting to a group of less than five individuals.

There were three open-ended, qualitative questions. The responses for these questions were organized using key word classification. In some cases multiple comments were made within one response, and each comment counted as a separate response. Comments were grouped by subject matter allowing identification of the most frequently mentioned topics. Some examples of comments for the different groupings were then selected for use in the report.

Figure 1. The Number of Survey Respondents According to Where They Live



Demographics: Age

The age distribution of our survey respondents (Figure 2) heavily favoured the over 50 age group compared to 2011 census data for James Bay (Figure 3). In Fact 30% of respondents were in the 60-69 age group, with only 7% under the age of 30. Various means were used to attract younger respondents, however, it is not unusual to have a low response rate amount younger adults. The demographic data identified a strong reporting bias within the 60-80 year old age-groups. This resulted in the under 40 age-groups being under-represented within our survey responses. As discussed in the methods section of the report, empirical responses were corrected for age biases prior to analysis. This was done using age-weights calculated on the 2011 census.

Figure 2. Distribution of Respondents by Major Age Categories

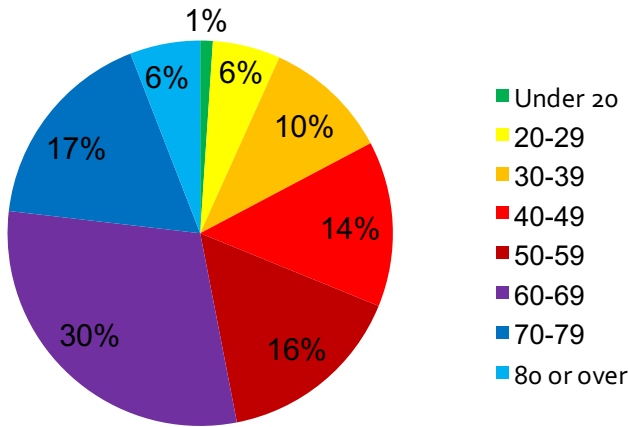
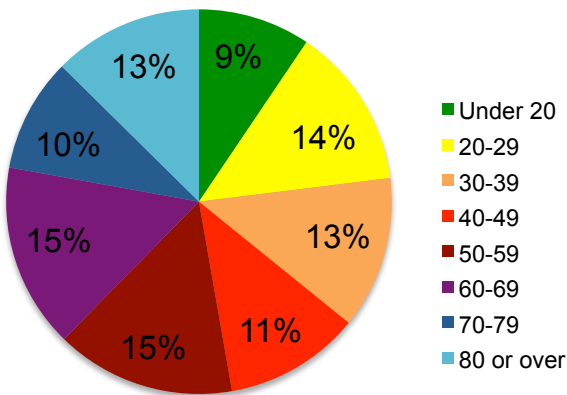


Figure 3. 2011 Census - Distribution of Age by Major Age Categories



Demographics: All Ages and Abilities

As shown in the 2011 census, the ages of people living in James Bay is more or less evenly distributed among all of the census's major age categories. From a active transportation perspective, this broad distribution of ages means there is a wide range of abilities and needs in the community with regards to active transportation, ranging from people who either use or live with somebody who uses a mobility aid (14% of survey respondents, Figure 4) to families with children (16% of survey respondents, Figure 5).

If everything we do in our public spaces is great for an 8 year old and an 80 year old, then it will be great for all people.
- 8 80 Cities

Figure 4. Respondents with a mobility challenge and or living with a person with mobility challenges

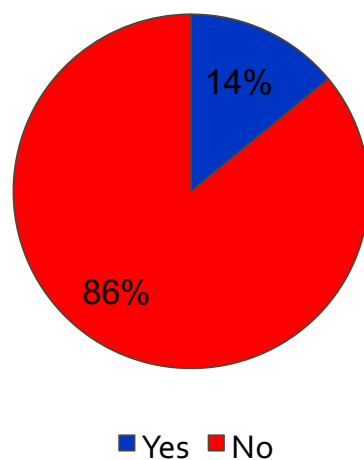
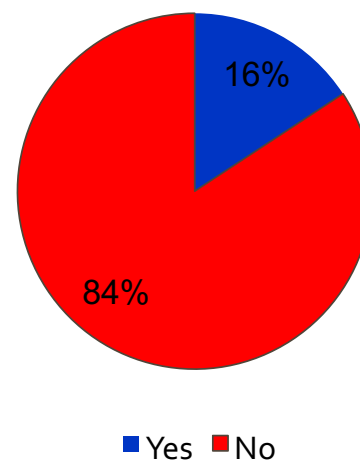


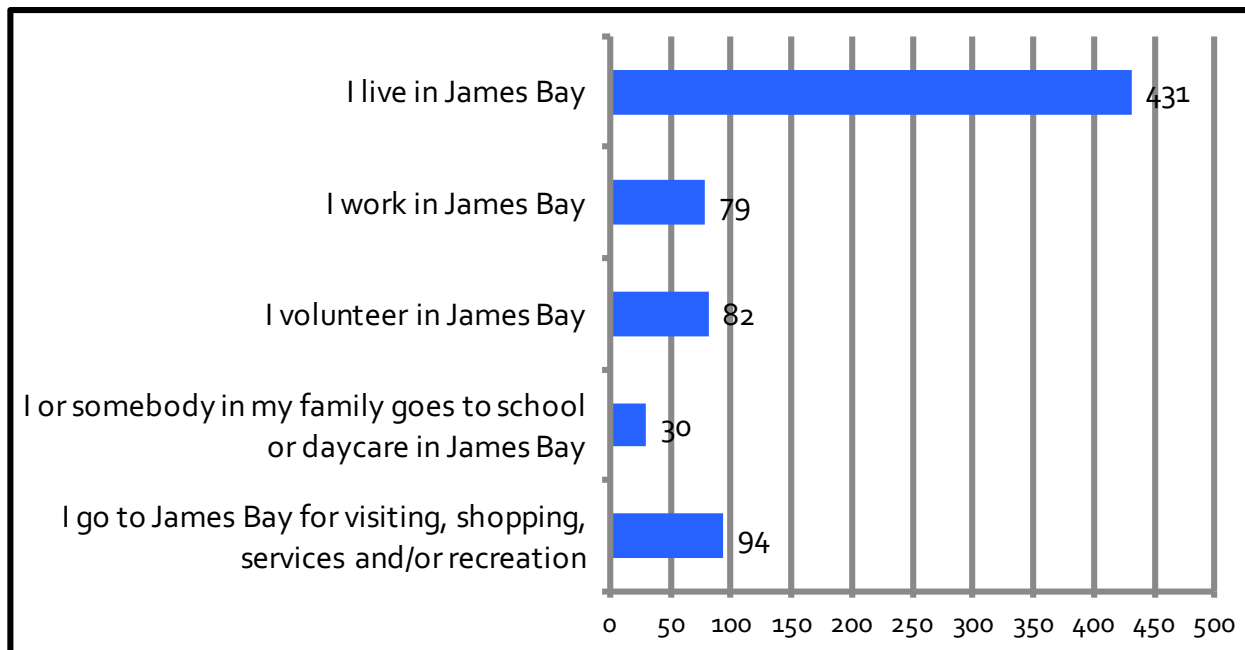
Figure 5. Respondents living with children under 15-years old



Connections to James Bay

Survey respondents were asked to indicate their main reason(s) for coming to James Bay (Figure 6). For most of the survey's 483 respondents, their primary reason for traveling in the neighbourhood is that they live there. Other popular responses included shopping, services and recreation, and volunteering or working in the neighbourhood. The responses to this question also helped to determine which individuals commute into James Bay but live outside of the neighbourhood.

