REVISED AGENDA - COMMITTEE OF THE WHOLE

Thursday, November 7, 2019, 9:00 A.M.

COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE

The City of Victoria is located on the homelands of the Songhees and Esquimalt People

Pages

A. APPROVAL OF AGENDA

B. CONSENT AGENDA

Proposals for Consent Agenda:

- C.1 - Minutes from the meeting held October 17, 2019
- E.1 - 1442 Elford Street: Rezoning Application No. 00703
- E.2 - 1442 Elford Street: Heritage Designation Application No. 000186
- F.4 - Proclamation - Adoption Awareness Month
- F.5 - Proclamation - Cities for Life/Cities Against the Death Penalty Day
- G.1 - Council Member Motion - Transit Week Challenge
- G.3 - Council Member Motion - City of Victoria Input into Provincial Old Growth Strategic Review

C. READING OF MINUTES

C.1 Minutes from the meeting held October 17, 2019 — 1

D. UNFINISHED BUSINESS

E. LAND USE MATTERS

*E.1 1442 Elford Street: Rezoning Application No. 00703 (Fernwood) — *15*

Addendum: Presentation and Additional Correspondence

A report regarding the proposed Rezoning Application No. 00803 for 1442 Elford Street in order to convert the existing single-dwelling into a multi-unit residential building consisting of approximately five ground-oriented dwelling units and recommending it move forward to a public hearing.

*E.2 1442 Elford Street: Heritage Designation Application No. 000186 (Fernwood) — *60*

A report regarding the proposed Heritage Designation Application No. 000186 for 1442 Elford Street in order to designate the exterior of the heritage-registered property and recommending it move forward to a public hearing.

F. STAFF REPORTS

*F.1 Accessibility Framework - Endorsement and Next Steps 79

Addendum: Revised Attachment A and Presentation

A report regarding the proposed draft Accessibility Framework including outlines of accessibility, disability and barrier types definitions, policy context, overarching commitments, City role, and three main-focus areas for actions.

*F.2 Resource Assessment - Development of a Single-Use Materials Regulation 155

Addendum: Presentation

A report regarding an assessment of the process and resource implications for developing a comprehensive bylaw to regulate, prohibit and impose requirements in relation to a set of problematic single-use materials that present special environmental risks.

*F.3 Zero Waste Strategy - Update and Considerations 169

Addendum: Report and Presentation

A report providing Council with an update on the development of the Zero Waste Strategy and presenting an initial suite of implementation actions to advance zero waste.

F.4 Proclamation - Adoption Awareness Month 195

A report regarding the proclamation for Adoption Awareness Month.

F.5 Proclamation - Cities for Life/Cities Against the Death Penalty 198

A report regarding the proclamation for Cities for Life/Cities Against the Death Penalty Day.

G. NOTICE OF MOTIONS

G.1 Council Member Motion - Transit Week Challenge 201

A Council Member Motion regarding the proposed Transit Week Challenge.

G.2 Council Member Motion - Protecting and Supporting Arts and Cultural Spaces in the City 203

A Council Member Motion regarding the proposed recommendation for support of arts and cultural spaces in the City and an update on implementation of the Create Victoria Master Plan.

G.3 Council Member Motion - City of Victoria Input into Provincial Old Growth 245

Strategic Review

A Council Member Motion regarding the proposed formal submission to the Provincial government's Old Growth Forests Strategic Review stating the City of Victoria's support.

*G.4 Council Member Motion - Request to Address Council Policy Waiver – OCP Amendment for Food Bearing, Pollinator, and Native Plant Landscape Design Guidelines *250*

Addendum: New Item

A Council Member Motion regarding the proposed motion to waive the Request to Address Council Policy to permit a presentation prior to the consideration of the Official Community Plan (OCP) amendment Bylaw for Food-Bearing, Pollinator and Native Plan Landscape Design Guidelines.

H. NEW BUSINESS

I. ADJOURNMENT OF COMMITTEE OF THE WHOLE

MINUTES - COMMITTEE OF THE WHOLE

October 17, 2019, 9:01 A.M.
COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE
The City of Victoria is located on the homelands of the Songhees and Esquimalt People

PRESENT:	Mayor Helps in the Chair, Councillor Alto, Councillor Isitt, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, Councillor Young
PRESENT VIA ELECTRONIC PARTICIPATION:	Councillor Dubow
ON LEAVE:	Councillor Collins
STAFF PRESENT:	J. Jenkyns - City Manager, C. Coates - City Clerk, P. Bruce - Fire Chief, S. Thompson - Deputy City Manager / Director of Finance, F. Work - Director of Engineering & Public Works, T. Soulliere - Director of Parks, Recreation & Facilities, B. Eisenhauer - Head of Engagement, J. Jensen - Head of Human Resources, C. Havelka - Deputy City Clerk, A. Hudson - Acting Director of Sustainable Planning & Community Development, C. Mycroft - Manager of Executive Operations, T. Zworski - City Solicitor, M. Sandhu – Head of Service Innovation & Improvement, J. O'Connor – Deputy Director of Finance, P. Angelblazer - Committee Secretary, J. Karakas – Senior Urban Designer
OTHERS PRESENT:	A. Licker – Licker Geospatial Principal, K. Silk – Licker Geospatial GIS Analyst

A. APPROVAL OF AGENDA

Moved By Councillor Alto
Seconded By Councillor Loveday

That the agenda be approved.

CARRIED UNANIMOUSLY

B. CONSENT AGENDA

Moved By Councillor Alto
Seconded By Councillor Potts

That the following items be approved without further debate

CARRIED UNANIMOUSLY

C.1 Minutes from the meeting held October 3, 2019.

Moved By Councillor Alto
Seconded By Councillor Potts

That the minutes from the Committee of the Whole meeting held October 3, 2019 be adopted.

CARRIED UNANIMOUSLY

H.3 Proclamation - National Diabetes Awareness Month & World Diabetes Day

Moved By Councillor Alto
Seconded By Councillor Potts

That the *National Diabetes Awareness Month & World Diabetes Day* Proclamation be forwarded to the October 24, 2019 Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

K.3 Council Member Motion - Travel Request for Councillor Isitt - Climate Leaders Institute

Moved By Councillor Alto
Seconded By Councillor Potts

Recommendation:
That Council authorize the attendance and associated costs for Councillor Isitt to attend the Climate Leaders Institute in Richmond, BC, from November 7-8, 2019, with estimated costs as follows:

Registration: $245
Ferry (return): $35
Public Transit: $20
Accommodation: $250
Meals and Incidentals: $120
Estimated total costs: $670

CARRIED UNANIMOUSLY

G. PRESENTATIONS

G.1 Service Delivery Improvement and Performance Measurement Resources

Council received a report dated October 7, 2019 from the Head of Service Innovation and Improvement that provides Council with information and expected outcomes on resources required to advance 2019-2022 Strategic Plan Actions related to service improvement and performance measurement functions as

previously requested through the 2019 Financial Plan. The report also includes recommendations for approval.

Committee discussed:

- *Spending priorities*

"SHAKEOUT" EXERCISE FROM 10:17 A.M. to 10:19 A.M.

Moved By Councillor Isitt
Seconded By Mayor Helps

That Council:

Forward the recommended option of supporting both a service delivery improvement function and a performance measurement function to advance the 2019-2022 Strategic Plan for consideration in the 2020 Financial Plan as follows:

- Service Delivery Improvement Function (2.0 FTE): $264,200 (On-Going)
- Performance Measurement Function (1.0 FTE): $107,900 (On-Going)
- Survey Support (BC Stats): $100,000 (One-Time)

CARRIED UNANIMOUSLY

G.2 2020-2024 Draft Financial Plan

Council received a report dated October 3, 2019 from the Deputy City Manager and Chief Financial Officer to introduce the draft 2020-2024 Financial Plan for Council's review and discussion prior to consideration of first reading of the 2020 Five Year Financial Plan Bylaw to initiate public consultation.

Committee discussed:

- *Proposed police budget increases*
- *Downtown greenspace*
- *Off-leash park space*
- *Resource allocation for strategic plan items*
- *Map accuracy in the draft financial plan*
- *Placemaking toolkit*

Moved By Councillor Isitt
Seconded By Mayor Helps

That Council receive this report for information and further consideration on December 5, 2019.

CARRIED UNANIMOUSLY

DRAFT

G.3 Corporate Equity - Next Steps Workshop

Council received a report dated October 10, 2019 from the Head of Service Innovation and Improvement to provide Council with background information on equity and community wellness approaches in place in other jurisdictions across North America, key equity lens definitions and considerations, and to seek direction on a desired approach and outcomes for the City of Victoria through workshop format.

Committee recessed at 10:59 a.m. and returned at 11:07 a.m.

COUNCIL WAS PRESENTED WITH THE CANADIAN FEDERATION OF INDEPENDENT BUSINESS ORDER OF THE BEAR AWARD FROM 11:07 A.M. to 11:15 A.M.

Committee discussed:

- *Low-income as an intersection*
- *Emphasis on social justice*
- *Practical & suitable applications of the equity lens*

J. NOTICE OF MOTIONS

J.1 Council Member Motion - Equity, Inclusion and Diversity

Committee considered a motion proposed by Councillor Dubow

Moved by Councillor Dubow

1. That staff in each city department be directed to select a diversity of two (2) representatives to sit on an internal equity, inclusion, and diversity task-force in order to prepare a draft memo on the steps that would be required to initiate internal and external work to understand and address institutional inequity in their departments; as well as the City as a whole by understanding socio-racial and institutional disparities in more intentional ways.
2. That, the City Manager, in collaboration with staff on the internal equity, inclusion, and diversity task-force draft a report within six (6) months of the decision of this motion. The report is to be based on feedback and other Council considerations from the departmental memos, as direction for the creation of a request for qualifications (RFQ). The RFQ will be used to engage consulting firms during the request for proposals stage (RFP) with deep expertise in assisting organizations to develop and apply a critical understanding and final report with key calls to action that address how race, class, gender, sex, sexual orientation, ethnic origin, religion, disability, family status, age, housing tenureship and housing precarity, and socio-economic status intersect and contribute to internal and external inequities within our City.

3. That the staff report and presentation regarding corporate equity, developed to support existing work by staff, be reviewed, edited and revised as required following consultations with internal and external stakeholders and consultants and made available as a resource to City staff and the community;
4. That the City Manager, in partnership with the various Volunteer Advisory Committees representing equity seeking groups, be directed to plan and execute an Equity, Diversity and Inclusion Summit through which members of Council and the public can review hear directly from subject matter experts and the community on equity practices and how an equity, diversity and inclusion lens could be integrated and incorporated into public policy and service delivery;
5. That as part of ongoing efforts to develop and advance the equity, diversity and inclusion analysis, staff participate in relevant, provincial and federal equity, diversity and inclusion related initiatives;
6. That staff to bring forward financial costs associated with developments and implementation of an equity lens as part of 2020 Financial Plan.

Failed to proceed due to no seconder

G. PRESENTATIONS

G.3 Corporate Equity - Next Steps Workshop

Discussion continued on item G.3, Corporate Equity – Next Steps Workshop

Committee discussed:

- Equity-seeking demographics, specifically race, gender, sex, class, sexual orientation, ethnic origin, religion, disability, family status, age, housing tenureship & precarity, citizenship status, and socio-economic status.
- Mental health & substance abuse
- Ensuring no requirements for self-identification
- Methods and best practices for outreach to equity-seeking groups
- Deployment of resources for measuring outcomes

Moved By Councillor Loveday
Seconded By Councillor Potts

That Council:

1. Direct Staff to report back in early 2020 with a summary of Council input, as well as a plan to further the equity lens discussions with equity seeking groups and the community as a whole in early 2020.

2. Direct staff to bring forward financial costs associated with development and implementation of an equity lens as part of the 2020 financial plan.

Amendment:

Moved By Councillor Isitt
Seconded By Councillor Loveday

That the report from Councillor Dubow along with the other feedback from Council be referred to staff to inform the report back as noted in #1.

CARRIED UNANIMOUSLY

On the motion:

Moved By Councillor Loveday
Seconded By Councillor Potts

That Council:

1. Direct staff to report back in early 2020 with a summary of Council input, as well as a plan to further the equity lens discussions with equity seeking groups and the community as a whole in early 2020.
2. Direct staff to bring forward financial costs associated with development and implementation of an equity lens as part of the 2020 Financial Plan.
3. Direct that the report from Councillor Dubow along with the other feedback from Council be referred to staff to inform the report back as noted in #1.

CARRIED UNANIMOUSLY

Committee recessed at 12:38 p.m., and returned at 12:58 p.m.

H. STAFF REPORTS

H.1 Council Workshop - Crystal Pool and Wellness Centre Replacement Project

Council participated in a workshop with the Director of Parks, Recreation, and Facilities and Consultants from Licker Geospatial Consulting Co, to confirm details that will inform the approach to implementing the next phase of work on the Crystal Pool replacement project and ensure the future project plan is aligned with Council's expectations.

Committee discussed:

- *Consideration of additional amenities to include into the project*
- *The 50 metre pool*
- *Definitions of greenspace*
- *Available sites for the project*
- *The project advisory group proposal, including timeline fit and scope*
- *The proposed equity framework*

Moved By Councillor Isitt
Seconded By Councillor Potts

Remove from 'Objectives' under 'additional assumptions': "to be delivered with no service interruption"

FOR (2): Councillor Isitt, and Councillor Potts

OPPOSED (6): Mayor Helps, Councillor Alto, Councillor Loveday, Councillor Thornton-Joe, Councillor Dubow, and Councillor Young

DEFEATED (2 to 6)

Moved By Councillor Isitt
Seconded By Councillor Thornton-Joe

That the pool project include consideration of a possible neighbourhood library branch.

CARRIED UNANIMOUSLY

Moved By Councillor Potts
Seconded By Councillor Alto

That the meeting be extended to 3:00 p.m.

CARRIED UNANIMOUSLY

H.2 Renters' Advisory Committee - Terms of Reference and Work Plan

Council received a report dated October 8, 2019 from the City Clerk and the Acting Director of Sustainable Planning and Community Development presenting Council with the revised Renters' Advisory Committee's Terms of Reference and Work Plan for Council's consideration with a recommendation to approve.

Moved By Councillor Loveday
Seconded By Councillor Potts

That Council:

1. Approve the revised Terms of Reference for the Renters Advisory Committee
2. Approve the Renters' Advisory Committee Work Plan

CARRIED UNANIMOUSLY

Councillor Dubow left the meeting at 2:24 p.m.

K. NEW BUSINESS

K.1 Council Member Motion - Cruise Ship Emissions Report

Council received a report dated October 10, 2019 from Mayor Helps, and Councillors Alto and Isitt requesting Council approval for several actions to be undertaken by the City in order to curb current and future emissions by the cruise

ship industry through possible regulations, energy production, and partnership with the Greater Victoria Harbour Authority.

Committee discussed:

- *Public comments, interpretations and discussions on the motion*
- *Cruise ship industry decarbonization plans*
- *Cruise ship waste disposal*
- *Partnerships and relationship building with relevant organizations*

Moved By Mayor Helps
Seconded By Councillor Alto

1. That Council direct staff to report back on the City's jurisdiction on regulations for the cruise ship industry with respect to waste and emissions, and on the potential of requiring shore power by a particular date in order to significantly reduce and eventually eliminate the negative impact of waste, carbon emissions and particulate matter from the ships while they are in the City of Victoria.

2. That Council request that the Greater Victoria Harbour Authority publicly report to Council on the recent study it commissioned which outlines the impact of cruise operations on the environment.

3. That Council request that the Greater Victoria Harbour Authority work more aggressively with the cruise ship industry to install shore power at Ogden Point.

4. That Council request that the Greater Victoria Harbour Authority not increase the number of cruise ships coming to Victoria, sign any long-term contracts, or consider home-porting cruise ships until the emissions and waste issues are dealt with to the satisfaction of the City's Director of Engineering and Public Works.

Amendment:

Moved By Councillor Isitt
Seconded By Councillor Loveday

5. Council direct staff to work with GVHA and the CRD to reduce the volume of solid waste being disposed of from the cruise ship sector.

CARRIED UNANIMOUSLY

Amendment:

Moved By Councillor Loveday
Seconded By Councillor Isitt

That #2 is struck and replaced with the following:

2. That Council invite the GVHA to present the recent study commissioned which outlines the impact of cruise operations on the environment in a workshop at an upcoming COTW meeting.

CARRIED UNANIMOUSLY

Amendment:

Moved By Councillor Isitt
Seconded By Mayor Helps

4. That Council request that the Greater Victoria Harbour Authority not increase the number of cruise ships coming to Victoria, sign any long-term contracts, or consider home-porting cruise ships until the emissions and waste issues are dealt with ~~to the satisfaction of the City's Director of Engineering and Public Works.~~ **to the satisfaction of Council based on the advice of the Director of Engineering and Public Works**.

CARRIED UNANIMOUSLY

On the motion:

1. That Council direct staff to report back on the City's jurisdiction on regulations for the cruise ship industry with respect to waste and emissions, and on the potential of requiring shore power by a particular date in order to significantly reduce and eventually eliminate the negative impact of waste, carbon emissions and particulate matter from the ships while they are in the City of Victoria.
2. That Council invite the Greater Victoria Harbour Authority to present the recent study it commissioned which outlines the impact of cruise operations on the environment in a workshop at an upcoming COTW meeting.
3. That Council request that the Greater Victoria Harbour Authority work more aggressively with the cruise ship industry to install shore power at Ogden Point.
4. That Council request that the Greater Victoria Harbour Authority not increase the number of cruise ships coming to Victoria, sign any long-term contracts, or consider home-porting cruise ships until the emissions and waste issues are dealt with to the satisfaction of Council based on the advice of the Director of Engineering and Public Works.
5. Council direct staff to work with GVHA and the CRD to reduce the volume of solid waste being disposed of from the cruise ship sector.

FOR (6): Mayor Helps, Councillor Alto, Councillor Isitt, Councillor Loveday, Councillor Potts, and Councillor Thornton-Joe

OPPOSED (1): Councillor Young

CARRIED (6 to 1)

K.2 Council Member Motion - Providing Stable Funding for the City of Victoria Butler Book Prize and the Children's Book Prize

Council received a report dated October 7, 2019 from Councillors Loveday, Thornton-Joe, Isitt, and Mayor Helps, requesting approval for an annual $5,000 grant to the Victoria Book Prize Society for the Children's Book Prize beginning in 2020, and in perpetuity to recognize and celebrate exceptional children's and youth literature in our community, as well as to work to rebrand the prize to be the City of Victoria Children's Book Prize.

Moved By Councillor Alto
Seconded By Councillor Loveday

That the meeting be extended to 3:30 p.m.

CARRIED UNANIMOUSLY

Moved By Councillor Loveday
Seconded By Councillor Thornton-Joe

That Council provide an annual $5,000 grant to the Victoria Book Prize Society for the Children's Book Prize beginning in 2020, and in perpetuity, to recognize and celebrate exceptional children's and youth literature in our community. This funding would be in addition to the $5,000 prize for the City of Victoria Butler Book Prize and would allow for both awards to be branded as "City of Victoria" prizes.

And That Council direct staff to work with the Victoria Book Prize Society to rebrand the Children's Book Prize as the City of Victoria Children's Book Prize.

CARRIED UNANIMOUSLY

K.4 Council Member Motion - Resolution of Support for Greta Thunberg and the Climate Strike Movement

Council received a report dated October 15, 2019 from Councillor Isitt requesting the adoption of a resolution of support for Greta Thunberg and the Climate Strike Movement.

Moved By Councillor Isitt
Seconded By Councillor Loveday

That Council adopt the following resolution:

Resolution of Support for Greta Thunberg and the Climate Strike Movement

WHEREAS the global consensus of the scientific community is that human-induced climate change is undermining the ability of all species to survive and thrive on this small planet;

AND WHEREAS young people including Greta Thunberg of Sweden are leading the world-wide movement demanding action by all levels of government to curb greenhouse-house emissions in response to the climate crisis;

THEREFORE BE IT RESOLVED THAT the City of Victoria welcomes Greta Thunberg to Canada and expresses appreciation for her contribution and the contributions of millions of young people who are spearheading the world-wide movement toward an ecologically sustainable society and economy;

AND BE IT FURTHER RESOLVED THAT the City of Victoria condemns discriminatory attacks on Ms. Thunberg's character and capacity, which reflect the intellectual bankruptcy of the climate-change denial movement and the depths to which fossil-fuel polluters will descend in defence of their dying economic model;

AND BE IT FURTHER RESOLVED THAT the City of Victoria reaffirms that we are in a climate emergency and renews its commitment to work with all levels of government to increase climate ambition in line with the science of keeping global warming below 1.5 degrees Celsius, including substantially reducing greenhouse gas emissions to achieve net carbon neutrality by 2030.

Amendment:

Moved By Mayor Helps
Seconded By Councillor Thornton-Joe

AND BE IT FURTHER RESOLVED THAT the City of Victoria condemns discriminatory attacks on Ms. Thunberg's character and capacity, ~~which reflect the intellectual bankruptcy of the climate-change denial movement and the depths to which fossil-fuel polluters will descend in defence of their dying economic model;~~

FOR (6): Mayor Helps, Councillor Alto, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, and Councillor Young

OPPOSED (1): Councillor Isitt

CARRIED (6 to 1)

On the motion:

That Council adopt the following resolution:

Resolution of Support for Greta Thunberg and the Climate Strike Movement

WHEREAS the global consensus of the scientific community is that human-induced climate change is undermining the ability of all species to survive and thrive on this small planet;

AND WHEREAS young people including Greta Thunberg of Sweden are leading the world-wide movement demanding action by all levels of government to curb greenhouse-house emissions in response to the climate crisis;

THEREFORE BE IT RESOLVED THAT the City of Victoria welcomes Greta Thunberg to Canada and expresses appreciation for her contribution and the contributions of millions of young people who are spearheading the world-wide movement toward an ecologically sustainable society and economy;

AND BE IT FURTHER RESOLVED THAT the City of Victoria condemns discriminatory attacks on Ms. Thunberg's character and capacity;

AND BE IT FURTHER RESOLVED THAT the City of Victoria reaffirms that we are in a climate emergency and renews its commitment to work with all levels of government to increase climate ambition in line with the science of keeping global warming below 1.5 degrees Celsius, including substantially reducing greenhouse gas emissions to achieve net carbon neutrality by 2030.

CARRIED UNANIMOUSLY

K.5 Council Member Motion - Victoria Edelweiss Club Zoning Request

Council received a report dated October 15, 2019 from Councillors Isitt and Loveday requesting support to direct staff to initiate a rezoning and Official Community Plan amendment for 108 Niagara Street and inviting other community halls and cultural facilities to indicate their interest in pursuing such a process.

Committee discussed:

- *Proper dates and times for consideration of the matter*
- *Bringing in BC Assessment for a presentation*
- *Possible future impacts of downzoning*

Moved By Councillor Isitt
Seconded By Councillor Loveday

1. That Council directs staff to initiate a rezoning and Official Community Plan amendment for the property at 108 Niagara Street to designate the existing use as the permitted use, with consideration of amendment bylaws for final adoption by Council prior to December 31, 2019.

2. That Council invites other community halls and cultural facilities in the City of Victoria to indicate their interest in pursuing a downzoning in order to align property taxation with the existing use of cultural facilities, thereby increasing their financial sustainability.

Councillor Isitt requested that the motions be voted on separately

On number one:

Moved By Councillor Isitt
Seconded By Councillor Loveday

1. That Council directs staff to initiate a rezoning and Official Community Plan amendment for the property at 108 Niagara Street to designate the existing use as the permitted use, with consideration of amendment bylaws for final adoption by Council prior to December 31, 2019.

Motion to refer:

Moved By Councillor Isitt
Seconded By Councillor Loveday

That item 1 be moved to the evening Council meeting of October 24 with staff requested to provide verbal advice on the advisability of this action.

CARRIED UNANIMOUSLY

On number 2:

Moved By Councillor Isitt
Seconded By Councillor Loveday

2. That Council invites other community halls and cultural facilities in the City of Victoria to indicate their interest in pursuing a downzoning in order to align property taxation with the existing use of cultural facilities, thereby increasing their financial sustainability.

Motion to refer:

Moved By Councillor Isitt
Seconded By Councillor Loveday

That this item be referred to the quarterly update to report back on the resource implications and advisability.

CARRIED UNANIMOUSLY

Moved By Councillor Thornton-Joe
Seconded By Councillor Alto

That the meeting be extended to 4:00 p.m.

DRAFT

CARRIED UNANIMOUSLY

Motion Arising:

Moved By Councillor Alto
Seconded By Councillor Thornton-Joe

Direct staff to request that BC Assessment come to present at a Committee of the Whole meeting to provide information and the rationale on the taxation process.

CARRIED UNANIMOUSLY

J. ADJOURNMENT OF COMMITTEE OF THE WHOLE

Moved By Councillor Loveday
Seconded By Councillor Alto

That the Committee of the Whole meeting be adjourned at 3:51 p.m.

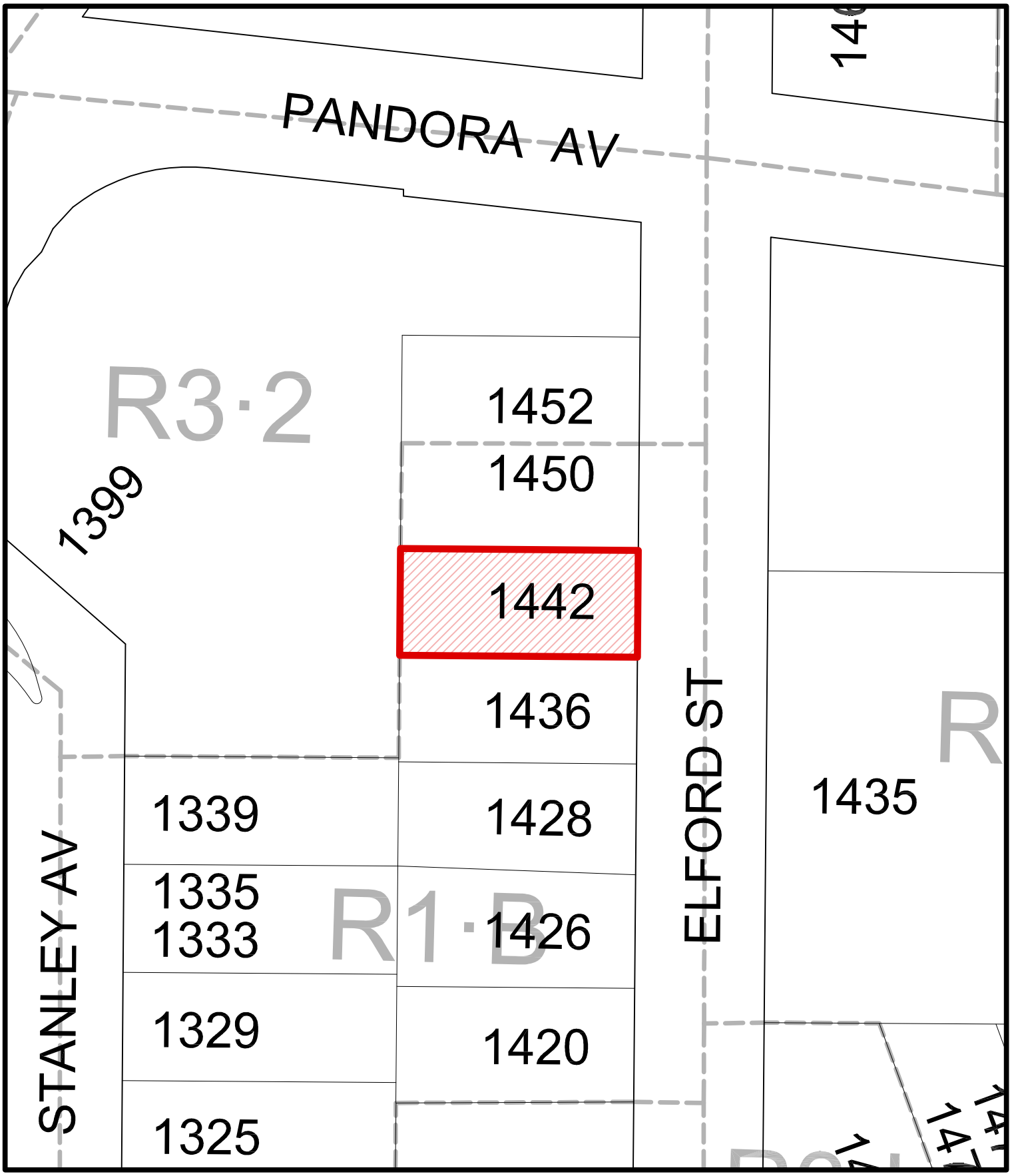
CARRIED UNANIMOUSLY

CITY CLERK

MAYOR

DRAFT

ATTACHMENT A



N

1442 Elford Street
Rezoning No.00703

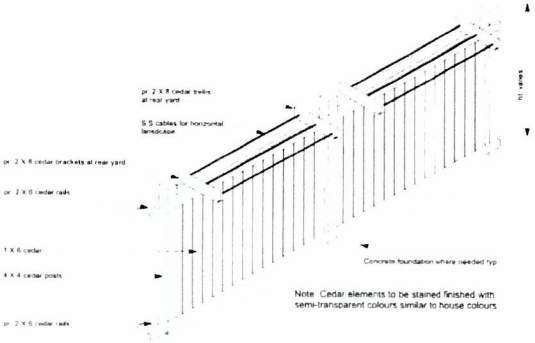
CITY OF VICTORIA

N

1442 Elford Street
Rezoning No.00703

CITY OF VICTORIA

ATTACHMENT C



FENCE DETAIL

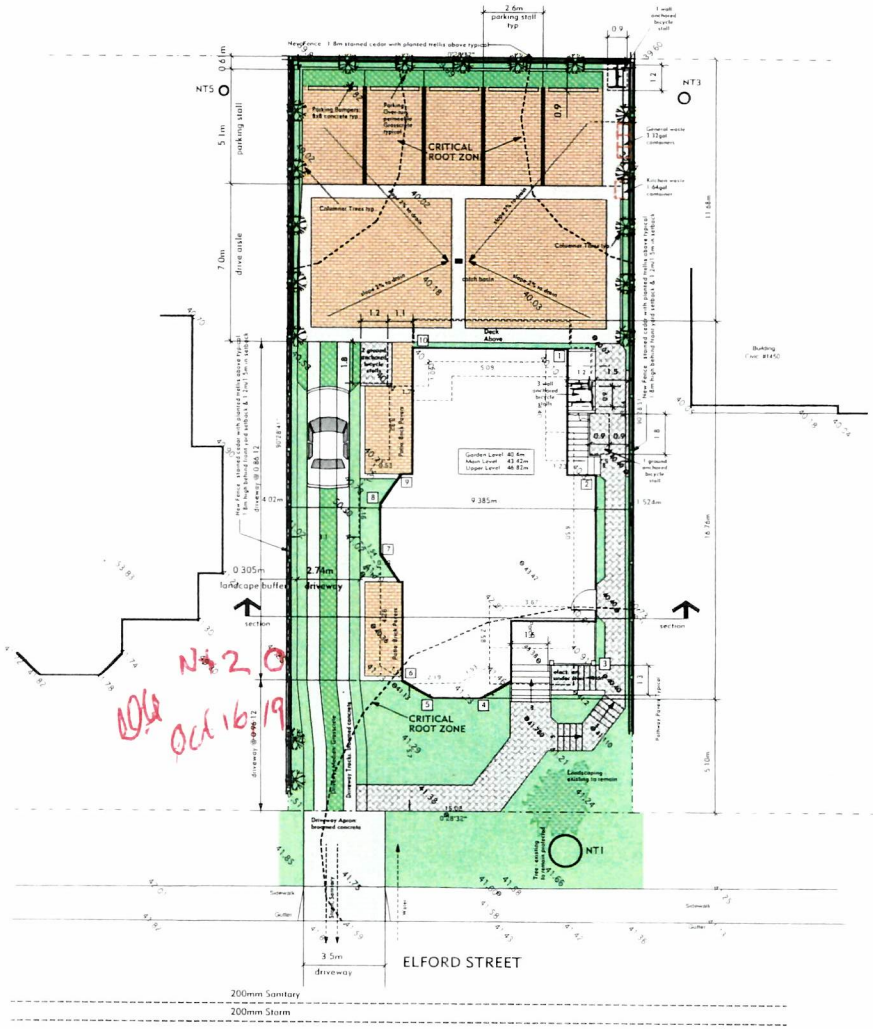
9 Grade point on site plan

AVERAGE GRADE CALCULATION

1		40.3
2		40.3
3		40.3
4		41.3
5		41.3
6	41.13+40.3/2	40.72
7		41.02
8		40.75
9	40.3+40.71/2	40.5
10		40.3
Average		40.68

PROJECT INFORMATION

Proposed Zone	New Zone
Site Area	504 sq m
Total Floor Area	302 sq m
Commercial Floor Area	0
Floor Space Ratio	0.60:1
Site Coverage	26.9%
Open Site Space	73.1%
Number of Storeys	3
Height of Building	~~9.52m~~ 9.46 DH Oct 16,19
Parking Stalls on Site	5
Bicycle parking	7
Front Yard	5.1m
Rear Yard	11.68m
Side Yard (south)	4.02 m
Side Yard (north)	1.524m
Combined Side Yards	~~5.562~~ m 5.54 DH Oct 16,19
Rear Yard Lansdc %	18.1%
Total # of Units	5
Unit Types	4 - 1 Bedroom + 1 - 2 Bedroom
Minum Floor Area	43.9 sq m
Total Residential Area	302 sq m



LOT 19, SECTION 74,
VICTORIA DISTRICT, PLAN 490

Received
City of Victoria
OCT 15 2019
Planning & Development Department
Development Services Division

1442 Elford Street: Rezoning - Heritage Designation

Site Plan scale: 1:100m

Chris Gower
Architect
Urban Design
Planner
AIBC FRAIC RPP CIP Leed ap

ENVISIONS Arch & Media

Dan Hagel
Builder / Developer

Oct. 8, 2019

EAST (ELFORD STREET) ELEVATION
scale 1:50m

SOUTH ELEVATION
scale 1:50m

1442 Elford Street: Rezoning - Heritage Designation

Elevations

Chris Gower
Architect
Urban Design
Planner
AIBC FRAIC RPP CIP Leed ap

ENVISIONS Archi-Media

Dan Hagel
Builder / Developer

Oct. 8, 2019

Received
City of Victoria
OCT 15 2019
Planning & Development Department
Development Services Division

WEST ELEVATION
scale: 1:50m

NORTH ELEVATION
scale: 1:50m

Received
City of Victoria
OCT 15 2019
Planning & Development Department
Development Services Division

1442 Elford Street:
Rezoning - Heritage Designation
Elevations

Chris Gower
Architect
Urban Design
Planner
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ENVISIONS Arch Media

Dan Hagel
Builder / Developer

Oct. 8, 2019

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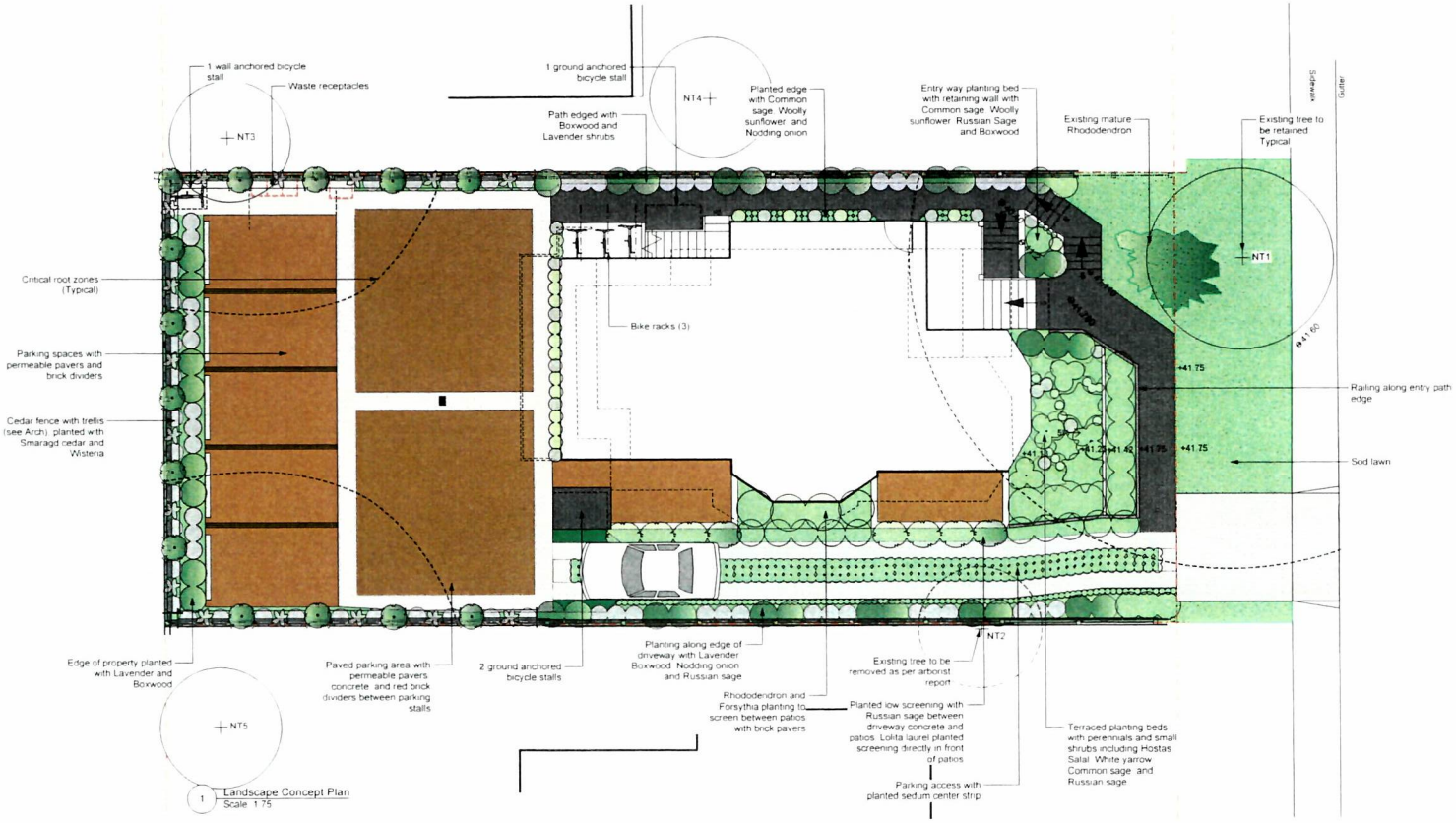


1 Landscape Concept Plan
Scale 1:75

Recommended Nursery Stock

Trees

ID	Quantity	Botanical Name	Common Name	Size
ThOc	14	Thuja occidentalis 'Smaragd'	Emerald Cedar	6 cm cal

Medium Shrubs

ID	Quantity	Botanical Name	Common Name	Size
FoIn	2	Forsythia x intermedia	Border Forsythia	# 3 pot
PrLu	8	Prunus lusitanica	Portugal Laurel 'Lokta'	# 3 pot
RhCa	5	Rhododendron 'Capistrano'	Capistrano rhododendron	# 5 pot

Small Shrubs

ID	Quantity	Botanical Name	Common Name	Size
BuGr	35	Buxus 'Green Mountain'	Green Mountain Boxwood	# 3 pot
LaOf	67	Lavandula officinalis	English Lavender	# 1 pot

Perennials, Annuals and Ferns

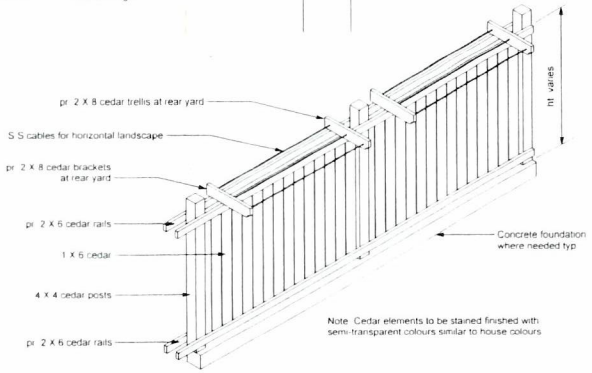
ID	Quantity	Botanical Name	Common Name	Size
AcMi	11	Achillea millefolium	Common White Yarrow	# 1 pot
AlCe	132	Allium cernuum	Nodding Onion	# 1 pot
ErLa	18	Enophyllum lanatum	Woolly Sunflower	# 1 pot
GaSh	12	Gaultheria shallon	Salal	# 1 pot
HoHy	2	Hosta hybrid	Hosta	# 3 pot
HoSi	6	Hosta sieboldiana 'Elegans'	Hosta	# 3 pot
PeAt	21	Perovskia atriplicifolia	Russian Sage	# 1 pot
SaOf	17	Salvia officinalis	Common Sage	# 1 pot
WiSi	16	Wisteria sinensis	Chinese Wisteria	# 1 pot

Groundcovers

ID	Quantity	Botanical Name	Common Name	Size
SeSp	216	Sedum spathifolium	Broad Leaved Stonecrop	# 1 pot

Notes

1. All work to be completed to current BCSLA Landscape Standards
2. All soft landscape to be irrigated with an automatic irrigation system
3. Tree numbers correspond to numbers in arborist report



2 Fence Detail
Scale 1:25

Received
City of Victoria
OCT 15 2019
Planning & Development Department
Development Services Division

1442 Elford St-Landscape Concept Plan

D	Oct 15 '19	Revisions for Rezoning
C	May 28 '19	DP Revision
B	May 14 '19	DP Submission
A	May 2 '19	Draft-For review

REVISIONS

LADR LANDSCAPE ARCHITECTS
#3-864 Queens Ave. Victoria, B.C. V8T 1M5
Phone: (250) 598-0105

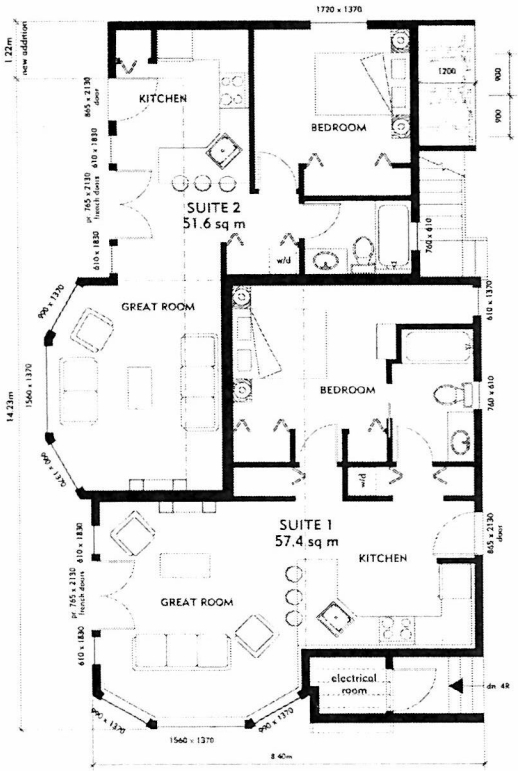
PROJECT
1442 Elford Street
Victoria, BC

TITLE
Landscape Concept Plan

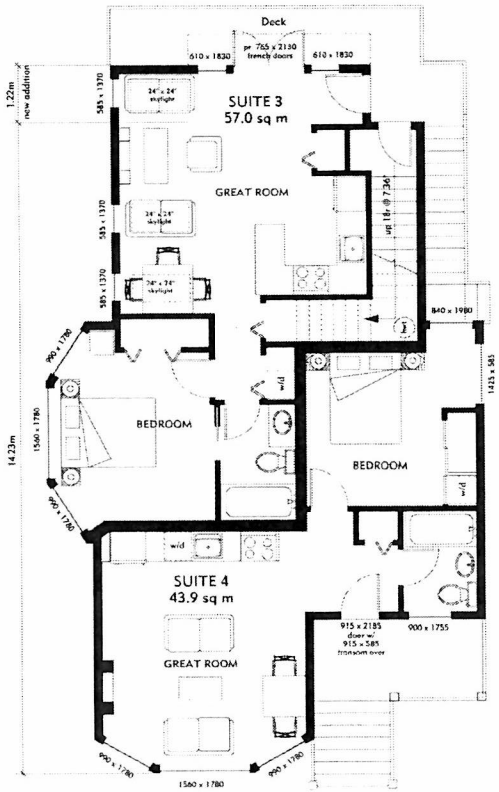
SCALE 1:75
DRAWN OL
CHECKED BW

PROJECT No. 1917

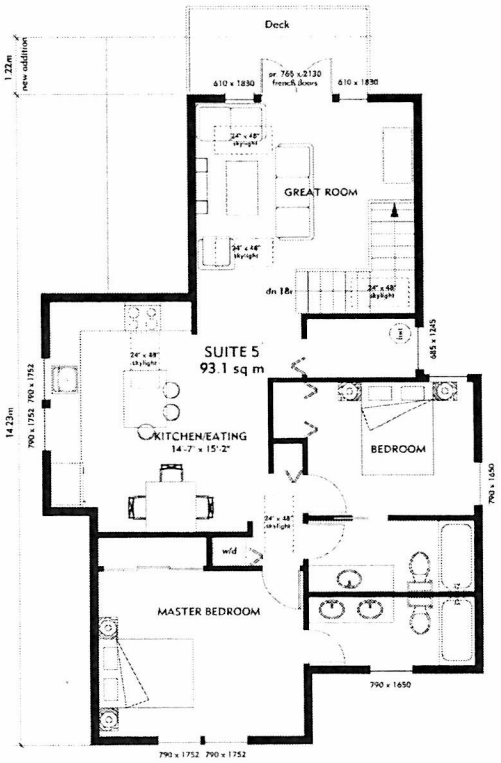
DATE May 28, 2019
SHEET 1 of 1



GARDEN LEVEL - 109.0 sq m



MAIN FLOOR - 100.9 sq m



UPPER FLOOR - 93.1 sq m

ALL AREAS ARE MEASUED NET, TO THE INSIDE FACE OF EXTERIOR WALLS

1442 Elford Street: Rezoning - Heritage Designation

Floor Plans scale: 1:50m

Chris Gower
Architect
Urban Design
Planner
AIBC FRAIC RPP CIP Leed ap

ENVISIONS

Dan Hagel
Builder / Developer

June 24, 2019

June 24, 2019

To: Mayor and Council

From: Dan Hagel
[redacted]

RE: Proposed Rezoning
1442 Elford Street

Description of Proposal

At present, 1442 Elford Street, is zoned R1-B. It is a Queen Anne style heritage home built by the late John Pitcairn Elford between 1900-1901. We are proposing to rezone the property to a site specific zone to accommodate 5 strata units. It is our intention to retain the existing structure and seek Heritage Designated status.

Of the 5 units proposed, 4 on the lower and main floor levels would consist of 1 bedroom, 1 bathroom units raging in size from 497 - 650 sq. ft., and the top floor would have a 2 bedroom, 2 bathroom unit with 1096 sq. ft.

At present the home is owner-occupied so there will be no displacing of tenants.

Government Policies

This proposal does conform with Official Community Plan.

Home conversion as stated below under "Uses".

Designation	Built Form	Place Character Features	Uses	Density
Urban Residential	Attached and detached buildings up to three storeys. Low-rise and mid-rise multi-unit buildings up to approximately six storeys.	Variable yard setbacks with primary doorways facing the street. Variable front yard landscaping, boulevard and street tree planting. On-street parking and collective driveway access to rear yard or underground parking.	Ground-oriented multi-unit residential. House conversions. Low to mid-rise multi-unit residential. Low to mid-rise mixed-use along arterial and secondary arterial roads. Home occupations. Visitor accommodation along Gorge Road and in pre-existing locations.	Total floor space ratios generally up to 1.2:1. Increased density up to a total of approximately 2:1 may be considered in strategic locations for the advancement of plan objectives. (SEE POLICY 6.23)

This proposal does conform with the Neighbourhood/Precinct Plan.

Fernwood Community Plan

Section 21 – Neighbourhood Directions

21.7 Vision in the citywide context includes:

21.7.1 Predominantly a ground-oriented neighbourhood with denser, mixed use urban residential near Fort Street.

21.7.7 Home to a portion of the Stadacona Village, shared by several neighbourhoods.

/ 2

21.8 Strategic directions include:

21.8.3 Develop a transit corridor plan for the priority frequent transit service corridor along Fort Street and Yates Street including examining transit-supporting land uses and densities within walking distance of the corridor.

21.8.7 Retain neighbourhood heritage character, buildings and streetscapes of significance.

1442 Elford St. is a building of significance as it is on the Heritage Registry and one of two homes built side by side by the Elford brothers in 1900 – 1901.

Project Benefits & Amenities

Economic Benefits:

We are providing housing for fives residences at a much more attainable sale price than a single family home.

Environmental Benefits:

We will be retaining and refurbishing the existing structure. The exterior of this particular house has been covered with asbestos concrete shingles since 1958 and there are also miscellaneous asbestos and lead-based products inside the house which we are going to remediated and removed.

Streetscape Improvements:

There will be a new sidewalk and driveway apron.

Need and Demand:

The demonstrated public need is for smaller, more affordable, and more attainable units. The location meets the need, surrounded by apartment buildings, Stadacona Centre, transit and close proximity to downtown. This is a proposal to increase density, as finding properties already zoned for multi-family, is becoming increasingly more difficult to find.

Neighbourhood:

We believe the site warrants rezoning because it is in a higher density neighbourhood with two apartment buildings across the street and an apartment building over the rear fence, and it is close proximity to downtown. The house will be in keeping with the street's existing character homes and specifically, being a sister house to the one located next door at 1436 Elford St., built by John Elford's brother, Theo.

Impacts:

We believe this development would compliment and improve the neighbourhood, and surrounding area as this home has been in need of much updating for many years. This proposal would have a great effect on the immediate neighbour next door, located at 1436 Elford St., as these two homes were built as a set by the Elford brothers. This particular home has been left unrestored for many years. 1436 Elford St. has Heritage Designation and it's our intention to seek the same.

Design & Development Permit Guidelines

We have been working within the Heritage Design Guidelines. The guideline states that minor additions are acceptable and we are proposing a 4 foot addition to the rear of the building. This addition would only be for the ground and main floor to make the dwelling sizes on those floors functional. The skylights we are proposing are not visible from the road as per the heritage guidelines. We are striving to keep the house as close as we can to its original look. We are thrilled to have received old historical photos from a relative of one of the past residents. We will be using these photos to recreate the original porch lattice as well as the front stairs (with a discreet railing upgrade to meet current code requirements). We've already had three meetings with Heritage department at the City to seek their direction before proceeding with the formal submission.

ATTACHMENT E

AUG 2 1 2019

FERNWOOD COMMUNITY ASSOCIATION

August 16, 2019

Mayor and Council
City of Victoria
Victoria, B.C.

Re: 1442 Elford Street - Rezoning Application REZ00703

Dear Mayor and Council,

On June 19, 2019 the proposed rezoning of 1442 Elford Street was presented at the Fernwood Community Association's Land Use Committee meeting. This was the Official Community meeting to discuss the Rezoning Application to convert the existing building, currently zoned R1-B (Single Family Dwelling), to a five unit strata.

The application is also concurrent with a Heritage Designation Application.

The owner of the property and his architect made a detailed presentation about their plans for the strata conversion of this large house that has heritage value.

No concerns were voiced at the meeting about the plans presented and generally the meeting was supportive of the effort and risk going into updating and preserving this stately old house.

When walking the neighbourhood it is a pleasant experience to come across this cluster of well preserved similar era homes. Preserving this home will add another gem to the street allowing one to get a greater sense of what this street must have looked like all those years ago.

Regards,

Per:

David Maxwell, Chair
Land Use Committee
Fernwood Community Association

Talbot Mackenzie & Associates
Consulting Arborists

1442 Elford St, Victoria

Construction Impact Assessment & Tree Preservation Plan

Prepared For: Dan Hagel
1442 Elford St.
Victoria, BC
V8S 3S8

Prepared By: Talbot, Mackenzie & Associates
Noah Borges – Consulting Arborist
ISA Certified # PN-8409A
TRAQ – Qualified

Date of Issuance: April 4, 2019
Revised: July 24, 2019
Revised: October 16, 2019

Box 48153 RPO - Uptown Victoria, BC V8Z 7H6
Ph: (250) 479-8733
Fax: (250) 479-7050
Email: tmtreehelp@gmail.com

Talbot Mackenzie & Associates

Consulting Arborists

Jobsite Property: 1442 Elford St, Victoria

Date of Site Visit: March 27, 2019

Site Conditions: Residential lot. No ongoing construction activity.

Summary: One tree on the adjacent property to the south (Douglas-fir NT2, 14cm DBH) will have to be removed for construction of the new driveway.

We do not anticipate the health of municipal English Oak NT1 will be significantly impacted as a result of replacing the existing house foundation; constructing a new driveway, walkway, stairs, or planting beds; upgrading the underground services; or removing the existing asphalt driveway if our recommended mitigation measures are followed. We recommend excavation not occur more than 1m east of the building footprint (6m away) and 30cm outside the stairway to the lower floor entry (approximately 3.5m away). If this can be accomplished, we estimate less than one-quarter of the tree's critical root zone will be impacted and do not anticipate the health or structure of the tree will be significantly impacted, though large roots (greater than 3cm in diameter) may be encountered. The project arborist should be on site to supervise any excavation within the critical root zone of this tree.

If excavation for construction of the proposed parking area in the backyard requires excavation down to bearing soil, roots from neighbour's Elm trees NT3 and NT5 are likely to be encountered. We recommend the arborist supervise any excavation within their critical root zones and the new parking area be raised above any critical roots encountered and that it be surfaced with permeable materials.

Scope of Assignment:

- Inventory the existing bylaw protected trees and any trees on municipal or neighbouring properties that could potentially be impacted by construction or that are within three metres of the property line
- Review the proposal to renovate the house replacing the foundation, shift the house approximately 1m northward, and construct a new driveway and parking area in the rear of the property
- Comment on how construction activity may impact existing trees
- Prepare a tree retention and construction damage mitigation plan for those trees deemed suitable to retain given the proposed impacts

Methodology: We visually examined the trees on the property and prepared an inventory in the attached Tree Resource Spreadsheet. Each by-law protected tree was identified using a numeric

metal tag attached to its lower trunk. Municipal trees and neighbours' trees were not tagged. Information such as tree species, DBH (1.4m), crown spread, critical root zone (CRZ), health, structure, and relative tolerance to construction impacts were included in the inventory. The by-law protected trees with their identification numbers were labelled on the attached site plan. The conclusions reached were based on the information provided within the attached site and elevation plans (dated October 8, 2019) and landscape plan from LADR (dated May 28, 2019 and updated October 15, 2019).

Limitations: No exploratory excavations have been requested and thus the conclusions reached are based solely on critical root zone calculations and our best judgement using our experience and expertise. The location, size and density of roots are often difficult to predict without exploratory excavations and therefore the impacts to the trees may be more or less severe than we anticipate.

Summary of Tree Resource: Five trees were included in the inventory. There are no by-law protected trees on the subject property. There is a large English Oak on the municipal frontage and two trees on each neighbouring property to the north and south.

Trees to be Removed: One tree will require removal due to construction related impacts:

- **Douglas-fir NT2** (14cm DBH) is located just south of the property boundary on the property of #1436 Elford St. The new driveway is proposed to be constructed along the south property line, which will require approximately half of this tree's crown to be removed. Furthermore, new underground services may be installed underneath the driveway, which would result in root impacts. We recommend this tree be removed prior to construction. (The neighbour has provided consent for the tree to be removed – see attached letter).

Potential Impacts on Trees to be Retained and Mitigation Measures

- **English Oak NT1** (103cm DBH, ID: 23585): The base of this tree is approximately 6.75m from the existing stairway to the front porch, which is to be demolished, and 7m from the house foundation. To avoid impacting the health of this tree, excavation must be minimized outside the building footprint in the front yard when lifting the house. We recommend excavation be limited to, at most, 1m outside the building footprint on the east side of the house. In addition, stairs to a new lower floor entry are proposed to be constructed approximately 3.75m west of the tree. Large roots (greater than 3cm in diameter) are likely to be encountered in this area, though we estimate less than one-quarter of the tree's CRZ will be impacted. An effort should be made to limit the extent of excavation outside the stairway footprint (e.g. 30cm to the east). If excavation can be limited to 1m outside the building footprint and 30cm outside the stairway footprint, we do not anticipate the health or structure of the tree will be significantly impacted. Excavation closer to the tree could result in significant impacts.

  A new walkway is proposed to be constructed as close as 2m from the tree and a new stairway up to a new patio will be constructed about 6m away. To avoid impacting the health of this tree, the walkway will likely have to be constructed above the existing grade, as excavation down to bearing soil will likely encounter large, structural roots.

The attached landscape plan also indicates retaining walls will be constructed at the perimeter of planting beds approximately 4-4.5m to the southwest. If any large roots are encountered in these areas, the retaining walls should "bridge" them. Any fill to be added within the planting beds that overlaps with the CRZ of the tree should be comprised of at least 50% coarse horticultural sand to ensure adequate drainage.

We recommend the project arborist be on site to supervise any excavation within the tree's CRZ, including the removal of the existing asphalt driveway and retaining wall along the driveway's south edge.

- **Underground Services:** Based on discussions with the applicant, new underground water, sewer, and storm service laterals will be installed south of Oak NT1. Their exact locations have yet to be determined but a sketch provided by the applicant showed water, storm and sewer connections between the tree and the driveway. The water service was the nearest to the tree, 5.25m away. At this distance, we do not anticipate any roots greater than 5cm in diameter will be encountered or that the health of the tree will be impacted. If possible, we recommend shifting these services even farther from the tree to limit impacts to small feeder roots (preferably under the new driveway). As these services will be installed within the CRZ of the tree, we recommend alternative digging methods be used (e.g. hydro-vac, air-spade, or a combination of machine and hand digging) to limit root impacts.

  Existing underground services are to be capped and abandoned as far from the tree as possible. If any excavation or machine access is required within the CRZ of Oak NT1, it must be completed under the supervision and direction of the project arborist. If temporarily removed to access underground services, barrier fencing must be erected immediately after the supervised construction-related activity.

- **Site Access and New Driveway:** If the existing driveway is to be used throughout the construction phase, we recommend, in addition to erecting barrier fencing as indicated on the attached site survey, solid hoarding be placed against the trunk of Oak NT1 to avoid accidental mechanical damage. The hoarding should be at least 3m in height and visible to vehicle operators. If a second access driveway is required during the house lifting phase, we recommend it be located along the south property boundary in the location of the proposed new driveway. As proposed, a 3.5m wide driveway can be constructed approximately 7m from the base of the oak. As this is still within NT1's CRZ, we recommend the project arborist supervise the excavation. If no large roots are encountered, a temporary gravel driveway can be constructed with fencing along the north edge to prevent soil compaction in the front lawn. If large roots are encountered, they should be retained and a sheet of geotextile fabric be placed over top, beneath a 15cm layer of crushed rock. The attached plans show the final driveway will be constructed using Grasscrete, which should ensure water permeates below the surface towards any roots that may be present.

- **Rear Parking Area:** Two elms on neighbouring properties, **NT3** (30, 29, 29cm DBH) and **NT5** (~70cm below unions), have critical root zones that overlap with the proposed parking

area. It should be noted NT5 may be a bylaw protected tree (we could not access the tree to measure it).

NT3 is 1m from the north property line; NT5 is approximately 3m from the south property line. The pavement surrounding NT3 is uplifting and cracking, likely the result of root growth. Elms typically have extensive root systems, and we anticipate large roots (>3cm in diameter) from both trees may be encountered if excavation were to occur to bearing soil within the footprint of the proposed parking area. To avoid health and/or structural impacts to these trees, a raised, permeable surface will have to be constructed where the proposed parking area overlaps with their CRZs (this area may be reduced if the project arborist delineates a boundary where a conventional parking area may be constructed). Specifications for constructing a "floating" parking area are attached.

The objective is to avoid root loss and to instead raise the parking area and its base layer above the roots. This may result in the grade of the "floating parking area" being raised above the existing grade (the amount depending on how close roots are to the surface and the depth of the base layers). Final grading plans should take this potential change into account. This may also result in soils which are high in organic content being left intact below the paved surface. To allow water to drain into the root systems below, we also recommend that the surface be made of a permeable material (instead of conventional asphalt or concrete) such as permeable asphalt, paving stones, or other porous paving materials and designs such as those utilized by Grasspave, Gravelpave, Grasscrete and open-grid systems.

- **New Fence:** The attached plans show a new fence will be constructed along the west, east, and south property lines. Any excavation for pilings for the new fence should take into consideration the CRZs of trees to be retained (NT1 and NT3-5). We recommend the project arborist supervise any excavation within the CRZ of these trees and that excavation be performed by hand-digging to limit root loss. If any large roots are encountered, the location of the pilings should be shifted to retain them.

- **Mountain Ash NT4** (18cm DBH) is approximately 2.5m from the north fence line. We do not anticipate any critical roots from this tree will be encountered if excavation can be limited to within the property boundary. Small branches overhang onto the subject property approximately 1m and minor pruning for building clearance may be desired.

- **Arborist Supervision**: All excavation occurring within the critical root zones of protected trees should be completed under supervision by the project arborist. Any severed roots must be pruned back to sound tissue to reduce wound surface area and encourage rapid compartmentalization of the wound. In particular, the following activities should be completed under the direction of the project arborist:

  - Any excavation for replacing the existing foundation; constructing the new driveway, walkway, and stairs; installing new underground services; capping and abandoning existing services; or removing paved surfaces within the CRZ of English Oak NT1
  - Excavation for construction of the parking area in the backyard within the CRZs of Elms NT3 and NT5

- **Barrier fencing:** The areas surrounding the trees to be retained should be isolated from the construction activity by erecting protective barrier fencing. Where possible, the fencing should be erected at the perimeter of the critical root zones. The barrier fencing must be a minimum of 4 feet in height, of solid frame construction that is attached to wooden or metal posts. A solid board or rail must run between the posts at the top and the bottom of the fencing. This solid frame can then be covered with plywood, or flexible snow fencing. The fencing must be erected prior to the start of any construction activity on site (i.e. demolition, excavation, construction), and remain in place through completion of the project. Signs should be posted around the protection zone to declare it off limits to all construction related activity. The project arborist must be consulted before this fencing is removed or moved for any purpose.

- **Minimizing Soil Compaction:** In areas where construction traffic must encroach into the critical root zones of trees to be retained, efforts must be made to reduce soil compaction where possible by displacing the weight of machinery and foot traffic. This can be achieved by one of the following methods:

    - Installing a layer of hog fuel or coarse wood chips at least 20 cm in depth and maintaining it in good condition until construction is complete.
    - Placing medium weight geotextile cloth over the area to be used and installing a layer of crushed rock to a depth of 15 cm over top.
    - Placing two layers of 19mm plywood.
    - Placing steel plates.

- **Mulching**: Mulching can be an important proactive step in maintaining the health of trees and mitigating construction related impacts and overall stress. Mulch should be made from a natural material such as wood chips or bark pieces and be 5-8cm deep. No mulch should be touching the trunk of the tree. See "methods to avoid soil compaction" if the area is to have heavy traffic.

- **Blasting:** Care must be taken to ensure that the area of blasting does not extend beyond the necessary footprints and into the critical root zones of surrounding trees. The use of small low-concussion charges and multiple small charges designed to pre-shear the rock face will reduce fracturing, ground vibration, and overall impact on the surrounding environment. Only explosives of low phytotoxicity and techniques that minimize tree damage should be used. Provisions must be made to ensure that blasted rock and debris are stored away from the critical root zones of trees.

- **Scaffolding:** This assessment has not included impacts from potential scaffolding including canopy clearance pruning requirements. If scaffolding is necessary and this will require clearance pruning of retained trees, the project arborist should be consulted. Depending on the extent of pruning required, the project arborist may recommend that alternatives to full scaffolding be considered such as hydraulic lifts, ladders or platforms. Methods to avoid soil compaction may also be recommended (see "Minimizing Soil Compaction" section).

- **Landscaping and Irrigation Systems:** The planting of new trees and shrubs should not damage the roots of retained trees. The installation of any in-ground irrigation system must take into account the critical root zones of the trees to be retained. Prior to installation, we recommend the irrigation technician consult with the project arborist about the most suitable locations for the irrigation lines and how best to mitigate the impacts on the trees to be retained. This may require the project arborist supervise the excavations associated with installing the irrigation system. Excessive frequent irrigation and irrigation which wets the trunks of trees can have a detrimental impact on tree health and can lead to root and trunk decay.

- **Arborist Role:** It is the responsibility of the client or his/her representative to contact the project arborist for the purpose of:

    - Locating the barrier fencing
    - Reviewing the report with the project foreman or site supervisor
    - Locating work zones, where required
    - Supervising any excavation within the critical root zones of trees to be retained
    - Reviewing and advising of any pruning requirements for machine clearances

- **Review and site meeting**: Once the project receives approval, it is important that the project arborist meet with the principals involved in the project to review the information contained herein. It is also important that the arborist meet with the site foreman or supervisor before any site clearing, tree removal, demolition, or other construction activity occurs and to confirm the locations of the tree protection barrier fencing.

Please do not hesitate to call us at (250) 479-8733 should you have any further questions.

Thank you,

Noah Borges

Noah Borges
ISA Certified #PN-8409A
TRAQ – Qualified

Talbot Mackenzie & Associates
ISA Certified Consulting Arborists

Encl. 1-page tree resource spreadsheet, 1-page site survey with trees, 3-page site and elevation plans, 1-page landscape plan, 1-page letter from neighbour at #1436 Elford St, 1-page floating driveway specifications, 1-page barrier fencing specifications, 2-page tree resource spreadsheet methodology and definitions

Disclosure Statement

Arborists are professionals who examine trees and use their training, knowledge and experience to recommend techniques and procedures that will improve their health and structure or to mitigate associated risks.

Trees are living organisms, whose health and structure change, and are influenced by age, continued growth, climate, weather conditions, and insect and disease pathogens. Indicators of structural weakness and disease are often hidden within the tree structure or beneath the ground. It is not possible for an Arborist to identify every flaw or condition that could result in failure or can he/she guarantee that the tree will remain healthy and free of risk.

Remedial care and mitigation measures recommended are based on the visible and detectable indicators present at the time of the examination and cannot be guaranteed to alleviate all symptoms or to mitigate all risk posed.

1442 Elford St
Tree Resource Spreadsheet

Tree ID	Common Name	Latin Name	DBH (cm) ~ approximate	Crown Spread (m)	CRZ (m)	Relative Tolerance	Health	Structure	Remarks and Recommendations	By-Law Protected	Retention Status
NT1	English Oak	*Quercus robur*	103	18	10.5	Good	Fair	Fair	Municipal tree (ID: 23585), some dieback, trunk conflicting with utility lines, next to existing asphalt driveway, damaged buttress root	Y (Municipal)	Retain
NT2	Douglas-fir	*Pseudotsuga menziesii*	14	4	2.0	Poor	Good	Good	Neighbour's tree, near property boundary	N (Neighbour's)	X
NT3	Elm	*Ulmus spp.*	30, 29, 29	8	8.0	Moderate	Good	Fair	Neighbour's tree, 1m from fence, uplifting pavement, included bark in unions, small branches overhang subject property 2-3m	N (Neighbour's)	Retain
NT4	Mountain Ash	*Sorbus aucuparia*	18	5	2.5	Poor	Good	Fair	Neighbour's tree, 2.5m from fence, small branches overhang subject property 1m	N (Neighbour's)	Retain
NT5	Elm	*Ulmus spp.*	~70 below unions	8	8.5	Moderate	Good	Fair	Neighbour's tree, 3m from fence, possibly by-law protected	Possibly (Neighbour's)	Retain

Prepared by:
Talbot Mackenzie & Associates
ISA Certified and Consulting Arborists
Phone: (250) 479-8733
Fax: (250) 479-7050
email: tmtreehelp@gmail.com

SITE PLAN OF LOT 19, SECTION 74, VICTORIA DISTRICT, PLAN 490.

2 0 2 4 6 8

SCALE=1:100 All distances are in metres

NOTE: Lot dimensions shown are based upon field survey measurements and may vary from those registered.

Lot dimensions, offsets, and area shown may vary upon completion of a comprehensive legal survey. Geodetic elevations shown are based upon observations to geodetic control monuments 15-48 (Elevation= 44.61m) and 15-49 (Elevation= 39.04m).

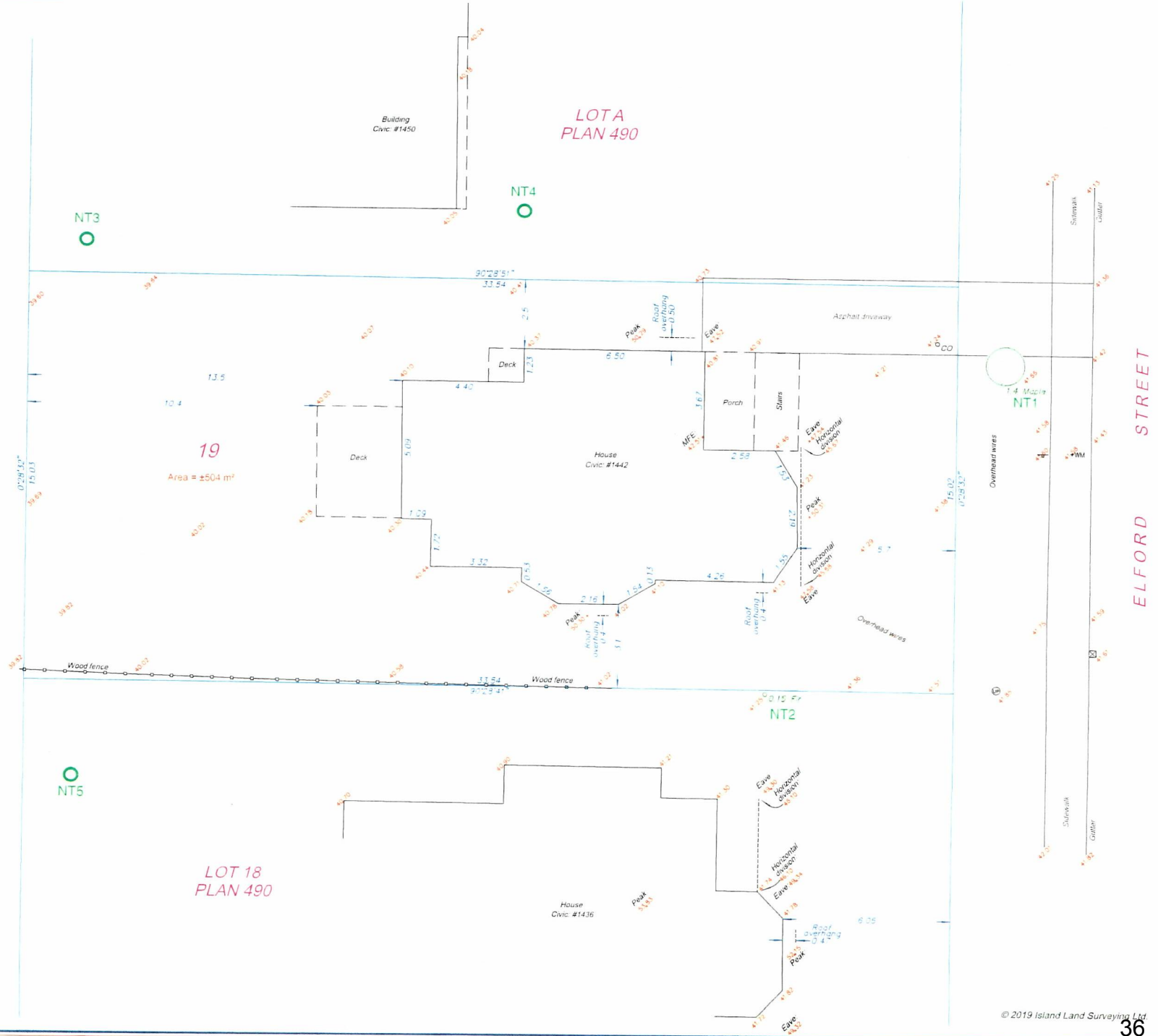
This plan is for building design & permit purposes only and is for the exclusive use of our client. This plan shall not be used to define property lines or property corners. Unregistered interests have not been included or considered.

LEGEND

c.co	Denotes clean out
	Denotes street sign
	Denotes catch basin
	Denotes utility pole
+WM	Denotes water meter
0.35 Fir	Denotes approximate tree location, diameter and species
	Denotes elevation

Field survey dated February 20th and March 11th, 2019.

PID: 009-001-956



File: 15-HAGEL-SP2
Date: March 11, 2019
Island Land Surveying Ltd.
#117-693 Hoffman Avenue
Victoria B.C. V9B 4X1
TEL 250.475.1515 FAX 250.475.1516
www.islandsurveying.ca PBD

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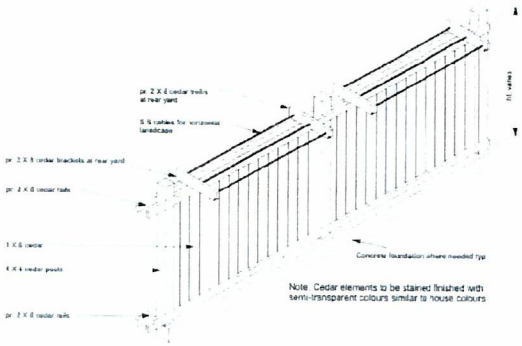


FENCE DETAIL

9 Grade point on site plan

AVERAGE GRADE CALCULATION

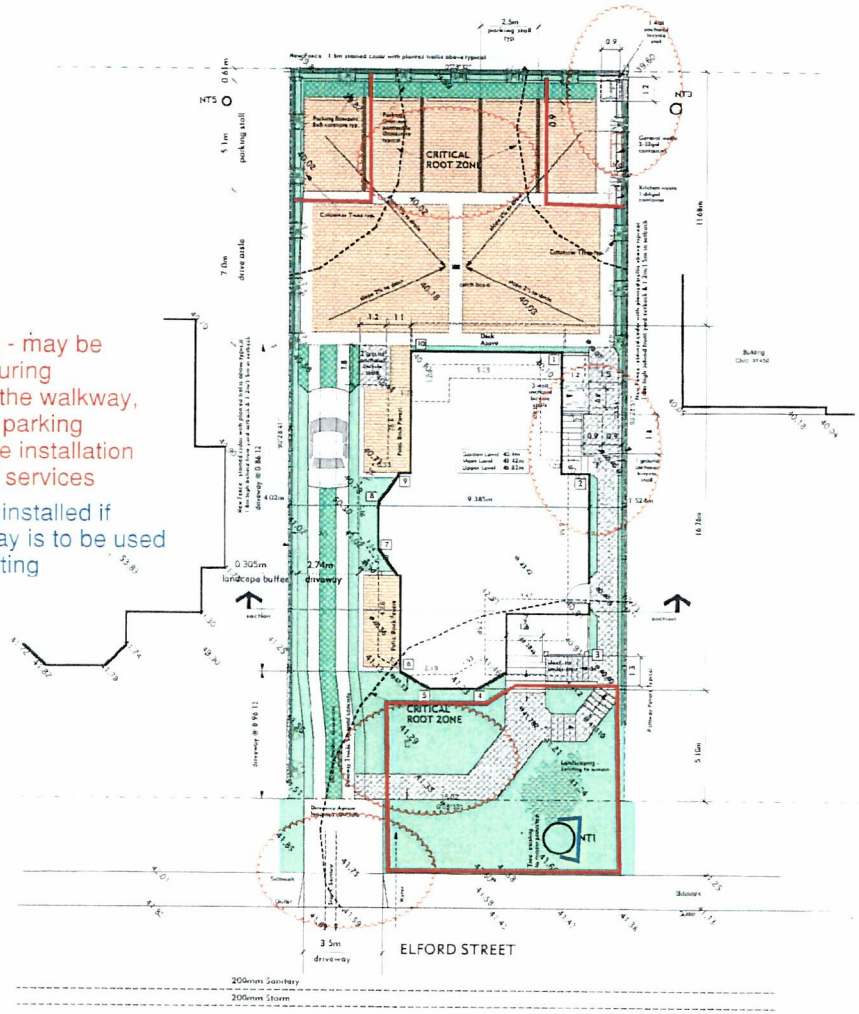
1		40.3
2		40.3
3		40.3
4		41.3
5		41.3
6	41.13+40.3/2	40.72
7		41.02
8		40.75
9	40.3+40.71/2	40.5
10		40.3
Average		40.68

Barrier Fencing - may be adjusted only during construction of the walkway, stairs, and rear parking area, and for the installation of underground services

Hoarding to be installed if existing driveway is to be used during house lifting

PROJECT INFORMATION

Proposed Zone	New Zone
Site Area	504 sq m
Total Floor Area	302 sq m
Commercial Floor Area	0
Floor Space Ratio	0.60:1
Site Coverage	26.9%
Open Site Space	73.1%
Number of Storeys	3
Height of Building	9.52m
Parking Stalls on Site	5
Bicycle parking	7
Front Yard	5.1m
Rear Yard	11.68m
Side Yard (south)	4.02 m
Side Yard (north)	1.524m
Combined Side Yards	5.562 m
Rear Yard Lansdc %	18.1%
Total # of Units	5
Unit Types	4 - 1 Bedroom + 1 - 2 Bedroom
Minum Floor Area	43.9 sq m
Total Residential Area	302 sq m



LOT 19, SECTION 74,
VICTORIA DISTRICT, PLAN 490

1442 Elford Street: Rezoning - Heritage Designation

Site Plan scale: 1:100m

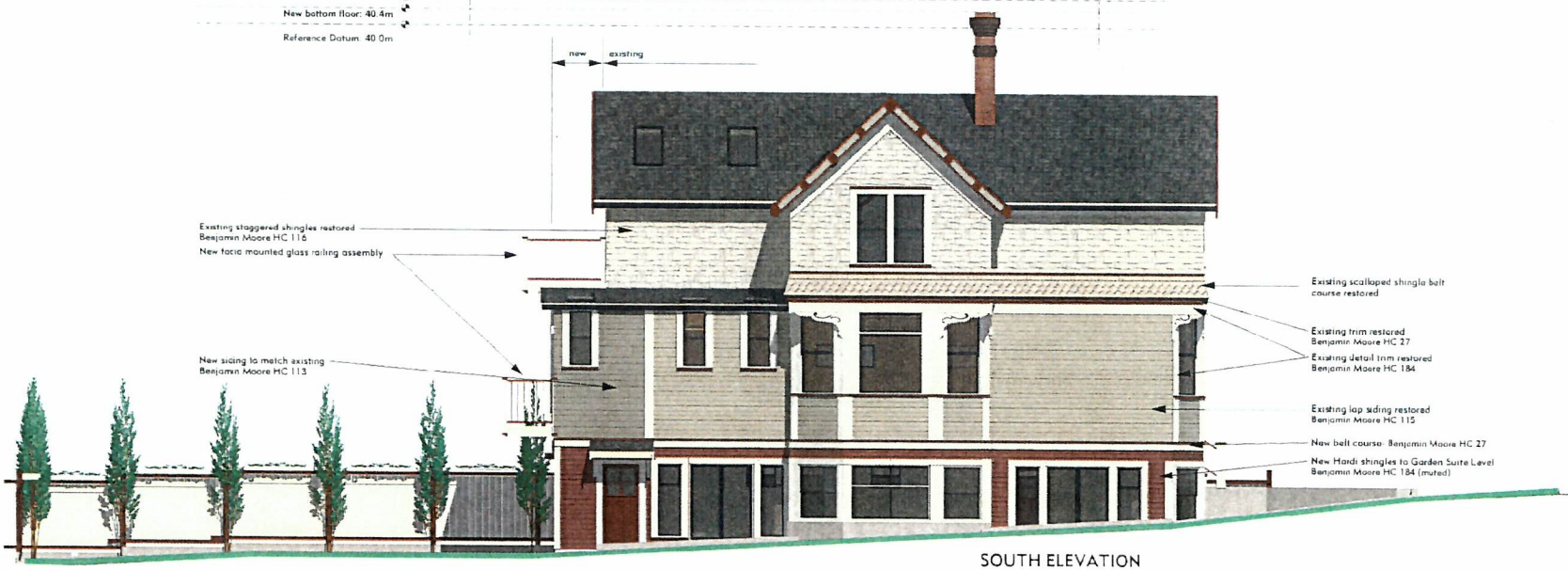
Chris Gower
Architect
Urban Design
Planner
AIBC FRAIC RPP CIP Leed ap