Figure 6. Respondents Primary Reasons for Being in James Bay



Findings: Destinations In James Bay

Respondents were provided with a list of destinations within James Bay and asked how frequently they go to each destination (if ever). The destinations are listed and grouped below into categories of activities:

Shopping: Thrifty's and nearby shops, and Niagara Grocery

Schools and Daycare: South Park Elementary School, James Bay Community School, Your child's daycare in James Bay

Outdoor Recreation (visiting parks): Beacon Hill Park, Fishermen's Wharf/Park, Irving Park, Ogden Point

Employment: Your workplace in James Bay

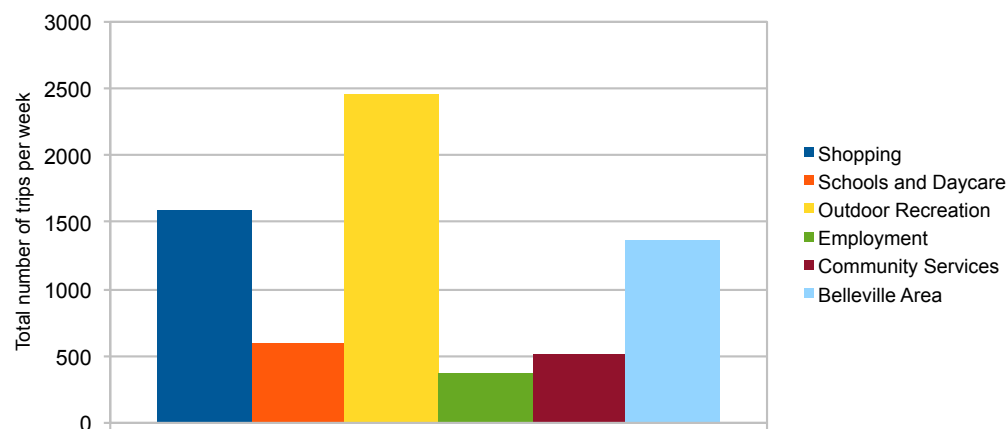
Community Services: New Horizons, Community Project

Belleville Area: Hotel District, Royal BC Museum, Legislature

In addition to these destinations, respondents were also given an option to identify "other" destinations in James Bay they travel to. 97 "Other" responses were received out of the total 483 responses, suggesting that primary destinations in James Bay were captured.

Figure 7 shows the total number of trips respondents make in a typical week to participate in one activity or another within James Bay. What stands out in this graph is how many of the trips made to places within the neighbourhood are for recreational activities and shopping and how few are made to get to an employer within James Bay.

Figure 7. What Activities are Respondent Traveling to Within James Bay - Total Trips Per Week

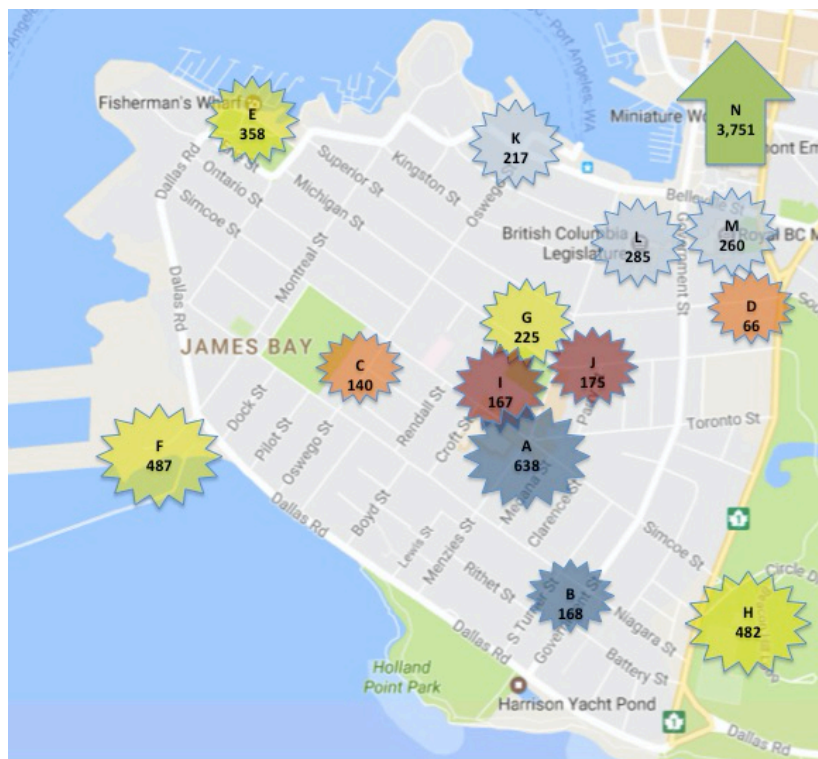


When the destinations that survey respondents go to in James Bay are overlaid onto a map of the neighbourhood James Bay (Figure 8), one can see that popular destinations include the shops and services located in its commercial hub - the “Five Corners” - as well as the many recreation oriented locations on its edges.

The colours of the different stars on the map correspond to the activity categories from the previous page and the numbers indicate the number of total weekly trips made by all survey respondents to each destination. The green arrow at the top-right corner is for trips made to destinations outside of James Bay. Specific employment destinations are not included on the map as this information was not collected by the survey.

Figure 8. Total Number of Trips Taken Per Week to Destinations Within and Outside of James Bay.

- A = Five Corners,
- B = Niagara Grocery,
- C= James Bay Community School,
- D = South Park School,
- E = Fisherman’s Wharf,
- F = Ogden Point,
- G = Irving Park,
- H = Beacon Hill,
- I = New Horizons,
- J = James Bay Community Project,
- K = hotel district,
- L = Legislature,
- M = Royal BC Museum,
- N = destinations outside of James Bay.