ENVISIONS

Dan Hagel
Builder / Developer

Oct. 8, 2019

EAST (ELFORD STREET) ELEVATION
scale: 1:50m



SOUTH ELEVATION
scale: 1:50m

1442 Elford Street: Rezoning - Heritage Designation

Elevations

Chris Gower
Architect
Urban Design
Planner
AIBC FRAIC RPP CIP Leed ap

ENVISIONS Architecture

Dan Hagel
Builder / Developer

Oct. 8, 2019

WEST ELEVATION
scale: 1:50m

NORTH ELEVATION
scale: 1:50m

1442 Elford Street: Rezoning - Heritage Designation

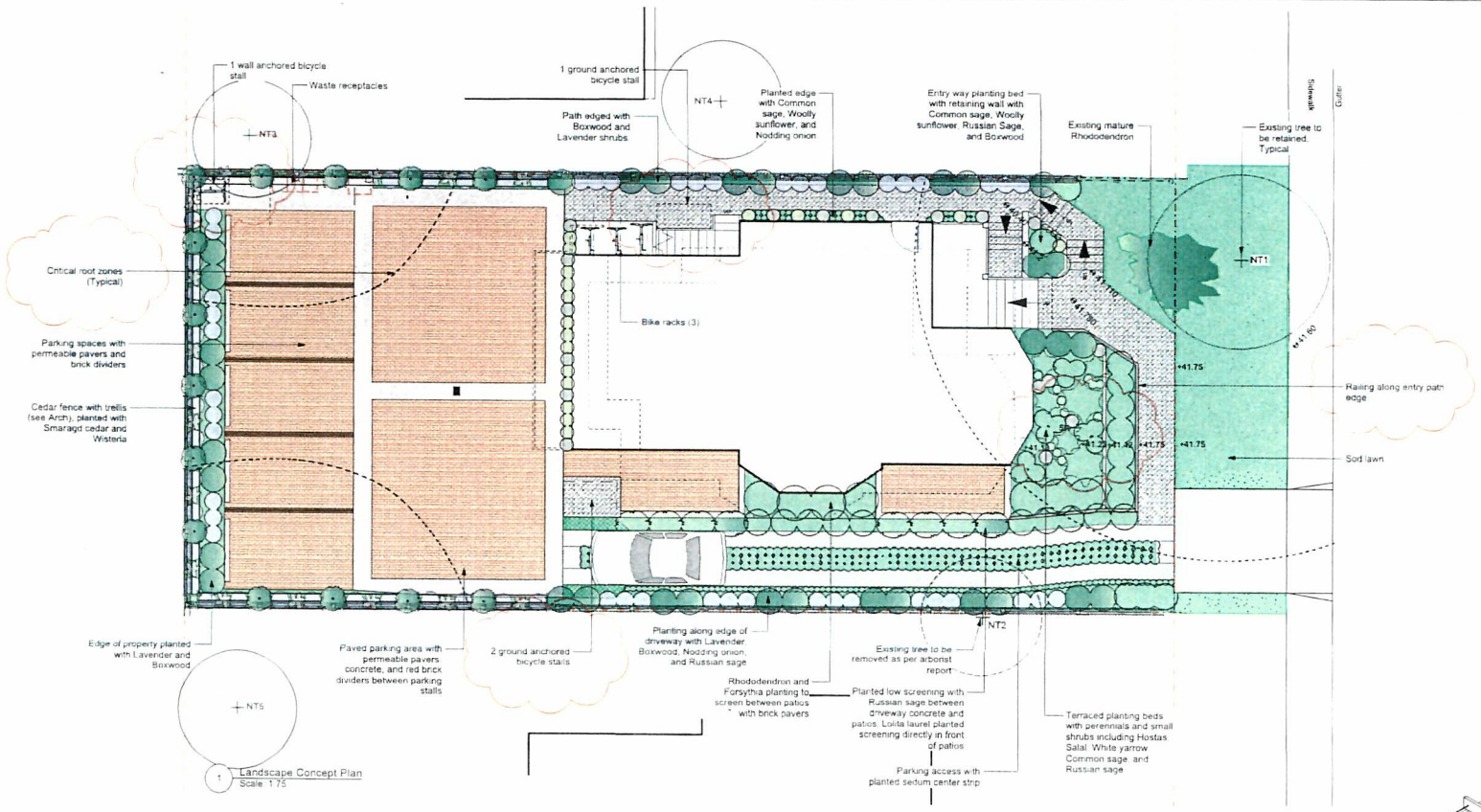
Elevations

Chris Gower
Architect
Urban Design
Planner
AIBC FRAIC RPP CIP Lead ap

EVISIONS Architecture

Dan Hagel
Builder / Developer

Oct. 8, 2019



1 Landscape Concept Plan
Scale 1:75

Recommended Nursery Stock

Trees

ID	Quantity	Botanical Name	Common Name	Size
ThOc	34	Thuja occidentalis 'Smaragd'	Emerald Cedar	6 cm cal

Medium Shrubs

ID	Quantity	Botanical Name	Common Name	Size
FoIn	2	Forsythia x intermedia	Border Forsythia	# 3 pot
PrLu	8	Prunus lusitanica	Portugal Laurel Lolita	# 3 pot
RhCa	5	Rhododendron 'Capistrano'	Capistrano rhododendron	# 5 pot

Small Shrubs

ID	Quantity	Botanical Name	Common Name	Size
BuGl	35	Buxus 'Green Mountain'	Green Mountain Boxwood	# 3 pot
LaOf	67	Lavandula officinalis	English Lavender	# 1 pot

Perennials, Annuals and Ferns

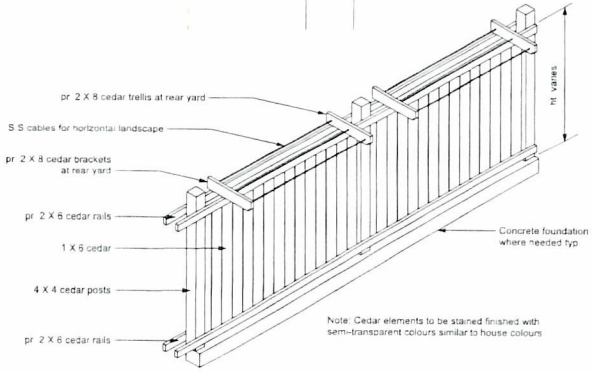
ID	Quantity	Botanical Name	Common Name	Size
AcMi	11	Achillea millefolium	Common White Yarrow	# 1 pot
AlCe	132	Allium cernuum	Nodding Onion	# 1 pot
ErLa	18	Eriophyllum lanatum	Woolly Sunflower	# 1 pot
GaSh	12	Gaultheria shallon	Salal	# 1 pot
HoHy	2	Hosta hybrid	Hosta	# 3 pot
HoSi	6	Hosta sieboldiana 'Elegans'	Hosta	# 3 pot
PeAt	21	Perovskia atriplicifolia	Russian Sage	# 1 pot
SaOf	17	Salvia officinalis	Common Sage	# 1 pot
WiSi	16	Wisteria sinensis	Chinese Wisteria	# 1 pot

Groundcovers

ID	Quantity	Botanical Name	Common Name	Size
SeSp	216	Sedum spathifolium	Broad Leaved Stonecrop	# 1 pot

Notes

1. All work to be completed to current BCSLA Landscape Standards
2. All soft landscape to be irrigated with an automatic irrigation system
3. Tree numbers correspond to numbers in arborist report



2 Fence Detail
Scale 1:25

1442 Elford St-Landscape Concept Plan

Copyright Reserved. These drawings are at all times the property of the Landscape Architect. Reproduction in whole or in part without written consent of the Landscape Architect is prohibited.

D	Oct 15, '19	Revisions for Rezoning
C	May 28, '19	DP Revision
B	May 14, '19	DP Submission
A	May 2, '19	Draft-For review

REVISIONS

LADR LANDSCAPE ARCHITECTS
#3-864 Queens Ave. Victoria, B.C. V8T 1M5
Phone (250) 598-0105

PROJECT
1442 Elford Street
Victoria, BC

TITLE
Landscape Concept Plan

SCALE 1:75
DRAWN OL
CHECKED BW

PROJECT No. 1917

DATE May 28, 2019
SHEET 1 of 1

October 14, 2019

City of Victoria
1 Centennial Square
Victoria, BC
V8W 1P6

Attention: Parks Department

RE: 1442 Elford Street

Regarding the removal of tree number NT2 from the driveway, I consent to the removal of that tree to make room for the drive isle which leads to the rear parking areas.

It has also been brought to my attention that tree number NT5 has a critical root zone that will encroach into the rear parking area, I am comfortable with the fact that a professional arborist, Talbot Mackenzie & Associates, has been on site and has reviewed the critical root zone and that the developer in conjunction with the arborist will work together to insure that the critical root zone will be cared for before, during and after construction.

Sincerely,

Chuck Holm

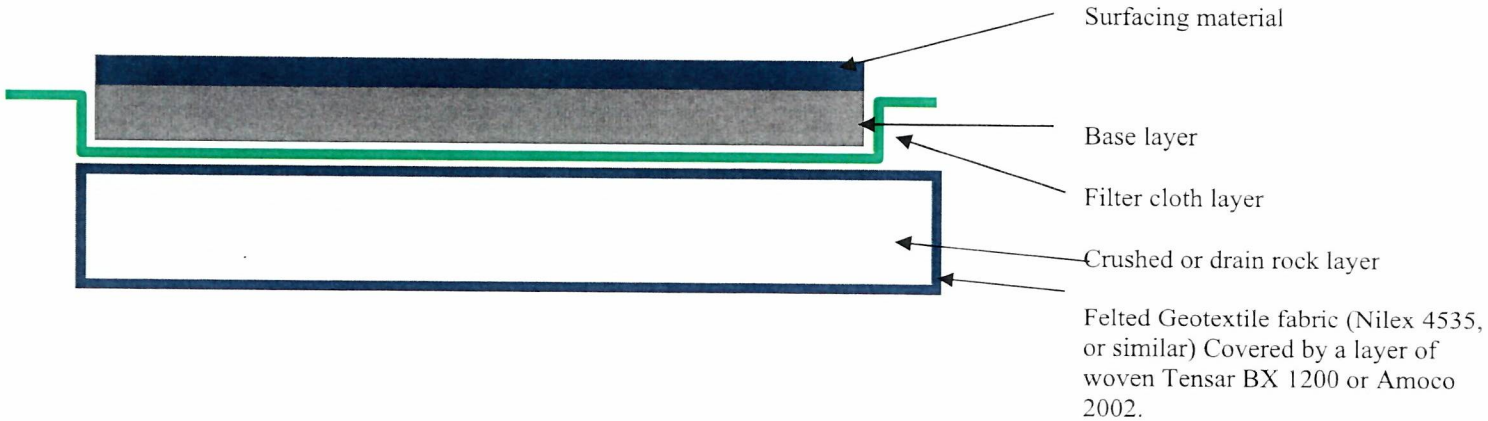
Jeri-Ann Holm

1436 Elford Street
Victoria, BC
V8S 3S8

Talbot Mackenzie & Associates

Consulting Arborists

Diagram – Site Specific Driveway, Parking and Walkway



Specifications for Paved Surfaces Over Tree Roots (Driveway, Parking and Walkway Areas)

1. Excavation for construction of the driveway/parking/walkway areas must remove only the top layer of sod and not result in root loss

2. A layer of medium weight felted Geotextile fabric (Nilex 4535, or similar) is to be installed over the entire area of the critical root zone that is to be covered by the paved surface. Cover this Geotextile fabric with a layer of woven Amoco 2002 or Tensar BX 1200. Each piece of fabric must overlap the adjoining piece by approximately 30-cm.

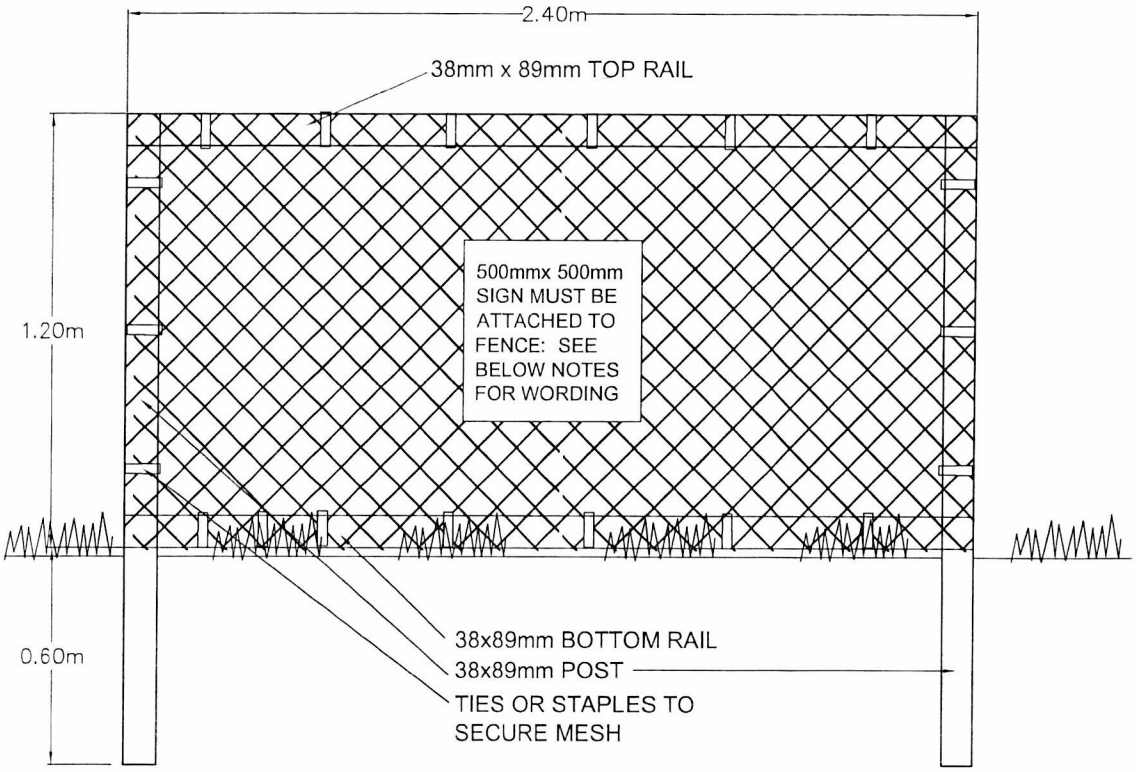
3. A 10cm layer of torpedo rock or 20-mm clean crushed drain rock, is to be used to cover the Geotextile fabric (depth dependent on desired finished grade).

4. A layer of felted filter fabric is to be installed over the crushed rock layer to prevent fine particles of sand and soil from infiltrating this layer.

5. The bedding or base layer and permeable surfacing can be installed directly on top of the Geotextile fabric.

6. Two-dimensional (such as CombiGrid 30/30 or similar) or three-dimensional geo-grid reinforcements can be installed in combination with, or instead of, the geotextile fabric specified in the attached diagram.

7. Ultimately, a geotechnical engineer should be consulted, and in consultation with the project arborist, may specify their own materials and methods that are specific to the site's soil conditions and requirements, while also avoiding root loss and reducing compaction to the sub-grade.



TREE PROTECTION FENCING

1. FENCE WILL BE CONSTRUCTED USING 38 mm X 89mm WOOD FRAME: TOP, BOTTOM AND POSTS * USE ORANGE SNOW-FENCING MESH AND SECURE THE WOOD FRAME WITH"ZIP" TIES OR GALVANIZED STAPLES.

2. ATTACH A 500mm X 500mm SIGN WITH THE FOLLOWING WORDING: WARNING- TREE PROTECTION AREA. THIS SIGN MUST BE AFFIXED ON EVERY FENCE OR AT LEAST EVERY 10 LINEAR METERS.

* IN ROCKY AREAS, METAL POSTS (T-BAR OR REBAR) DRILLED INTO ROCK WILL BE ACCEPTED

TREE PROTECTION FENCING AND SIGNAGE DETAIL	REVISIONS	DRAWING NUMBER: SD P1

Talbot Mackenzie & Associates
Consulting Arborists

Box 48153 RPO - Uptown Victoria, BC V8Z 7H6
Ph: (250) 479-8733
Fax: (250) 479-7050
Email: tmtreehelp@gmail.com

Tree Resource Spreadsheet Methodology and Definitions

Tag: Tree identification number on a metal tag attached to tree with nail or wire, generally at eye level. Trees on municipal or neighboring properties are not tagged.

NT: No tag due to inaccessibility or ownership by municipality or neighbour.

DBH: Diameter at breast height – diameter of trunk, measured in centimetres at 1.4m above ground level. For trees on a slope, it is taken at the average point between the high and low side of the slope.
* Measured over ivy
~ Approximate due to inaccessibility or on neighbouring property

Crown Spread: Indicates the diameter of the crown spread measured in metres to the dripline of the longest limbs.

Relative Tolerance Rating: Relative tolerance of the tree species to construction related impacts such as root pruning, crown pruning, soil compaction, hydrology changes, grade changes, and other soil disturbance. This rating does not take into account individual tree characteristics, such as health and vigour. Three ratings are assigned based on our knowledge and experience with the tree species: Poor (P), Moderate (M) or Good (G).

Critical Root Zone: A calculated radial measurement in metres from the trunk of the tree. It is the optimal size of tree protection zone and is calculated by multiplying the DBH of the tree by 10, 12 or 15 depending on the tree's Relative Tolerance Rating. This methodology is based on the methodology used by Nelda Matheny and James R. Clark in their book "Trees and Development: A Technical Guide to Preservation of Trees During Land Development."

- 15 x DBH = Poor Tolerance of Construction
- 12 x DBH = Moderate
- 10 x DBH = Good

To calculate the critical root zone, the DBH of multiple stems is considered the sum of 100% of the diameter of the largest stem and 60% of the diameter of the next two largest stems. It should be noted that these measures are solely mathematical calculations that do not consider factors such as restricted root growth, limited soil volumes, age, crown spread, health, or structure (such as a lean).

Health Condition:

- Poor - significant signs of visible stress and/or decline that threaten the long-term survival of the specimen
- Fair - signs of stress
- Good - no visible signs of significant stress and/or only minor aesthetic issues

Structural Condition:

- Poor - Structural defects that have been in place for a long period of time to the point that mitigation measures are limited
- Fair - Structural concerns that are possible to mitigate through pruning
- Good - No visible or only minor structural flaws that require no to very little pruning

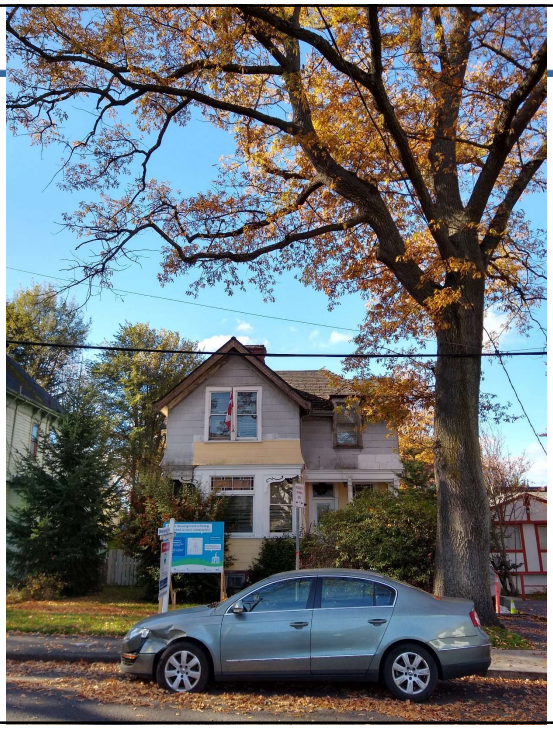
Retention Status:

- X - Not possible to retain given proposed construction plans
- Retain - It is possible to retain this tree in the long-term given the proposed plans and information available. This is assuming our **recommended mitigation measures are followed**
- Retain * - See report for more information regarding potential impacts
- TBD (To Be Determined) - The impacts on the tree could be significant. However, in the absence of exploratory excavations and in an effort to retain as many trees as possible, we recommend that the final determination be made by the supervising project arborist at the time of excavation. The tree might be possible to retain depending on the location of roots and the resulting impacts, but concerned parties should be aware that the tree may require removal.
- NS - Not suitable to retain due to health or structural concerns

Rezoning Application
for
1442 Elford Street

1

2



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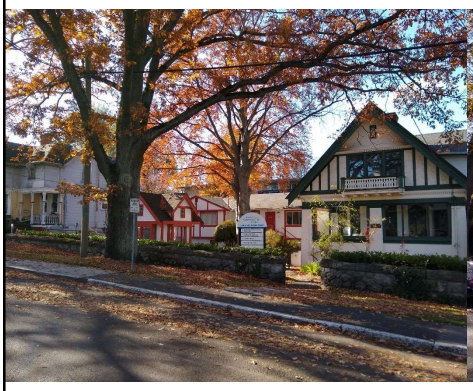


North (Beacon Community Services)

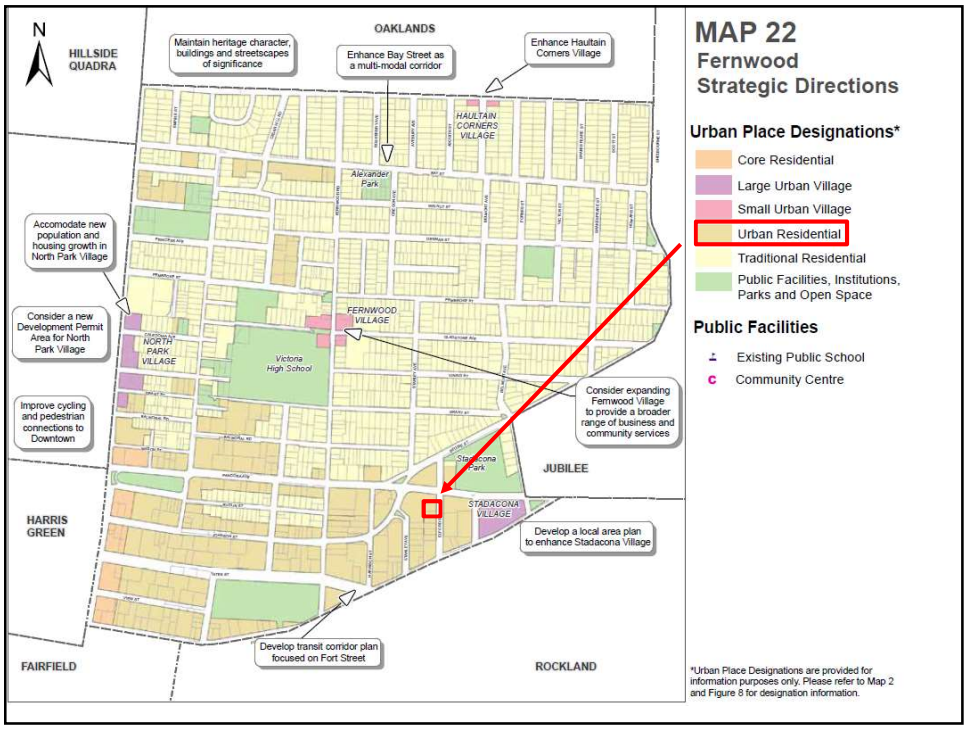
South (single-family dwelling

4

East and West (four-storey apartments)

CITY OF VICTORIA

5



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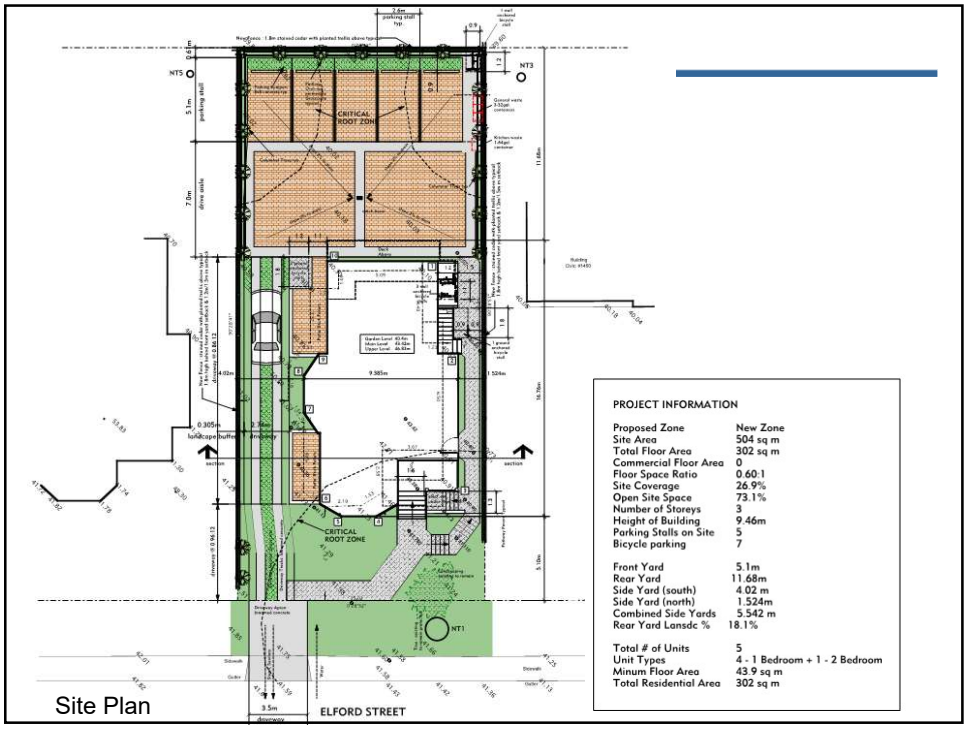
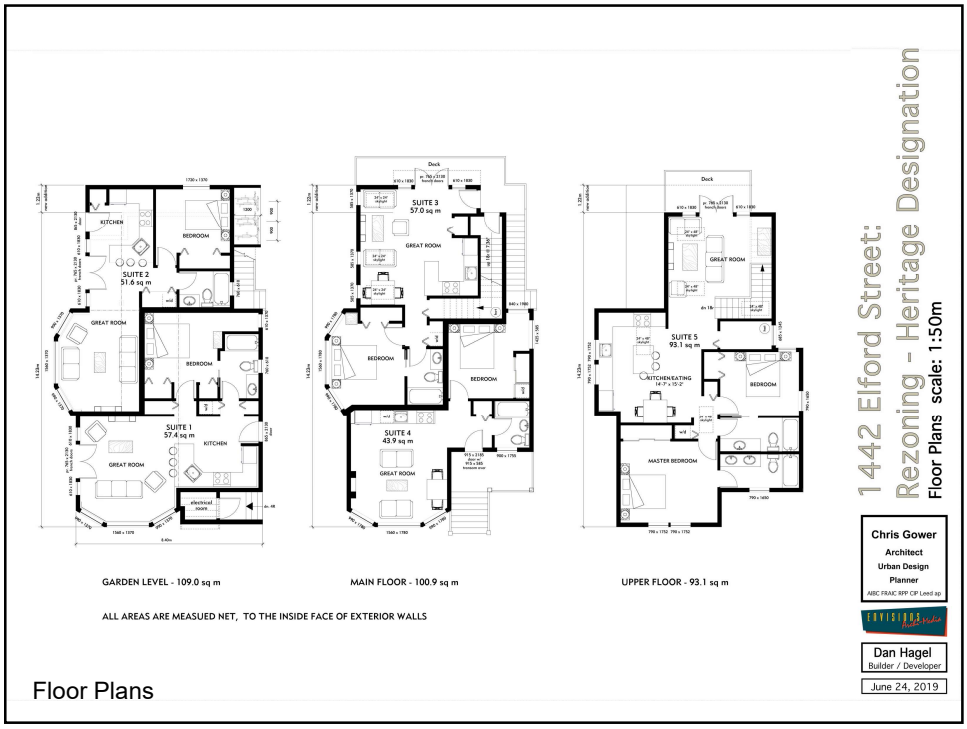


Site Plan

7

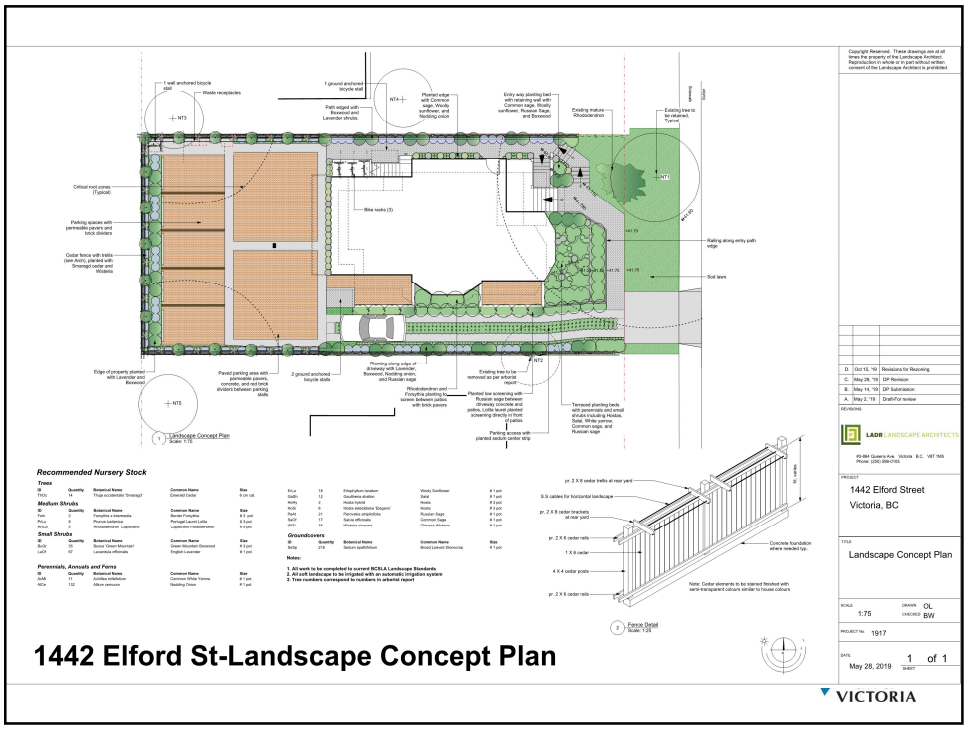
East Elevation

8



Floor Plans

9



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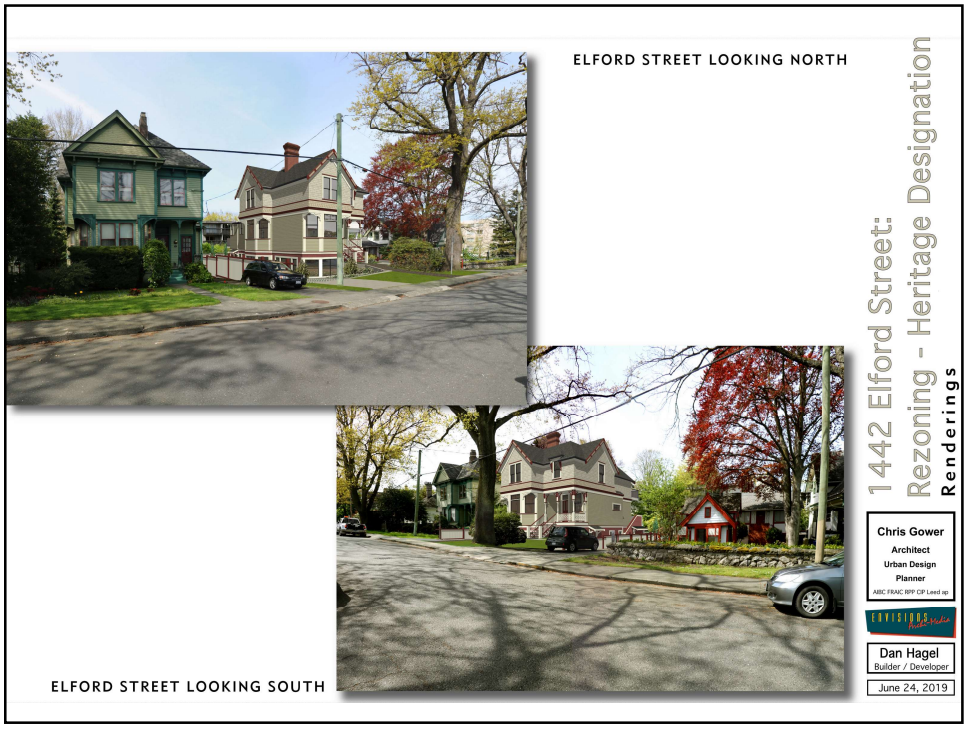


11

Heritage-Designation Application for 1442 Elford Street

CITY OF VICTORIA

12

Proposal:

- Heritage designation of the heritage-registered house at 1442 Elford Street consistent with plans dated October 16, 2019
- Restoration with appropriate alterations

Current Heritage Status:

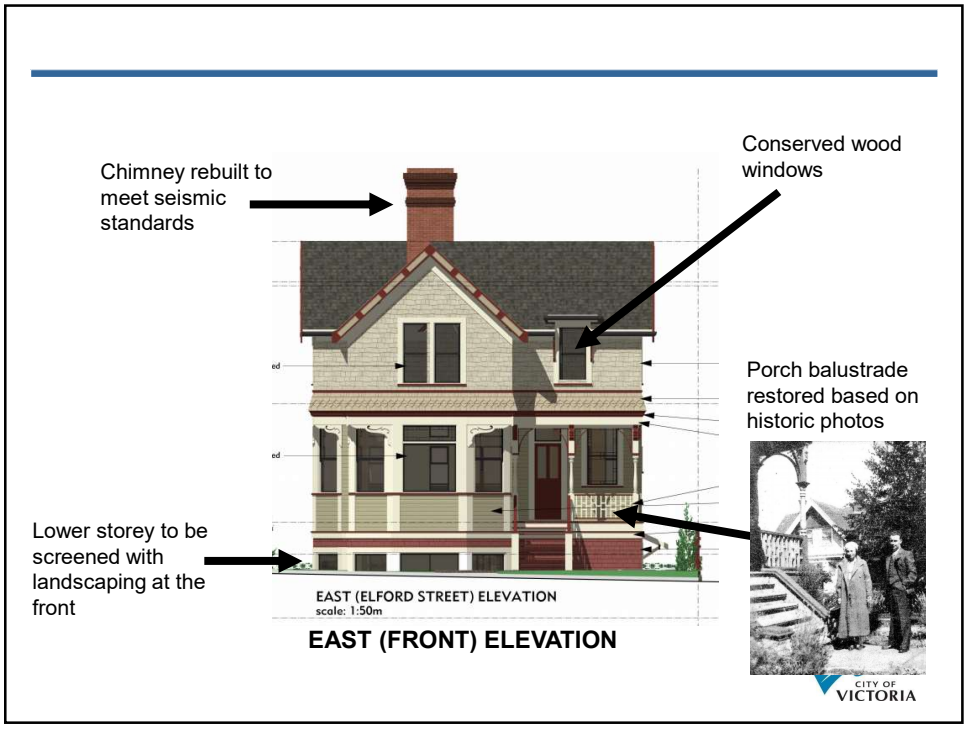
- Heritage-registered

13

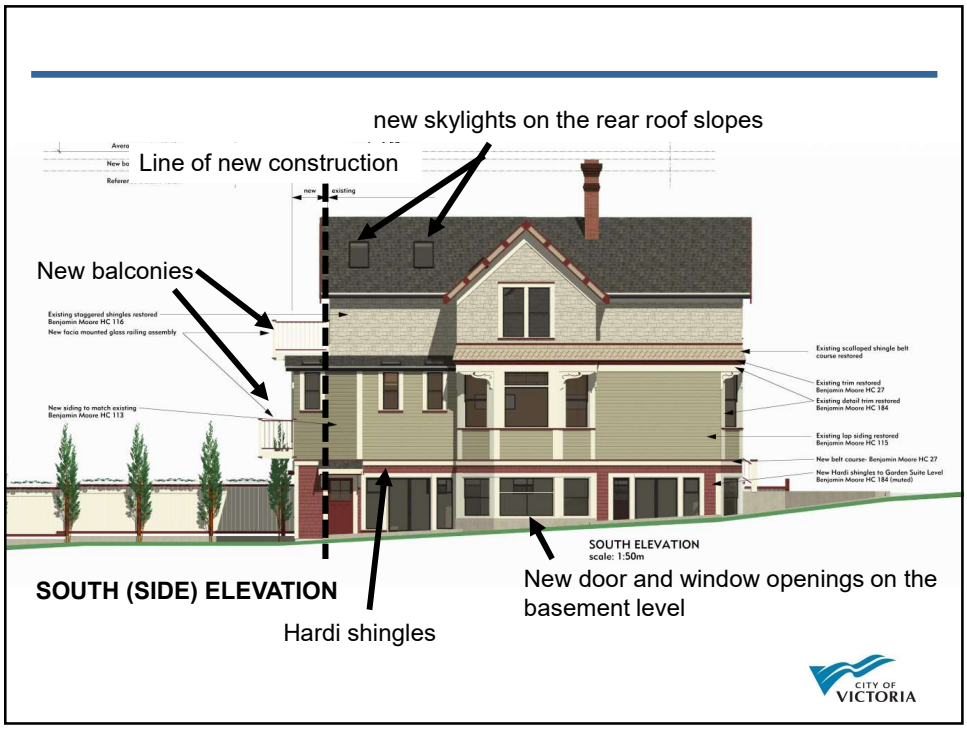
Alterations to Existing House

- Construct a 4 foot rear addition
- To lift the house approximately 1.3m and move it approximately 1m north on the lot
- To remove the asbestos siding, restore the original drop wood siding on the main floor and wood shingles on the upper storey
- Restore porch details
- Additional window and door openings at basement level

14


Chimney rebuilt to meet seismic standards
Conserved wood windows
Porch balustrade restored based on historic photos
Lower storey to be screened with landscaping at the front
EAST (ELFORD STREET) ELEVATION
scale: 1:50m
EAST (FRONT) ELEVATION
CITY OF VICTORIA

15


new skylights on the rear roof slopes
Line of new construction
New balconies
SOUTH ELEVATION
scale: 1:50m
SOUTH (SIDE) ELEVATION
New door and window openings on the basement level
Hardi shingles
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16

WEST (REAR) ELEVATION

New detailing to match existing…

17

NORTH (SIDE) ELEVATION

Bike storage area

18

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19

Designation Assessment: **Does the property have sufficient *heritage value* or *heritage character*?**

Heritage Value: The Intangible value and associations of the property

Heritage Character: Key physical traits or features

(*Local Government Act, Section 611*)

CITY OF VICTORIA

20

- **Heritage Value:** A valuable remnant of late 19th century Fernwood. Associated with a prominent local family (the Elford's). Good example of the Queen Anne Style
- **Heritage Character:** Queen Anne architectural features

CITY OF VICTORIA

21

October 14, 2019

City of Victoria
1 Centennial Square
Victoria, BC
V8W 1P6

Attention: Parks Department

RE: 1442 Elford Street

Regarding the removal of tree number NT2 from the driveway, I consent to the removal of that tree to make room for the drive isle which leads to the rear parking areas.

It has also been brought to my attention that tree number NT5 has a critical root zone that will encroach into the rear parking area, I am comfortable with the fact that a professional arborist, Talbot Mackenzie & Associates, has been on site and has reviewed the critical root zone and that the developer in conjunction with the arborist will work together to insure that the critical root zone will be cared for before, during and after construction.

Sincerely,

Chuck Holm

Jeri-Ann Holm

1436 Elford Street
Victoria, BC
V8S 3S8

Mayor & Council
City of VICTORIA
1 Centennial Square
VICTORIA V8W 1P6

Re: Dan Hagel rezoning app.; from R1-B to site-specific
1442 Elford St.

To Whom It May Concern:

We the undersigned, having lived in 1436 Elford St., the residence adjacent to the property named above, for 27 years, have taken a keen interest in the future prospects of that property since it went up for sale earlier this year.

Over that period we have had occasion to talk with Mr. Hagel, his architect and design people about their plans for reconstituting 1442 Elford. We provided this same group with a detailed residential history of the wedge of property from Stanley Ave. to its apex at Fort/Oak Bay since the late 1870's, when Robert Elford purchased about 5 acres from W. Pearse. (City Archives).

We responded to notice to attend the Fernwood community meeting scheduled 19 June, 2019, and came away having no issues regarding proposed height differential, set backs or parking allowance applied for.

In contrast to the disappointing response to our concerns as residents given five years ago by the developer w/Alan Lowe (1500 block Elford), this effort by Hagel & co. sits at the opposite end of the spectrum, showing extreme sensitivity to the whole neighbourhood adjacent, on both Elford and Stanley; that is, a dozen old residences. It is quite surprising and in a way it could well be precedent-setting for other developers, especially in Fairfield.

Should Council agree to co-operate with the proposal as it is presented, this hearing would go a fair distance toward giving due attention to the ordinary side of urban planning.

Thanks for your kind attention.

Very truly yours,

1436 Elford St.
VICTORIA V8S 3S8

Jeri-Ann HOLM
Jeri-Ann Holm

C. B. HOLM
C. B. Holm

June 15, 2019

Email conversation from Bennett Guinn, resident on Stanley Ave.

BDG2019 [redacted] Jun 15, 2019, 9:17 AM
to me, [redacted]

I would like the committee and the applicant, Dan Hagel, to consider offering electric vehicle charging infrastructure in the proposal. EV's will be an integral part of society going forward and could be a selling feature.

Additionally, solar panels on the roof would augment that idea.

Thank you for your consideration.

Bennett Guinn
Stanley Ave., Victoria BC

Dan Hagel [redacted] Jun 15, 2019, 11:29 AM
to BDG2019, [redacted]

Hello Bennett,

Thank you for your suggestion; we have already included prewiring for electrical vehicle charging infrastructure on the building plans.

Regarding solar power, there are limitations to exterior features as we are seeking Heritage status, therefore, solar power won't be part of the project.

Thanks,

Dan Hagel
[redacted]

BDG2019 Jun 15, 2019, 12:01 PM
to me

Thank you for your quick reply and for being a forward thinker!

Cheers, Bennett

CITY OF VICTORIA

Committee of the Whole Report
For the Meeting of November 7, 2019

To: Committee of the Whole **Date:** October 24, 2019

From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development

Subject: **Heritage Designation Application No. 000186 for 1442 Elford Street**

RECOMMENDATION

That Council approve the designation of the heritage-registered property located at 1442 Elford Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site, consistent with the plans dated October 16, 2019, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

LEGISLATIVE AUTHORITY

In accordance with Section 611 of the *Local Government Act*, Council may designate real property, in whole or in part, as protected property.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations regarding the owner's request to designate the exterior of the heritage-registered property located at 1442 Elford Street. The house was built in 1901 and contributes to the historic character of the Fernwood neighbourhood, an area characterized by a mix of residential, commercial and institutional uses in varied building styles.

The designation of this building is generally consistent with Section 8: "Placemaking (Urban Design and Heritage)" and Section 21: "Neighbourhood Directions" of the *Official Community Plan* (OCP, 2012), the *Fernwood Neighbourhood Plan* (1994) and the *Victoria Heritage Thematic Framework*.

The application for heritage designation is being considered concurrently with a rezoning application to allow the conversion of the existing building into a ground-oriented, multi-unit residential building consisting of approximately five dwelling units.

BACKGROUND

Description of Proposal

The heritage-registered property located at 1442 Elford Street is a two-storey, wood frame, vernacular Victorian-era house built in 1901. The exterior façade of 1442 Elford Street has

been altered and is covered in asbestos shingles, but still retains many elements of its original appearance. A rehabilitation is proposed as part of Rezoning Application No. 00703 to convert the house to a ground-oriented, multi-unit residential building consisting of approximately five dwelling units. The rehabilitation will reveal and restore the house's historic cladding and an historically appropriate colour scheme. The house's character-defining elements include its minimal front yard setback; residential form, scale and massing; façade details including a gabled roof over a cutaway bay window with ogee brackets on the front and side elevations; an inset porch and its wood materials and decorative Victorian-era corner posts, scroll brackets and scroll cut panels; and fenestration featuring two-over-two double-hung wood sash windows. The property has heritage value for its continuous residential use, its location amongst a row of similar houses, its association with the Elford family (a notable local contractor) and as a representative example of Fernwood's early development into a middle class neighbourhood comprised of vernacular Victorian homes.

Regulatory Considerations

The proposed heritage designation is consistent with surrounding land uses.

Condition / Economic Viability

The building is currently in fair condition. The following alterations are anticipated as part of the rehabilitation and conversion to strata units:

- lifting the house approximately 1.3m and moving it on the lot to accommodate new residential units in the basement level
- new door and window openings on the basement level of the front, side and rear elevations
- restoration of the original drop wood siding on the main floor and wood shingles on the upper storey and porch details
- new hardi shingles for the exterior of the basement level
- new balconies with handrails on the rear (west) elevation
- new skylights on the rear roof slopes
- painting the house with approved heritage colours
- seismically upgrading the chimney by dismantling then reconstructing it using original materials.

Staff support the above alterations. Since the building is not currently heritage-designated, it is vulnerable to demolition. The proposal to rehabilitate and convert it to strata residential units will conserve much of its original historic character. The *Standards and Guidelines for the Conservation of Historic Places in Canada* support the restoration of original building features such as windows and porch details. The proposed new doors and windows at the basement level improve the livability of basement units without adversely affecting heritage character. The basement level of the building is screened with landscaping and is not highly visible from the street.

ANALYSIS

The following sections provide a summary of the application's consistency with the relevant City policies and guidelines.

Official Community Plan

The designation of this building is consistent with the *Official Community Plan*, which states in Section 8, "Placemaking (Urban Design and Heritage)":

Goals

8 (B) Victoria's cultural and natural heritage resources are protected and celebrated.

Broad Objectives

8 (j) That heritage property is conserved as resources with value for present and future generations.

8 (l) That heritage and cultural values are identified, celebrated, and retained through community engagement.

City Form

8.6 Conserve and enhance the heritage value, character and special features of areas, districts, streetscapes, cultural landscapes and individual properties throughout the city.

8.11 Determine the heritage value of areas, districts, streetscapes, cultural landscape and individual properties using the Victoria Heritage Thematic Framework as identified in Figure 12.

Buildings and Sites

8.51 Continue to give consideration to tools available under legislation to protect or conserve heritage property including, but not limited to: heritage designation bylaws; listing on the heritage register; temporary protection; heritage alteration permits; heritage revitalization agreements; design guidelines; and, the protection of views of heritage landmark buildings from public vantage points as identified in Map 8, and to be determined in future local area plans.

8.54 Continue to work with senior government, community and business partners to identify, protect and conserve property of heritage value.

Fernwood Neighbourhood Plan

The designation of the building is consistent with the *Fernwood Neighbourhood Plan,* which states:

Heritage - Objectives

3.1 To encourage the conservation of heritage buildings and associated streetscapes, views, trees of special merit and other elements of the natural heritage in Fernwood, with a view to maintaining them for future generations

Recommendations for Policy and Action

3.1.5 That the Heritage Inventory be updated for buildings in public and private ownership, through Neighbourhood initiatives coordinated with the City of Victoria and funded by the B.C. Heritage Trust.

Fernwood Strategic Directions

The designation of the building is consistent with the Fernwood Strategic Directions in the OCP, which state that Fernwood's heritage character, buildings and streetscapes of significance should be maintained.

Victoria Heritage Thematic Framework

A key policy of the OCP includes the determination of heritage value using a values-based approach. In this regard, a city-wide thematic framework (OCP Fig. 12) was developed and incorporated into the OCP to identify the key civic historic themes. The *Victoria Heritage Thematic Framework* functions as a means to organize and define historical events, to identify representative historic places, and to place sites, persons and events in an overall context. The thematic framework recognizes a broad range of values under which city-wide themes can be articulated. A Heritage Value assessment with consideration of the *Victoria Heritage Thematic Framework* is incorporated into the Statement of Significance.

Statement of Significance

A Statement of Significance describing the historic place, outlining its heritage value and identifying its character-defining elements is attached to this report.

Resource Impacts

Heritage designation of 1442 Elford Street will enable the property owner to apply for heritage grants from the Victoria Heritage Foundation for repainting and other repairs to character-defining elements.

Heritage Advisory Panel

The application was reviewed by the Heritage Advisory Panel at its August 20, 2019 meeting and was unanimously recommended for approval.

CONCLUSION

The application for the designation of the heritage-registered property located at 1442 Elford Street as a Municipal Heritage Site is for a building that is a significant example of Victoria's residential development from the early 20th century. The heritage designation of the residence is consistent with relevant City policies and strategic directions for the Fernwood neighbourhood. Staff therefore recommend that Council consider approving the Heritage Designation Application for the heritage-registered property located at 1442 Elford Street.

ALTERNATE MOTION

That Council decline Heritage Designation Application No. 000186 for the property located at 1442 Elford Street.

Respectfully submitted,

John O'Reilly
Senior Heritage Planner
Development Services Division

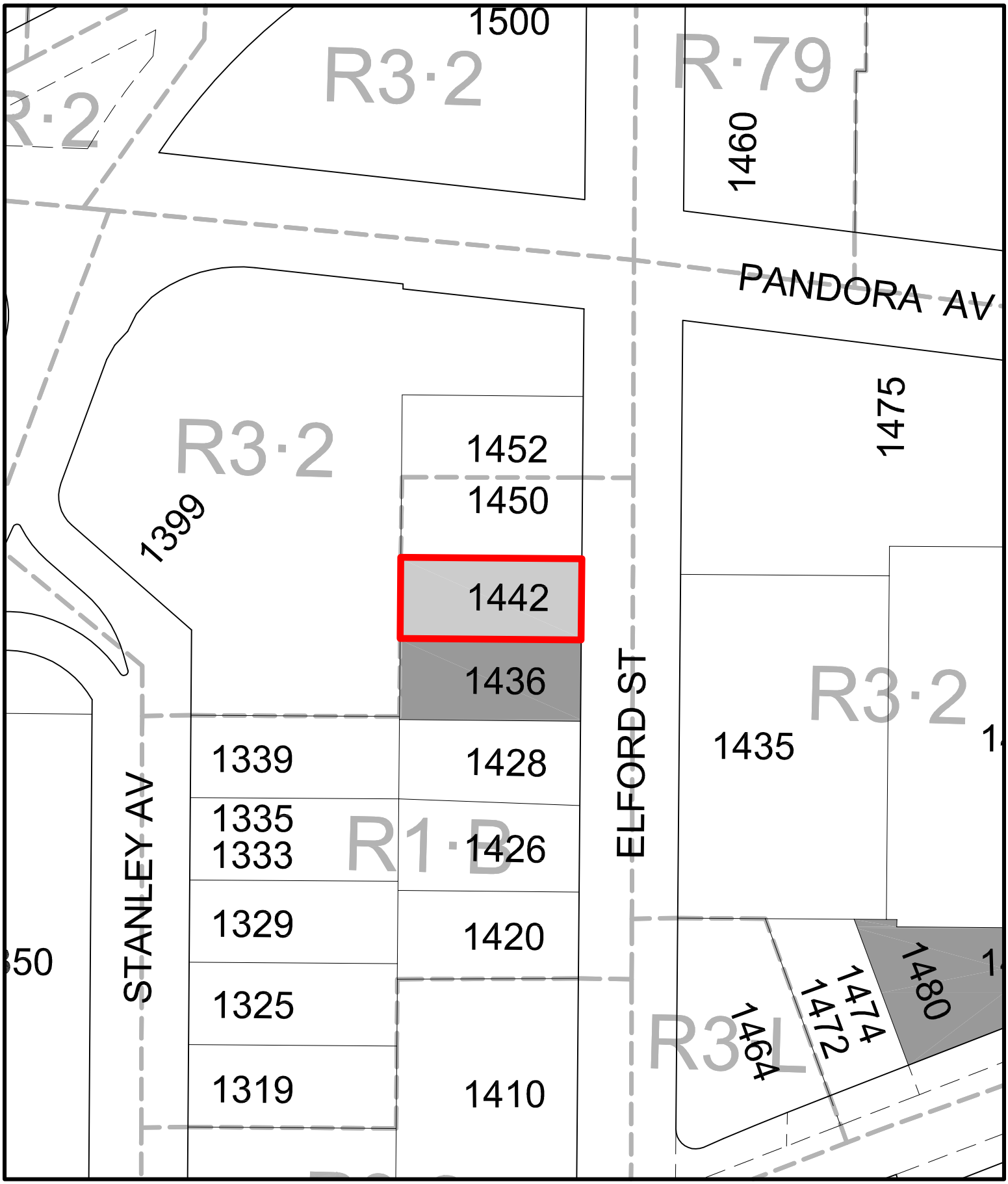
Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager: Jocelyn Dunkerley

Date: Oct 30, 2019

List of Attachments

- Attachment 1: Subject Map
- Attachment 2: Aerial Map
- Attachment 3: Photographs
- Attachment 4: Statement of Significance
- Attachment 5: Architectural Plans dated October 16, 2019
- Attachment 6: Letter from the applicant, date stamped June 24, 2019
- Attachment 7: Heritage Advisory Panel Meeting Minutes, August 20, 2019.



1442 Elford Street

Heritage Designation #000186

Designated Registered

N

CITY OF VICTORIA

1442 Elford Street

Heritage Designation #000186

Designated Registered

N

CITY OF VICTORIA

1442 Elford Street

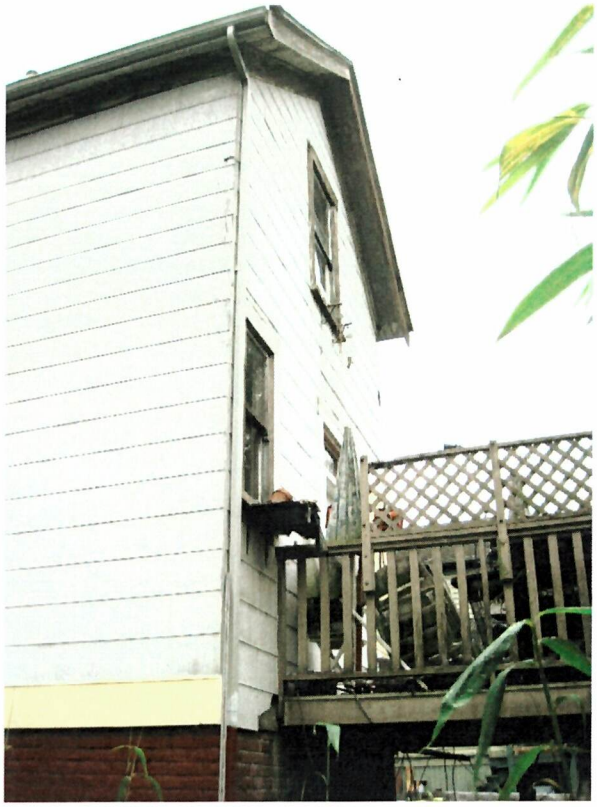
ATTACHMENT 3

Front (East) Elevation

Front (East) and North Elevations

North Elevation

North Elevation



West Elevation

North Elevation

South Elevation

South Elevation

1442 Elford Street - Statement of Significance

Building History - Family and Fernwood Neighbourhood Associations

Section 1: Description of the historic place as it exists today.

A relatively late example (1901) of regional wood-framed high-Victorian house style, this home remains a fine reminder, supported by the similar house next door, of the early twentieth century build-out of the Fernwood neighbourhood.

Section 2: Heritage Value - the "aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations".

There is a very prominent Victoria family history associated with this house. Owner, builder: 1901-1916: John Pitcairn Elford (b Australia 1850-1917) built this house, like his brother Theo, for revenue on part of the larger family property. John was christened on Pitcairn Island on the family's passage to California. John later went back to San Francisco to apprentice, then work as a carpenter. He returned to Victoria and after several years became a contractor in partnership with his father, building many houses and business blocks, including the old Royal Jubilee Hospital, North Ward School, the Post Office, and the Driard Hotel. In 1886 John and William J. Smith setup Queen City Brick & Tile Works, later Victoria Brick & Tile Company. In 1912 their plant, 10 acres to the east of Douglas Street and north of Topaz Avenue, produced 40,00 bricks and 12,000 feet of drain tiles a day for the building boom of the era. The Cameron family were also prominent residents from 1929-44. Both families continue to contribute vivid memories of their tenures, and of their participation in the Fernwood community.

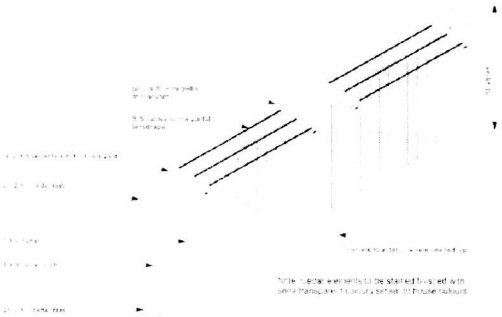
Section 3: Heritage Thematic Framework – Residential and Community Continuity.

This home, particularly in an architecturally restored condition, can provide a material representation of the established residential continuity of the Fernwood neighbourhood, and of the domestic, community, and refined aesthetic commitment of the original builder/owners - and of their neighbourhood participation and that of successive note-worthy house residents.

Section 3: Character Defining Elements - Character-defining elements (CDEs) identify the principal features of the historic place that embody its heritage values.

The hipped roof and the asymmetrically placed gables on this two storey house are basic features of a Queen Anne residence. The front and left bays have square bays over cutaway bays, with scroll-sawn brackets. There is a bell-cast belt-course between the first and second floors and Queen Anne windows on the front and two sides. Like 1436 Elford next door, this house has an inset corner porch with turned square posts. There are sandwich brackets as capitals and turned spindles in the balustrade. A heavily bracketed through-the-roof wall dormer sits on the right front, above the porch. The original exterior has been covered with asbestos siding for decades, which has helped protect many elements of the original elaborate siding and decorative details, and which will be removed to reveal and restore original finishes. The quality of original polychromatic paint scheme will be respected in the restoration.

Original ornate front yard gardens will be recalled in the new site landscaping.



FENCE DETAIL

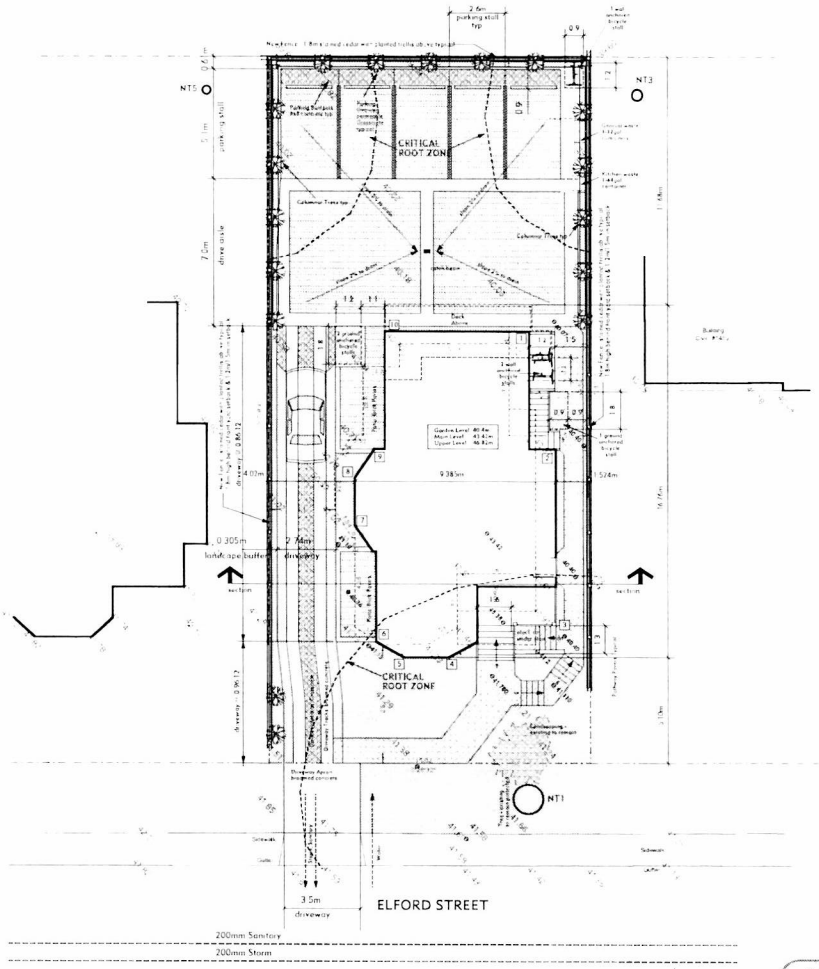
9 Grade point on site plan

AVERAGE GRADE CALCULATION

1		40.3
2		40.3
3		40.3
4		41.3
5		41.3
6	41.13+40.3/2	40.72
7		41.02
8		40.75
9	40.3+40.71/2	40.5
10		40.3
Average		40.68

PROJECT INFORMATION

Proposed Zone	New Zone
Site Area	504 sq m
Total Floor Area	302 sq m
Commercial Floor Area	0
Floor Space Ratio	0.60:1
Site Coverage	26.9%
Open Site Space	73.1%
Number of Storeys	3
Height of Building	9.46m
Parking Stalls on Site	5
Bicycle parking	7
Front Yard	5.1m
Rear Yard	11.68m
Side Yard (south)	4.02 m
Side Yard (north)	1.524m
Combined Side Yards	5.542 m
Rear Yard Lansdc %	18.1%
Total # of Units	5
Unit Types	4 - 1 Bedroom + 1 - 2 Bedroom
Minum Floor Area	43.9 sq m
Total Residential Area	302 sq m



LOT 19, SECTION 74,
VICTORIA DISTRICT, PLAN 490.

Revisions
Received Date: Oct 16/19

1442 Elford Street:
Rezoning - Heritage Designation

Site Plan scale: 1:100m

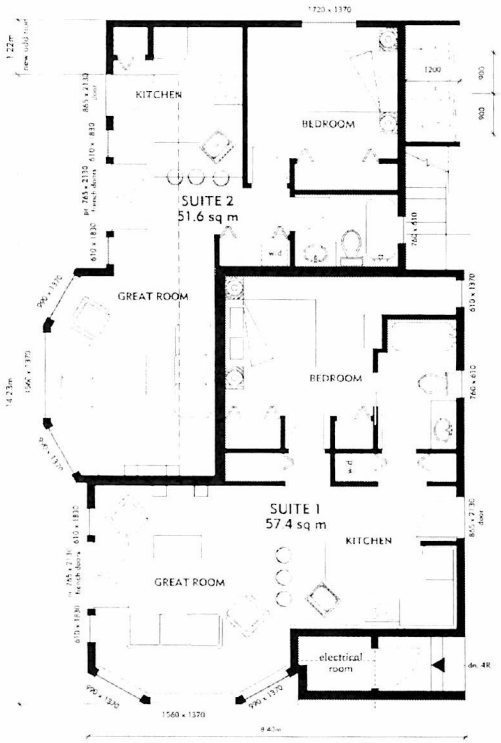
Chris Gower
Architect
Urban Design
Planner
AIBC FRAIC RPP CIP Leed ap

ENVISIONS Media

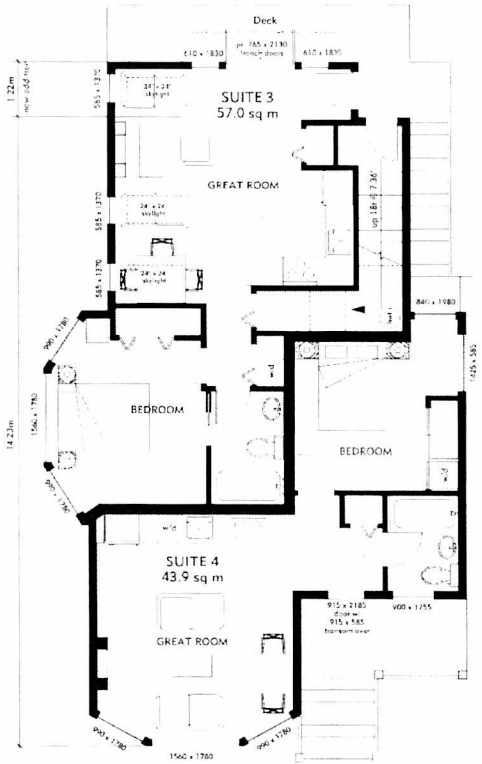
Dan Hagel
Builder / Developer

Oct. 16, 2019

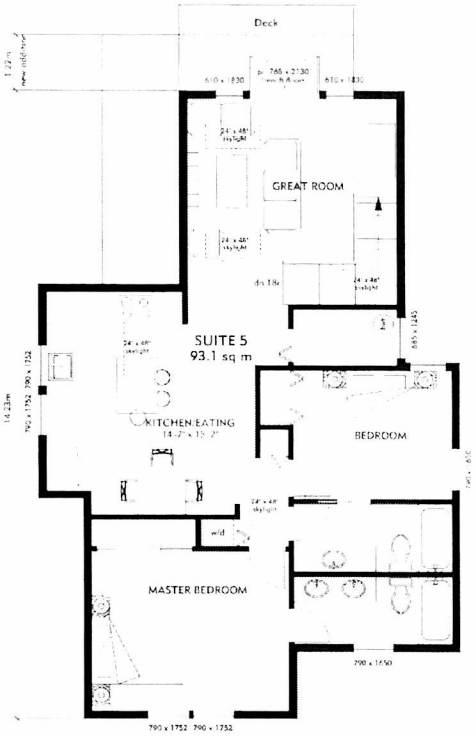
ATTACHMENT 5



GARDEN LEVEL - 109.0 sq m



MAIN FLOOR - 100.9 sq m



UPPER FLOOR - 93.1 sq m

ALL AREAS ARE MEASUED NET, TO THE INSIDE FACE OF EXTERIOR WALLS

1442 Elford Street: Rezoning - Heritage Designation

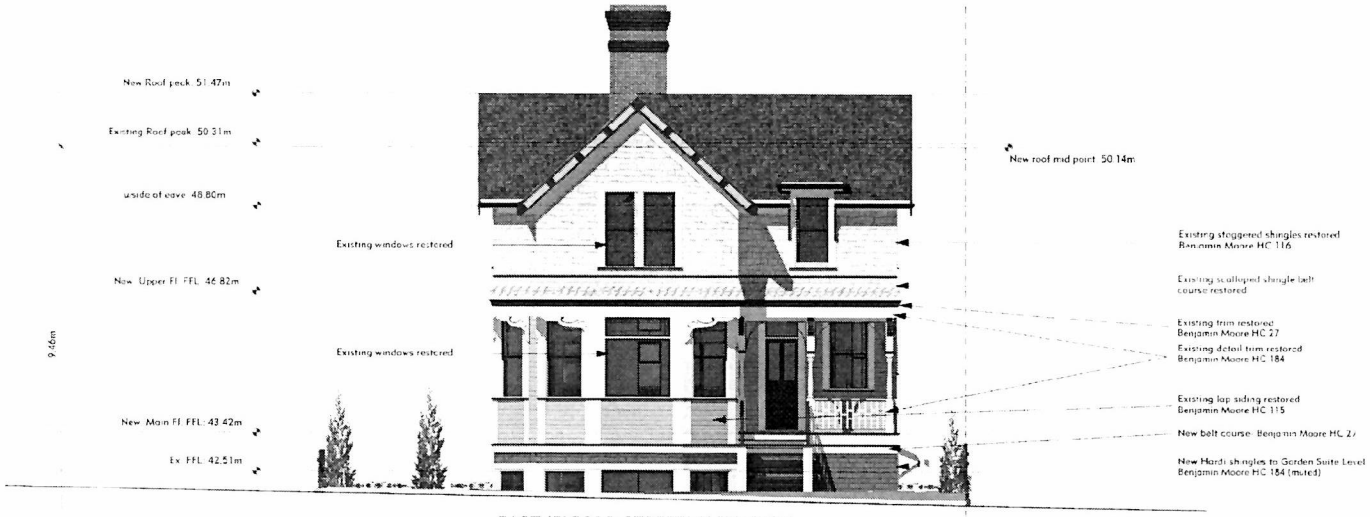
Floor Plans scale: 1:50m

Chris Gower
Architect
Urban Design
Planner
AIBC FRAIC RPP CIP Leed ap

ENVISIONS Arch-Media

Dan Hagel
Builder / Developer

June 24, 2019



EAST (ELFORD STREET) ELEVATION
scale: 1:50m

SOUTH ELEVATION
scale: 1:50m

1444 Elford Street
Rezoning Heritage Designation
Elevations

Chris Gower
Architect
Urban Design
Planner
AIBC FRAIC RPP CIP Leed ap

ENVISIONS Design Studio

Dan Hagel
Builder / Developer

Oct. 8, 2019

WEST ELEVATION
scale: 1:50m

NORTH ELEVATION
scale: 1:50m

1442 Elford Street
Rezoning - Heritage Designation

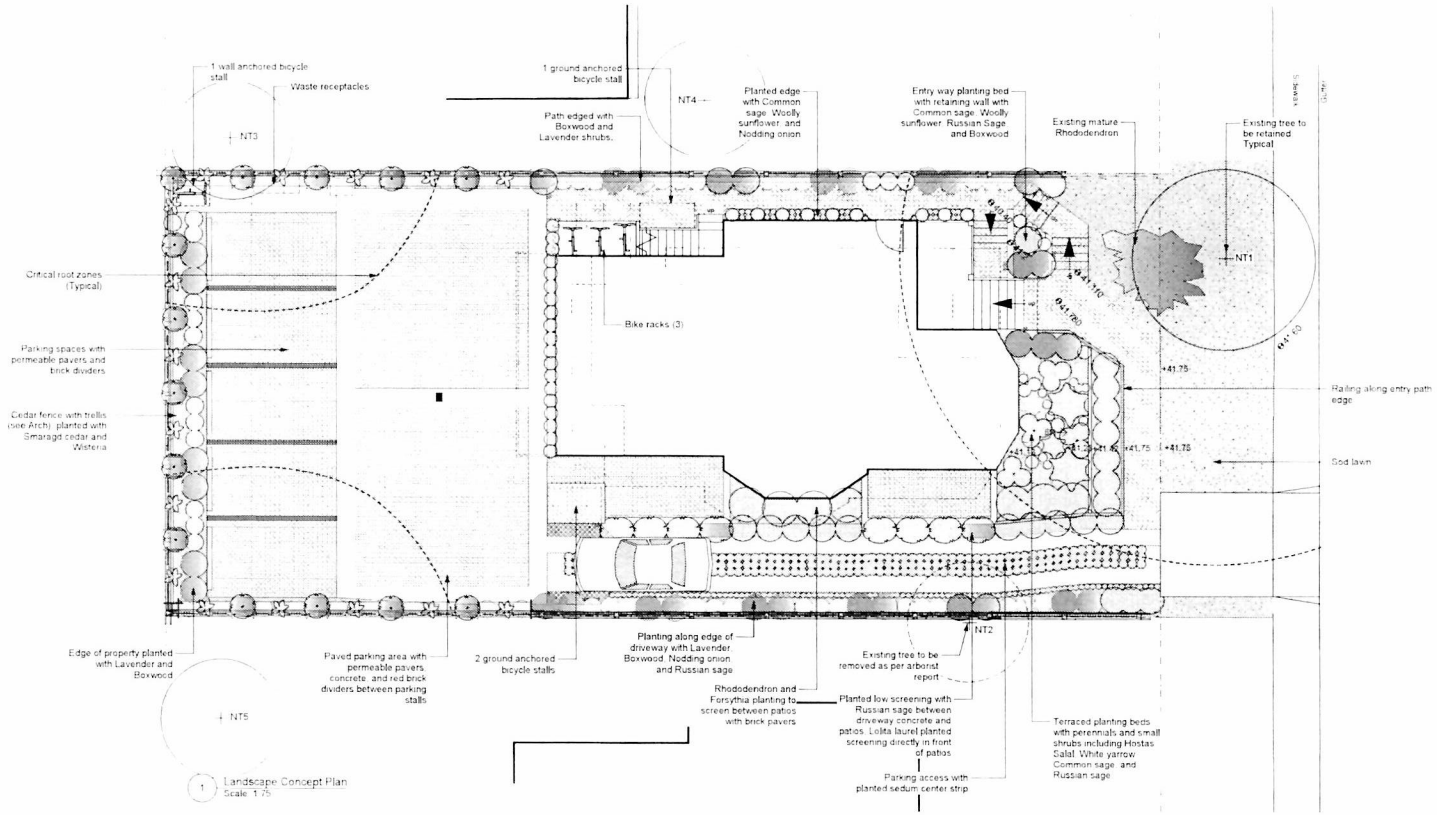
Elevations

Chris Gower
Architect
Urban Design
Planner
AIBC / RAIC BIM CP Leed ap

EDVISIONS Arch Media

Dan Hagel
Builder / Developer

Oct. 8, 2019



1 Landscape Concept Plan
Scale: 1:75

Recommended Nursery Stock

Trees

ID	Quantity	Botanical Name	Common Name	Size
Thoc	14	Thuja occidentalis 'Smaragd'	Emerald Cedar	6' minimal

Medium Shrubs

ID	Quantity	Botanical Name	Common Name	Size
Foin	2	Forsythia x intermedia	Border Forsythia	# 3 pot
Prlu	8	Prunus lusitanica	Portugal Laurel Lolita	# 3 pot
Rhca	5	Rhododendron 'Capistrano'	Capistrano rhododendron	# 5 pot

Small Shrubs

ID	Quantity	Botanical Name	Common Name	Size
BuGr	35	Buxus 'Green Mountain'	Green Mountain Boxwood	# 3 pot
LaOf	67	Lavandula officinalis	English Lavender	# 1 pot

Perennials, Annuals and Ferns

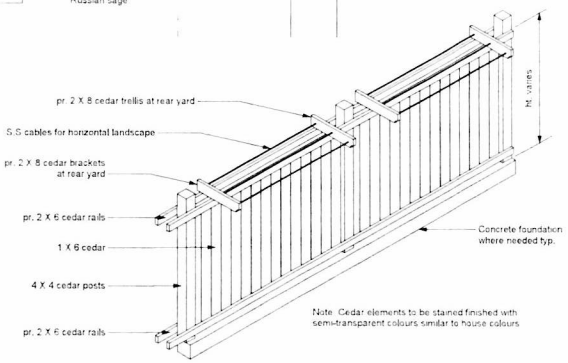
ID	Quantity	Botanical Name	Common Name	Size
AcMi	11	Achillea millefolium	Common White yarrow	# 1 pot
AlNu	132	Allium cernuum	Nodding Onion	# 1 pot
ErLa	18	Eriophyllum lanatum	Woolly Sunflower	# 1 pot
GaSh	12	Gaultheria shallon	Salal	# 1 pot
HoHy	2	Hosta hybrid	Hosta	# 3 pot
HoSi	6	Hosta sieboldiana 'Elegans'	Hosta	# 3 pot
PeAt	24	Perovskia atriplicifolia	Russian Sage	# 1 pot
SaOf	17	Salvia officinalis	Common Sage	# 1 pot
WiSi	16	Wisteria sinensis	Chinese Wisteria	# 1 pot

Groundcovers

ID	Quantity	Botanical Name	Common Name	Size
SeSp	216	Sedum spathifolium	Broad Leaved Stonecrop	# 1 pot

Notes:

1. All work to be completed to current BCSLA Landscape Standards
2. All soft landscape to be irrigated with an automatic irrigation system
3. Tree numbers correspond to numbers in arborist report



2 Fence Detail
Scale: 1:25

1442 Elford St-Landscape Concept Plan

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D.	Oct 15 '19	Revisions for Rezoning
C.	May 28 '19	DP Revision
B.	May 14 '19	DP Submission
A.	May 2 '19	Draft-For review

REVISIONS

LADR

PROJECT
1442 Elford Street
Victoria, BC

TITLE
Landscape Concept Plan

SCALE 1:75
DRAWN OL
CHECKED BW

PROJECT No. 1917

DATE May 28, 2019
SHEET 1 of 1

June 24, 2019

City of Victoria
1 Centennial Square
Victoria, BC
V8W 1P6

Dear Mayor & Council

Re: 1442 Elford Street
Heritage Designation

Please note that this property is in the process of a rezoning application (to five strata units) and, if approved, I am also seeking Heritage Designation at the same time.

The home was built in 1900 by John Pitcairn Elford, who's family the street is named after. John's brother, Theophilus, built the house next door at 1436 Elford St. at approximately the same time. I would like to note that the two houses were built as a set and the one at 1436 Elford St. is already Heritage Designated and the one at 1442 Elford St. is currently Heritage Registered. It only seemed appropriate to designate this house as to complete the pair.

Because the house is in need of restoration from the original red brick foundation to the roof, as the photos reflect, we were willing to consider a Heritage Designation with the rezoning application. Although the time and effort is considerably more strenuous, this home is very much in need of restoration.

It's our hope to bring life and vitality to this beautiful old historic home for many decades to come.

Sincerely,

Dan Hagel
[redacted]

4. **1442 Elford Street**
Heritage Designation Application No. 000186

Attendees: Dan Hagel (applicant); Chris Gower (architect); Brian Kendrick (designer)

John O'Reilly provided a brief introduction. Chris Gower, Dan Hagel and Brian Kendrick presented.

Panel Questions and Comments

- What is the future of the chimney? Chris Gower: The chimney will be reinstated.
- The amount of glazing and the fenestration design on the lower level impacts the historic character. Chris Gower: The applicant is concerned about the liveability of the lower level suites. Much of the lower level will be concealed by landscaping and original window detailing will be replicated. The addition on the rear and the lower level will have different materials to be distinctive from the existing house.
- What is the condition of the foundation and the structure? Chris Gower: The foundation consists of old bricks from the original owner's brick yard. The foundation is not useable as it provides no seismic support. The existing building is a stiff light wood frame. It is expected that it will survive the move and raising. It will be seismically upgraded.
- Will the Rezoning Application be reviewed by the Panel? Steve: No, but the Panel can provide the applicant with general comments about the proposal through the Senior Heritage Planner.
- The Standards and Guidelines have been responded to well, the proposal provides more rental housing and the design has been done in a thoughtful way.
- The applicant wants the lower level to read as new; however, divided lights would give that level more substance.
- The raising will change the scale and massing of the house, but it is a positive project.

Moved **Seconded**

That the Heritage Advisory Panel recommend that Council approved the designation of the property located at 1442 Elford Street, pursuant to Section 611 of the *Local Government Act*, as a Municipal Heritage Site.

Carried (unanimous)

CITY OF VICTORIA

Committee of the Whole Report
For the Meeting of November 7, 2019

To: Committee of the Whole **Date:** November 1, 2019

From: Fraser Work, Director of Engineering and Public Works

Subject: Accessibility Framework – Endorsement and Next Steps

---

RECOMMENDATIONS

That Council direct staff to:

1. Complete stakeholder engagement on the proposed draft, finalize edits and ready the document for final Council approval, in Quarter 1 2020;
2. Continue to participate in stakeholder consultation processes on the development of Accessibility Legislation in the Province of BC;
3. Endorse the policy statement noted in Appendix D and direct staff to report back with a formal policy for consideration in Q1 2020;
4. Refer consideration of adding a staff resource to the 2020 financial planning process; and
5. Report back on the Terms of Reference for an Advisory Body to enable ongoing input from persons with lived-experience on issues relating to accessibility.

EXECUTIVE SUMMARY

The City has created a draft Accessibility Framework for Council's consideration. The document has been developed with consultant support and Working Group input, over the past year, to illustrate the City's commitments to accessibility and inclusion, and to set the structure for operationalizing new standards, goals, targets and actions, across all City business.

The framework includes outlines of accessibility, disability and barrier types and definitions, policy context, overarching commitments, City role, and three main-focus areas for actions, including the built environment, government programs and services, and collaboration and capacity.

The draft framework includes the initial edits and inputs from the Accessibility Working Group and staff request Council's support to continue with additional engagement on the Framework and its associated documents before readying these drafts and planning tools, for final approval. Staff also highlight in the report the required investments for 2020 in order to further priority actions, including the staffing of a dedicated Accessibility Coordinator.

BACKGROUND

In February 2017, the City and the Accessibility Working Group (AWG) identified the importance of developing a city-wide Accessibility Framework (herein referred to as "the Framework") to operationalize the goal of providing accessible facilities, services, products, programs and employment. Taking a comprehensive approach to accessibility will facilitate the shift from a reactive to a proactive approach to removing barriers for people with disabilities.

The City of Victoria's 2015-2018 Strategic Plan includes an Objective to "Facilitate Social Inclusion and Community Wellness" and identified two actions in 2018:

- An Accessibility Framework is in place and is used to guide improvements to city facilities and public spaces.
- The Accessibility Framework is used to guide budget development in 2019 and beyond.

As a part of the 2018 budget process, Council approved a project to develop a new Accessibility Framework to move the prioritization and planning of accessibility improvements across the City, in a manner that is integrated with core service delivery and established program planning. The Framework is also intended to build internal organizational capacity and knowledge to enable effective and meaningful accessibility planning, design and operation of City assets, programs, planning processes and services.

The City issued a Request for Proposals (RFP) in the first quarter of 2018 for external support to help develop the Framework and establish accessibility policies, guidelines, and tools necessary to equip City teams with the information and guidance to systemically reduce barriers for people with disabilities, in the following areas:

- Physical access to City services and programs.
- Access to transportation and mobility systems and services.
- Access to city facilities, public spaces and infrastructure.
- Access to communications, information and decision-making.

The City did not receive any bids for the project after the first RFP release. Staff completed an evaluation of the scope of work, available budget and timings, and released a second RFP with increased funding levels, relaxing elements of scope and timeline. The RFP was awarded to MNP consultants, and the City began working on the project in the summer of 2018.

After a period of review, internal planning and initial agency engagement, staff transitioned to a second phase of framework development in April 2019. The goal of this second phase was to expand the comprehension of the Framework document, drawing on the findings and inputs from Phase 1. Phase 2 included further exploration on approaches in other jurisdictions, specific components of an accessibility policy, the development of an initial Accessibility Action Plan and robust tools to accompany the Framework.