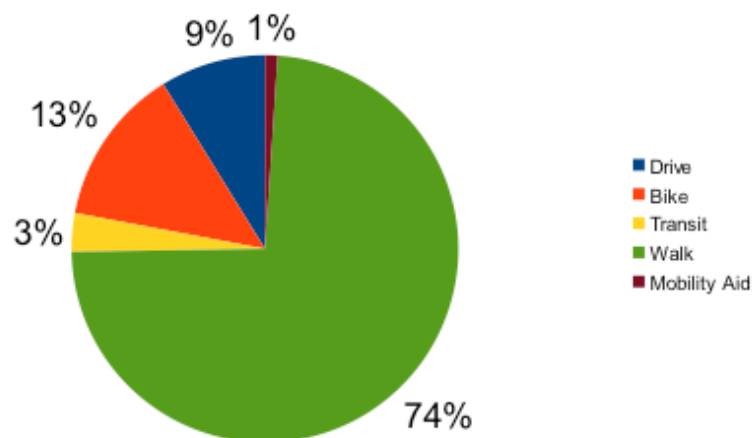


Findings: Transportation Choices To Places In James Bay

In addition to asking respondents how frequently they travel to different destination within James Bay, the survey also asked them to identify what mode of transportation they typically take to get there: walk, bike, car or truck, public transit, mobility aid, skateboard, or other. The responses to this question showed that nearly all trips to destinations within James Bay are done by walking (74%). The second most popular mode was cycling (13%) followed by driving there with a car or truck (9%) (Figure 9).

With more than 90% of all trips made in James Bay done by active transportation and transit, the neighbourhood already exceeds the long-term transportation goals included in the City of Victoria's Official Community Plan (OCP) which aim to have a minimum of 60% of all trips by Victoria residents take place by walking, cycling and public transit by 2041.

Figure 9. Percentage of Trips Made Within James Bay by Different Modes of Transportation



Findings: Mobility Choices, Frequency of Trips, and Age (In James Bay)

To get a fuller picture of factors that effect people’s transportation choices within James Bay, the transportation modal data were segregated by frequency of trips to a destination in a typical week and by age. As per Figure 10, the number of times respondents travel to a particular destination within James Bay has no discernible impact on their choice of transportation mode - walking is by far the most popular mode followed by cycling and driving for all three frequency categories.

When the data are segregated by age group (Figure 11), the most significant variation from this result is a higher use of bikes by people under 50 and bike use gradually tapering off with each older age group. Only time will tell if this pattern is due more to social differences between generations or to health-related limitations to cycling for older respondents. If the former, one should expect to see more people over 50 riding bikes over the next 10 to 20 years as those who are currently under 50-years old and ride a bike regularly continue to frequently use them as they age.

Figure 10. Modality Choice by Frequency of Trips to All Destination Within James Bay

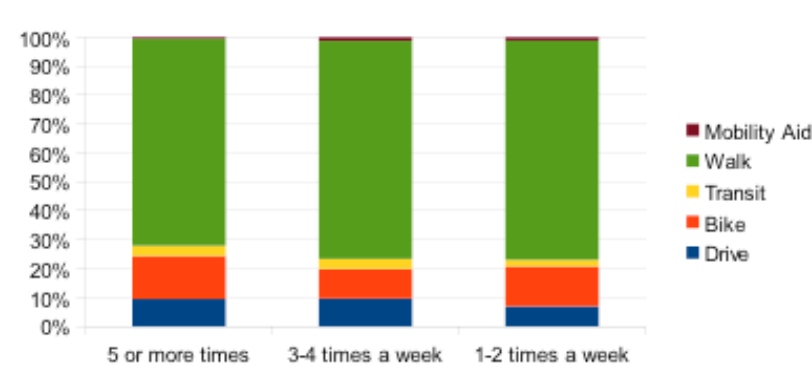
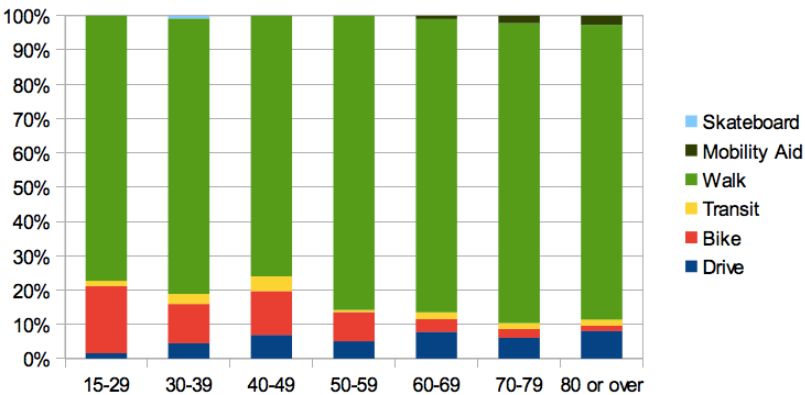


Figure 11. Modality Choice by age to All Destination Within James Bay

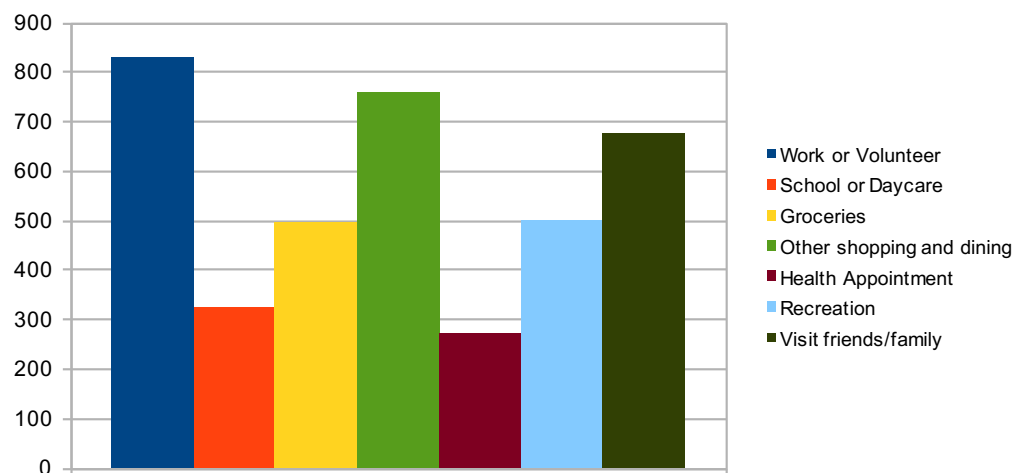


Findings: Destinations Outside of James Bay

When looking at the places respondents go when leaving James Bay (Figure 12), workplaces make up the largest share of the total trips taken over the course of a typical week. Other popular reasons for people to leave James Bay include shopping and dining, and visiting friends and family.