The scope of work included the following elements:

- General profile of persons with disabilities in our community.
- An initial synopsis of existing barriers as identified through the first phase of engagement.
- A scan of best practices, other accessibility plans and policies from other jurisdictions within and beyond Canada.
- Identification of emerging directions in Provincial and Federal legislation and third-party design standards.

- Review of accessible customer services and employment standards.
- Requirements and focus areas for staff training.
- Development of an accessible public meeting checklist and guidelines for engagement processes.
- Development of a draft City Accessibility Policy.
- Preparation of a governance and policy documentation, staffing requirements, integration with City decision-making, and other key tools and information.
- Examination of public survey results undertaken prior to the Framework project commencing.
- Review and dialogue with members of the Accessibility Working Group and exploration of the issues / motions and topics that have been raised over the past four years.
- Internal departmental staff workshops with senior staff.
- Focus groups with community organizations who specialize in accessibility and inclusion and a public Town Hall event.
- Engagement with the Accessibility Working Group to review of the draft Framework.
- Development of an accessibility-focused program prioritization tool.

Engagement Summary and Outcomes

A number of activities have supported the development of the Framework. The City and its consultants worked with the Accessibility Working Group, reviewed past community survey results from 2017 on barriers in Victoria, and held community focus group sessions. A summary of the engagement is outlined below:

- **Agency Partner Workshop (Phase 1)** - the City invited agencies that support and advocate for people with disabilities. Representatives included Barrier Free BC, Inclusion BC, Disability Resource Centre and the University of Victoria Society for Students with Disabilities. Led by our consultants, this workshop aimed at facilitating a dialogue to identify the barriers in the City, suggestions for improvements and how third-party organizations can support the City in planning and implementing improvements to accessibility and inclusion.

- **Accessibility Town** Hall - On July 4, 2019 the City of Victoria held a Town Hall based on the theme of "accessibility in the community". Attendees were given a brief overview of the Accessibility Framework and told that outcomes, topics and ideas generated at the Town Hall would contribute to the development of the Framework.

- **Focus Groups with Lived Experience Community (Phase 2)** - Following on the momentum of the Town Hall, the City then held 3 workshops, inviting members of the public and agency representatives to share lived experiences to ensure the Framework includes a variety of perspectives. The workshops were attended by representatives of Recreation Integration Victoria, members from the Pacific Training Centre for the Blind and seniors that frequent the Cook Street Village Activity Centre.

- **Staff Workshop and Training** - The consultants facilitated a discussion with the City's Senior Leadership Team with a purpose to understand each department's opportunities and constraints to be accessible as an employer and as a service provider. This workshop was reinforced by core training from SPARC BC on the foundations of accessibility inclusion.

- **AWG Discussions** - The consultants conducted workshops with the Accessibility Working Group for opportunities to share information, recommendations and expectations for improvements to the governance and the infrastructure in the city.

- **Email Feedback and Commentary** - Through the promotion of the Town Hall and the workshops, members of the public that could not attend in person or who had more to say, reached out to staff and/or Council on issues, experiences or feedback regarding accessibility and inclusion.

These recent engagement activities and many previous discussions with members of the AWG has aligned key considerations, which include the following:

1. That meaningful and sustained City accessibility improvements will be delivered through dedicated efforts on prevention as well as barrier-removal.
2. The importance of training, education and capacity building at the City to build understanding and expertise to help improve accessibility.
3. The need for independence for people with disabilities when interacting with City infrastructure, programs and services.
4. The importance of continued consultation and collaboration with those with lived-experiences to ensure that design of City services and infrastructure are accessible from outset and that interventions to improve accessibility of existing services and infrastructure are successful and inclusive in both process and outcome.

All engagement discussions emphasized the importance of a city commitment to accessibility and dedicated resources to further important action on both prevention and barrier-removal. Broader engagement on the draft Framework and its contents is planned, and part of this report's recommendations.

ISSUES AND ANALYSIS

The Framework is intended to integrate accessibility considerations and planning across City operations and services. Through the development of this document, it has become clear that the City can enhance accessibility and inclusion across its programs, infrastructure and services by preventing future barriers through better design and decisions and removing barriers that exist through proactive planning and investments over time. The Framework is intended to drive improved inclusion in City business and communicate the importance and requirements to all City employees. The Framework also represents a key component of a wider accessibility program that is needed to truly embrace our commitments. A city-wide Accessibility Program can be defined as the combination of resources, policy, guidelines, standards, directions, actions, tools and information to deliver year-on-year accessibility improvements.

City's Accessibility Framework - Overview

The Accessibility Framework is broken down into two major sections – first an introduction to understand accessibility and why it is important in our community, and the structure for how the City will take action to prevent and remove barriers. The Framework has the following detailed breakdown:

- Introduction
- Relevant Accessibility definitions
- Lived Experience
- Disability and Barrier Types

- Community Accessibility Profile
- City Accessibility Commitment
- Policy and Legislative Context
- The City's Role
- Directions for the City
- Universal Design Standards
- Focus Area 1 - Built Environment
- Focus Area 2 - Government Programs & Services
- Focus Area 3 - Capacity & Collaboration
- Implementing the Framework

BC Provincial and National Accessibility Governance
The Province of BC is currently developing accessibility legislation, which opened for public commentary in September of 2019. This consultation focuses on legislation development process and outlines the principles from the United Nations Rights of Persons with Disabilities (UNCRPD) and previous provincial consultation on accessibility/disability as well as its 1973 Human Rights Code. These foundations are also contained in the City's draft Framework.

The BC legislation is meant to complement the federal government release of its Accessible Canada Act (June 2019), which sets requirements for sectors or organizations under federal jurisdiction. The BC legislation will likely do the same for areas of provincial jurisdiction, which could include local governments.

Staff assess that the City's Framework aligns and supports the principles, structure and content of these different governance documents. The City's Framework would be one of the first comprehensive Frameworks from a BC municipality.

Draft Accessibility Policy Statements
As part of this work, staff have prepared draft policy statements to ensure that the City takes the necessary steps to ensure people with disabilities are treated with respect and have equitable access to participate and contribute to the City. These policy statements have been written with guidance from policies in other Canadian cities and is focused on inclusion and the requirement to integrate accessibility prevention and barrier removal as part of our core business. The policy statements can be found as Appendix D. They include City statement of commitments and are supported by specific instructions for employees, such as:

- knowledge of and maintain compliance with this policy;
- participation in identifying accessibility barriers and planning for barrier removal;
- provide a welcoming environment for people with disabilities, including any person with a disability using assistive devices or accompanied by a support person or service animal;
- attend relevant training appropriate to the duties of their role, which may include acquiring skills and competencies necessary to identify, prevent and remove accessibility barriers.

Lessons Learned - Accessibility Planning
Over the last few years, the City has begun the process of investing more deeply into the issues of accessibility and exploring how our programs and infrastructure help or hinder people with disabilities. The benefits of a comprehensive Framework and Accessibility Program will lead to improved awareness, new skills, and thoughtful practice from City departments that will support

the planning and standards needed to deliver improved designs, programs, services, plans and processes, so that meaningful long-term accessibility changes can be realized.

The following key lessons shape program development and staff recommendations:

a. **Capacity Building**: Training, education and experiential learning is required in order to improve understanding of accessibility, barriers, and the roles and responsibilities of a local government.
b. **Resources**: Dedicated resources are required in order to support the change-management and capacity building requirements to reach new standards in accessibility and inclusion. Project and program budgets will need to account for achieving universal design principles.
c. **Meaningful Collaboration with the Public**: On-going dialogue between persons with lived experience and City professionals is required to deliver meaningful change.
d. **Balancing the Needs of Community**: Careful balancing of competing needs and interests will always be required when managing the design of projects, services and infrastructure. Better understanding will deliver better outcomes. Tools are required to help prioritize projects and make wise design decisions.
e. **Long-Term View**: Building and maintaining a truly accessible City takes time and sustained efforts to change and improve. Strong programs, standards and processes, together with new tools and strong insights, will be required to deliver high value improvements, year on year.

Action Plan
Staff have developed an initial action plan with 1-3 year and 3–5 year priorities. This action list has been developed through staff consideration of AWG inputs, consultant advice and assessment across ongoing City projects to find synergies. The action plan priorities include several key enablers necessary to build a new capability within the City:

1. Hiring of dedicated staff to help coordinate program delivery through liaison with key department staff and community resources.
2. Develop new design standards for city programs, facilities, transportation systems, public realm, engagement processes, information sharing and decision-making activities.
3. Develop and start implementing staff training and awareness programs (general and specific subject-matter training).
4. Establish Terms of Reference for an Advisory Body that will be able to provide ongoing input into inclusion issues.

The full action plan can be reviewed at Appendix C and includes reference to previous AWG motions and proposals. In some cases, specific solutions or actions recommended by the AWG have been proposed as a higher-level action and reflect staff's assessment of priority and synergies across program areas.

The draft 2020 Financial Plan includes a number of planned capital projects and investments that will positively impact accessibility and reduce existing barriers in the City. Examples include sidewalk projects, crosswalk installations and upgrades, traffic signal upgrades, and retrofits to a number of public washrooms.

Accessibility and Inclusion - Planning Considerations
The Framework addresses an important element of community equity and inclusion and is part of a set of City emerging objectives that aim to improve overall social well-being of our community.

The integration of these related initiatives into a single program has already been recognized by Council as part of their recent adoption of the Trans Inclusion TNB2S + Plan, where Council took the action to "develop a City Inclusion Policy Statement to broadly affirm an intersectional approach to implementing diversity and inclusion measures and provide public and staff guidance". If done well, holistically managing issues of inclusion programs and governance will help ensure the City takes advantage of a consistent approach, shared model, complimentary objectives, synergies, unique needs, so to improve communications, avoid confusion and any duplication of effort.

OPTIONS & IMPACTS

Council has a set of program documents for consideration related to the Framework, the Policy, Action Plan, and other key documents. The broad options for considerations are outlined below, but each element of the document package should be considered for approval or alternative action.

Framework Document Completion

Option 1: Refine and Finalize Current Draft after final engagement activities (***recommended***).
Significant inputs have already shaped this draft, and additional sessions are required to complete discussions on various documentation, to gain further AWG and other stakeholder commentary and perspectives. Staff assess that this final engagement can be completed within 3 months, and can improve the final draft, and be ready for publishing within the first quarter of 2020. This action would include this report's recommendations to advance the program priorities.

Option 2: Approve draft materials and publish.
Council could adopt the current draft as written and forego any further engagement or refinements. This would expedite timelines but would remove opportunity for valuable inputs from stakeholder groups.

Option 3: Rework the Framework and Associated Documentation.
The Framework and associated documents could undergo additional review, redirections or amendments, if Council requires a different approach or configuration, which may more closely align with Council expectations, but will take additional resources and time to complete.

Option 4: Await Provincial Policy Direction before Finalizing Draft.
As the provincial legislation is currently undergoing the initial engagement stage of development, the City could await the outcomes of that process, before publishing its own plans. This could avoid confusion or misalignment in the future, but may add significant timelines to the City's communications and planning. If the eventual BC program aligns closely with the City's efforts, then churn would be minimized, which is difficult to forecast at this time. Based on the use of governing resources like the UNCRPD and the BC Human Rights code, and the initial framing of the BC documents, it seems reasonable to forecast that the City's current Framework will align closely with any future BC program.

2019 – 2022 Strategic Plan

This program is a direct action, under Strategic Objective 5, Health Well Being and a Welcoming City (2019 action number 3).

Official Community Plan Consistency Statement

Inclusionary planning and improvements are part of the OCP values, objectives, goals across several program areas, and thus capture the requirement to continually improve accessibility and disability inclusion standards.

Impacts to Financial Plan

The recommendation in this report requires additional resources for initial operating costs and transfers the year on year responsibility for capital and operating programs to both an Accessibility Program budget, for shared and common initiatives, as well as to department financial planning, as part of core business delivery.

The following key elements are proposed, as part of the 2020 Financial Planning Process considerations:

1. Allocation of $108,000 per year, for an Accessibility Coordinator Position.
2. Allocate the required operating funds from the $250,000 budget previously set aside by Council, for priority development of the City's Accessibility Standards, training programs, and external support for first year priority actions.

Accessibility Impact Statement

The development of an Accessibility Program at the City along with resources and support, directly addresses accessibility needs across the city, and intends to deliver accessibility prevention and barrier removals as part of core City services and program delivery.

CONCLUSION

The City's Accessibility Framework and associated documents are in draft format, and have undergone initial improvements via review by staff, as well as via engagement with the City's Accessibility Working Group. Additional review and refinements are required on several documents.

Staff are proposing to complete final engagement activities and complete the Framework for final Council approval. Staff are also recommending the adoption of the City's Accessibility Policy and priority budgetary items, to progress year 1 actions. The development of the Framework represents a milestone in accessibility planning and capacity building in the City, and will aim to continually improve through commitments to make accessibility prevention and barrier removals part of core business, in years to come.

Respectfully submitted,

Fraser Work,
Director of Engineering and Public Works

Report accepted and recommended by the City Manager: Jocelyn Jenkins

Date: Nov 1, 2019

List of Attachments:

Appendix A: Draft Accessibility Framework (attached)
Appendix B: Detailed Engagement Summary
Appendix C: City of Victoria Accessibility Action Plan
Appendix D: Accessibility Policy Statements

City of Victoria
Accessibility Framework 2019

Draft for Engagement

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Acknowledgements

Victoria is built on the homelands of the Songhees and Esquimalt people. The Songhees and Esquimalt nations are part of the Coast Salish family and are descendants of the Lekwungen family groups. Victoria continues to build and nurture strong relationships with the Lekwungen peoples. The City is committed to an inclusive and accessible environment for all people, in alliance with our indigenous partners.

Accessibility Working Group

The City gratefully acknowledges the contributions, dedication and hard work of the Accessibility Working Group members, who have given selflessly over the past four years in the development of a more inclusive Victoria. Early in their mandate, this voluntary group of persons with disabilities identified the need for an Accessibility Framework and made the original recommendation to Council. They have also provided valuable input to help develop this framework and provided feedback on existing gaps, challenges and actions that the City can take to become more accessible.

The Accessibility Working Group (AWG) has provided recommendations, expertise and knowledge to City Council and staff on accessibility issues, with the aim of making City of Victoria infrastructure, programs and services more accessible to residents and visitors.

Their contributions have provided deep insights into the experiences of Victorians with disabilities. They have guided the City with expertise; helped influence the development of this document and the City's first accessibility policy; and provided staff with experiences, insights, and input to advance the goal of inclusion and becoming a more accessible community for all people.

Community

This framework has also been made possible through the support, insights and expertise of other accessibility experts, service providers, advocates, and dedicated volunteers with lived experience related to accessibility challenges and barriers. The City is grateful for their contributions.

Executive Summary

TO BE INSERTED prior to final draft completion

Introduction

The City of Victoria is taking deliberate steps to make itself a more inclusive community. As a part of these efforts, new policies, strategies and programs are being developed to help nurture a connective and cohesive community, which will promote health, well-being, belonging, resiliency and vibrancy.

We recognize the City is on a path to evolve our understanding and capability related to accessibility. People with disabilities, among other equity-seeking groups, have traditionally not had a full say in the planning and municipal service delivery processes. It is recognized that the City can achieve better solutions by involving those with diverse perspectives and abilities, taking positive steps to remove systematic barriers, promoting inclusion and creating a more positive and respectful community through its actions.

Many City programs, services and infrastructure have been introduced over time, without due consideration for how these may affect people with disabilities. Even now, we continue to introduce services and infrastructure that may prevent full participation from many in our community. This framework has been created to help guide the City in accessibility planning which is then put into action by each department, as part of normal business and service delivery.

A new City-wide Accessibility program will set into motion a series of actions that aim to prevent and remove barriers for people with disabilities. A city-wide Accessibility Program can be defined as the combination of resources, policy, guidelines, standards, directions, actions, tools and information to deliver year-on-year accessibility improvements. This framework includes a set of commitments, information and direction that provides structure to support City departments planning to create high standard of accessibility across municipal services and programs, infrastructure and projects.

This Framework applies to all aspects of City planning and operations, from our capital investments and municipal programs, to front-line services for residents and businesses. The associated City of Victoria Accessibility Policy and multi-year action plan reinforces our commitment to accessibility and is part of an emerging, broader set of priorities and programs to support an inclusive, welcoming community.

{PLACE HOLDER FOR GRAPHIC}

Accessibility is a part of our broader equity and inclusion efforts that contribute to improved social health and well-being. An intersectional research and policy lens recognizes that people have multiple and diverse identity factors shaping their perspectives, ideologies and experiences. An intersectional approach addresses inequality and barriers to inclusion without isolating one factor of an individual's identity from another. It also recognizes that inclusion affects people differently, in part, to how their identity factors intersect and ultimately influence their experience.

Shifting our preconceptions, attitudes and decision-making regarding disability requires careful self-examination, education, awareness, commitment and planning. This framework focuses on a systematic approach to reduce barriers in our community. We use data, lived experiences, best practices and human rights decisions and guidance to understand community accessibility challenges and opportunities to support investment decisions that maximize positive outcomes for as many people as possible. The Accessibility Program allows the City to adapt to changing priorities, context and constraints.

Over the next several years, the City will focus on accessibility programming and barrier reduction and prevention. Removing barriers from public places requires a structured approach to improve accessibility across public infrastructure, programs, services and information. The City has an important role to improve accessibility and help foster a more inclusive dialogue that recognizes we are a stronger and healthier community when no one is left out.

What is Meant by Accessibility?

“Accessibility” is a general term used to describe the degree of ease that something (e.g. device, service, place) can be used and enjoyed by persons with disability. Accessibility requires conscious planning, design and/or effort to ensure barriers are not only removed but are also, highly useable and practical for the general population.

The concept of accessible design ensures both "direct access" (i.e. unassisted) and "indirect access" (meaning compatibility with a person's assistive technology (for example, computer screen readers).

Accessibility can be accomplished by mainstream or universal design, which allows a person with a disability to use the same facility or service as everyone else (this is

preferred) or in a segregated manner with a separate solution for people with a disability.

Accessibility vs Accommodation

"Accommodation" refers to the changes or modifications made to a system (e.g. a policy or practice) to meet the needs of a specific individual or group. Accommodations can be options to overcome any type of barriers within an existing system"[1] .

Accommodation is not the same as accessibility, and accessibility is always preferable to accommodation. Accessible systems are designed at the outset to be usable by as many people as possible, regardless of ability. Accommodations may be proactive or reactive and may not effectively address everyone's needs. An accessible system would make sure the required functions / treatments were in place before being introduced. Removing barriers can be challenging and more expensive. In removing barriers, care should always be taken to avoid or minimize any unintended negative consequences for others.

Sometimes people with disabilities will require personal accommodations in situations where accessible systems or programs are not yet in place. Accommodations may be a reasonable approach for important, temporary improvements, and may also be considered an appropriate response to rare or infrequent accessibility issues. These instances should be carefully monitored and managed to ensure longer term accessibility solutions are identified and developed wherever possible[2].

Engaging People with Lived Experience

A series of public engagement events were held to pursue a deeper understanding of the issues, challenges and priorities we face in creating an accessible city. Face-to-face engagements over the last two years have included workshops, meetings and focus groups to learn, discuss and explore key issues, ideas and insights. Community members were invited to provide feedback on accessibility challenges

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[1] https://www.cdc.gov/ncbddd/disabilityandhealth/disability-strategies.html

[2] https://uiowa.instructure.com/courses/40/pages/accessibility-vs-accommodation

and priorities, both in written form and verbally. Opportunities were promoted within the community via social media, the City's website, through disability advocacy and support agencies, and directly to community members who had corresponded with the City on access and inclusion matters. The engagement sessions involved local organizations, service providers and people with lived experiences including those with caring responsibilities.

Key Insights and Themes

The engagement process identified key insights and themes from the community that have been integrated within this framework. The first theme is a need for additional awareness, education and understanding. Participants emphasized that the City, service providers, developers, and businesses need to learn how people with disabilities travel through the community, interact in public and private places, and participate in events and activities. In many cases, the very real barriers people with disabilities face mean that they cannot fully participate in our community.

Another theme that emerged was the importance of accessibility in the built environment within and beyond the geographic boundaries of Victoria. There are many people with disabilities who come from other communities to work, visit, or play in the City of Victoria. Participants identified the importance of retrofitting the built environment and applying new, consistent regional standards to support accessible transportation, parks, plazas and public buildings.

The final theme from the engagement process identified how Victoria can use its role as a capital city to demonstrate leadership, set the example, and encourage a higher community standard to improve acceptance and the quality of life for people with disabilities.

Understanding More About Disability

The United Nations defines accessibility as "a precondition for an inclusive society for all and may be defined as the provision of flexibility to accommodate each user's needs and preferences."[3] The Accessible Canada Act defines disability as "a

[3] UN General Assembly, Convention on the Rights of Persons with Disabilities: resolution / adopted by the General Assembly, 24 January 2007

physical, mental, intellectual, learning, communication or sensory impairment – or a function limitation – whether permanent, temporary or episodic in nature, that, in interaction with a barrier, hinders a person's full and equal participation in society". [4]

Different disability groupings are used to help provide a broad understanding of experiences that may be shared or related to a disability, in terms of underlying health conditions, impairment, activity limitations, participation restrictions and environmental factors. Disabilities can be encountered at any age and can be temporary or long term.

While there is no universally adopted set of disability groupings, it is important to recognize several common types and causes of disability. Some disabilities are visible while others are non-visible and not immediately apparent to others, such as asthma, allergies or environmental sensitivities, extreme fatigue or chronic pain. The following definitions have been adapted from the Accessible Canada Act to help build awareness, but should not be interpreted as a complete list.

- **Pain**: Pain-related disabilities often refer to long term or complex pain, that may be caused by injury, and may commonly occur with other disabilities.
- **Flexibility, Mobility and Dexterity**: Disabilities related to mobility and flexibility and dexterity include limb disabilities, manual dexterity, coordination, and spinal-cord function.
- **Mental Health**: Mental health-related disabilities refer to conditions that affect the mind or brain and the way a person thinks, feels and acts.
- **Learning and Memory**: Learning and memory disabilities include impairment related to skills such as reading, writing and problem solving, and can also interfere with more complicated and abstract skills such as organization, reasoning, long and short-term memory, and attention span.
- **Visual Disabilities**: Visual disabilities can range from partial vision loss to complete blindness.
- **Hearing**: Hearing disabilities can range from partial to complete deafness.

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[4]Government of Canada. (2019). Bill C-81: An Act to Ensure a Barrier-free Canada (Accessible Canada Act). (2019) Retrieved from https://www.canada.ca/en/employment-social-development/programs/accessible-people-disabilities.html on 2019-08-12

- **Developmental**: Developmental disabilities are a diverse group of conditions resulting from physical or mental impairments that arise before adulthood. These conditions may create difficulties with language, mobility, learning and independent living.
- **Other:** There are many other types of disabilities that may affect how a person lives their day-to-day life.

Types of Barriers

There are five general types of barriers.

1. **Attitudinal Barriers**: Behaviours, perceptions, and assumptions that discriminate against people with disabilities. These barriers often emerge from a lack of understanding, which can lead people to ignore, judge or misunderstand those with disabilities. An example of how an attitude can contribute to the discrimination is speaking to the assistant, rather than the person with a disability, assuming that a person who cannot communicate in traditional ways cannot understand. Training such as inter-personal skills for customer service is a way to address this type of barrier.
2. **Informational or Communication Barriers**: When a person with a disability cannot easily receive and/or understand information that is available to others. One example of a communication barrier is when information is only available in audio or verbal format and is inaccessible to people with hearing loss. Ways of addressing this barrier include having sign language interpreters, closed captioning services, or written materials to accompany presentations.
3. **Technological Barriers**: When technology does not meet the needs of people with disabilities. An example of this could be service computers at City Hall that are not accessible to people with vision loss. Ways of addressing include providing computers that have screen reader software and large print key labels.
4. **Physical or Architectural Barriers**: Elements of buildings or outdoor spaces that create barriers. An example of this is utility poles placed in the sidewalk without adequate width for people using mobility scooters or wheelchairs to navigate. Ways of addressing include retrofitting the built environment and planning new sidewalks without obstructions.

5. **Organizational or Systemic Barriers**: Policies, procedures or practices that may unintentionally result in people with disabilities being treated differently or excluded from participating. An example of this is when people with disabilities are not accommodated at public consultation events because of the location or format of the event. Ways of addressing this include offering multiple events at different locations and offering additional ways to provide input outside of attending in person.

The City of Victoria is committed to removing existing and preventing the creation of barriers through the application of this framework and its actions.

Our Community Disability Profile

The City of Victoria is the capital of British Columbia, located on the southern tip of Vancouver Island. The city is an attractive destination for families, workers, retirees and visitors. It is home to 92,000 inhabitants and supports an additional 300,000 from across the region, as the main business, tourism and economic hub. The city's population grows at a rate above the national average, with projections to reach 109,000 residents by 2038. It is estimated that 19,000 individuals in the City of Victoria have a disability.

Information Source

The data on disability in Victoria relies on Statistics Canada's census data for the Province and the 2017 Canadian Survey on Disability (CSD). The data in this section is taken from the CSD, which provides an important overall snapshot but is limited in its local details. The survey was completed by individuals aged 15 and over who in the 2016 Census "reported having a long-term condition or difficulty." This is the most recent official statistical information on disability in Canada and is available on a provincial and national basis.

The CSD is based on a "social model of disabilities," which in screening for disabilities requires a "limitation in daily activities." The CSD included questions on disability type and severity. There were 10 types of disabilities covered: seeing, hearing, mobility, flexibility, dexterity, pain-related, learning, developmental, mental health-related, and memory. The severity of the disabilities was based on

the degree of difficulty (ranging from “no difficulty” to “cannot do at all”) and frequency of daily activity limitation (from “rarely” to “always”).

The CSD is currently available only at the provincial and national level. However, by using rates from the CSD (on presence of disabilities, types, and severity), we can develop an estimate of the number of individuals with disabilities in Victoria based on our census data. These estimates provide a general understanding regarding the number of people with a disability in our community and the existing spectrum of disabilities.

Disability, of course, is contextual and related to multiple barriers. Therefore, it is important to avoid preconceptions about what a disability is. The data does not provide a detailed analysis of Victoria but provides the first insights on the accessibility needs within our City, how prevalent they are and what the City can do to progressively remove barriers. There are more than 926,000 British Columbians over the age of 15 challenged by some form of disability. This represents 25% of the population. As the population ages, the number of people with disabilities (and their severity) is likely to increase.

By the Numbers

In Victoria, it is estimated that approximately 21% of the population (more than 19,000 people) have one or more disabilities. This means approximately 1 in 5 Victorians are experiencing at least one disability, and an estimated 1 in 10 Victorians over the age of 15 have severe or very severe disabilities.

Severe disabilities are conditions that profoundly affect a person’s ability to access basic community spaces, services, and programs, and require a higher level of support for essential, everyday needs.

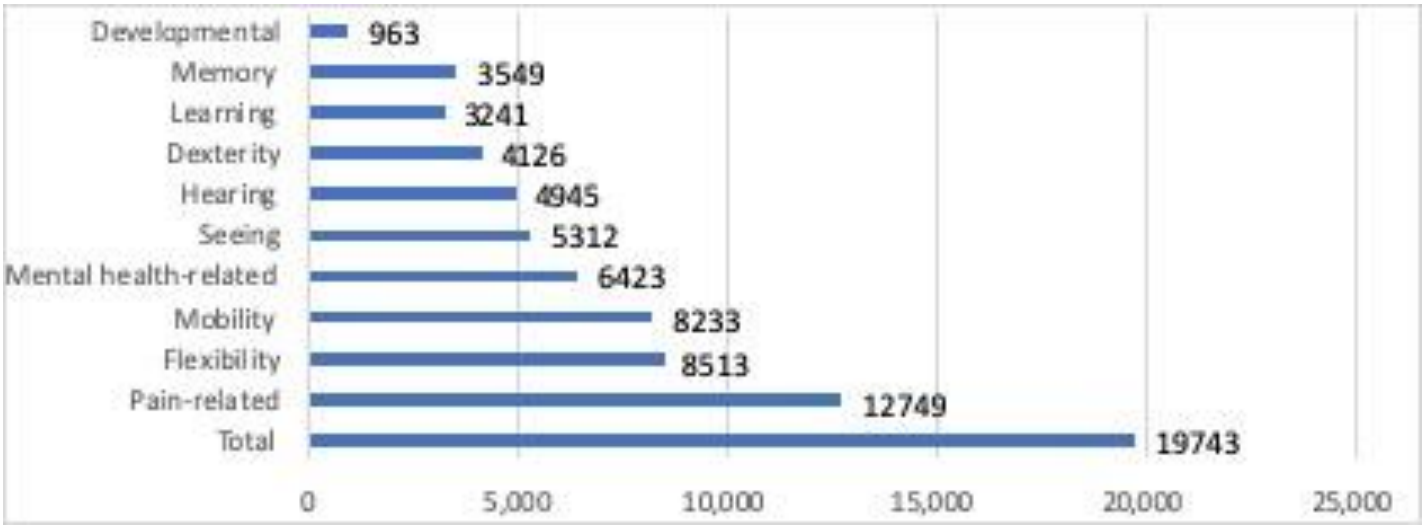

Figure 1. ***Estimated Disability Types in Victoria.*** *Numbers estimated using Statistics Canada Survey on Disability (2017) and profile of persons with disabilities for British Columbia information, applied to the population numbers for Victoria. "Total" disability rates include estimated population experiencing one or more of the included types. This survey was completed for persons 15 years or older.*

Aging and Disability

The 2016 Census showed Victoria's population is aging with more than 18,000 Victorians over the age of 65 years (representing 22% of the population) up from 14,600 in 2006 (18.5% of the population). Victoria's aging population (65 years and over) is forecasted to grow by 50% over the next 20 years, to 27,000 people. This is significant because the prevalence of disability increases with age and affirms the need to start systematically reducing accessibility barriers now.

With 20% of Canadians (25-64 years) reporting having a disability, compared with 38% of Canadian seniors aged 65 and older, it is clear that older populations will have higher rates of disability. While the overall level of disability increases with age, specific types of disability also become more common. Within the 2017 statistics, the disabilities reported by Canadians varied significantly by age with disabilities such as pain, flexibility and mobility more than doubling for those 65 years and older.

As a part of the research and data collection on disability in Canada, there are a number of important findings related to employment, poverty and opportunities for people with disabilities.

- The rate of people with a disability living in poverty is consistently higher in every age category compared to Canadians with no disabilities.

- 645,000 persons with disabilities had potential for paid employment in an inclusive labour market but were not employed.
- Over 83,000 youth with disabilities were neither in school nor employed but were considered to have potential to work.

The 2019 Rick Hansen Foundation / Angus Reid Institute public opinion survey on disabilities found more than two-thirds of Canadians expressed the concern that someone they know will face a disability over the next decade. Three in ten Canadians say accessibility is a consideration for them when they think about the places they will go and which they will avoid in their community.

In addition to the above points, the 2017 Statistics Canada Survey on Disability also found that:

- 1 in 5 Canadians (22%) of the Canadian population aged 15 years and over had one or more disabilities.
- Pain, flexibility and mobility-related disabilities along with mental health were the most commonly reported disabilities.
- The prevalence of disability increases with age
- 13% of those 15 to 24
- 47% of those 75 and older.
- Many Canadians who reported disabilities are part of the work force, 76% of those with mild disabilities and 31% of those with severe disabilities.

Developing Insights

Understanding the differences and commonality of disability types and groupings is critical when considering how and where the City designs, prioritizes and funds improvements. Understanding our community profile can help to refine areas of City responsibility, where more attention is needed or where processes need to be in place to accommodate people with disabilities.

In the future, more accurate and detailed local accessibility information will help the City better understand our specific accessibility challenges, needs and priorities. This data gap is identified within the City's multi-year action plan.

Investing in Accessibility

This framework aims to recognize the gaps and opportunities to improve accessibility throughout the City of Victoria. Thoughtful planning, meaningful engagement, training and direct action will help deliver accessibility improvements in our community and across the region for decades to come.

All individuals have an inherent right to participate in a society where everyone is treated with dignity, given equal opportunity, and provided access to their community so that they can fully contribute to society in their own unique way. Depending on how they are planned and built, urban environments, infrastructures, facilities and services can impede or enable access, participation and inclusion for citizens.

An inclusive society provides opportunities for meaningful participation in society. An inclusive society fosters diversity, reduces social and economic isolation and promotes mental and physical health and well-being. Without inclusive opportunities, diversity may be scarce, and control over choice can be limited, reducing the ability for people with disabilities to make positive changes to their own lives.

As a community, we are richer with a diverse range of viewpoints and individual perspectives. Exclusion can lead to disadvantage and discrimination, which have far-reaching negative impacts across all aspects of life, including health, welfare, education and employment. These impacts are felt beyond the individual, with families and the broader community all being negatively affected by a non-inclusive society. There is a strong economic imperative for increasing the inclusiveness of our society, to foster job opportunities that enhance the ability of people with disabilities to be independent and free from economic struggle[5].

Virtually every Canadian will or has already experienced a disability, or cares about someone with accessibility challenges. Most of us will require supports due to disabilities at times throughout our lives. By valuing the importance of accessibility, we can directly improve the health, well-being and personal outcomes for the people in our community. If policies of inclusivity and accessibility are implemented thoughtfully and effectively, we can increase employment and

[5] Deloitte Access Economics (2011) The Economic Benefits of Increasing Employment for People with Disability.

education rates, alleviate poverty and grow a sense of belonging - not just for individuals living with a disability, but for their families and loved ones, too.

People with disabilities deserve the opportunity to be actively involved in local government decision-making processes, especially decisions that affect them directly. Inclusion and accessibility enables participation by all, ensuring all voices are part of shaping a sustainable, healthy and vibrant community.

The City's Accessibility Commitment

The City's accessibility commitment is a statement that shares our view and promise to the community regarding accessibility and inclusion for people with disability.

- The City of Victoria is committed to identifying, preventing and removing barriers across its services, programs and infrastructure, in order to benefit the community in a way that respects the dignity and independence of people with disabilities.
- The City of Victoria values the contributions from all citizens and believes that diversity strengthens the community. The City recognizes the essential knowledge and perspectives of people with lived experience and commits to making sure those voices are part of community planning and decisions.
- The City of Victoria will ensure that staff and council are aware of their roles in influencing accessibility for people with disabilities and accept their responsibility to support positive City community attitudes.

The commitment stated above is reinforced with our corporate Accessibility Policy, which is a part of our broader Accessibility Program.

Key Principles

The City has adapted the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) core principles that underpin the rights of people with disabilities in combination with the emerging provincial principles on accessibility, as follows:

- **Inclusion**: All people should be able to participate fully in our community with dignity and individual autonomy.
- **Diversity**: All people will be respected for their differences and lived experiences, regardless of ability, age, gender identity and expression, race, sexual orientation, place of origin and religion. Our framework acknowledges that other aspects of identity interact with ability to determine how individuals experience barriers and inclusion.
- **Respect**: All people should be treated with respect so that they can make their own choices, contribute to civil society and thrive through independence.
- **Collaboration**: While the City does provide a leadership role, the City cannot address accessibility alone. We must collaborate with other stakeholders, levels of government, agency partners, advocacy organizations and service providers to eliminate barriers and support innovations towards an accessible society.
- **Adaptability**: Disability and accessibility are evolving concepts that change as services, technology, and attitudes change.

"A city that is well designed is well designed for all. Accessibility, as a collective good that benefits all, should be considered a central component of good policy to achieve inclusive and sustainable urban development"[6].

Policy and Legislative Context – Province of BC

Creating a more accessible City of Victoria requires an understanding of the policy and legislative context. In the absence of an accessibility specific legislation in British Columbia, such as a Disability Act, the province relies on the BC Human Rights Code. The BC Human Rights Code (the Code) is a law created by the B.C. legislature in 1973[7].

The purposes of the Code are to:

- Foster a society in B.C. where there are no impediments to full and free participation in the economic, social, political and cultural life of B.C.

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[6] UNDESA-UN Habitat Forum on Disability Inclusion and Accessible Urban Development, October 2015.

[7] Human Rights Code, RSBC 1996, c 210. Retrieved on 2019-08-13 from http://canlii.ca/t/53j4j

- Promote a climate of understanding and mutual respect where all are equal in dignity and rights.
- Prevent discrimination prohibited by the Code.
- Identify and eliminate persistent patterns of inequality associated with discrimination prohibited by the Code.
- Provide a means of redress for those persons who are discriminated against contrary to the Code.

The Code prohibits discrimination in certain areas of activity (for example, employment). The Code also creates the tribunal and sets up a process for making and resolving complaints of the types of discrimination it covers[8]. The City of Victoria's Accessibility Framework ensures that the listed purposes of the Human Rights Code above are taken in stride for people with disabilities who live in, or visit, our community.

The Province's jurisdiction includes areas of responsibility, such as building code, education, health care, and income assistance. In September 2019 the Province announced consultation on new Accessibility Legislation.

The provincial government also has a plan titled "Building a Better B.C. for People with Disabilities." The plan views an inclusive society as one that provides opportunity for persons of all abilities to fully participate in society, which requires challenging our attitudes and beliefs about disabilities. The motivation comes from recognizing the value and contributions that people with disabilities make to our workplaces, communities and economy[9].

Policy and Legislative Context – Canada

The Canadian Disability Rights movement began in the late 20th century and advocates for Canadians with physical, sensory and cognitive impairments. On December 9th, 1975, the United Nations (UN) issued the *Declaration on the Rights*

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[8] BC Human Rights Tribunal. "Guide to the BC *Human Rights Code* and Tribunal", Retrieved on 2019-08-13 from http://www.bchrt.bc.ca/law-library/guides-info-sheets/guides/human-rights.htm

[9] Government of British Columbia. Building a Better B.C. for People with Disabilities. Retrieved on 2019-08-13 from https://www2.gov.bc.ca/gov/content/governments/about-the-bc-government/accessibility

of Disabled Persons outlining key rights and encouraging countries to protect people with disabilities rights and opportunities.

In 1981, the UN promoted the International Year of Disabled Persons, which catalyzed Canadian public and political interest to secure the rights and opportunities of people with disabilities in the final draft of the *Canadian Charter of Rights and Freedom* and the *Employment Equity Act, 1986*[10]. During the 1980s and early 1990s, a global recession deeply affected the disability community. Escalating public debt and deficits in Canada produced an era of fiscal restraint and austerity. During this time social assistance was slashed, subsidies to disability organizations were removed and official political liaisons were reorganized or removed[11].

In response, the Canadian Disability Rights Movement increased its efforts and by the 2000s, saw "significant revival in public interest and political commitment. On March 11th, 2010 Canada ratified the *UN Convention on the Rights of Persons with Disabilities* (UNCRPD), alongside other countries. The ratification committed Canada to a series of principles and measures to improve the socio-economic well-being of the disability community while improving their legal and political rights. In June 2019, Canada legislated the *Accessible Canada Act* (Bill 81).

The international, federal and provincial policy and legislative context is rooted in the Disability Rights Movement. It is important to understand how the City of Victoria aligns and contributes to broader accessibility efforts.

Following the decision to sign the UNCRPD, the *Accessible Canada Act* (Bill C-81) received royal assent on June 21, 2019. Its goal is to create a barrier-free Canada through proactive identification, removal and prevention of barriers to accessibility. Furthermore, Canada has a strong framework for protecting the human rights of Canadians. The Canadian Human Rights Act Promotes equality of opportunity and protects people from discrimination. Bill C-81 supports the objectives of the *Canadian Human Rights Act* and does not diminish any obligations under that Act.

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[10] Galer, D. (23 APR 2015). Disability Rights Movement in Canada. *Canadian Encyclopedia.* Retrieved on 2019-08-01 from www.thecanadianencyclopedia.ca

[11] Galer, D. (23 APR 2015). Disability Rights Movement in Canada. *Canadian Encyclopedia*

The pivotal direction of the *Accessible Canada Act* is to enhance the full and equal participation of all persons, especially people with disabilities, in society. This is achieved through the realization of a Canada without barriers[12]. The *Accessible Canada Act* creates new standards and regulators for sectors with federal jurisdiction, which includes, banking, telecommunications, transportation, and the Government of Canada. However, there are no legislative elements that municipalities must directly comply with.

Policy and Legislative Context – International

In 2006, the United Nations Convention of the Rights of Persons with Disabilities (UNCRPD) was released with a purpose to "promote, protect and ensure the full and equal enjoyment of all human rights and fundamental freedoms by all persons with disabilities, and to promote respect for their inherent dignity". The UN Convention is a blueprint to ensure people with disabilities have access to the same rights and opportunities as everybody else – it re-affirms that all persons with all types of disabilities must enjoy all human rights and fundamental freedoms. It stipulates that signatory countries adopt the following key commitments:

- Adopt appropriate legislative and administrative measures to abolish existing laws, regulations, customs and practices that constitute discrimination against people with disabilities.
- Promote and develop universally designed goods, services, equipment and facilities and embrace principles of universal design in the development of standards and guidelines.
- Provide accessibility training for professionals to provide effective and non-discriminatory assistance and services to people with disabilities.

The commitments within the UN Declaration reinforce the responsibility of the City to eliminate obstacles in society, such as physical access to buildings, roads and transportation, and access to information through written and electronic communications. Equally as important, the Convention identifies the City's responsibility to reduce stigma and discrimination and to embrace respect for difference as a part of our collective human diversity, which are often reasons why

[12] Government of Canada. (2019). Bill C-81: An Act to Ensure a Barrier-free Canada (Accessible Canada Act). (2019) Retrieved from https://www.canada.ca/en/employment-social-development/programs/accessible-people-disabilities.html on 2019-08-1

people with disabilities are excluded from education, employment and health and other services.

The City's Role

The *Community Charter* and the *Local Government Act,* are the legislative frameworks under which all British Columbian municipalities operate[13]. Under this context, Victoria recognizes its local government responsibility to remove barriers across public spaces, and across programs and services. The key areas of responsibility that the City can consider in its goal of identifying, removing and preventing accessibility barriers include:

- Public infrastructure
- City programs and services
- Municipal information, regulations and policies

And the City's role, related to:

- Leadership by example
- Advocacy and partnerships

The City will work within its jurisdictional authority to deliver accessibility improvements in the community, which aim to complement the actions of other regional agencies who play important roles in improving the outcomes for people with disabilities. Health authorities, regional and provincial governments, community associations, commercial and institutional enterprise, and non-profits all directly impact the accessibility of programs, infrastructure and supports across our community. The City recognizes that strong leadership, collaboration and coordination can help address accessibility challenges throughout our community.

In order to deliver the most benefit, the City will build upon its organizational knowledge. The City must increase its awareness and skills so that it can achieve higher standards in accessible design, programs and service delivery.

The following elements represent the nature of accessibility work required from the City:

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[13] Bish, R. & Clemens, E. (2008). *Local Government in British Columbia (4th ed.).* Union of British Columbia Municipalities. Retrieved on 2019-08-28 from www.ubcm.ca

- **Capacity building** – Focused education and training: Increasing staff awareness, skills, knowledge and competencies will help guide accessibility improvements in design and service delivery.
- **Prevention** – Introducing new accessibility design standards: Design policies and standards for facilities, transportation, information and services will help the City better integrate accessibility requirements into design processes, avoiding the creation of barriers so that they can be optimized alongside other project requirements.
- **Removal** – Retroactive accessibility improvements: Many barriers exist due to infrastructure, program and technology design and installation, implementation, decisions and trade-offs made in the past.
- **Insights** – Accessibility data and information: Information related to the community profile, types of barriers, their prevalence, impact and patterns will help the city better manage priorities.
- **Planning** – Prioritization and coordination: Project planning and prioritization should occur in an integrated fashion with annual program budget cycles and coordinated with other capital and operational investments and programs, to take advantage of any and all synergy opportunities to maximize benefits. The City must carefully balance a wide range of community interests, resource and investments to achieve the required accessibility outcomes.

Balancing Needs Across Community

Planning and design of the City infrastructure, programs and services requires careful balancing of changing and often competing needs. Trade-offs are always part of the design process, and designers, project managers and service-providers must carefully balance safety, security, affordability, equity, sustainability, quality, time, cost and other important requirements. Careful attention and intelligent management is required to avoid inadvertently introducing risks to one user group, when reducing the risks to another. Often situations arise where compromises are required for many users, to ensure the minimum acceptable needs are met for all.

Education and enforcement of the desired user behaviours are also important factors to ensure the infrastructure and programs function as intended. Having

enhanced accessibility information, awareness and creative approaches will help reach more optimal trade-offs. With accessibility requirements at the design table, the City will be in a better position to balance important community needs.

Focus Areas – Directions for the City

The Framework is broken down into three key Focus Areas, outlined below, which group our actions into core segments of accessibility work that closely align with the business and structure of City work and planning. These Focus Areas embed goals and priorities across departments in the City, and are strengthened by action plans, contained in the appendices. The Focus Areas are as follows:

1. **Built Environment**: Promoting accessibility as a collective good and a key component in urban policy, design, planning and development. This focus area includes the systematic reduction of physical barriers across transportation and mobility, facilities and public spaces.
2. **Government and Services:** Removing barriers and increasing participation in local government programs, services, information and public decision making.
3. **Capacity and Collaboration:** Develop increased corporate capacity to deliver professional services in a more accessible manner. Develop partnerships and advocate to other levels of government and community stakeholders for change. Collaborate with key community partners and set a strong example for community accessibility attitudes and awareness.

Each of these focus areas is detailed below with objectives and key commitments. City services, infrastructure, and program design will rely on new lessons and tools that have been developed. A key approach for addressing accessibility is "Universal Design". The concept of Universal Design was developed in 1997 by a working group of architects, product designers, engineers and environmental design researchers. The purpose of the principles is to guide the design of environments, products and communications. These principles may be applied to evaluate existing designs, guide the design process and educate both designers and consumers about the characteristics of more usable products and environments.

The 7 Principles of Universal Design

- Principle 1: Equitable Use: The design is useful and marketable to people with diverse abilities.
- Principle 2: Flexibility in Use: The design accommodates a wide range of individual preferences and abilities.
- Principle 3: Simple and Intuitive Use: Use of the design is easy to understand, regardless of the user's experience, knowledge, language skills, or current concentration level.
- Principle 4: Perceptible Information: The design communicates necessary information effectively to the user, regardless of ambient conditions or the user's sensory abilities.
- Principle 5: Tolerance for Error: The design minimizes hazards and the adverse consequences of accidental or unintended actions.
- Principle 6: Low Physical Effort: The design can be used efficiently and comfortably and with a minimum of fatigue.
- Principle 7: Size and Space for Approach and Use: Appropriate size and space is provided for approach, reach, manipulation, and use regardless of user's body size, posture, or mobility[14].

[14] Centre for Excellence in Universal Design. (2014). The 7 Principles. Retrieved from http://universaldesign.ie/What-is-Universal-Design/The-7-Principles/#p2

Focus Area 1 - Built Environment

A liveable community enhances an individual's independence, accommodates their needs and fosters engagement in civic, economic, and social aspects of the community. People with disabilities can live more freely when the built environment is designed and/or modified to support their mobility requirements. Technology can also play a significant role in removing liveability barriers.

Creating liveable communities for people of all abilities is more than modifying the physical environment. It applies to activities, facilities, housing, road design, walkability, transportation, and supportive services, and creates opportunities for social connection, engagement and well-being. Infrastructure investments will need to incorporate Universal Design Principles for public spaces including buildings, parks, playgrounds, plazas and streetscapes. We will also need to continue to develop and apply design standards that align with industry and other municipal best practices.

Transportation and Mobility

Mobility relates to the ease of moving, whereas accessibility may address the ease of reaching desired destinations. Planning for accessibility considers safer public and private transportation systems and incorporates decisions related to rights of way, land use and development that reduce barriers and effort required to access important destinations and services.

City Facilities

The City owns 100 buildings including recreation centres along with major event venues such as the Save-On-Foods Memorial Arena, Royal Athletic Park stadium and the Victoria Conference Centre. In addition, the City maintains buildings that support other municipal services such as park operations, public works, fire and rescue and police operations.

Parks, Open Spaces and the Public Realm

The City of Victoria's parks, plazas and open spaces are a vital piece of the city's character, culture and vibrancy. Serving residents and visitors alike, they offer important opportunities for socializing, recreation, relaxation, play, learning, and connecting with nature. These spaces are intended to contribute to quality of life for people of all ages and abilities.

What We Heard

Public input highlighted the importance of accessible public spaces such village centres, pedestrian pathways, parks, recreation facilities and public transit. Stakeholders noted examples of areas in the City that had high standards of accessibility and areas where there were significant concerns. Examples included wheelchair access at intersections, width and conditions of sidewalks, playground equipment diversity, designated places for mobility aid parking, access to accessible parking, public transit and taxis, and the overall need for improved design standards. Victoria is one of the oldest cities in British Columbia, and as a result, its infrastructure reflects 150 years of varying urban design standards. This provides opportunity for us to innovate and rethink urban design standards in order to promote inclusive and accessible design while recognizing our history.

Objective

To remove and prevent barriers in public spaces, mobility systems and City-owned buildings and facilities.

Key Commitments

- Prevent and remove barriers from City infrastructure and places, transportation infrastructure, facilities, parks and open spaces.
- Evaluate and prioritize retrofits to existing City places and spaces to meet modern accessibility standards.
- Develop accessible indicators for mobility, facilities, parks and open spaces.

Actions Taken or Underway

- Introduced new accessible features at City intersections, pedestrian signals, tactile domes, all of which are now becoming standard for new or replacement downtown and village locations.
- Completed new sidewalk and pathway upgrades and widening projects to support mobility scooters and aids.
- Upgrading transit shelters and dedicated loading zones for accessibility support vehicles such as HandyDART buses.
- Modernization of accessible elevators and staircase markings at parkades.
- Completed Rick Hansen Foundation Accessible Facility Assessments for 22 City-owned buildings.
- Upgraded several City owned facilities with accessible design features in public washrooms, new entrance ramps, power-operated doors, "scent-free" cleaning products, new accessible change room at the Crystal Pool, and lift at the Victoria Conference Centre.
- Introduced new accessible picnic tables and outdoor furniture as well as accessible outdoor fitness equipment and play features in parks.
- Designed wheelchair accessible planting beds for some community gardens
- Initiated accessibility audits in parks.

Focus Area 2 - Government and Services

People with disabilities face multiple forms of barriers preventing full participation in local government activities, such as inaccessible services, information, events, discussions or engagements. Universal design principles also translate to the focus area of government programs and services. Accessible government enables increased opportunity for participation in the system of municipal business and public life, so that persons with disabilities can engage on matters that affect their own lives and their communities. These opportunities may include the right to vote, to be elected, gain employment, to participate in public affairs, including serving on advisory committees and enjoy a complete level of access to City services including the website, City documents and webcasting. Participation is important

to the City because it helps the City arrive at better decisions, informed by a diversity of voices within our community.

Access to Municipal Programs, Services and Information

Planning for accessibility allows people with disabilities to take full advantage of municipal programs, services and information. Through the review of existing services and information platforms, the City can ensure that people with disabilities have more opportunities to participate.

Participation in Municipal Decision Making

Encouraging people with disabilities to participate in government decision making processes requires intentional efforts and resources to create a supportive environment and accommodate different needs. These efforts will allow all residents to engage more fully on matters that affect their own lives and their communities.

What We Heard

Public and stakeholder outreach identified several barriers. The most common were the need for full access to City Council meetings, the need for document formats suitable for those with visual impairments, information for people with hearing loss, and making public information easily searchable and navigable via City websites. Making elections fully accessible for people with disabilities was identified as a critical goal. Improving access to information through a variety of technology and education options can increase civic participation and ensure a diversity of views are reflected in local government decision making.

Objective

To provide all residents and visitors with equitable access to municipal programs, services, employment opportunities, information and engagement opportunities.

Key Commitments

- Align our public website, on-line digital resources, communication guidelines and publication standards with latest accessible communications standards.
- Increase our customer service standards at all City public service counters for people with visible and non-visible disabilities.
- Increase offerings of recreational program opportunities for people with disabilities.
- Support and include people with disabilities in City-led special events and ceremonies.
- Encourage and support full participation by people with disabilities in City engagement processes.
- Ensure formal staff reports include pertinent accessibility information and impact statements.
- Improve accessibility of municipal election processes.
- Advertise, encourage and promote diverse participation in city advisory committees and boards.

Actions Taken or Underway

- Partnering with Island Health in the Supportive Child Development Program to provide one-on-one assistance for children who require extra support to participate in summer camp programs.
- Inclusive swimming lesson programs at Crystal Pool.
- Initiated review of the Council Procedures bylaw to find opportunities to increase accessibility in City Decision Making.
- Improvements to the inclusion process for recreation programs regarding managing allergic risks.
- Introduced ‘screen readable’ online open data platform and website.
- Installation of a hearing loop and braille directional signs at City Hall for Council meetings.
- Piloted accessibility improvements in town hall meeting

- Delivery of the "helping hand" program for solid waste management to support people with disabilities.
- Initial electronic / remote access capabilities for City meetings.
- Introduced mail ballot voting, curbside voting, special voting opportunities at care facilities, and legislated ballot marking assistance.
- Approved an accessible voting machine for next voting opportunity.
- Introduced accessible Council meeting features (webcast meetings and closed captioning).
- Developed additional platforms for participating in City-wide engagement processes.

Focus Area 3 – Capacity and Collaboration

The City must increase its knowledge and develop the skills and standards to identify, remove and prevent accessibility barriers across programs, services and projects. The City also has a role to play, in helping support a new standard of accessibility across the broader community.

In Victoria, there are several organizations focused on improving the lives of people living with disabilities. Integrating with these stakeholders will help the City to make better-informed decisions that result in positive impacts. These organizations are often a direct and essential support system for people with disabilities and are considered important partners and experts.

The City also has an important role to lead by example to improve community attitudes related to disability. It has been recognized that some "attitudes and behaviours towards people with disabilities may be considered a significant barrier to their full access and inclusion. International consultation teaches us that the attitudes towards people with disabilities are often determined by ignorance, fear or the lack of opportunity to interact. Supporting positive attitudes involves increasing awareness and changing negative perceptions"[15].

[15] New South Wales, Australia, DIAP guidance

The City has a leadership opportunity to integrate accessibility as part of its core business, and demonstrate high standards of inclusion.

What We Heard

Improved awareness, knowledge, understanding, and new capabilities are required to make positive accessibility impacts. Building corporate capacity is done through education, awareness, hiring and training and can be supported in the community through stakeholder communications engagement. Working closely with community organizations will help give a voice to individuals and groups who need support.

The Accessibility Working Group identified the importance of ensuring the voice of lived experience is always part of accessibility actions in municipal planning and that people with disabilities are experts in their own right. They not only provide expertise in the area of accessibility but come with other skills and abilities valuable to the process which need to be recognized and respected. The City subscribes to the principle of inclusion, and values that we must partner together to truly understand the perspectives, information, and ideas of persons with lived experience.

Throughout the public engagement process, the City heard about the importance of fostering positive attitudes regarding disabilities. The City's actions on improving accessibility for the infrastructure, services and programs it controls and the services it regulates can set an example for the broader community and people's ability to recognize barriers that make life harder for disabled people. Removing these barriers can create equality, independence, choice and control to improve overall quality of life.

Objectives

- To ensure City employees have the knowledge and capacity to meet municipal accessibility needs.
- To lead accessibility change-making within the City mandate.
- To help promote more collaborative, positive, attitudes towards an inclusive community.

Key Commitments

- Provide enhanced training and awareness to foster a welcoming corporate environment for people with disabilities.
- Demonstrate inclusivity in City publications and materials.
- Introduce resources and processes to support and coordinate accessibility efforts, projects and programs.
- Facilitate regular activities to improve the City's knowledge and understanding of lived-experience and accessibility challenges across our community.
- Engage with and collaborate across local disability stakeholder groups.

Actions Taken or Underway

- Creation of the City's Accessibility Working Group to provide input and advice on accessible planning and action.
- Introduction of accessibility statement on all employment postings.
- A long standing respectful workplace policy and staff training programs.
- Provision of accessibility awareness training for senior leaders and key staff members.
- Continued departmental liaison with community disability and accessibility resources.
- Provision of annual customer service training on accessibility inclusion for staff at Crystal Pool and Fitness Centre.
- Introduction of Accessibility Impact Statements as part of staff reports to Council.

Implementing the Framework

Taking action on accessibility will be guided by the commitments in the framework, and supported by good governance, an action plan, resources and regular reporting on key measures to ensure we are on a trajectory of success. The City is a dynamic environment, so the program must also respond to changing circumstances and

priorities, while making meaningful progress to accessibility. The following outlines how the City will manage these challenges to purposefully advance to the objective of a more inclusive, barrier-free society.

Accessibility as a part of Broader Inclusion Efforts

The Accessibility Framework addresses a single element of community equity and inclusion and is part of an important set of emerging actions and priorities that aim to improve overall social health and well-being across the city. As planning and programs develop, the City will continually assess how to best integrate these disparate but related initiatives, to maximize impact and resource efficiency. The City's work on inclusion will plan and determine the most appropriate role of an advisory body, made up of persons with lived experience, to help guide the City and its programs related to issues of accessibility and inclusion.

Taking Action

A series of actions have been identified to deliver the commitments laid out in this framework, and are part of the City's overall Accessibility Program – which includes the policy, Framework, resources, governance and action plans. These actions are integrated into the City's financial planning and project management processes, and structured in short and longer term priorities, to be reviewed and reported as part of the City's business reporting cycles.

Accessibility Framework:

Engagement Summary

Introduction

The City of Victoria has made it a strategic priority to develop an Accessibility Framework that will illustrate the City's commitments to accessibility and inclusion. The City applied the level of collaborate in the spectrum of public participation, through advice and support from the City's Accessibility Working Group (AWG). To gather a further understanding of accessibility in Victoria, the City sought the input of people with lived experiences and experts in the sphere of inclusion, applying techniques of *involve* and *consult*, in the spectrum of public participation.

INCREASING IMPACT ON THE DECISION

	INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
PUBLIC PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives opportunities and/or solutions	To obtain public feedback on analysis, alternatives and/or decisions	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution	To place final decision making in the hands of the public
PROMISE TO THE PUBLIC	We will keep you informed	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision	We will work together with you to formulate solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible	We will implement what you decide

Opportunities for stakeholders and members of the public to participate in the process were promoted through:

- The City's website (Latest News, Town Hall @ VCC web page, events calendar)
- Social media posts and paid "boosts"
- Stakeholder email to local organizations, including community associations
- City of Victoria Connect Newsletter
- Newspaper advertisements in the Times Colonist and Vic News

The design consultation process included:

- Online survey (188 participants) - voluntary online survey focused on barrier identification in the city; not directly a part of engagement strategy but informed content for Framework
- Community Town Hall (40 attendees)
- Agency partner workshop (13 participants)
- Focus Groups with Lived Experience Community (20 participants)
- Accessibility Working Group (AWG) Workshops and Meetings - numerous
- Emails submitted to the City

<u>What we did:</u>

Summer 2017:

- Accessibility Survey

November 2018:

- Agency Partner Workshop. Partners in attendance included:
    - Vision Loss Rehabilitation BC
    - Island Deaf and Hard of Hearing Centre
    - Council of Canadians with Disabilities
    - Disability Alliance BC
    - Inclusion BC
    - Disability Resource Centre
    - Barrier Free BC
    - Recreation Integration Victoria
    - University of Victoria Society for Students with Disabilities
    - Blind Skills Training
- AWG Workshop

July 2019:

- Accessibility Town Hall
- Focus Groups with Lived Experience Community
- AWG Workshop

October 2019:

- AWG Workshop

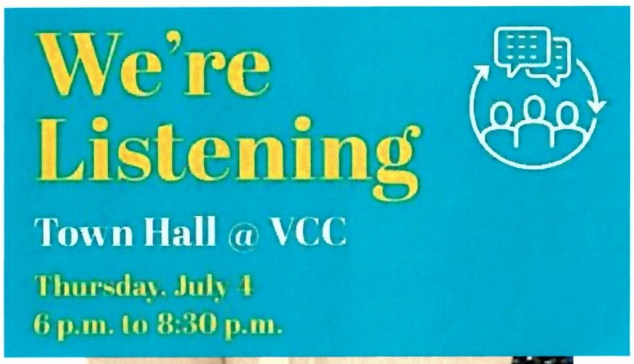
Engagement Findings:

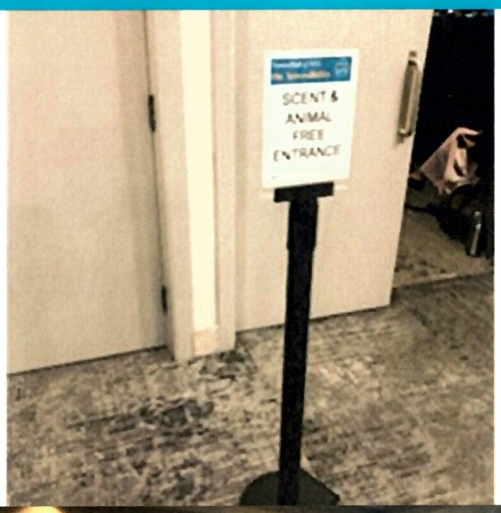
Key insights from the community include:

- Lack of education and awareness among the community
- Improvements in the built environment to retrofit and invest in infrastructure at intersections, city facilities, sidewalks and public spaces
- Difficulty to participate in City activities and events due to issues with technology and presentation of materials
- Recognition of the services and community created by agencies such as the Disability Resource Centre and Canadian National Institute for the Blind.
- Issues around the number and location of accessible parking spots and accessibility in City parkades
- Lack of representation of disabilities among City staff and/or advisory committees
- Recognition of improvements in Transit but still room for improvement
- Challenges of accessing private businesses due to physical barriers, scent sensitives and etiquette of employees
- The desire to participate in recreational programs but unaware of ability to accommodate

Staff took the time to review specific suggestions provided by community members to determine how they could potentially integrate with the Framework and/or Multi-Year Action Plan. Details of key findings from public consultation is included in the Appendices.

Examples of Promotional Materials & Event Photos





Appendices

- 2017 Survey Key Findings
- November 2018 Agency Partner Workshop
- July Focus Group Findings

2017 Survey Highlights and Key Takeaways

In 2017, an accessibility survey was conducted by the City of Victoria as part of Phase 1 to developing an Accessibility Framework for the City. The bullets below represent the key takeaways and highlights provided by members of the public in Victoria.

Key takeaways:

The largest age group to have responded in the survey was 36-55 years old

- Both mobility and energy and endurance represented the functions most affected by a person's disability
- The top accessibility barriers related back to infrastructure concerns including stairs, issues with sidewalks and curbs, as well as entrance to establishments
- Mobility and infrastructure concerns will need to be an important component in further analysis given their frequency in the survey results
- Future public consultations will need to incorporate innovative techniques to lower accessibility barriers identified in this survey
- An estimated 33.8% represented those who wanted to visit and enjoy City owned/run facilities/amenities but are unable to do so because of an accessibility barrier
- Most people were able to enjoy the following spaces: beaches, Inner Harbour, free events such as concerts and festivals, Greater Victoria Library, Community centres and seniors centres, McPherson and Royal Theatres, Save on Foods Memorial Arena, and Victoria Conference Center
- Most people chose not to visit the following spaces: City Hall, outdoor sports facilities, Crystal Pool and Fitness Centre, Royal Athletic Park, and Crystal Garden
- The increasing awareness and education of non-visible disabilities that greatly impact many residents ability to participate and move around the City
- It is worth exploring what are some of the best practices in the places where people answered they can enjoy and what are some of the challenges in the spaces people choose not to visit

Survey Highlights

Total number of surveys collated:	188
People who identified as having a disability:	143 people (77.7% of respondents)
Respondents who were a representative of a friend or family member who has a disability:	37 (20% of respondents)

Person's age group/the age of the person being assisted:	
36-55 years	35.14%
56-74 years	29.1%

Functions most affected by the person's disability (included respondents who have concurrent functions):			
Mobility	68.7%	Seeing	31.3%
Energy and endurance	45%	Dexterity	30.7%

Top accessibility barriers faced in the City of Victoria (respondents selected multiple options):			
Stairs	57.14%	Obstacles on the sidewalks	55.19%
Problems with curb cuts	55.84%	Poor conditions of sidewalks	55.19%
Accessing the entrance to shops and businesses	46.1%		

Activities presenting accessibility barriers (respondents selected multiple options):			
Participating in public consultations	42.37%	Paying bills or doing other business at City Hall	32.20%
Using City on-line services	35.59%	Voting	32.20%

Getting around the City:	Able to attend and enjoy	Choose not to attend	Want to visit and enjoy but unable to
City owned/run facilities/amenities:	65.50%		33.80%
Outdoor sports facilities:		43.18%	
Beaches:	43.60%		43.60%
Inner Harbour:	70.00%		
Free events such as concerts and festivals:	46.20%		34.09%
Greater Victoria Library:	74.26%		
City Hall:	40.48%	48.40%	
Crystal Pool and Fitness Centre:		54.33%	
Community centres and seniors centres:	56.15%	35.80%	
McPherson and Royal Theatres:	45.97%		31.45%
Save on Foods Memorial Arena:	50.4%	32.80%	
Royal Athletic Park:	32.79%	54.92%	
Victoria Conference Center:	44.80%	42.40%	
Crystal Garden:	30.15%	60.17%	

Accessibility Framework Development – November 2018 Focus Group – Summary & Findings

Purpose: To gather input from various internal and external stakeholder groups to capture a clear understanding of the accessibility needs of Victoria citizens and ensure that the perspectives of all stakeholders are respectfully represented in the accessibility framework

Questions Asked:

- What type of accessibly barriers do people with disabilities face in Victoria?
- What suggestions do you have to improve accessibility and inclusion with the City of Victoria?
- What do you see as the most important (urgent) accessibility gaps that should be addressed immediately by the City?
- How can your organization support the City in planning and implementing such improvements to accessibility and inclusion?

Key Findings:

- Parking spots do not have any real standards and are limited in number
- Accessible pedestrian signals do not provide any wayfinding information for those who are visually disabled.
- There is lack of information on how someone who is blind and with limited sight could find a transit stop.
- Aggressive flashing lights from bikes can be barrier to those who are sensitive towards lights.
- People are not aware of the right language and terminology that ought to be used when talking to a person with a disability.
- No training is provided to the front-line city workers especially those in citizen facing role.
- The use of audio loop system in City Hall is positive but need to have interpreters to create deeper access.
- Gyms/libraries often use fluorescent lighting compared to natural lighting which is barrier to those with migraine
- Absence of safe sensory places can prevent families who are dealing with neurological issues s
- Such as autism from attending public events.

Accessibility Framework Development - July 2019 Focus Groups – Summary & Findings

Purpose: Co-creating the Framework with people with lived experiences is what will ensure its long-term relevance and sustainability. Following the "nothing about us without us" principle, we will be engaging with different groups within the community to ensure that we gather a variety of perspectives and experiences to learn from. The goal is to meet people where they are at by engaging with them wherever they feel most comfortable. This is likely to build trust quickly and enable open and honest conversation about their needs, experiences, and what they understand to be some major challenges and areas of opportunity.

Question 1: Tell us about the places, services or people in Victoria that bring you joy and make your day to day easier?

- Walkability of Cook Street Village
- Parks and walkways that are accessible
- Thrifty Foods (Fairfield)
- Police officers that handle tough situations well
- CNIB training to increase independence
- Staff operating the Cook Street Village Activity Centre and easy access to centre
- Downtown merchants
- Upswing with private and public sector staff being of assistance

- Competency of people's willingness to interact with visually impaired
- YMCA have helpful, positive staff
- Transit is improving and listening to complaints
- Grocery shopping (aisle space; check-out; staff)
- Disability Resource Centre
- Audible Crossings and Bus Stops
- Pacific Training Centre for the Blind
- Royal BC Museum
- Exercise, cycling, bike lanes
- Digital Resource Guides (i.e. Recreation and Leisure Guide for those with disabilities)
- NGOs for residents with disabilities
- Ogden Point Breakwater
- Recreation Integration Victoria's database
- The ability to work in the community with disabilities and with others with disabilities

Question 2: Are there parts of your day that you find challenging outside of your home? If so, can you describe what they are?

- Bikes can be problematic for visual impairments
- Lack of awareness and education (rules of the road; bells; enforcement; safety; stopping at the stop lines)
- Accessible parking availability
- Urban Design considerations (paint, pavers, lights) that cause "vertigo"
- Finding accessible washrooms and using washrooms with scooter
- Curb cuts
- Evaluating new spaces/stores
- Heavy doors to access public washrooms and buildings
- Construction contractors need to be trained and aware of disabilities
- Accessible taxi's for wheelchairs
- Buses can lack accommodation that can relate to multiple pass overs
- Restaurant owners use table cleaner chemicals that impact scent sensitivities
- Charging stations in public spaces for scooters
- Ensure proper repair and clean-up for tripping hazard
- Sandwich boards (enforcement)
- Wheelchair beach access
- Human Rights accommodations so that not everyone has to go to the same service centre (feelings of safety when homeless populations share service centres with other vulnerable groups)
- Difficultly hearing audible crossings on loud/busy streets and audible bus stop warnings
- VicPD process to report incidents is difficult for the blind
- Public etiquette for people with white canes and service dogs

- Bike parking causing barriers at entrances
- Snow removal
- Service industry staff lacking training on disabilities
- Etiquette of those in power chairs
- Employment in the City – need diversity of abilities
- Lack of consistency on City street features

Question 3: What changes have you observed in Victoria over the past ten years? Do these make life easier or harder?

- Bike lanes
  - Street space; sidewalk space
  - Parking
  - Crossing the street
  - No curb cuts
  - Cyclist not using lanes
- Pathways through Parks
  - Walkers do not work on grass, gravel, etc. which limits where you can go
- AWG/City collaboration
- Pollution and exhaust fumes
  - Air quality, especially in traffic
  - Affects time of day to go in public
- Collective will of City staff & Council to address accessibility is much higher
- Homeless and drug issues are worsening in downtown core
- Accessibility, accommodation & customer service/interface has improved
- Changes in attitudes and adaptations to people with disabilities
- Challenges from growing tourism industry
- Improvement to public washrooms – more automatic features
- Bus fleet almost 100% accessible bus but crowding is an issue
- Pedestrian crossing in Burnside community
- Construction sites worsening – social safety, training for contractors

Question 4: Do you find it easy or difficult to participate in civic life, meet with friends and family or connect with the community? Why is it difficult? Why is it easy?

- Not enough accessible parking at public events and celebrations
- Events at the Victoria Conference Centre – not a reasonably accessible location
- Cost of parking to attend events at City Hall
- Parking at parkades – "lot is full" messaging is not related to handicap parking
- Access to beach and bathrooms
- Incentives for developers to go beyond basic building standard/code
- Enforcing Building Code for universal design
- Unaware of how to be involved in city recreation activities
- Forms to submit and prove disability causing major barriers
- Services/resources that better integrate multiple disability (so many limited to one specific)

Question 5: How can the City continue to support persons with disabilities?

- All ages and abilities network mandate/mission
- Washroom accessible & labeled (wheelchairs)
- Ensure stairs have markers for visual impairment
- Employing more people with disability for their expertise and experience
- Communicating with other municipalities for consistency
- Keep the conversation on accessibility going
- Committed consistency through leadership changes that tracks progress
- AWG seat that represents across disabilities
- If you accept federal money – you should look at accessibility incorporated into project
- Awareness that anybody can suddenly have a disability (temporary or permanent)
- Organize more focus groups/engagement that is accessible
- Awareness campaign for using sidewalk space

Appendix C: City of Victoria Accessibility Action Plan

Actions	Focus Area	Accessibility Working Group or Council Motions (Historical Reference)
1 -3 Year		
Adopt a City-Wide Accessibility Policy	Government and Services	
Hire an Accessibility Coordinator	Capacity and Collaboration	
Establish an external advisory body to enable ongoing input from persons with lived-experience on issues relating to accessibility	Capacity and Collaboration	
Add the Accessibility Framework to City's website	Government and Services	
Continue to assess needs and incorporate accessibility into the City's Corporate Learning Program	Capacity and Collaboration	
Review the Council Procedures bylaw opportunities to increase accessibility in City for Decision Making	Government and Services	***July 2017:*** *The AWG requests the Clerk to include in his recommendations to Council regarding an Overarching Committee Policy, that committee meetings and business be accessible in forum, information and procedures, to make participation in this aspect of civic life accessible to all.* ***November 2017:*** *The AWG recommends to Council that it direct Staff, in consultation with the AWG, to develop a policy and guidance material to implement Council's direction of January 20, 2017 that staff include Accessibility Impacts in all reports to Council* ***August 2019:*** *The AWG recommends that Council refrain from requesting or receiving any verbal-only staff reports, especially when it relates to matters of accessibility, as they are not accessible to all members of the AWG. And that the matter of Council information accessibility be referred to the Accessibility Framework project so the City adopts policies*

Actions	Focus Area	Accessibility Working Group or Council Motions (Historical Reference)
		and procedures to ensure that public information provided in graphic or verbal format also be provided in agreed upon accessible alternative formats
Trial and refine the Accessibility Prioritization Tool, integrated with the Project Management Framework, to help inform accessibility project planning	Built Environment	***October 2018:*** *That Council direct staff to develop and implement a plan to install APS/audible signals at all existing controlled intersections/crossings, to be completed by 2021 and that staff work with the AWG to determine priority intersections/crossings to be addressed each year. That the new standard be that APS or audible signals be installed whenever a new pedestrian signal is installed*
Participate in the provincial annual Access Awareness Day	Capacity and Collaboration	
Commence development of a City universal design manual (guidelines, specifications and standards), integrated with capital planning tools/processes, for (1) built environment and (2) city facilities.	Built Environment	***December 2015:*** *That truncated dome mats be installed on all new curb cuts, and that the City retrofit all existing no-lip curb cuts on an immediate basis.* ***October 2018:*** *That Council direct staff to develop and implement a plan to install APS/audible signals at all existing controlled intersections/crossings, to be completed by 2021 and that staff work with the AWG to determine priority intersections/crossings to be addressed each year. That the new standard be that APS or audible signals be installed whenever a new pedestrian signal is installed* ***October 2018:*** *That Council direct staff, when reporting back to Council as part of Financial Plan with resource estimates for AWG recommendations, that staff consider combining the AWG's recommendations regarding conducting a parking study for City-provided parking, with the scope of the accessible parking study for privately-provided parking, to determine any efficiencies that might be gained.*

Actions	Focus Area	Accessibility Working Group or Council Motions (Historical Reference)
		October 2018: *That Council direct staff to include in criteria for making City Hall accessible, accessible artificial lighting, particularly in public areas.* ***June 2019:*** *The AWG recommends that the City of Victoria follow the example of Saanich and other municipalities and install tactile dome markings and tactile strips at mid-block bus stops, as an example, stops along Yates St between Douglas and Fernwood.* ***August 2019:*** *The AWG recommends to Council that they direct staff to put a moratorium on the installation of any further uncontrolled crossings over bike lanes until measures acceptable to pedestrians who are blind are put in place at the existing inaccessible crossings.*
Share City accessibility goals and commitments with municipal partners through the CRD	Capacity and Collaboration	
Integrate accessibility as a topic into Small Business Information Sessions offered through the Business Hub	Government and Services	
Develop a formal Accessibility Accommodation Request Process for members of the public seeking support to access City Services and programs.	Government and Services	***November 2016:*** *That Council instruct Recreation Services to research, develop, codify and publicize a robust disability accommodation process for recreation facilities and programs* ***October 2018:*** *Continue to remove barriers to access in the Council Chamber and other public areas at City Hall, including entrances, corridors and washroom facilities associated with access to, and use of, these public spaces*
Initiate, scope and plan for the City's website to be compliant with latest Web Content Accessibility Guidelines	Government and Services	***September 2018:*** *That Council direct staff to research and plan to address barriers in the Council documents and webcasting service and system/page and report to Council*

Actions	Focus Area	Accessibility Working Group or Council Motions (Historical Reference)
		on financial implications as part of the 2019 Financial Planning process. Such barriers include but may not be limited to: 1. Inaccessibility of webcasts to people with hearing impairments. 2. Unreliability of webcasts for people who cannot attend City Hall, 3. Navigation issues on the page for people using screen readers (very difficult to find and play the webcast or access documents associated with agenda items), and 4. Lack of process for people who cannot attend City Hall to address Council.
Develop guidelines / processes for accessible public meetings, special events, and community engagement	Government and Services	
Initiate the update of City communication guidelines and visual standards to increase accessibility of public documents	Government and Services	***September 2018:*** *That Council direct staff to research and plan to address barriers in the Council documents and webcasting service and system/page and report to Council on financial implications as part of the 2019 Financial Planning process. Such barriers include but may not be limited to: 1. Inaccessibility of webcasts to people with hearing impairments. 2. Unreliability of webcasts for people who cannot attend City Hall, 3. Navigation issues on the page for people using screen readers (very difficult to find and play the webcast or access documents associated with agenda items), and 4. Lack of process for people who cannot attend City Hall to address Council.* ***August 2019:*** *The AWG recommends that Council refrain from requesting or receiving any verbal-only staff reports, especially when it relates to matters of accessibility, as they are not accessible to all members of the AWG. And that the matter of Council information accessibility be referred to the Accessibility Framework project so the City adopts policies and procedures to ensure that public information provided in*

Actions	Focus Area	Accessibility Working Group or Council Motions (Historical Reference)
		graphic or verbal format also be provided in agreed upon accessible alternative formats
Improve availability and accessibility of mobility options and parking infrastructure for people with disabilities (including on-street parking, Transit services, accessible taxis and ride-hail, and handiDART) through the implementation of the Go Victoria Strategy	Built Environment	***September 2017:*** *The AWG recommends that the sidewalk in front of Centennial Square be improved for wheelchair access to BC Transit* ***January 2018:*** *AWG recommends that the sidewalk on the west side of Douglas adjacent to the Bay Centre be improved for wheelchair access to BC Transit.* ***October 2018:*** *That Council direct staff, when reporting back to Council as part of Financial Plan with resource estimates for AWG recommendations, that staff consider combining the AWG's recommendations regarding conducting a parking study for City-provided parking, with the scope of the accessible parking study for privately-provided parking, to determine any efficiencies that might be gained.* ***June 2019:*** *The AWG recommends that the City of Victoria follow the example of Saanich and other municipalities and install tactile dome markings and tactile strips at mid-block bus stops, as an example, stops along Yates St between Douglas and Fernwood.*
Improve accessibility options related to municipal election processes	Government and Services	***June 2019:*** *The AWG recommends to Council to direct staff to make civic elections as accessible as possible to persons with disabilities including, but not limited to, employing accessible voting machines and banning pet dogs from attending voting locations.* ***August 2019:*** *Make an accessible voting machine available for the next municipal election or by-election on polling day*

Actions	Focus Area	Accessibility Working Group or Council Motions (Historical Reference)
		and that it be located at City Hall or another equally central polling location ***August 2019:*** *Ensure that there is at least one polling station in a pet-free facility available to all voters on polling day and that the no-pet policy is enforced; and Widely publicize these accessibility options well in advance of polling day*
Continue the assessment of accessibility for City facilities and parks and incorporate improvements into retrofit planning	Built Environment	
Develop and implement landscaping pilot projects that incorporate low allergen plantings on public land	Built Environment	***May 2019:*** *The AWG recommends that Council direct staff to make the Songhees Park Expansion a demonstration pilot for low allergen planting and to collaborate with experts and the AWG in development of the planting plan from the ground cover to trees*
Commence review of City Bylaws, including associated fines, for reducing barriers to accessibility	Government and Services; Built Environment	***December 2018:*** *the AWG request Council to direct staff to step up enforcement of the sandwich board provisions of the portable sign bylaw in the name of pedestrian safety.*
Support education efforts to reduce and prevent barriers in built environment	Built Environment	
Continue to incorporate support for people with disabilities as a part of city- wide emergency preparedness and planning	Capacity and Collaboration	
Communicate requirements and expectations to lease holders of City buildings to reduce or eliminate barriers to accessibility	Built Environment	
Review and/or adopt scent free policies in public buildings, starting in City Hall	Built Environment	***October 2018:*** *Take steps on a priority basis to create a meeting space at City Hall that is accessible to people with a*

Actions	Focus Area	Accessibility Working Group or Council Motions (Historical Reference)
		range of disabilities, including people who cannot participate due to allergens / air quality
Review and/or adopt policy related to pet access to City facilities and parks	Built Environment	***June 2019:*** *That Council postpone considerations of any pet dog related initiatives until after this already-planned and inclusive review of pet dog policy is undertaken.*
Initiate a community-wide accessibility data survey to obtain localized, accurate and statistically relevant information on disabilities in Victoria	Capacity and Collaboration	
Refine and expand recreational program opportunities for people with disabilities		***November 2016:*** *That Council instruct Recreation Services to research, develop, codify and publicize a robust disability accommodation process for recreation facilities and programs*
3 - 5 Years		
Implement special event accessibility requirements for permitted events and encourage best practices for inclusive events and festivals being held in the City of Victoria	Government and Services	
Review accessibility requirements and criteria for the City's Participatory Budgeting program	Government and Services	
Review strategies to improve accessibility of heritage buildings	Built Environment	
Review the downtown streetscape standards and furnishing guidelines to further incorporate accessibility features at the next document update	Built Environment	
Consider an accessibility layer to the City's wayfinding system, including digital and other forms of information sharing	Built Environment	

ACCESSIBILITY POLICY STATEMENTS

PURPOSE

- Take the necessary steps to ensure people with disabilities are treated with respect and have equitable access and opportunity to participate and contribute to City policies, engagement activities, programs and services, communications and technology, employee services and infrastructure.