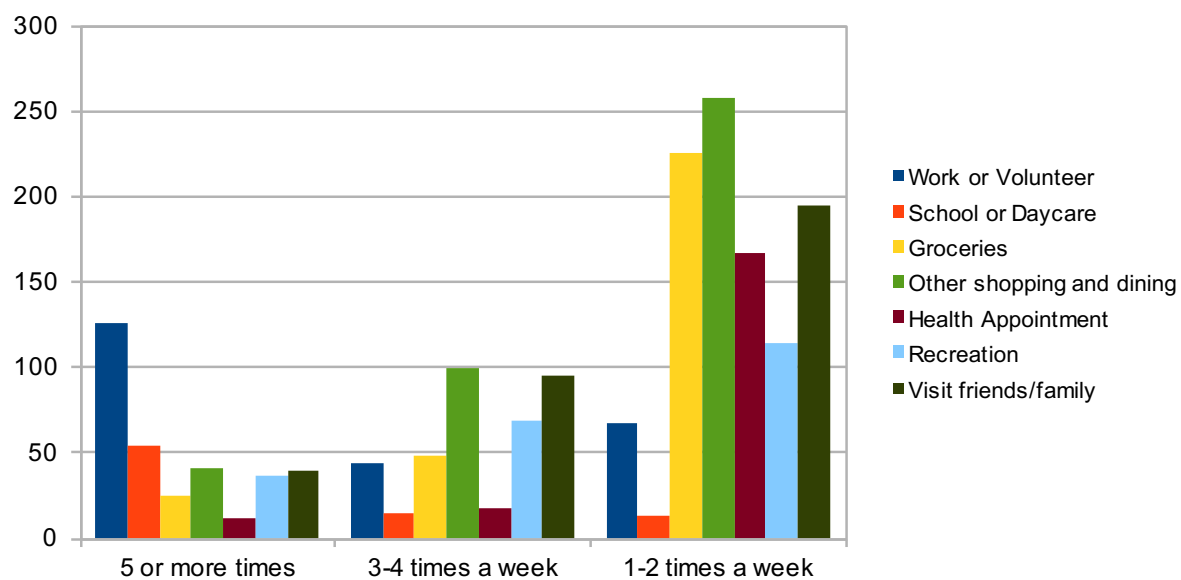
It is worth noting that it is likely that the survey data under-estimate the total number of trips made for work, school and daycare because the under 40 age group is under-represented and Figure 11 was not age corrected to account for this. Unfortunately age-weighting the trip data as a function of location is inappropriate for this particular data because the sample sizes are small, and thus would result in disproportionate weighting. (i.e., any of the locations where less than 100 trips were made would involve very small numbers when broken down across our 7 different age groups).

Figure 12. Total Number of Trips per Week Outside of James Bay



When the destination data for places traveled to outside of James Bay are broken out into different frequency groupings (Figure 13), it shows that a high number of respondents make one or two trips out of James Bay every week to buy groceries, shop, receive services and visit friends and family. As reflected in Figure 11, work is the single biggest reason for respondents to leave James Bay five or more times in a typical week.

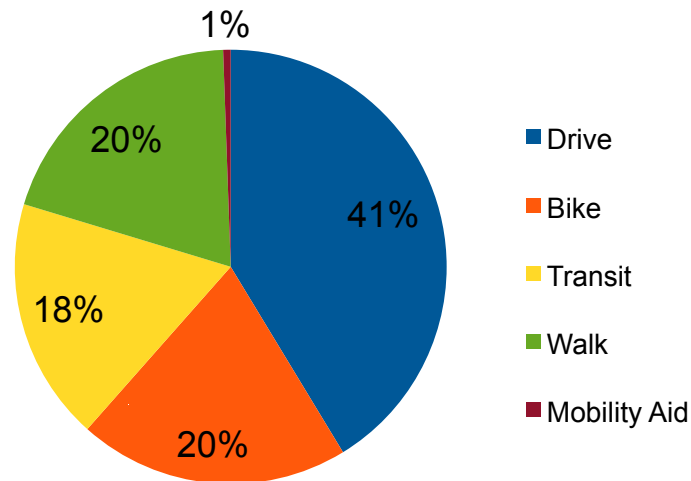
Figure 13. Destinations Outside of James Bay by Frequency per Week



Findings: Transportation Choices To Places Outside of James Bay

The travel modes typically used by respondents to get to destinations outside of James Bay vary quite a bit more than they do for trips to places inside James Bay. As shown in Figure 14, driving a car or truck is most frequently used to leave James Bay (41% of trips), followed more or less evenly by walking (20% of trips), bike (20% of trips) and public transit (18% of trips). This difference between modes used within James Bay and to places outside of it is likely due to the convenience of using non-walking modes for getting to destinations that are farther away.

Figure 14. Percentage of Trips to Destinations Outside of James Bay by Mode of Transportation



Findings: Commuting Out of and Into James Bay

When looking at the transportation modality used for commuters leaving James Bay, a full 65% of these respondents use active transportation for their daily commute, while 35% use a car or truck to get to work (Figure 15). About the same percentage of commuters walk and bike to work and a somewhat lower number use public transit. This share of active transportation for getting to work is somewhat higher than the 53% reported by the 2011 census for James Bay: 28% walk, 11% bicycle, 13% public transit compared to 45% for drive and 3% for other.

In addition to people commuting to workplaces outside of James Bay, there are a number of employers in James Bay, including the Coast Guard, marine businesses, multiple hotels, retail shops and service providers. Though a number of individuals both live and work in James Bay, the survey included 24 respondents who live outside of James Bay and commute in for work (Figure 16). Although this number of respondents is too low to draw any concrete conclusions, similar to people leaving James Bay to work, it shows a variety of transportation modes are used by commuters coming into James Bay to work. The most significant difference between the two commuter subsets is the higher use of transit and lower use of cars or trucks by respondents coming into James Bay for work.

Figure 15. Percentage of Trips by Commuters to Work Places Outside of James Bay by Mode of Transportation (not age weighted)

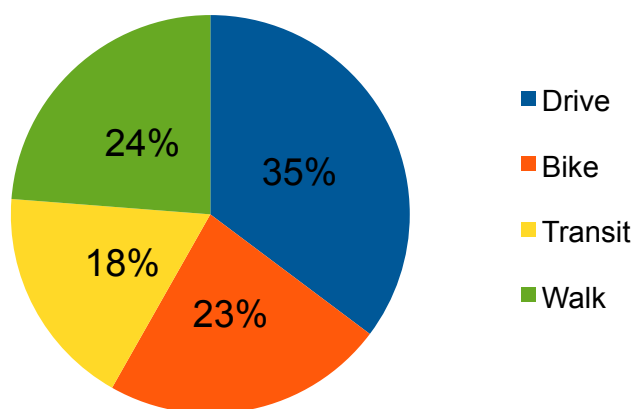
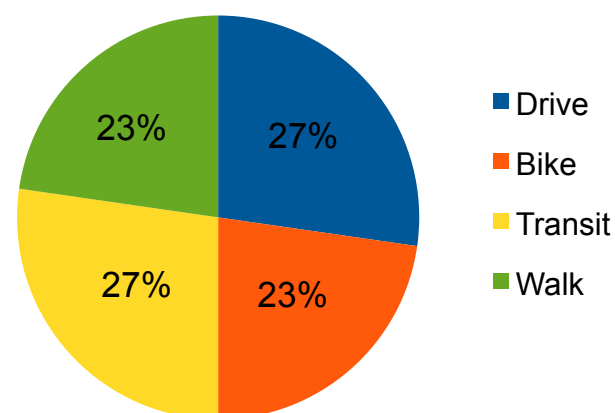


Figure 16. Percentage of Trips by Commuters to Work Places Inside of James Bay by Mode of Transportation (not age weighted)



Findings: Mobility Choices, Frequency of Trips and Age (Outside James Bay)

Similar to trips made to destinations inside of James Bay, modality choices were analyzed by frequency of trips and age of respondents to see whether these factors may influence the choice of transportation used when leaving James Bay.

The frequency of trips made outside of James Bay does appear to affect mode of transportation (Figure 17). People appear more likely to drive for trips that are made infrequently (i.e., for groceries or health appointments), with more than 50% of those infrequent trips involving a vehicle. In contrast driving only makes up 34% of frequent trips, indicated as 5 or more times per week.

When considering the modes of transportation for trips that involve entering and leaving James Bay it appears that age does play a factor (Figure 18). In particular, cycling decreases noticeably with age, whereas driving and walking increase with age. It is worth noting that approximately 25% of individuals under the age of 40 make trips by bicycle, despite the lack of cycling infrastructure to connect James Bay through downtown.

Figure 17. Modality Choice by Frequency of Trips to All Destination Outside of James Bay

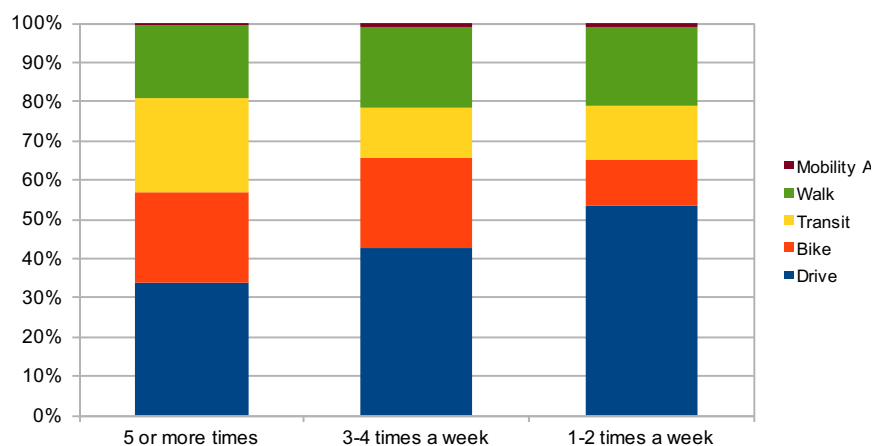
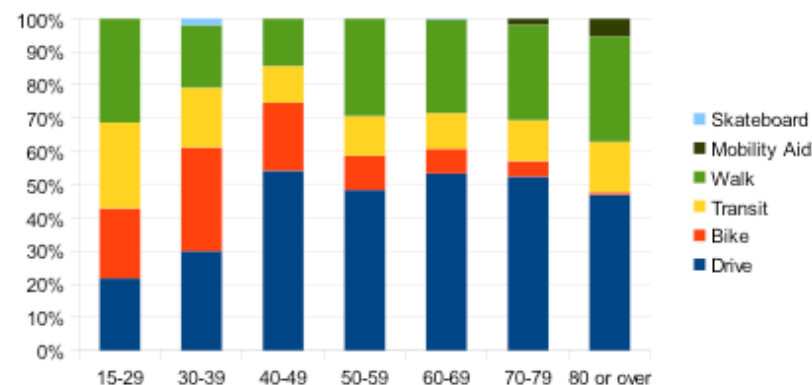


Figure 18. Modality Choice by age to All Destination Outside of James Bay

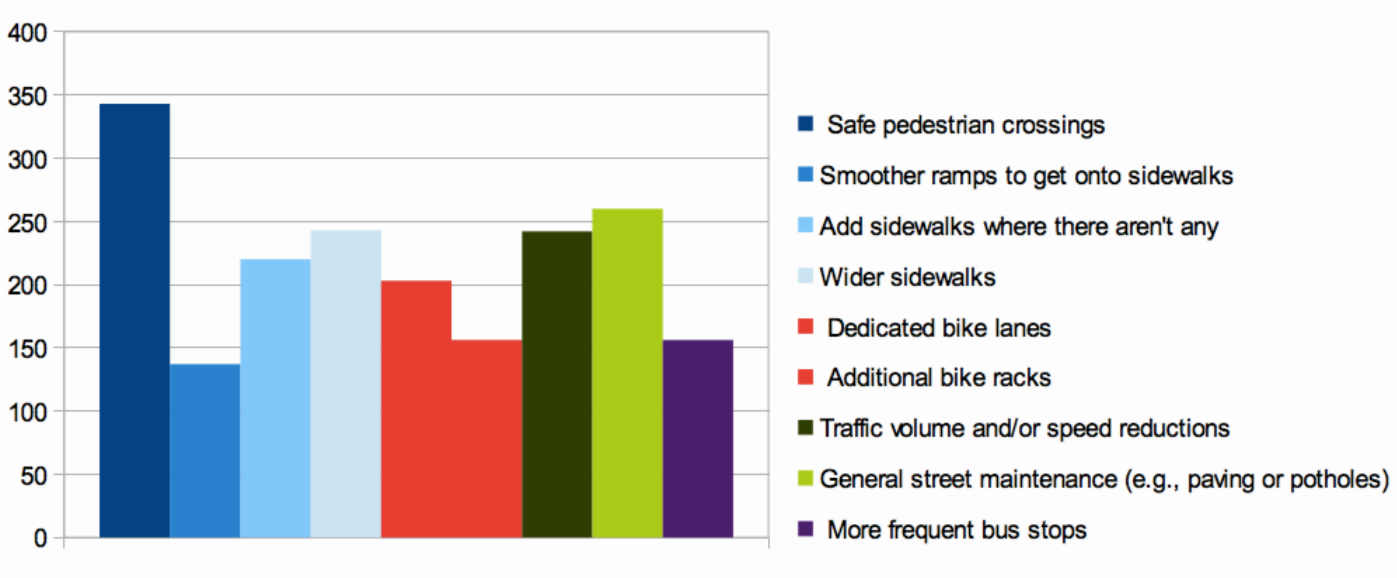


Findings: Types of Improvements

There were three qualitative questions included in the survey to allow respondents an opportunity to provide more detailed answers about transportation issues in James Bay, as well as the strengths of the transportation network in the neighbourhood. The first question listed a number of improvements and asked respondents to identify which ones they thought were the most urgent.

Figure 19 shows the number of times each of the suggested improvements was selected by respondents. From that question “safe pedestrian crossings” was selected the most frequently, with 71% of respondents selecting it as a priority. All of the other improvements listed, meanwhile, were selected by 30% to 54% of respondents as priorities. When grouped together by broad themes - pedestrian (blue in the graph), bike specific (red in the graph), roadways (green in the graph), and transit (purple in the graph) - pedestrian related improvements were selected most frequently, followed by roadway improvements and bike specific improvements.

Figure 19. Frequency of Times that a Transportation Improvement Was Selected as a Priority for James Bay



The priority given to pedestrian improvements is consistent with its high-level modal share for trips made in James Bay. It is also worth noting, that the kinds of improvements suggested for roadways would benefit both cyclists and motorists and likely even pedestrians in the case of reduced traffic volume and/or speed. This ordering of priorities for transportation improvements closely reflects the transportation hierarchy included in the City of Victoria's Official Community Plan (See Appendix B).

The two remaining improvement-related questions included in the survey were open-ended to give respondents more of an opportunity to express in their own words transportation issues that they felt were working well and not so well in James Bay.