- Ensure accessibility is part of a continuous improvement process in relevant City policies and planning documents, and across engagement activities, programs and services, communications and technology, employee services and infrastructure that considers individual needs and diverse abilities.

APPLICATION

Applies to all City employees, volunteers, and offices acting on behalf of the City.
This policy is subordinate to any specific provisions of the Local Government Act or other relevant legislation or Union Agreement.

DEFINITIONS

As per the Accessibility Framework definitions.

POLICY STATEMENTS

- The City of Victoria is committed to building an inclusive society with accessible services and programs that contribute to community life in a way that respects the dignity and independence of people with disabilities.

- The City values the contributions from all citizens and believes that diversity strengthens the community. The City recognizes the essential knowledge and perspectives of people with lived experience.

- The City is committed to providing an accessible environment in which people with disabilities can access the City's services, and facilities, including all buildings, public spaces, information and communications, in a manner that meets their individual needs.

- The City is committed to the identification, removal and prevention of accessibility barriers, including attitudinal, systemic, information, communications and technology, and built environment and physical barriers.

- As an employer, the City will ensure people with disabilities have access to employment opportunities within the corporation and employment policies and practices that facilitate reasonable accommodation for qualified applicants and current employees.

- The City will ensure that staff and council are aware of their roles in influencing accessibility for people with disabilities and accept their responsibility to support positive community attitudes.

REVISION HISTORY

City of Victoria
Accessibility Framework

November 7, 2019

Committee of the Whole

Engineering & Public Works Department

1

BACKGROUND & PURPOSE

- In 2017 the Accessibility Working Group (AWG) identified the importance of developing a **city-wide Accessibility Framework** to operationalize the goal of providing accessible facilities, services, products, programs and employment.
- This report and presentation provides an overview of the planning, consultation and development of the Accessibility Framework
- Options and considerations to proceed and complete components related to the Accessibility Program

2

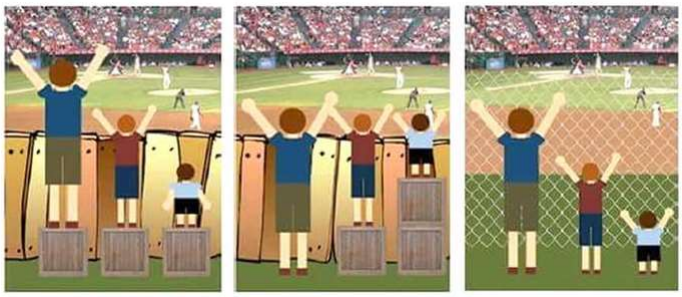
INTRODUCTION

- The City of Victoria is taking deliberate steps to make itself a more inclusive community for people with disabilities
- People with disabilities have not always not had a full say in the planning and municipal service delivery processes.
- Many City programs, services and infrastructure have been introduced over time, without due consideration for how these may affect people with disabilities.
- While a number of actions have been taken or are underway, a more comprehensive and systematic approach is required.

3

ACCESSIBILITY AS PART OF INCLUSION

- The Framework addresses a single element of community equity and inclusion
- It is a part of emerging actions and priorities that aim to improve overall social health and well-being across the city
- The City will continually assess how to best integrate these different equity initiatives, to maximize impact and resource efficiency.



4

WHAT IS MEANT BY ACCESSIBILITY?

Accessibility is a complex & cross-sectional public policy issue that cuts across all levels of government

Accessibility is about how we can remove and prevent barriers to participation that individuals with disabilities encounter in their daily lives.

Inclusion is about ensuring equitable access to services and opportunities and the ability for every individual to participate fully and equally in all aspects of society

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WHAT WE HEARD

- People with disabilities face a number of barriers in Victoria which prevent them from fully participating in our community.
- Those with lived experiences want to regularly and meaningfully be involved
- There is an overarching need for comprehensive awareness, education and understanding
- The City must continue to remove existing barriers and prevent new barriers
- By taking systematic action to improve accessibility, we can directly improve the health, well-being and economic outcomes for our residents

CITY OF VICTORIA

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THE FRAMEWORK STRUCTURE

- Introduction
- Accessibility Definitions
- Lived Experience
- Disability and Barrier Types
- Community Accessibility Profile
- City Accessibility Commitment
- Policy and Legislative Context
- The City's Role
- Directions for the City
- Universal Design Standards
- Focus Areas
  - Built Environment
  - Government Programs and Services
  - Capacity and Collaboration
- Implementing the Framework

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TYPES OF DISABILITIES

- There are a **wide range of disabilities** in our community
- It is important to **avoid preconceptions** about what a disability is
- Some disabilities are **visible** while others are **non-visible** and not immediately apparent to others
- Impacts people of **all backgrounds and ages**

- **Pain**
- **Flexibility, Mobility and Dexterity**
- **Mental Health**
- **Learning and Memory**
- **Visual Disabilities**
- **Hearing**
- **Developmental**
- **Other**

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TYPES OF BARRIERS

- Attitudinal
- Informational or Communication
- Technological
- Physical or Architectural
- Organizational or Systemic

The City of Victoria is committed to removing existing and preventing the creation of new barriers through the application of this framework and its actions.

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OUR COMMUNITY PROFILE

- Understanding our community profile can help to refine areas of City responsibility, where more attention is needed or where processes need to be in place to accommodate people with disabilities.
  - An estimated **1 in 10 Victorians** over the age of 15 have a severe or very severe disability
  - It is estimated that **over 19,000 individuals or 21% of our population** in the City of Victoria have one or more disabilities
  - Residents from other municipalities and visitors with disabilities add to this population
  - The prevalence of disability increases with age

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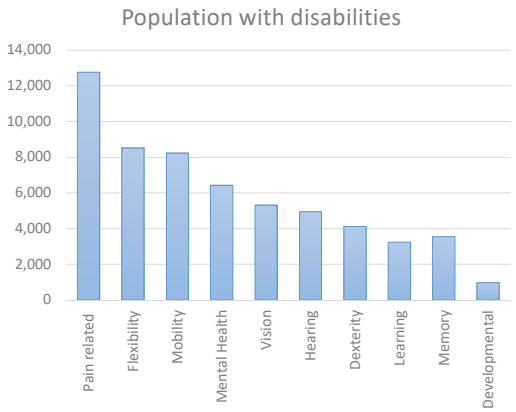
OUR COMMUNITY PROFILE



Two-thirds of Canadians expressed the concern that someone they know will face a disability over the next decade.

Three in ten Canadians say accessibility is a consideration for them when they think about the places they will go and which they will avoid in their community.

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INVESTING IN ACCESSIBILITY

- This framework aims to **recognize the gaps and opportunities** to improve accessibility
- By valuing the importance of accessibility, we can directly **improve health and well-being** for people in our community.
- If policies and actions are implemented thoughtfully and effectively, we can **increase independence, employment and education rates, alleviate poverty and increase sense of belonging** for residents and visitors alike

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STATEMENT OF COMMITMENT

- Victoria is committed to identifying, preventing and removing barriers across its services, programs and infrastructure, in order to benefit community in a way that respects the dignity and independence of people with disabilities.
- Victoria values the contributions from all citizens and believes that diversity strengthens the community. The City recognizes the essential knowledge and perspectives of people with lived experience and commits to making sure those voices are part of community planning and decisions.
- Victoria will ensure that staff and council are aware of their roles in influencing accessibility for people with disabilities and accept their responsibility to support positive City community attitudes.

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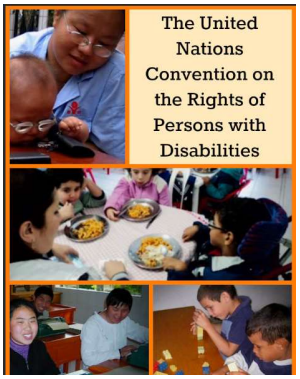
KEY FRAMEWORK PRINICPLES

Adapted the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD)

- **Inclusion**
- **Diversity**
- **Respect**
- **Collaboration**
- **Adaptability**



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ROLE OF THE CITY

The framework identifies key areas of responsibility for identifying, removing and preventing accessibility barriers:

- Public infrastructure, building and spaces
- City programs and services
- Municipal information, regulations and policies

And the City's role, related to:

- Leadership by example
- Advocacy and partnerships

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FOCUS AREAS

1. **Built Environment** – promoting accessibility as a collective good and a key component in urban policy, design, planning and development.
2. **Government and Services** – Removing barriers and increasing participation in local government programs, services, information and public decision making.
3. **Capacity and Collaboration** – Developing increased corporate capacity to deliver professional services. Developing partnerships and advocate to other levels of government and community stakeholders. Collaborating with key community partners and setting a strong example.

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UNIVERSAL DESIGN

Principles to guide design of environments, products and services:

Equitable Use: Useful and marketable to people with diverse abilities.

Flexibility in Use: Accommodates a wide range of individual preferences and abilities.

Simple and Intuitive Use: Easy to understand

Perceptible Information: Communicates necessary information

Tolerance for Error: Minimizes hazards and the adverse consequences of accidental or unintended actions.

Low Physical Effort: Used efficiently and comfortably and with a minimum of fatigue.

Size and Space for Approach and Use: Appropriate size and space is provided

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BUILT ENVIRONMENT

Objective

- To remove and prevent barriers in public spaces, mobility systems and City-owned buildings and facilities.

Key Commitments

- Prevent and remove barriers from City infrastructure and places, transportation infrastructure, facilities, parks and open spaces.
- Evaluate and prioritize retrofits to existing City places and spaces to meet modern accessibility standards.
- Develop accessible indicators for mobility, facilities, parks and open spaces

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GOVERNMENT & SERVICES

Objective

- To provide all residents and visitors with equitable access to municipal programs, services, employment opportunities, information and engagement opportunities.

Key Commitments

- Align our public website, on-line digital resources, communication guidelines and publication standards with latest accessible communications standards.
- Increase our customer service standards at all City public service counters for people with visible and non-visible disabilities.
- Increase offerings of recreational program opportunities for people with disabilities.
- Support and include people with disabilities in City-led special events and ceremonies.
- Encourage and support full participation by people with disabilities in City engagement processes.
- Ensure formal staff reports include pertinent accessibility information and impact statements.
- Improve accessibility of municipal election processes.
- Advertise, encourage and promote diverse participation in city advisory committees and boards.

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CAPACITY AND COLLABORATION

Objective

- To ensure City employees have the knowledge and capacity to meet municipal accessibility needs.
- To lead accessibility change-making within the City mandate.
- To help promote more collaborative, positive, attitudes towards an inclusive community.

Key Commitments

- Provide enhanced training and awareness to foster a welcoming corporate environment for people with disabilities.
- Demonstrate inclusivity in City publications and materials.
- Introduce resources and processes to support and coordinate accessibility efforts, projects and programs.
- Facilitate regular activities to improve the City's knowledge and understanding of lived-experience and accessibility challenges across our community.
- Engage with and collaborate across local disability stakeholder groups.

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ACTION PLANNING

- **Insights from the community and recognition of gaps** in our existing operations have shaped recommendations
  - In some cases, specific solutions, issues or ideas we heard have been grouped into broader actions
- The action plan includes **27 actions within the first 3 years** across all departments
- Progress to be reviewed and reported as part of the City's business reporting cycles

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Foundational Actions

- Adopt a City-Wide Accessibility Policy
- Hire a dedicated staff person to help coordinate program delivery through liaison with key department staff and community resources
- Develop new design standards for city programs, facilities, transportation systems, public realm, engagement processes, information sharing and decision-making activities
- Develop and start implementing staff training and awareness programs (general and specific subject-matter training)
- Establish Terms of Reference for an Advisory Body that will be able to provide ongoing input into inclusion issues
- Review the Council Procedures bylaw for opportunities to increase accessibility in City Decision Making
- Develop a formal Accessibility Accommodation Request Process for members of the public seeking support to access City Services and programs

CITY OF VICTORIA

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CORPORATE ACCESSIBILITY POLICY

- Formalizes our corporate commitment to:
  - *Take the necessary steps to ensure people with disabilities are treated with respect and have equitable access and opportunity to participate and contribute to City policies, engagement activities, programs and services, communications and technology, employee services and infrastructure.*
  - *Ensure accessibility is part of a continuous improvement process in relevant City policies and planning documents, and across engagement activities, programs and services, communications and technology, employee services and infrastructure that considers individual needs and diverse abilities.*
- Six Policy Statements
- Consistent with format and approach other City policies.

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OPTIONS

Option 1: Refine and Finalize Current Draft after final engagement activities (recommended)

Option 2: Approve draft materials and publish

Option 3: Rework the Framework and Associated Documentation

Option 4: Await Provincial Policy Direction before Finalizing Draft

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RECOMMENDATION: OPTION 1

1. Complete stakeholder engagement on the proposed draft, finalize edits and ready the document for final Council approval, in Quarter 1 2020;
2. Continue to participate in stakeholder consultation processes on the development of Accessibility Legislation in the Province of BC;
3. Endorse the policy statement noted in Appendix D and direct staff to report back with a formal policy for consideration in Q1 2020;
4. Refer consideration of adding a staff resource to the 2020 financial planning process; and
5. Report back on the Terms of Reference for an Advisory Board to enable ongoing input from persons with lived-experience on issues relating to accessibility.

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PRIORITIZATION TOOL

- With support of our consultants, staff have developed an accessibility prioritization tool
- The goal of the tool is to support evaluation and prioritization of capital and operating investments in the built environment / city facilities
- The tool is intended to help identify top-candidate projects and investments by determining relative impact, risks and considerations to bring forward as a part of financial planning / budget process
- Inputs to the tool include:
  - estimated number of people impacted by retrofit
  - estimated cost
  - estimated annual users in location
  - one-time or recurring annual costs

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ACCESSIBILITY vs ACCOMODATION

Accommodation is not the same as accessibility, and accessibility is always preferable to accommodation

Accommodation refers to the changes or modifications made to a system to meet the needs of a specific individual or group.

Accessible systems and programs are designed at the outset to be usable by as many people as possible, regardless of ability.

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POLICY & LEGISLATIVE CONTEXT

- 1973 BC Human Rights Code
- 1975 United Nations Declaration on the Rights of Disabled Persons
- 2006 United Nations Convention of the Rights of Persons with Disabilities
- 2014 Province of BC Accessibility Action Plan
- 2019 Accessible Canada Act
- 2019 Province of BC Accessibility Legislation Consultation

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NATURE OF OUR WORK

- We will work within our jurisdictional authority to complement the actions of other regional agencies who play important roles in improving the outcomes for people with disabilities
  - Capacity Building
  - Prevention of new barriers
  - Removal of existing barriers
  - Gathering insights
  - Integrated planning

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CITY OF VICTORIA

Committee of the Whole Report
For the Meeting of November 7, 2019

To:	Committee of the Whole	**Date:**	November 1, 2019
From:	Fraser Work, Director of Engineering & Public Works		
Subject:	Resource Assessment – Development of a Single-Use Materials Regulation		

RECOMMENDATION

That Council:

Receive this report for information, and defer decision on this issue and its resource implications to the 2020 financial planning process.

EXECUTIVE SUMMARY

Council directed staff to report back on the resource assessment for developing a regulation for the protection of the natural environment, related to several single use materials. Straws, coffee/beverage cups, food containers, Styrofoam cups, single use utensils, and single-use shopping bags represent some of the most problematic single use materials in our society (mainly related to food industry), and pose significant environmental risks due to the volume of daily, short-lived products that offer convenience at the detriment to sustainability. These risks are acute at the local level, and have significant global impact to marine, terrestrial and atmospheric systems, and the accelerating consumption of single-use plastic poses a real risk to greenhouse gases, due to the high energy costs of managing these materials at every stage of their life cycle. A wholesale shift in community habits to more sustainable, reusable alternatives is required, alongside the market's development of environmentally friendly sustainable packaging products that offer the performance benefits, without the environmental and other burdens that current single materials impose.

Staff have assessed resource requirements based on the recent lessons learned from the development of the checkout bag regulation. Notwithstanding the legal challenge to the bylaw, the development of that regulation was considered a success by a wide array of stakeholders, due mainly to early, meaningful and sustained engagement, as well as the bylaw design to treat and minimize unintended consequences.

The development of a regulation to address an array of single-use materials poses interesting challenges and potential benefits. A single regulation would help education and awareness, but each material type poses its own unique challenges related to social readiness, available reusable alternatives and issues related to social behaviour and industry/market responses – so any regulation will have to consider a varied approach for each material type, and its phased regulation, over time.

While society continues to build its awareness and readiness to more-commonly adopt reusable alternatives (as observed during checkout bag implementation and monitoring), various stakeholders within community and industry sit at different levels of preparedness / willingness to adopt new reusable alternatives as part of their habits and operations. Development of a multi-material regulation will align themes of reusability and draw on recent social change initiatives in community, but pose complexities related to multi-stakeholder, multi-material transitions to reusable, where in some cases – market-ready alternatives are not yet available.

Any single-use material regulation would rely on material-specific phasing, combined with other incentive/disincentive programs, and a combination of fees, restrictions, and then bans, once community readiness and sustainable alternative solutions have been developed/introduced. The ongoing work in other BC municipalities helps socialize the public to these types of changes and help reduce the staff resource needs for technical development. These benefits will be offset by the larger resource demands for consultation across many more stakeholder groups and industries, which has to be carefully considered.

Options do exist to reduce the amount of overall engagement on this program to shorten overall timelines or reduce City resource needs, but these options have their inherent risks of reduced stakeholder buy-in, or even confusion and lack of safeguards against unintended consequences – especially in areas where there are reusable alternatives or social-readiness challenges. Reduced engagement models would instead rely on developing social readiness phased approach and increased social awareness to avoid some of the risks from reduced discussions across community. This approach reduces the City resources and will expedite overall bylaw development. Proceeding with a bylaw regulation in the near term would require resources outside of the current scope of City commitments. Increased resources, via additional staff or consultant support, as well as project deferrals, would be required to progress bylaw regulation development, and should be considered with the priority zero waste initiatives which are outlined in the subsequent committee report update on the Zero Waste Strategy. Any City regulatory development should also consider the federal and provincial governments, who have made commitments to introduce regulations in this space, in the coming years.

Any regulation that the City develops should consider using a phased approach to increasingly stringent regulations, tailored to each material type and the associated community readiness for change. It should support an overall shift towards more sustainable consumer behaviour; support business and market transition / transformation with long-term, sustained effort and planning, adopting any consistency opportunities with other jurisdictions, wherever possible; and wisely avoid unintended consequences. The City should also consider any emerging single-use material regulatory actions by the CRD, Provincial and Federal governments, to plan the City's most impactful allocation of local resources.

This report is forwarded for Council's information, where any decision on the way forward is recommended for consideration in conjunction with the Zero Waste Strategy and program update.

PURPOSE

The purpose of this report is to provide Council with an assessment of the process and resource implications for developing a comprehensive bylaw to regulate, prohibit and impose requirements in relation to a set of problematic single-use materials that present special environmental risks.

BACKGROUND

On March 14, 2019, Council's Committee of the Whole adopted the 2019-2022 Strategic Plan and identified the following actions under the Climate Leadership and Environmental Stewardship Strategic Objectives:

- Develop and implement a robust Zero Waste Strategy.
- Ban plastic straws taking into consideration accessibility needs.
- Ban single-use coffee cups, straws and single-use takeout containers,
- Plastic checkout bags (included as part of 2015-2018 Council objectives),

Two new positions were approved each on a 2-year term in support of these actions and Council requested staff to report back on additional resource requirements following the completion of the initial development phase of the Zero Waste Strategy.

In July 2019, following the Court of Appeal decision regarding the City's *Checkout Bag Regulation Bylaw*, Council also directed the Director of Engineering & Public Works to bring forward a report on the process and resource implications of developing a comprehensive bylaw for the protection of the natural environment that would regulate, prohibit, and impose requirements in relation to a variety of single-use products.

Single-use materials have a significant environmental impact, as detailed in this report. Therefore, their regulation may be possible pursuant to the authority to enact bylaws for the protection of the natural environment (section 8(3)(j) of the *Community Charter*). At the same time, it is important to recognise that single-use materials are a major source of waste generation. Therefore, any effort to reduce waste in our community has to include efforts to reduce the use of single-use materials. The Zero Waste Strategy, an update presented concurrently with this report, includes initiatives aimed at reduction of single-use products and, to some extent, overlaps with the work covered by this report. The focus of this report, however, is on resources required to pursue regulatory intervention aimed directly at single-use products, as an environmental protection measure, separate and distinct from the Zero Waste Strategy.

ISSUES AND ANALYSIS

The issues and analysis section is broken into the following topics:

- Single-Use Items, Plastics and Packaging;
- Checkout Bag Regulation Bylaw – Lessons Learned; and,
- Development of a Single-Use Materials Regulation.

Single-Use Items, Plastics and Packaging

Many single-use materials are problematic, since they are so pervasive, are consumed daily by much of the population, and end up as litter in the ocean, on beaches, and in our parks, and public spaces. These materials have very short design life-cycles, and almost immediately convert limited natural resources into garbage, after their brief useful service life. Most are not able to be recycled or repurposed, into useful products, or reintroduction / conversion into sustainable materials. The processes and energy that is used to create these products introduces harmful toxins into the environment, drinking and ocean water, and air. Single use plastics pose a major threat to climate change, as they contribute to greenhouse gases at every stage of their life cycle – through fossil fuel resource extraction and transport, refining and manufacture, transport, service life, and disposal, which may be incineration. Plastic film is of particular concern, as more and more materials are irresponsibly discarded into waterways and oceans, harming wildlife and marine

ecosystems, by fouling their locomotion systems (i.e., wings, fins), interrupting airways, or through risks due to ingestion. Many of these materials only breakdown from mechanical processes, or slowly through UV exposure, and may persist in the natural environment for centuries, often breaking into small particles that can often be mistaken by wildlife as food, or inadvertently introduces into the food chain through contact with various organisms. These problems are evident both locally (e.g. in our parks and on our beaches), and globally.

A wholesale shift in human behaviour and product design is required to transition to more sustainable designs that are intended for re-use or can be easily processed without undesirable environmental impacts. In many cases, current community behavioural norms do not support individuals taking more actions to avoid these materials that offer high levels of convenience, but low life cycle environment performance.

According to a report released by the European Commission[1], some single-use items that most commonly present environmental problems include the following materials:

- Plastic shopping bags
- Disposable hot and cold drink cups
- Take-out food containers
- Plastic straws
- Single-use utensils and other foodware accessories

Checkout Bag Regulation Bylaw – Lessons Learned Summary

Notwithstanding the Court of Appeal's decision, the City's experiences introducing the 2018 Checkout Bag Regulation Bylaw demonstrated several valuable lessons that should be applied to the development of any single use materials bylaw. The approach taken to introduce and implement the Checkout Bag Regulation Bylaw followed sequential phases of development with engagement as follows:

- **Analysis** of issues and options
- Initial engagement with select stakeholders
- **Planning** the application of policy tools across materials
- Deep engagement across a broad range of stakeholder groups
- **Development** of the regulation
- Engagement with business stakeholders on the draft bylaw
- **Implementation** of the regulation including education and awareness
- Engagement with stakeholders on issues and compliance
- **Monitoring and enforcement** of compliance and ongoing issues management

A detailed engagement period with key stakeholders and community members was part of the success of the Checkout Bay Regulation Bylaw. This success relied on two main components – detailed engagement with business stakeholders and community-led engagement via advocacy groups that acted as a resource-multiplier for the City. Early engagement with these organizations helped build consensus with their business members and partners around the themes of reusable bags, sustainability and the values of Victorians. This early and sustained engagement reduced churn, confusion and helped shift public behavioural norms and increased stakeholder understanding of potential unintended consequences of the various regulatory models.

[1] A European Strategy for Plastics in a Circular Economy. European Commission, 2018.

Council's clear intentions and direction for a phased-approach also was critical in attracting engagement with national and regional business leaders entered into the discussions with City staff to help shape the local debate and the bylaw content.

In summary, the following elements led to the success of the Checkout Bag Regulation Bylaw implementation in shifting away from materials (that quickly become waste after one or a few uses) with the intent to normalize the use of reusable bags:

- **Common purpose**: City staff, stakeholders and the public reached a shared understanding of purpose.
- **Shared understanding**: Stakeholders aligned around a broad acknowledgement that reusable products are the preferred alternative to single-use items.
- **Strong, sustained engagement**:
    - Respectful and positive communications and engagement were maintained throughout the process.
    - The impacts to businesses were considered and minimized through the inclusion of exceptions and transition provisions in the bylaw.
    - Community helped 'normalize' the issue of single-use plastic bags, for many who had never before considered the problems with these materials.
    - Communications were disseminated to reduce the confusion around the diversity of material alternatives.
- **Clear timelines and phased implementation**: timelines were established for engagement and implementation of the bylaw, with all conditions to be met, after a reasonable transition period. Regulatory requirements were designed to be clear and easy to implement.
- **Education and awareness:** The City provided information and branding to business to allow them to use consistent messaging and rationale.

The checkout bag regulation required significant City senior leadership resources to complete the analysis, legal reviews, lead stakeholder and industry engagement, and complete much of the communications. The process also relied heavily on engagement support from local community advocacy groups to gather important issues and build discourse within the municipality that was material to the final regulation contents. Although the bylaw has been quashed by the Court of Appeal, the regulation has been enthusiastically embraced by both business and customers and continues to be widely followed even though it is no longer legally effective.

The Checkout Bag Regulation Bylaw was enacted as a business regulation and applied solely to businesses providing checkout bags to customers. The proposed single-use materials bylaw would be enacted under the power to regulate, prohibit and impose requirements for the protection of the natural environment. A much broader power allowing the City to regulate not just business operators but also other persons. However, unlike a business regulation bylaw, this bylaw would require provincial approval prior to adoption by the City.

Development of a Single-Use Materials Regulation

Council has adopted strategic objectives/targets for regulating single-use straws, cups and takeaway containers. Council's identified items, plus food-ware accessories and shopping bags, represent many environmental problems when discarded of inappropriately. Many of these items are related to the food-industry, however, large scale improvements will involve a number of other sectors and actors including manufacturers, distributers, retailers, businesses and institutions with cafeterias and food distribution services.

Important considerations when regulating any single-use items include the following:

- The risks and benefits to the environment, economy and society.

- The availability of a convenient, cost effective, reusable alternative material/item.
- The availability of a viable, local compostable/recyclable alternative, if no reusable alternative is available.
- The implications and unintended consequences of different policy tools.
- The timing of policy signals to efficiently and effectively transition the market.
- The readiness of the businesses and community to adopt alternative products and/or behaviours.
- Local government authority.
- Timelines.

Considerations Related to Ongoing Engagement with Victoria Business

The first multi-item, single-use materials workshop was held on July 24, 2019. The session was meant to achieve multiple goals - to communicate the City's objective to reduce single-use items, better understand business strategic and operational considerations, explore the roles of business and the City, and to identify potential strategies. The workshop was attended by 22 local business representatives, primarily from the food service sector. City staff outlined a suite of policy tools and participants provided feedback on the application of each tool to priority single-use items. The policy tools included default reusable standards, pricing mechanisms, bans, reusable alternatives, material restrictions and others.

In summary, business stakeholders indicated that:

- Foam containers and straws could be eliminated in the near-term with minimal impacts to businesses.
- For single use disposable cups, business supported initial interventions such as shifting to a 'by request' model with fees for disposable cups, which was noted to still pose impacts to some businesses.
- Reusable take-out containers are not currently assessed as common/viable to allow for rapid consumer/market shift.

The initial consultation identified that additional engagement is necessary with stakeholders from other sectors. Notwithstanding subsequent engagement with business stakeholders from the food service sector, the following stakeholders have been identified as important to the development of a bylaw to regulate, prohibit and impose requirements related to single-use plastics and other products:

- Accessibility service provides and people with lived experiences;
- Grocery and general retail business sectors;
- Health regulators and the regional health authority;
- Environmental groups; and
- Staff counterparts at the CRD, Provincial and Federal Government.

Market and Community Transition Considerations

The ongoing dialogue with business on the shared priority to minimize single-use materials relies on a combination of regulatory and incentive programs. An important opportunity for the City is to partner with the local food industry, to create pilot program(s) for reusable food containers for takeaway services. Such a program could require procurement, use of City rights-of-way (dispensing equipment), and collaboration across a wide array of health, food, industry, packaging and other representatives. Such programs are considered by the industry to be crucial at this time, to help move trends towards a new standard of reusability, and prove that risks and uncertainties can be adequately treated through such partnership programs. Careful allocation of resources is required to support the different needs of regulatory development, while still making room for more

creative and collaborative change-making in our community. Our local business community has already demonstrated that it is willing and motivated to lead in this space, and requires City support to introduce such programs.

Higher Level of Government Actions

Both the Federal Government and the BC Provincial Governments have active programs for the reduction/elimination of harmful single use materials (mainly plastics). The timelines for implementation remain unclear, but likely to be introduced, at least partially, in the next 2 years. The City is actively collaborating with the Province on the issue, as well as with other key stakeholders in municipal and regional governments. The CRD is also now completing its Solid Waste Management Plan, and is currently embarking on their engagement programs. City efforts to develop a regulation could be considered redundant, if the Province or other government agencies intervene, in the near term.

Summary

As stated in this report, the effectiveness of a checkout bag regulation was a product of the combination of the clarity and effectiveness of the City's intent, communications, engagement, and process. Each of the following options can be done with varying degrees and comprehension in engagement, communications, and analysis. Also stated above, the overall success of the program will depend on the options/issues analysis and planning, taking into consideration all material engagement and industry information. Successfully regulating some materials will rely on market forces, and the viability of alternatives, which varies across each material type. Any regulation should consider the appropriate phasing of any material prohibition, in order to support any required societal and market changes. The regulation would likely include a combination of new tools to reduce or eliminate single use materials, such as requirements for mandatory reporting, reusable alternatives, material pricing, fees, material performance specifications, take-back requirements, and others.

Regulation alone will not likely result in the behaviour and market changes in the timelines desired. Pilot and incentive programs, education and communications tools - will all be required to support a transition away from these types of common materials. City resources required to develop this bylaw are largely the same resources that would be required to develop and implement programs in incentive and pilot programs. Careful selection of how to apply City resources is necessary to achieve the overall objectives of sustainable materials management, and move away from problematic single-use items. The City should also consider the emerging single-use material regulatory actions at the CRD, Provincial and Federal levels, to ensure the most valuable allocation of resources.

OPTIONS AND IMPACTS

Resource Assessment:

Development of a City Regulation: This would involve taking any pertinent existing bylaw information and support documentation from other BC municipalities to help develop our own new, single-use materials regulation. There are several precedents that could be applied to the City of Victoria. Engagement efforts would be scheduled after the initial draft of the bylaw is prepared to better understand contextual implications for the community and local businesses. Overall program timelines would be largely driven by the engagement duration/complexity for periods before, during and after development of the draft regulation. Moving swiftly through the process relies on well-

managed engagement sessions, centred on meaningful materials and options for the stakeholders to consider and discuss.

Process Steps

Phase	Task
Analysis	Review precedents
Development	Research and assemble regulatory and technical analysis data
	Engage stakeholders
	Develop draft regulation and conduct additional engagement
	Council conducts initial Bylaw readings
	Submit for Ministerial approval process followed by adoption
Implementation	Develop and deliver business and community education and awareness materials
Enforcement	Conduct analysis, education and enforcement as required

Existing Staff Resource Impacts:

Based on the experience and insights gained from the Checkout Bag Regulation Bylaw development process staff assess that the development of a bylaw to regulate single-use items will have the following impacts on existing staff resources:

- Project Director: 0.2 FTE
- Departmental Manager: 0.6 FTE
- Waste Specialist: 1.0 FTE
- Communications Support: 0.5 FTE
- Legal Counsel: 0.2 FTE
- Administrative Support (across departments)

Staff recommend that Council consider these impacts alongside proposed actions to advance the zero waste strategy outlined in the November 7, 2019 Committee of the Whole report titled "Zero Waste Strategy – Update and Considerations."

Project Cost Estimate (excluding staff resources): $50,000 (includes communications, marketing, meetings and events)

Timeline Estimate: ~ 12 months to bylaw submission to the Province.

Considerations: This option exceeds current City resources, although progress could be expedited as above, through a combination of consultant support, additional staff, and lower-priority project deferrals.

Impacts to Financial Plan
The financial impact of developing a bylaw to regulate single-use items includes a one-time allocation of $50,000 to support engagement and communications and additional staff resources. Staff recommend that Council consider these requirements in parallel with the zero waste strategy financial implications (subsequent report) as part of the 2021 financial planning process.

Sustainability Considerations
The elimination or reduction of problematic single use items supports environmental performance, and can have both social and economic benefits, due to eliminated waste, human health, aesthetic, tourism, community-pride, affordability and other advantages due to alignment with the values of Victorian's. Loss of convenience and changing social habits is a challenge, and will affect some

people differently, and any program or regulation must also consider issues of affordability and equity.

Accessibility Impact Statement
Some single-use materials are important products that support the health and well-being of persons with disability, and regulation development must include a clear understanding of accessibility matters, to provide benefits where required, and avoid unintended consequences.

CONCLUSION

Council directed that staff report on the process and resource implications of developing a comprehensive bylaw for the protection of the natural environment that would regulate, prohibit, and impose requirements in relation to single-use plastics and other products. Lessons from the development and implementation of the Checkout Bag Regulation Bylaw indicate that significant staff time and resources are required for multiple iterations of analysis and engagement to support the community with any proposed changes. Staff provided several options that contemplate differences in the scope of products and materials covered by a potential regulation.

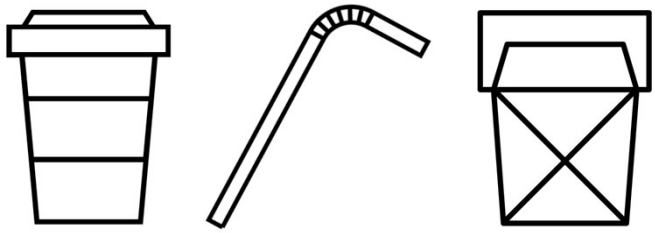
Respectfully submitted,

Fraser Work, Director
Engineering and Public Works

Rory Tooke, Manager
Sustainability, Assets & Support Services
Engineering and Public Works

Report accepted and recommended by the City Manager: Jocelyn Jenkins

Date: Nov 1, 2019



Resource Assessment – Development of a Single-Use Materials Regulation

COTW – November 7, 2019

1

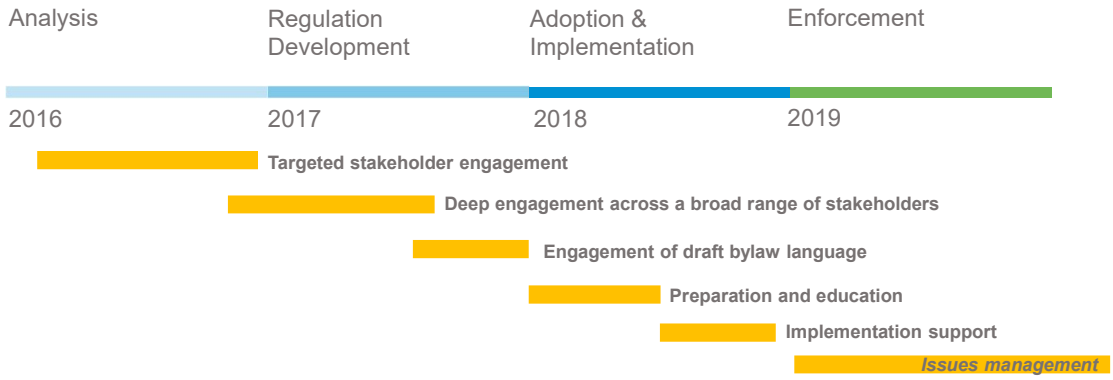
PURPOSE

Provide Council with an assessment of the process and resource implications for developing a comprehensive bylaw to regulate, prohibit and impose requirements in relation to a set of problematic single-use materials that present special environmental risks.

2

Checkout Bag Regulation - Lessons

Engagement



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Single Use Items

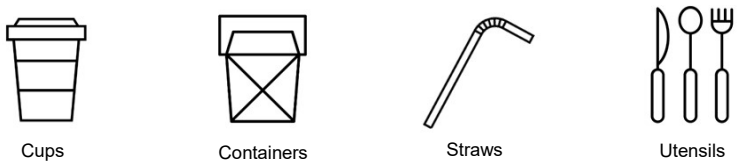
Common Single Use Items with Environmental Impacts*

- Foam products
- Plastic shopping bags
- Disposable hot and cold drink cups
- Take-out food containers
- Plastic straws
- Single use utensils and food-ware accessories (stir sticks)

* A European Strategy for Plastics in a Circular Economy. European Commission, 2018.

4

Policy Tools



By Request

Item Fee

Material Restriction

Require Reusable

5

Single Use Items

Considerations

- Risks/benefits
- Alternatives
- Unintended consequences
- Timing of policy signals
- Business and community readiness
- Municipal authority
- Timelines/capacity

6

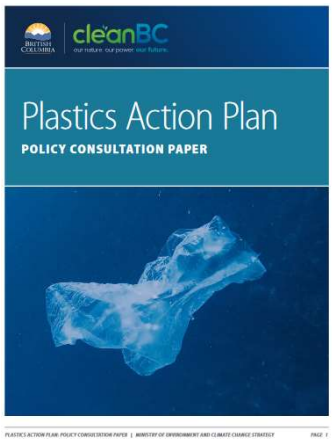
Single Use Items

Elements of Success

- Common purpose
- Shared understanding
- Strong, sustained engagement
- Clear timelines and phased implementation
- Education and awareness

7

Higher Level Government Actions



FEDERAL

- Potential ban on single use plastics as early as 2021
- Exploration of harmful plastics added to list of toxic substances under the Canadian Environmental Protection Act

PROVINCIAL

- Policy Consultation Paper contemplating:
  - Bans on single-use packaging
  - Expansion of producer responsibility
  - Expansion and standardization of deposits
  - Recycled content standards

8

Resource Assessment

Phase	Task
Analysis	Review precedents
Development	Technical research and policy review
	Engage stakeholders
	Develop draft regulation
	Council conducts initial bylaw readings
	Submit for Ministerial approval
Implementation	Business and community education/awareness
Enforcement	As required

Staffing Impacts (existing)

- Project Director: **0.2 FTE**
- Section Manager: **0.6 FTE**
- Specialist: **1.0 FTE**
- Comms Support: **0.5 FTE**
- Legal Counsel: **0.2 FTE**

Above capacity not currently available

Cost estimate

$50,000 (communications)

Timeline

~12 months to Provincial submission

9

RECOMMENDATION

Defer decision on this issue and its resource implication to the 2020 financial planning process.

10

CITY OF VICTORIA

Committee of the Whole Report
For the Meeting of November 7, 2019

To:	Committee of the Whole	**Date:**	November 1, 2019
From:	Fraser Work, Director of Engineering & Public Works		
Subject:	Zero Waste Strategy – Update and Considerations		

RECOMMENDATION

That Council direct staff to:

1. Proceed with the next development phase of the City's Zero Waste Strategy.
2. Advance zero waste priority actions as follows:
    a. Engage with CRD to support the development and implementation of its regional Solid Waste Management Plan and partner with the CRD and community stakeholders to discuss opportunities to advance the following focus areas:
        i. Organics and recycling diversion
        ii. Construction, renovation and demolition materials diversion
        iii. Single use item reductions and guidance on compostable alternatives
        iv. Public education and solid waste management information tools
    b. Initiate a plan to enhance the City's residential collection program with an expressed interest to improve the diversion of organic and recyclable materials.
    c. Develop a plan to introduce or modify the City's bin designs to improve public realm diversion as part of the 2021 financial planning process.
    d. Initiate and report in 2020 on the planning, program and policy considerations for sustainable building demolitions that maximize resource and material recovery, safeguard heritage value, and include affordability, public health, safety, economics, and other sustainability considerations.
    e. Partner with local business and community food industry stakeholders and report back on the planning and resource considerations to implement a 2021 pilot program for reusable takeback food-ware containers.
    f. Consider allocating $200,000 and one new staff resource to the next development phase of the Zero Waste Strategy development and initial implementation actions as per this report as part of the 2020 financial planning process.