One question asked directly about the way transportation could be improved: "Are there places in James Bay you would like to see improved to make it easier or safer for you to travel around or into and out of the neighbourhood? If there are, where are these locations and what improvements would you like to see?". There was a total of 246 responses for this question and each response was coded by subject. These were the 7 most frequently cited responses.:

1. Pedestrians 72 responses
2. Bike Lanes 40 responses
3. 5 Corners 31 responses
4. General Safety 25 responses
5. Traffic 19 responses
6. Speeding 16 responses
7. Transit 12 responses

The survey finished with the following question: "Do you have any additional comments you want to share with us about getting around James Bay?" There was a total of 182 responses made to this question. Each response was coded into the following seven categories:

1. Tourism 43 responses
2. Walkability 31 responses
3. Bike 25 responses
4. Transit 25 responses
5. Everything is Great 21 responses
6. Drivability 14 responses
7. Safety 12 responses



Street signs are frequently the only place available to park and securely lock up a bike in most areas of James Bay.

The answers to these qualitative questions provided hundreds of valuable insights into specific transportation-related benefits and challenges experienced by residents and visitors alike. For example, there was a broad array of responses identifying locations that needed improvement. However a few streets and intersections came up numerous times as being particularly difficult for pedestrians, bikes and cars. These roads are: Oswego St., Menzies St. and Simcoe St., with the intersections of Simcoe and Oswego, and Five Corners being frequently identified as problematic. This is unsurprising, since these roads and intersections all are at the heart of James Bay (with their proximity to the school, community centres and shopping).



James Bay's narrow sidewalks must meet the needs of a wide variety of users.

Over all James Bay needs more cross walks, wider sidewalks and more 4 way stops for vehicles.

We need pedestrian crosswalks along Dallas, Erie, St Lawrence, Kingston.

There should also be a crosswalk in front of James Bay Community School on Oswego or at the very least a stop sign at Simcoe and Oswego. How are children supposed to cross the street here safely when cars won't stop?

The block where the Q and the Landmark sit [Douglas/Belleville/Blanshard] has only one crosswalk at Douglas and Belleville. Residents must go across busy traffic lanes in between traffic to cross at any other point, which is often scary and dangerous due to traffic speed and the semi-blind corner coming down the hill from Southgate and Blanshard.

Many respondents generally saw James Bay as being a walkable community with daily life needs within walking distance. This appears to be one of a most appealing aspects of living in James Bay.

I feel very safe already. James Bay is easily navigable by foot, bike, car etc....

James Bay is a wonderful place to live. Everything is within walking distance.

However, there was recognition of the need to make the sidewalks (streets) more accessible and usable for those with mobility challenges, including the elderly who may not be as secure in walking or have hearing/sight problems, and those who have need of wheeled pedestrian aids, such as scooters, walkers, and baby carriages. Problems identified include uneven sidewalk surfaces, obstacles on sidewalks, too narrow sidewalks, and sloped sidewalks.

Many of the sidewalks are very uneven. I have severe and painful nerve damage in my feet. You can easily trip on sidewalks as they are joined poorly. That's why I now have to drive.

I see people in scooters and motorized wheelchairs forced to abandon sidewalks because of obstructions or poorly maintained surfaces. Looking at the demographic of JB there will only be more of these devices coming . . . address issue now. . . make JB more attractive place to live for everyone. A pedestrian friendly neighborhood that is easy to navigate is great for all ages. Whether pushing a carriage with a child or using a stroller for mobility, smooth even surfaces are appreciated. If you decide to have bike lanes then designate them as scooter lanes as well.

Vehicular speed was seen as excessive especially when compared to the time needed for the very elderly to cross streets (See Appendix C for maps of pedestrian and bicycle road accidents).

Create community in which walking and cycling is encouraged, not made unsafe for benefit of a small number of motorists who [rush] through. . . Speeding . . . the ONLY reason I do not always support the boost that cruise ships give to Greater Victoria's economy.

The key safety transportation issue is vehicle speed... At risk are many kids walking to/from school and many seniors walking to/from Thrifty's -- at typical car speeds.

Given how many young families and seniors live in James Bay, we support making James Bay more pedestrian and scooter friendly . . . slow down with emphasis on safe travel for walkers, bikers, strollers, scooters and lastly cars.



Respondents were split on the need for dedicated bike lanes and the impact they would have on other modes of transportation. Family cycling was most cited as important. Conflict between cyclists and pedestrians was raised.

I would never bike in James Bay. Most roads are too narrow for bike lanes and already have on-street parking. Plus the speeding taxis would probably run me over!

Don't waste energy, time, and money on better bike routes in James Bay. James Bay is immensely bicycle-friendly -- arguably unparalleled as an urban neighbourhood in CRD.

It is on my bike, which I use often, that is the real daily issue safety-wise.

Tourism traffic, not tourists, were seen as a major issue in James Bay. Many respondents associated the cruise-ship industry activities with traffic issues, including: speeding, increased traffic, congestion and pollution, whereas “walking tourists” were seen as a positive. Horse and carriages were viewed as a hindrance by some respondents, whereas others' saw them as beneficial for traffic calming.

In cruise season, it is NOT safe to walk around with the traffic - we walk our dogs every night and morning and see the mayhem - this MUST be addressed especially if the GVHA is planning their own version of Granville Island.

Similarly, frustrations with events were also expressed, with a suggestion that more events could be sent to other communities (see Appendix D for a list of some of the events held regularly in James Bay).

Comments about transit stops (location and condition) were also collected, and the responses sent forward to BC Transit.



Cruise ship passengers unloading at Ogden Point for quick stop in Victoria. In 2017 about 560,000 passengers will arrive in James Bay at the cruise ship terminal over a five month period. Most of these will exit the neighbourhood via coach buses and taxis that take them to popular tourist destinations outside of the community and then return them to the cruise ship terminal a few hours later. For a neighbourhood with 12,000 residents, this sudden influx of buses and taxis has a dramatic impact on local transportation patterns and safety.

Conclusion

The results of the James Bay Active Transportation Survey show that the overwhelming majority of the neighbourhood population uses active transportation and transit as part of their daily lives.

For destinations within James Bay, 74% of trips are made on foot, 13% by bike, 3% by public transit and only 9% by car or truck. It is worth also noting that in the area around the Five Corners, James Bay's primary shopping centre, the concentration of pedestrians is likely even higher than this because many individuals who may have cycled or driven to that area for shopping will subsequently complete their tasks by walking from one service to another.

For trips made to destinations outside of James Bay, more than half are done using active transportation and transit modalities, and this rate is even higher among commuters, 65% of whom reported using walking, biking, or transit as their primary mode for getting to work.

Total trips made within James Bay exceed the transportation goals of the City of Victoria's Official Community Plan (OCP) which aim to have a minimum of 60% of all trips by Victoria residents take place by walking, cycling and public transit by 2041. Meanwhile, the percentage of trips made to work by James Bay residents using one of these three modes of active transportation falls just short of the OCP's ambitious 70% target.

Although James Bay is already nearly meeting or exceeding the City's long-term transportation goals, this does not mean that more should not be done to improve the safety, comfort and convenience of how people get around and into and out of the neighbourhood. The hundreds of responses to the survey's questions about areas for

improvement to the neighbourhood's transportation infrastructure show that there are indeed many areas where improvements are still needed. For example, although the vast majority of trips made in and around the Five Corners area are done on foot, the area's transportation design and infrastructure is dominated by measures that were built to accommodate motor vehicles first and foremost. In addition, there are absolutely no provisions made on any of the roadways in James Bay for increasing the safety of people using bicycles. Although the survey shows that there are already a relatively high number of trips made by bicycle, this number is likely to remain unchanged if the City continues to ignore the special transportation needs of people on bikes. Similarly, special provisions are needed to make it more comfortable and convenient for people using mobility aids, such as scooters. For people who rely on mobility aids to get around this is a serious quality of life issue. Over the next decade, as more mobility aids are used, the problems faced by people using them today will only increase unless addressed.

Given the dominant use of active transportation and transit both within and to places outside of James Bay, priority needs to be given by the City of Victoria to transportation planning and infrastructure in the neighbourhood that increases the comfort and convenience for people of all abilities to use all modes of transportation.

In the project's next phase of work, the JBNA's Active Transportation Committee will consult with residents on different concepts for making the neighbourhood's infrastructure better reflect their everyday transportation preferences and needs. The Committee looks forward to inviting the City's staff and Council to participate in this process and reporting back the community's preferences.

Appendix A: James Bay Transportation Survey



James Bay Neighbourhood Association

How Do You Get Around James Bay?

September 2016

We are seeking your help to make it easier and safer for everyone to get around James Bay. Whether you walk, bike, bus, are mobility assisted or drive. This survey is a project of the JBNA active transportation committee. If you prefer to complete the survey online, the survey link is at JBNA.org. Thank you!

1. What is your connection to James Bay (Please check all that apply)?

- ☐ I live in James Bay
☐ I work in James Bay
☐ I volunteer in James Bay
☐ I or somebody in my family goes to school or daycare in James Bay

GETTING AROUND JAMES BAY

2. In a typical week, how often do you go to, or a destination near, any of the following places within James Bay?

	Never or Rarely	1 to 2 Times	3 or 4 Times	5 or More Times	N/A
Thrifty's and nearby shops					
Niagara Grocery					
New Horizons					
South Park Elementary School					
James Bay Community School					
Beacon Hill Park					
Fishermen's Wharf/Park					
Irving Park					
Ogden Point					
James Bay Community Project					
Hotel District					
Royal BC Museum					
Legislature					
Your Work in James Bay					
Your Child's Daycare					
Other					

3. For places you visit in James Bay one or more times in a typical week, indicate how you usually get there.

	Walk	Bike	Public Transit	Car or Truck	Mobility Assist	Skate-board	Other	N/A
Thrifty's and nearby shops								
Niagara Grocery								
New Horizons								
South Park Elementary School								
James Bay Community School								
Beacon Hill Park								
Fishermen's Wharf/Park								
Irving Park								
Ogden Point								
James Bay Community Project								
Hotel District								
Royal BC Museum								
Legislature								
Your Work in James Bay								
Your Child's Daycare								
Other								

4. What would improve your ability to get around James Bay (Please rank with 1 being the most important)?

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Safe pedestrian crossings	Smooth ramps to get onto sidewalks	General street maintenance (paving or potholes)	Add sidewalks where there aren't any	Wider sidewalks	Dedicated bike lanes	Traffic volume and/or speed reductions	More frequent bus service	Additional bike racks	Other

5. Do you have any problem with the location, siting, or condition of any BC Transit stop in James Bay? ☐ Yes ☐ No
 If yes, please include location and problem in space on question 15.

GOING TO PLACES OUTSIDE OF JAMES BAY

6. In a typical week, how often do you leave James Bay to do any of the following?

	Never or Rarely	1 to 2 Times	3 or 4 Times	5 or More Times	N/A
Work or volunteer					
School or daycare					
Buy groceries					
Other shopping or dining					
Health related appointment					
Recreation facility (e.g. YMCA)					
Visit friends or family					
Other					

7. For places outside of James Bay that you go to one or more times in typical week, how do you usually get there?

	Walk	Bike	Public Transit	Car or Truck	Mobility Assist	Skate-board	Other	N/A
Work or volunteer								
School or daycare								
Buy groceries								
Other shopping or dining								
Health related appointment								
Recreation facility (e.g. YMCA)								
Visit friends or family								
Other								

8. Are there places in James Bay you would like to see improved to make it easier or safer to travel around or into and out of the neighbourhood? If there are, where are the locations and what improvements would you like to see?

HELP US TO UNDERSTAND WHO YOU ARE

9. What is the closest intersection to your home (e.g. Menzies Ave and Michigan St)?

10. What is your Postal Code? _____

11. What is your age?

- ☐ Under 20 ☐ 20-29 ☐ 30-39 ☐ 40-49 ☐ 50-59
☐ 50-59 ☐ 60-69 ☐ 70-79 ☐ 80 or over

12. Including yourself, how many people live in your home?

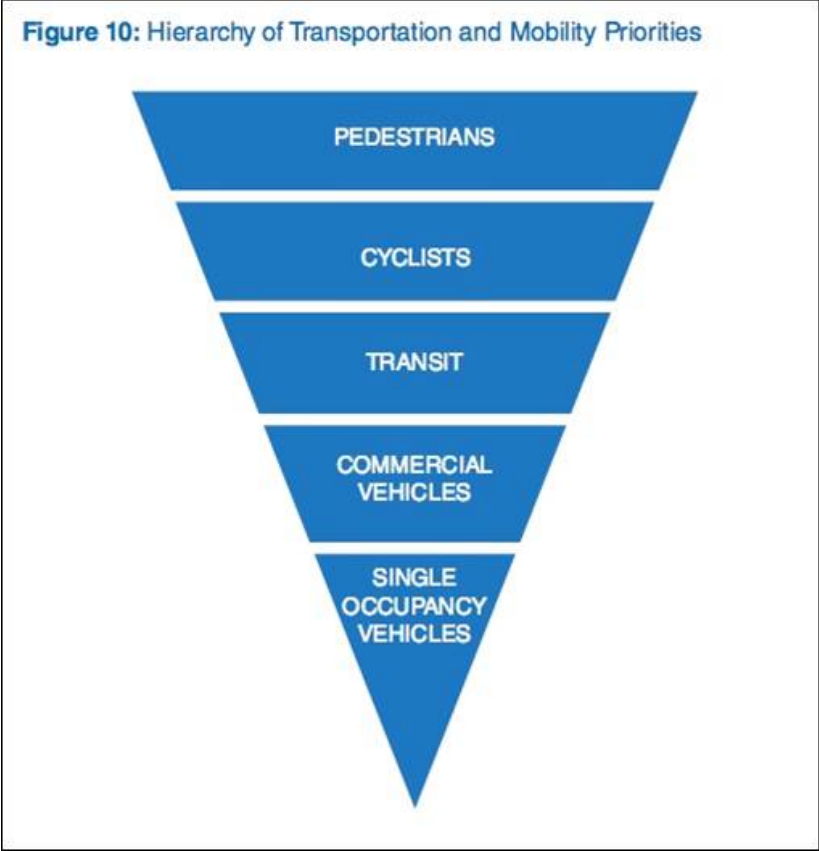
- ☐ 1 (You) ☐ 2 ☐ 3-4 ☐ More than 4

13. Are you, or someone you live with, mobility challenged? Yes ☐ No

14. Do any children 15-years old or younger live with you? Yes ☐ No

15. Do you have any additional comments you want to share with us about getting around James Bay?

Appendix B: City of Victoria Transportation Hierarchy

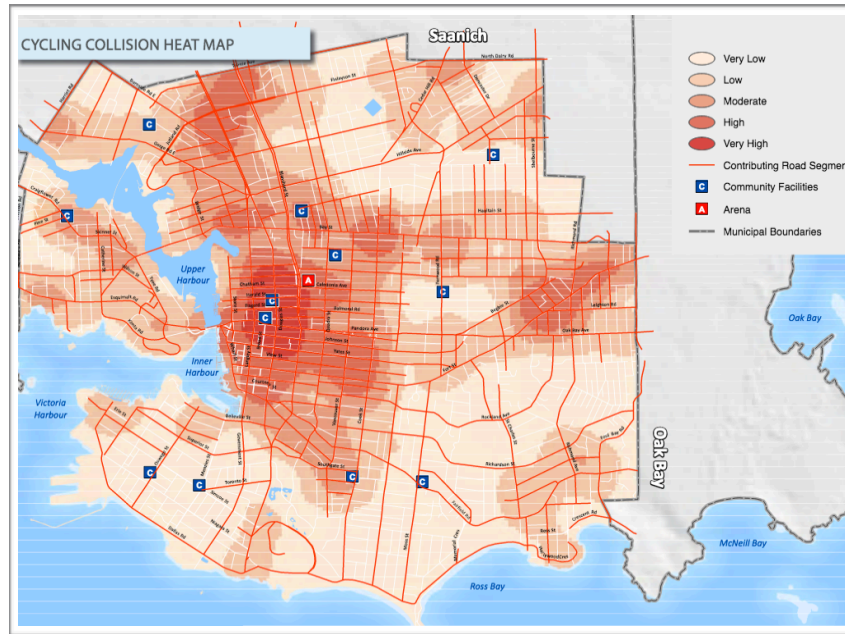


Source: City of Victoria. Official Community Plan.

Appendix C: Traffic Accidents Involving Pedestrians or People Riding Bikes



Source: ICBC Statistics (2009-2013), <http://www.icbc.com/about-icbc/newsroom/Pages/Pedestrians.aspx>



Source: City of Victoria, Biketoria Project.

Appendix D: Major Events Held in James Bay

A list of some of the major events that impact transportation flows into and around James Bay:

- Times Colonist 10k
- Canada Day July 1
- Legislature Criterion
- Symphony Splash
- Tour de Victoria
- Marathon
- Remembrance Day
- 241 cruise ships over 119 days
- Antique car rallies
- Demonstrations
- Pride Parade
- Christmas Parade
- Victoria Day Parade



The antique car rally in the summer of 2016 was enjoyed by tens of thousands of people and closed down a number of major connector roads into and out of James Bay over the course of an entire weekend.

November 10, 2017

Mayor and Council
City of Victoria
1 Centennial Square
Victoria, BC V8W 1P6

Attention: Mayor and Council

Dear Mayor and Council:

Optimizing Neighbourhood Benefit of Regional Waste-Water Conveyance Infrastructure

The Victoria West Community Association Board of Directors received notice from Councillors Loveday and Isitt of their intention to recommend a motion that City of Victoria council “direct staff to engage CRD Waste Water Project staff and report back to Council on options for advancing neighbourhood transportation management / traffic calming objectives in conjunction with CRD waste-water treatment conveyance infrastructure.” Feeling this motion is particularly pertinent to the community members of Victoria West, the VWCA requested input from the Society’s membership on the matter proposed in the draft motion of “[t]raffic calming, active transportation and green space improvements on Dominion Road and Hereward Road, with particular emphasis on the intersections of Dominion / Pine and Hereward / Wilson.”

Because of the short turn around requested by Councillors Loveday and Isitt, neither the CALUC nor the Transportation Committee was able to call a public meeting. This letter collates feedback received by email to the president between Wednesday, November 8 and Thursday, November 10, 2017.

Feedback from ten residents was unanimously in favour of the motion.

Summary of feedback

- Residents “would like to see crosswalks and traffic calming across Wilson near Hereward. It is very difficult to cross Wilson or Hereward at that corner during peak hours and somewhat difficult most other times due to poor visibility around parked vehicles and no traffic controls or crosswalks. The closest other crosswalks are several blocks away.”
- “Along the sewage pipe route under hereward I'd really like to see improved wider sidewalks due to narrow ones obstructed by utility poles. Traffic measures are really needed here with increasing volume and speed in recent years.”

521 Craigflower Rd. Victoria, BC V9A 6Z5

info@victoriawest.ca  www.victoriawest.ca



- “There is bad visibility and no crosswalk for pedestrians and kids crossing to Hereward park and connecting from the neighbourhood to the e&n trail. There are cars parked both sides and cars speeding. Maybe could be fixed by adding sidewalk extensions that stick out periodically along the road and/or reducing parking to one side only and/or changing traffic to one way only along the road.”
- Residents living near Wilson and Hereward “strongly support the proposed motion to call on the CRD Board to incorporate traffic calming, active transportation and greenspace improvements into the planned conveyance system construction in the Vic West neighbourhood.”
- Residents living on Rothwell “would also ask the City of Victoria to look at making complementary improvements to Rothwell Street, when CRD work is undertaken at the Hereward-Wilson intersection. From the map, it looks as though the conveyance system will use Dominion Street. Esquimalt undertook significant traffic calming measures on Dominion Street 10 years ago, which created heavy impact on Rothwell.”
- One resident is also concerned about parking availability and traffic disruption on Burlieth at Dominion.
- One resident commented that “in terms of priority I believe the Hereward/Wilson area is of higher priority than the Dominion/Pine for the following reasons: There is a greater volume of traffic on Wilson St. with multiple entry points onto the street, Hereward only being on of the them. There is no clear markings for pedestrian's to cross. When cars are parked on Wilson, there are blind spots created so that it is dangerous to proceed from the stop signs on Hereward and other corners close by.”
- There is concern that traffic on Pine Street will be intensified.
- A resident who lives on Reno Street hopes for assurance that the cement blockade barring vehicle traffic from crossing through Belton street will either be replaced by a permanent structure or that the cement blockade remain intact.
- Other residents complained that cars speed along Wilson Street and Hereward Road far in excess of posted speed limits. Traffic volume does not allow pedestrians to cross Wilson at Hereward Road safely.

Respectfully submitted by,

A handwritten signature in blue ink, appearing to read "Justine Semmens". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Justine Semmens
President, VWCA