EXECUTIVE SUMMARY

Staff are nearing completion of the first development phase of the Zero Waste Strategy. The strategy aims to help the City and the community transition to a future where materials are avoided, reduced and reused instead of disposed in the landfill. The goal of zero waste is an emerging and

increasingly common priority for cities and governments, who have identified the need to take action to eliminate unsustainable trends in materials and waste management. Programs and systems are required to sustainably manage materials across their entire life cycle by keeping them at their highest and best use for as long as possible.

Regional governments, businesses, residents and tourists play important roles in the responsible management of waste. Many local businesses and community members are already embracing zero waste practises that can be leveraged to stimulate collaboration and learning between stakeholders to build capacity and support sustainable change.

The Circular Economy framework establishes a promising opportunity to rethink the way that materials are produced and used across society. The Circular Economy demands that materials stay in use for a long as possible, that waste is "designed out" of materials, and new systems and processes eliminate pollution and regenerate natural capital. This new model is inspiring innovations across all sectors of the economy. Understanding the municipal roles and responsibilities in respect to this emerging system can ensure the City is well positioned to support the local change needed to transition to sustainable waste management.

The first development phase of the Zero Waste Strategy was completed to better understand the source of material generated in the city and their destination to compost, recycling and landfill sites/facilities. This analysis is important to target future engagement to uncover barriers and opportunities, and ultimately develop the strategies that will lead to the elimination of waste. This initial phase included reviews of best-practice municipal zero waste programs and interviews with local waste management stakeholders, operators, processors and other service providers. In addition, staff commissioned an audit of municipally managed street and park waste bins to better understand what materials were being disposed of throughout the city public receptacles. This worked helped to reveal a number of insights and focus areas for targeted engagement and strategy development as follow:

1. There is an opportunity to divert significantly more recyclable and organic material from the regional landfill.
2. More policies and programs are needed to focus on waste avoidance, reduction and reuse.
3. Single use materials and wasted food represent the majority of material disposed across the city's public realm.
4. The total annual waste disposed at the Hartland Landfill remains high despite reductions in per capital disposal, likely due to increased economic and development activity.
5. The city is generating a higher proportion of regional waste than was previously understood due mainly to the city's position as the region's hub for employment, commerce and tourism.
6. The City possesses a range of policy tools and services that complement the CRD's strategies to reduce landfill disposal.
7. The development and implementation of zero waste strategies is best done in partnership with regional stakeholders and the CRD.
8. The City has an opportunity to demonstrate leadership through corporate waste management practises and share lessons with stakeholders.

The next development phase of the Zero Waste Strategy proposes targeted engagement with CRD and community stakeholders to better understand why materials continue to be generated, and escape diversion to compost, recycling and more sustainable outcomes. This understanding will help develop impactful and supported strategies to achieve zero waste. Staff are also

recommending that Council consider an set of actions to enhance municipal waste services to improve diversion and a pilot to support the introduction of reusable food-ware alternatives in 2020.

PURPOSE

The purpose of this report is to provide Council with an update on the development of the Zero Waste Strategy and present an initial suite of implementation actions to advance zero waste.

BACKGROUND

The City of Victoria provides community solid waste[1] management services including residential garbage and kitchen scraps collection, residential yard and garden waste drop-off and seasonal pickup programs, public realm garbage bin collection, downtown tri-bin collection (recycling/organics/landfill), and cigarette butt collection/recycling. The City's waste management mandate has evolved from a historical model that focussed primarily on managing the disposal of garbage to avoid litter to a more modern and sustainable model of stewardship and reduction programs to avoid or manage many different material wastes. New programs introduced by the City aim to treat problematic items that are not being disposed, recycled, composted, or managed sustainably. The City's waste management role as a service provider is enabled by Provincial legislation and its responsibility to reduce landfill disposal is guided by the region's Solid Waste Management Plan.

In late 2017, Council directed staff to initiate work to develop a waste reduction strategy, and approved a new dedicated staff resource in the Engineering and Public Works Department to support strategic waste reduction program initiatives.

In 2018, staff efforts remained focused on supporting businesses and the community with the transition to the changes associated with the Checkout Bag Regulation Bylaw that came into effect on July 1, 2018. In late 2018, the procurement process was initiated to engage a consultant to provide expert advice, guidance, research, and analysis to support City staff in the development of the first phase of the Zero Waste Strategy (i.e. waste reduction strategy).

On March 14, 2019, Council adopted the 2019-2022 Strategic Plan and identified the following actions under the Climate Leadership and Environmental Stewardship Strategic Objectives:

- Develop a Zero Waste Strategy
- Ban plastic straws taking into consideration accessibility needs
- Ban single-use coffee cups, straws and single-use takeout containers (as with plastic bag ban bylaw, determine logical exceptions)
- Implement a robust Zero Waste Strategy

Two new staff positions were created (2-year term) to support priority actions in support of Council's Strategic Plan and Council directed staff to report back on the additional resource requirements and considerations upon completion of the initial development phase of the Zero Waste Strategy.

In October 2019, the Capital Regional District released a draft of its new Solid Waste Management Plan for consultation that includes a regional target to reduce per capita landfill disposal by 33% by 2030 and strategies and action to achieve that goal, many of which require municipal involvement.

[1] In this report, "waste" refers specifically to municipal solid waste as defined in BC's Environmental Management Act to mean refuse that originates from residential, commercial, institutional, demolition, land clearing or construction sources.

A renewed municipal focus on material avoidance and reuse is required to reduce the city's share of the materials disposed at the Hartland Landfill while realizing local environmental, economic and social benefits. In many cases, alternative products and or waste management programs and systems are not yet in place to incent better choices and performance. A mix of carefully planned services, regulations, partnerships, incentives, education and behaviour changes are all required to ensure that valuable materials are not lost to the local landfill as garbage. To be successful, municipal zero waste strategies and actions will need alignment, involvement and support between CRD and local stakeholders.

ISSUES AND ANALYSIS

Defining Zero Waste

Zero waste can be defined as:

"The conservation of all resources by means of responsible production, consumption, reuse, and recovery of products, packaging, and materials without burning and with no discharges to land, water, or air that threaten the environment or human health." (Zero Waste International Alliance)

Sustainable waste management relies on the pollution prevention hierarchy planning tool[2] to guide priority actions and initiatives towards achieving zero waste. The pollution prevention hierarchy establishes a sequential priority for managing waste as follows:

1. **Avoid** – The prevention or avoidance of use of a material or product
2. **Reduce** – The reduction in the consumption or use of a material or product
3. **Reuse** – The reuse of an existing material or product
4. **Recycle** – The recycling a material or product into something new
5. **Dispose** – The disposal or incineration of a material or product

Zero Waste and the Circular Economy

As described above, zero waste is a term used by governments and institutions to establish an ambitious commitment to the complete elimination of waste in society. A new, widely endorsed paradigm called the "circular economy" encompasses not only these concepts of zero waste, but defines the systems and processes that need to be in place to reach it.

A circular economy contrasts the conventional "linear economy" we currently rely on, which extracts resources to create products that are used and then disposed (linear, being "take, make, waste"), and instead seeks to design out waste and pollution, keep products and materials in use, and regenerate natural systems, represented by circular loops of continual reuse to avoid heavy resource extraction[3]. A circular economy requires that materials are retained at their highest value for as long as possible and emphases the prioritization of key processes in both industrial/technological and natural systems (biological cycle) for a product or material as follows (see below):

[2] This tool is referenced in BC's Environmental Management Act and guiding documents for solid waste management planning across the province and the world.

[3] Ellen MacArthur Foundation, available online at: https://www.ellenmacarthurfoundation.org/circular-economy/concept

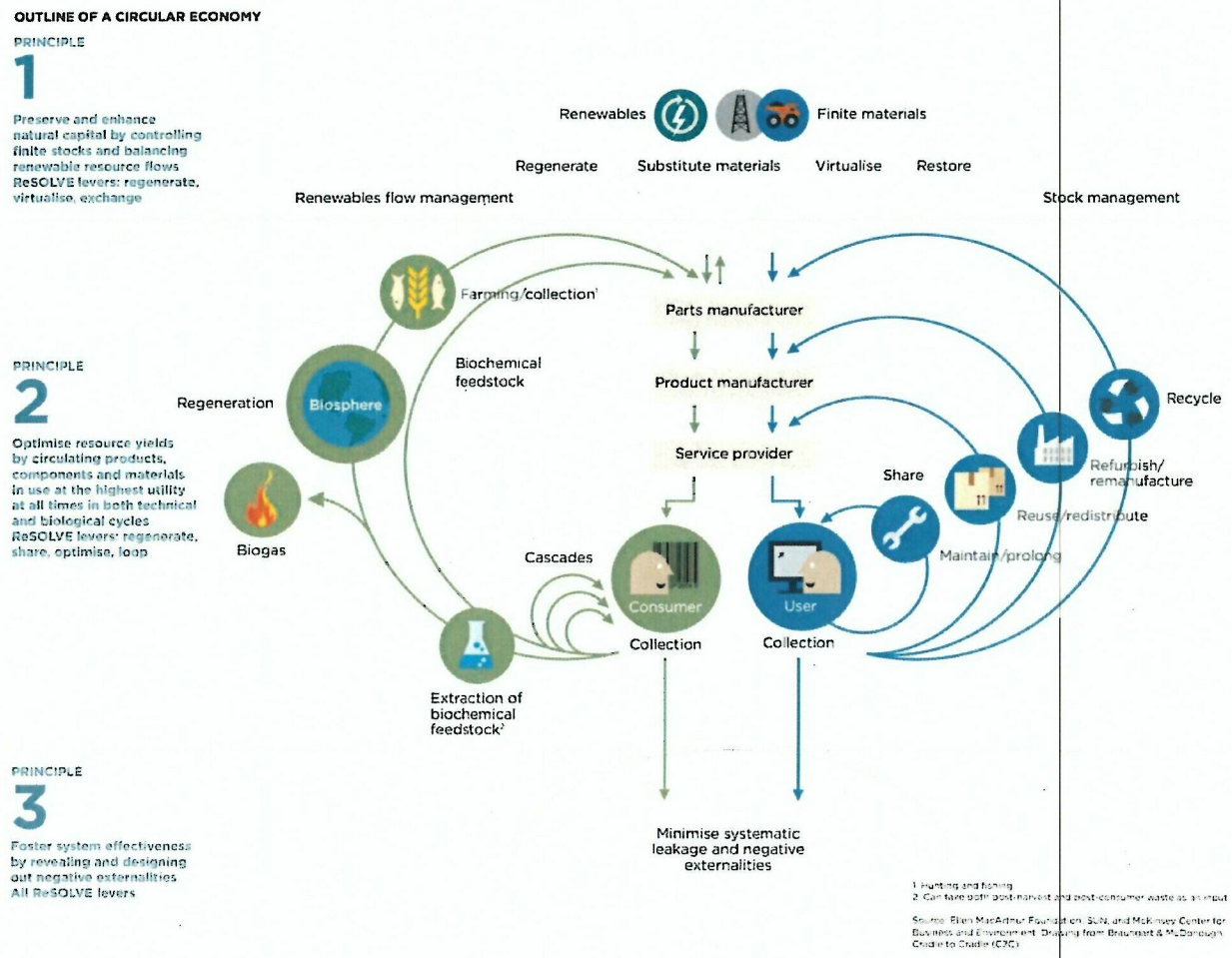


Figure 1. Outline of a Circular Economy that represents the product cycles to maximize the value of resources. The inner circles shown in the diagram represent the processes of priority focus. (Source: Ellen MacArthur Foundation[4])

Government Roles and Responsibilities for Solid Waste Management

Roles and responsibilities for solid waste management exist across all levels of government. A summary of the government legislative context is provided below.

Federal

Constitutionally, solid waste management is a Provincial responsibility, however the Federal Government complements and supports Provincial and local initiatives through:

- Controlling international and interprovincial movements of hazardous waste and hazardous recyclable material.
- Conducting research and providing guidance on best practices to minimize toxic pollution from the management of waste.
- Providing funding for pilot projects, community activities and major infrastructure projects to reduce waste sent to landfills.

[4] Ellen MacArthur Foundation, available online at: https://www.ellenmacarthurfoundation.org/circular-economy/concept/infographic

Provincial

The British Columbia Ministry of Environment and Climate Change Strategy establishes rules for solid waste management through the Environmental Management Act (EMA). The Act sets requirements for landfill operations, establishes recycling regulations for product producers, and defines the role of regional governments for planning and managing municipal solid waste. These key provincial legislative elements are detailed as follows:

Landfill Operations

The province requires landfill operators to meet criteria performance characteristics set out by an Operational Certificate issued by the Ministry of Environment. This certificate sets their requirements for the design, operation, maintenance, and performance of sites or facilities used for the storage, treatment or disposal of waste or recyclable material.

Extended Producer Responsibility

The Province's Recycling Regulation establishes the Extended Producer Responsibility (EPR) program that defines collection and recycling roles and responsibilities for the producers (manufacturers, importers, distributers) of recyclable products. Categories of recyclable products under the EPR program are managed by product stewards, who act as service delivery agents on behalf of producers. Product stewards are required to meet minimum material recovery targets and establish provincially approved plans that set and achieve positive environmental results, offer reasonable and free consumer access to collection facilities or collection services, and demonstrate accountability and transparency (e.g., provide financial statements that are independently audited and publicly available).

The current provincial EPR program covers 18 product categories. Noteworthy categories that are not covered by EPR include collection of packaging and paper products from the commercial sector (the product steward is currently only require to collect from residential and municipal properties), construction and demolition materials and products that are difficult to recycle, such as carpets, textiles, furniture and mattresses.

Regional Solid Waste Management Planning

Regional Districts are required to conduct long term planning for the disposal of solid waste and recyclable materials generated in their regions through the development and implementation of strategies, policies and bylaws. Regional Solid Waste Management Plans (SWMP) require ministerial approval and the Province establishes guidelines for how the plans are to be prepared in consultation with regional stakeholders, including local governments.

Regional

The Environmental Management Act sets requirements that Regional Districts develop plans for the management of municipal solid waste and recyclable materials and grants them authority to regulate these materials using a number of mechanisms including but not limited to landfill material bans, material-specific disposal fees and site/facility licensing.

The Capital Regional District (CRD) is developing a new SWMP to replace the current plan that was adopted in 1994. The new SWMP sets a 2030 target for per capita landfill disposal rate of 250 kg/year, which represents a 33% decrease from the current regional average of 380 kg/year. The

new SWPM introduces a draft set of 15 strategies and 73 actions to achieve this target[5]. The SWMP proposes a number of strategies and actions that require the use of municipal policy tools, services and supports as outlined in the table below.

Table 1. CRD SWMP Proposed Municipal Responsibilities

Municipal Tools	Municipal Actions
Policy	• Develop or amend municipal bylaws and plans to align with the SWMP (e.g. OCP). • Adapt zoning regulations to enable the siting of facilities that support the achievement of zero waste. • Develop requirements/guidelines for source-separation and diversion from residential properties, businesses and events. • Apply procurement models for municipal products and services that support waste diversion. • Introduce requirements for waste plans through business licensing. • Regulate construction, renovation and demolition waste through construction permitting. • Develop and enforce building standards and codes to support end-of-life material recovery from urban development.
Service provision	• Allocate space or resources to reuse and sharing programs. • Incentivize material diversion through municipal service user fees. • Support regional infrastructure through the commitment of municipally collected materials (e.g. kitchen scraps for biofuel facility)
Engagement	• Support the development and dissemination of educational material. • Advocate to provincial and federal governments to make regulatory changes to address local waste management issues.

The CRD's proposed SWMP relies on municipalities to use regulatory powers and authorities not available to the Regional District, to enhance or provide new services, and to amplify regional advocacy, education and outreach activities to support the transition to region's landfill disposal target.

Municipal

Under the EMA the regulatory authority in relation to municipal solid waste rests with Regional Districts rather than municipalities directly. However, municipalities in British Columbia have traditionally used their authority to provide a service under the Community Charter for the purpose of local municipal solid waste management. Common services provided by BC local governments include:

- Residential curbside collection for garbage and organic materials
- Residential recycling collection and/or operating material drop-off depots
- Collection of materials in the public realm through waste bins, street cleaning, litter collection and pickup of illegally dumped items
- Solid waste, recyclable and organics transfer and disposal

[5] CRD Solid Waste Management Plan website, available online at: https://www.crd.bc.ca/docs/default-source/solid-waste-management-plan-2019/strategies.pdf?sfvrsn=8af064cb_6

Municipalities also possess a number of authorities under the Community Charter and Local Government Act that influence the generation of waste including zoning, permitting, business regulation and nuisance regulation.

It is also important to note that solid waste, or certain types of waste materials, can have direct impact on the natural environment. Local governments in British Columbia have shared authority with the provincial government to regulate in this area that, subject to provincial approval, allows municipalities to regulate, prohibit and impose requirements for the protection of the natural environment. The exercise of this power could, in some instances, affect the generation of solid waste in the community.

City of Victoria's Official Community Plan

The community's official direction for solid waste management is established in the City's Official Community Plan (Bylaw No. 12-013), which states that the City is to "support steps for Victoria to move towards a zero net solid waste community in partnership with the Capital Regional District and the private sector" and provides the broad objective that "solid waste [is] managed as [a] closed loop system with optimal levels of recovery and re-use" across different stakeholder groups.

Achieving Zero Waste

Achieving zero waste is an ambitious goal that requires a transformational shift in the materials we use, society's consumption and disposal habits, and the way we manage materials. The City of Vancouver identified a series of factors that influence the creation of waste outside of population growth which were determined to be due to customer convenience and consumer habits of replacement instead of reuse, material blends/composites[6].

Current State of Regional and Local Solid Waste Management

Regional Solid Waste Management

The majority of waste within the region is disposed at the Hartland Landfill, owned and managed as a public asset by the Capital Regional District. In 2018, approximately 160,000 t/year of waste was disposed equating to 380 kg per person. The long term trend in regional landfill disposal demonstrates a decline in per capita waste by 40% over 30 years, but total waste generation remains high as a result of population growth.

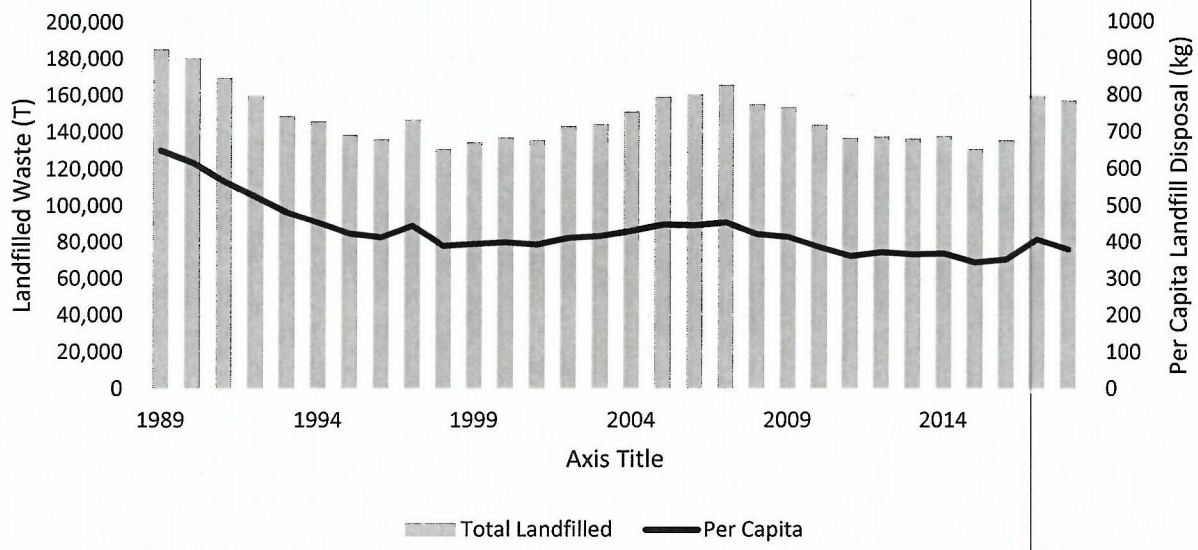


Figure 2. Historic trends in Hartland Landfill disposal. The left axis and grey columns indicate the total annual waste disposed in the landfill while the right axis and black line indicates the per capita disposal rate.

The waste disposed in the Hartland Landfill is made up mainly of materials that could have been diverted. Together, organics, paper and plastics make up more than half of all the material disposed. In addition, approximately 55% of the materials currently being landfilled are composed of biogenic materials that release methane, a potent greenhouse gas, when decomposed in the landfill.

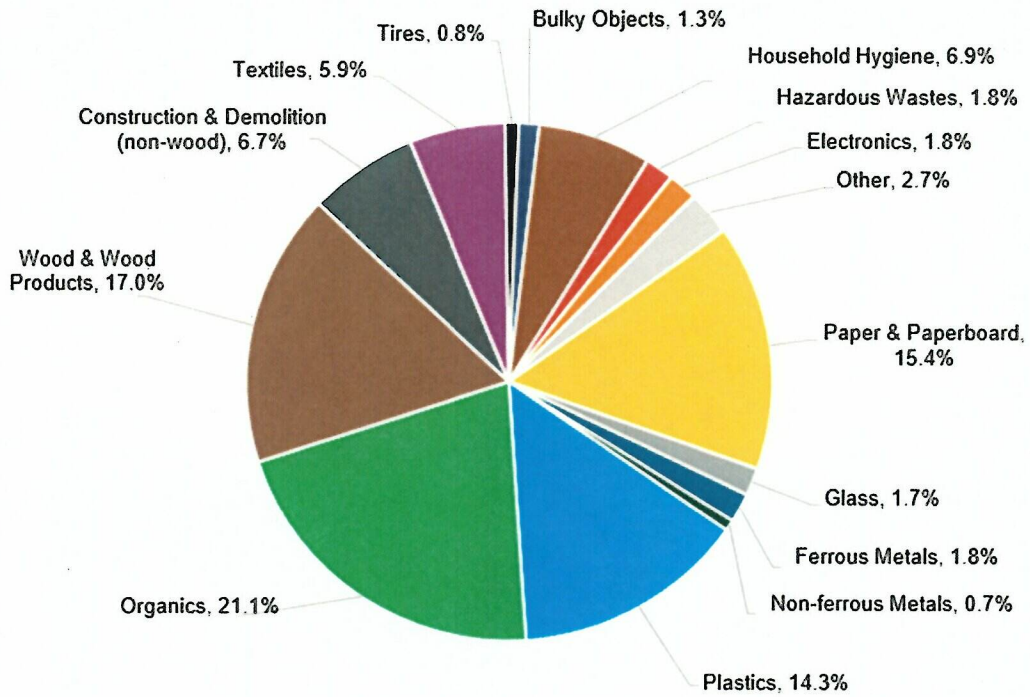


Figure 3. The composition of materials disposed at the Hartland Landfill (2016 Capital Regional District Landfill Waste Composition Study).

The materials disposed at the Hartland Landfill is comprised of the following dominant categories (2016):

- 29,000 t of organic materials (including 16,000 t of avoidable food waste, 11,000 t of unavoidable food waste and 1,800 t of yard and garden waste)

- 23,000 t of wood and wood products (including 14,000 t of treated and painted wood, 2,700 t of wood pallets, and 1,900 t of wood furniture)
- 21,000 t of paper and paperboard (including 7,800 t of soiled compostable paper, 3,200 t of paper packaging, 2,300 t of printed paper and 2,000 t of corrugated cardboard)
- 19,000 t of plastics (including 9,300 t of plastic film and 4,700 t of plastic containers)
- 9,000 t of household hygiene products (including 4,300 t of diaper and 2,600 t pet waste)
- 9,000 t of construction and demolition waste (including 3,200 t of asphalt shingles and 1,600 t of carpet)
- 8,000 t of textiles
- 2,300 t of hazardous waste

Key Takeaways – Baseline Data

Review of the regional and local waste management trends suggests that:

- Total regional landfill disposal remains high despite a reduction in the per capita disposal rate, due to increased population and human activity (development, construction, economic).
- EPR diversion programs coupled with landfill material bans (organics and recyclables) have resulted in significant landfill waste diversion, but still represent a majority of the material being disposed in the landfill.
- The landfill disposal rate has been increasing in the City's residential collection service, potentially due to increased household occupancy, demographic changes and economic conditions.

City of Victoria Solid Waste Management

Solid waste management services in the City of Victoria are provided by both the municipality and the private sector. Private waste hauling companies are contracted by business and multifamily buildings for garbage, recycling and organic materials collection and disposal/diversion services. A range of private transfer stations, recycling drop-off locations and treatment facilities also exist across the city and region.

The City collects approximately 4,100 t of waste per year, which represents roughly 10% of the waste generated across the municipality. This waste is collected through the City's residential service for garbage and kitchen scraps and the public realm bins. The City of Victoria provides the following solid waste and sanitary services:

- Residential collection of garbage and kitchen scraps every two weeks from approximately 14,000 households.
- Curbside residential collection of leaves and branches once a year each.
- Dropoff service for yard and garden waste at the City's Public Works Yard every Saturday (for residential utility ratepayers).
- Public realm sanitation services including the collection of waste from over 1,100 streetscape bins, litter collection, illegally dumped item pickup and disposal, and a cigarette butt recycling program with over 50 canisters located around the city.
- Collection of recycling, organics and garbage from municipal facilities.

With the introduction of a landfill ban on organic material in 2013, the City of Victoria introduced source-separated kitchen scraps collection that helped divert approximately 2,100 t/year of organic material. Organics diversion has stabilized after initial increases during the first three years of the program. Landfill disposal at these residential city-serviced households has increased by

approximately 25% over the past 5 years. This increase may be due to combination of factors, including increased household occupancy, economic activity, consumption and/or renovations.

Downtown Public Realm Multi-Material Bins

Staff are currently implementing a program to introduce newly configured public realm bin designs, with the intent to mitigate the contamination rates between compost, landfill and recyclable streams while reducing operational costs.

Opportunities for a Zero Waste Future

Sustaining and extending the service-life of the Hartland Landfill is a central requirement of regional waste management and requires the involvement of all member municipalities to support the CRD in attaining its waste reduction targets. However, there is a range of additional benefits and opportunities related to achieving zero waste, many of which have a direct impact on the local community as follows:

Table 2. Sustainability Benefits of Zero Waste

Environmental Benefits
• Reduced greenhouse gas emissions from the diversion of organic material • Reduced pollutants from leachate • Reduced upstream ecological damage from resource extraction • Reduced litter throughout the community
Economic Benefits
• Cost avoidance for siting new disposal facilities and services • Sharing and reuse can avoid the cost of (re)purchasing products • New local business opportunities for sharing and reuse • Supports a shift towards a circular economy
Social Benefits
• Community connection and the potential for ongoing education from sharing and reuse programs • Recovering quality products to serve communities in need (e.g. furniture and food recovery)

The Case for a Zero Waste Strategy

Historically, the City of Victoria's solid waste management system has been designed to collect waste materials from across the community and transport them to the Hartland Landfill for disposal. These services and programs developed over time in response to community demand, legislative changes, technological advancements, sustainability awareness and alternative business models.

The CRD has drafted strategies and actions to reduce waste disposal in a new Solid Waste Management Plan. The policy and regulatory tools granted to the CRD enable them to intervene at the point of disposal through landfill bans and tipping fees. To move upwards on the pollution prevention hierarchy (i.e. improve sustainability) requires a focus on waste avoidance and reduction, and reuse. The region shares a need for improved educational and awareness initiatives and the City can play a critical role in applying consistent program and policy tools to enhance the sustainability of municipal waste management.

Victoria is a major source of the waste disposed at the Hartland Landfill. There are also a unique suite of solid waste management considerations for Victoria given its role as the main urban centre

servicing South Vancouver Island. Important sectors and characteristics influencing waste in the city include:

- Centre for regional hotel, tourism and hospitality industry
- Centre of employment (high daytime population)
- Significant number of multifamily buildings
- Light and medium industry
- Densification and development
- Shopping districts
- Busy parks and open spaces

These unique characteristics require careful consideration in designing targeted policies and programs to achieve zero waste.

The City's Zero Waste Strategy is intended to set the priorities and strategies to support the transition to a future where nothing wasted. As there are many materials that are still escaping diversion and recycling programs, and ending up in landfill, it is clear more work is required. A transition upward on the pollution prevention hierarchy is needed to improve the sustainability of the current waste management system. The circular economy also introduces a framework to help prioritize the development of policies, programs and actions that keep materials at their highest value. These new approaches require intelligent planning and allocation of resources to make an impact.

Taking account of the diversity of stakeholders and the unique position of the Victoria in the region the City of Victoria's Zero Waste Strategy shall:

- Demonstrate leadership in corporate waste reduction performance
- Design, implement and manage waste infrastructure, operations and services that promotes a transition to zero waste
- Align with and support the efforts of the CRD to divert waste from the landfill

Zero Waste Strategy Development – Phase 1

The first development phase of the Zero Waste Strategy included a literature survey and scan of municipal best practice in solid waste planning, an analysis of CRD waste totals, an estimate of Victoria's waste sources and destinations, a public realm waste bin material composition study, and planning for the second phase of development.

Scan of Leading Jurisdictions

Zero waste and circular economy frameworks, policies and programs from leading local governments in BC, North America and Europe with similar characteristics as Victoria were reviewed to inform the development of Victoria's Zero Waste Strategy. The following frameworks and planning tools were commonly used to frame and prioritize zero waste actions:

- Pollution Prevention Hierarchy – Leading cities prioritize prevention, reduction and reuse of materials before recycling, recovery and disposal as a best practice to achieve zero waste.

- Circular Economy – Strategies and policies aim to drive towards a circular economy by emphasising reuse, redesign, repair, refurbishment, remanufacturing and recycling to create close-loop systems that minimize the use of resource inputs and the creation of waste, pollution and greenhouse gas emissions.

The following material categories were repeatedly addressed:

- Organics and food
- Construction and demolition waste
- Single-use plastics
- Textiles
- Appliances and furniture
- Electronics

Policies and Programs

A range of policies and programs were discovered each at various stages of development or implementation. They are summarized as follows according to whether they were assessed to represent transformational or incremental changes for the local solid waste management system and whether the impacts were proven or experimental:

Table 3. Example Zero Waste Policies and Programs from Leading Cities.

Transformational Policies and Programs	
Proven	*Experimental*
• Municipal or single-source contracts for solid waste collection services for multifamily buildings • Purchasing policies for municipal products and services that direct the market to incorporate considerations for zero waste and a circular economy	• Partnerships to support textile recycling • Repair programs and services for appliances and electronics • Tax breaks to organizations participating in food redistribution • Financial incentives to support local innovation • Pay as You Throw (PaYT) programs to encourage increased recycling and composting
Incremental Policies and Programs	
Proven	*Experimental*
• Building demolition material diversion requirements • Regulations for unnecessary and problematic single-use items • Building standards that facilitate material reuse and recovery • Regulations for mandatory separation of recycling, organics and landfill waste for all sectors and at events • Development standards for space requirements for recycling, composting and landfill waste bins	• Litter abatement fees for items commonly littered such as cigarettes • Downsizing of waste collection bins/totes • Mobile technology applications that provide sorting tools and drop-off depot and donation locations • Piloting and testing the implications of new technologies and operational models with corporate solid waste programs

Analysis of the Source and Destination of Materials in Victoria

Analysis was completed to provide an initial estimate of the source and destination of materials generated across the city to help understand which stakeholders to partner/engage with as part of the second development phase of the Zero Waste Strategy. Further stakeholder engagement will

help improve the understanding of the issues, processes and systems that support or provide barriers to achieving zero waste over the long term.

Staff's analysis initially focussed on an assessment of the City's portion of regional landfilled waste and where it may have originated. Due to the number of service providers and disparities in data reporting, the exact source and type of waste generated within the city remains uncertain. However, interviews and engagement with local stakeholders identified trends and practices that will help inform strategy engagement in 2020.

In the past, some attempts to define the city's contribution to overall regional waste was done by applying a population factor to estimate proportions. This estimate approach does not account for the waste that is generated in the municipality from the economic, development and tourism activities associated with the city's role as the regional hub.

The concentration of business and economic activity in Victoria is producing a greater share of waste from commercial sources (professional buildings, institutions, etc). This assumption is supported by regional economic statistics that indicate that 40% of the region's jobs are in Victoria. Understanding what types of waste typically emerge from these types of institutions is also helpful to understand waste disposal trends and opportunities for improvement. Taking employee-based waste composition findings from a recent Canadian study[7] of commercial waste composition in Oxford County suggests that office, retail, hospitality and health services are responsible for the majority of commercial sector wastes in Victoria.

More than half of the region's multifamily buildings are located in the Victoria and are estimated to contribute approximately 20% of the total waste generated across the city, which represents a unique opportunity in the region to engage with multifamily property owners and occupants to improve diversion in this sector.

We also know that portions of the waste generated in our community is disposed of elsewhere. Hazardous wastes may be disposed most responsibly outside the region, at processing facilities off the island. There is currently an unclear picture of what types and volumes of waste leave the region, and how that information could help support more sustainable long term material management programs. Interviews with local waste haulers support that a significant portion of the region's construction waste is not accounted for in the CRDs landfill data since it is being disposed outside of the region. The CRD does not currently have the authority to mandate that waste remain in the region. Further analysis and engagement with stakeholders is required to better understand these factors and any opportunities to improve .

Discussions with CRD staff and cruise ship waste service providers helped to identify rough estimates of cruise ship waste sent to Hartland Landfill. Council has also provided direction for staff to liaise with the CRD and GVHA to determine how to best support the avoidance and/or diversion of cruise ship waste. Initial meetings have identified a number of important considerations including regulations, health and safety requirements and environmental considerations that must be carefully managed and understood before alternative options could be considered.

Staff have also been engaging with service providers and industry on the performance of compostable materials, which has identified a clear need to address concerns that compostable plastic cutlery is an increasing problem, since it is not breaking down in the regional processing facility and often intermixed with indistinguishable conventional plastic cutlery. In most cases, these hard plastic compostables are being screened-out of the compost materials and diverted to landfill. The standardization of compostable materials is an increasingly important issue to address, and

[7] Oxford County IC&I Waste Study, 2017

should be progressed in parallel to reusable materials programs, to develop a sustainable mix of alternatives for industry and the public.

These issues demand more conversations and planning with the CRD and local and regional stakeholders to better understand actions already underway and what potential solutions may provide the most attractive mix of sustainable performance. These discussions will be furthered in the next phase of the strategy development.

Public Realm Waste Audit

A study of the composition of material collected throughout the public realm in the City of Victoria was completed in August 2019 to assess future opportunities for improved diversion. The study involved manually sorting the contents of public realm waste bins into over 80 material categories at 45 sample locations across the City including the downtown core, parks and residential areas. The outcomes indicate that single use items and food waste comprise the majority of materials disposed and collected through the City's public realm bins. An extrapolation of the study from these samples across the whole city provides an estimate of daily waste disposal trends:

Table 4. City Public Realm Waste Audit (August 2019).

Material/Product	Daily Collection	
	Kg	Count
Cups (paper/plastic)	330	13,000
Takeout Containers	150	6,300
Straws	30	5,800
Checkout Bags (paper)	30	600
Checkout Bags (plastic)	3	200
Food Waste	550	-
Pet Waste	320	-
Glass	120	-
Household Garbage	280	-
Newsprint/Bound Paper	80	-

Based on this analysis, around 30% of the weight of materials collected from the City's public realm bins is single-use items and packaging or by count 13,000 single use cups and over 12,000 takeout containers and straws are collected in the City's public realm bins each day. This assessment was completed during tourism season and another public bin waste materials audit is also being completed to capture off-seasons trends in disposal rates.

These rates also show approximately half a tonne a day of food waste is disposed in the City's public realm bins instead of being diverted to compost. The rate of contamination and volume of both food and single-use items support the priority development of effective diversion programs and new reusable materials choices throughout the community.

Many residents, tourists, businesses and retailers across have expressed interested or have taken action to reduce single use items. Staff held an initial stakeholder engagement session with the food service sector on single use items the summer to commence the next round of important partnerships and dialogue with businesses stakeholders on waste reduction options and participants articulated the desire to pilot reusable cups and takeout containers.

OPTIONS AND IMPACT

This report outlines the status of the Zero Waste Strategy and recommends initial implementation actions based on the findings to date.

Option 1: Proceed with the remaining work to complete the Zero Waste Strategy, as per the recommendations in this report (***recommended***).

This option represents a set of projects and planning that staff assess as important priorities for zero waste. These actions can be accomplished using the current and planned staffing additions defined through Council's 2019 strategic planning process with one additional staff resource.

This option does not include regulatory programs at this stage due staff's assessment that further planning and pilots are first needed to address infrastructure and program requirements to enable the transition to more sustainable practises and products.

Option 2: Direct staff to implement alternative actions that Council deems higher priority.

Next Steps

The proposed scope of the second development phase of the Zero Waste Strategy includes:

- Closing important information gaps to identify and evaluate potential options to achieve zero waste goals.
- Developing an initial set of metrics and targets for evaluating zero waste performance related to avoidance, reduction and reuse.
- Engaging with key stakeholders to understand and develop the strategies and actions to shift towards zero waste in priority sectors.
- Public engagement on the draft zero waste strategy.
- Ongoing updates on major project milestones with a report back on the Zero Waste Strategy development progress as part of the annual reporting and planning processes.
- Finalization and publication of the Zero Waste Strategy to guide Victoria's transition to zero waste for both the Corporation and the community.

2019 – 2022 Strategic Plan

This program is a direct action, under Strategic Objective 6, Climate Leadership and Environmental Stewardship (2019 action number 1, 2021 action number 16).

Official Community Plan Consistency Statement

Under chapter 11, Solid Waste Management, the City's Official Community Plan provides direction to "support steps for Victoria to move towards a zero net solid waste community in partnership with the Capital Regional District and the private sector" and provides the broad objective that "solid waste [is] managed as [a] closed loop system with optimal levels of recovery and re-use."

Impacts to Financial Plan

A recommended allocation of $200,000 to the second development phase of the Zero Waste Strategy and project implementation as per this report in addition to one additional staff position to support development of the strategy and ongoing implementation estimated at $100,000 per year as part of the 2020 financial planning process.

Accessibility Impact Statement

Waste management services and infrastructure have direct accessibility benefits and potential impacts. Accessibility stakeholders and people with lived experience will be engaged during the subsequent Zero Waste Strategy program development to consider accessibility impacts.

CONCLUSION

The initial development phase of the City's Zero Waste Strategy is nearing completion, which included a literature survey and scan of municipal best practice in solid waste planning, an analysis of city waste totals, and estimate of the types and sources of waste, a public realm waste bin material composition study, and planning for the second phase of development.

Staff have identified targeted materials and stakeholder groups to progress understanding and identify options and actions as part of the second development phase of the strategy including organic and recycling diversion in multifamily and commercial sectors, construction, renovation and demolition materials diversion, single use item reductions and the City's corporate waste management. Proposed actions in 2020 to advance towards zero waste include enhancements to municipal waste services and planning to support waste reduction in the food service sector and construction industry.

Respectfully submitted,

Fraser Work, Director
Engineering and Public Works

for Rory Tooke, Manager
Sustainability, Assets & Support Services
Engineering and Public Works

Report accepted and recommended by the City Manager: Jocelyn Cochrane

Date: Nov 4, 2019

Zero Waste Strategy – Update and Considerations

COTW – November 7, 2019

CITY OF VICTORIA

1

PURPOSE

Provide Council with an update on the development of the Zero Waste Strategy and present an initial suite of implementation actions to advance zero waste.

CITY OF VICTORIA

2

Zero Waste Defined

"The conservation of all resources by means of responsible production, consumption, reuse, and recovery of products, packaging, and materials without burning and with no discharges to land, waste, or air that threaten the environment or human health."
- Zero Waste International Alliance

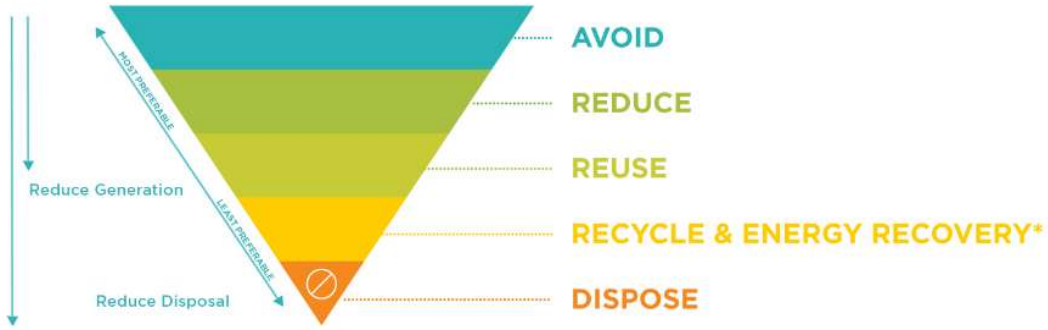


Image Source: Zero Waste 2040. City of Vancouver

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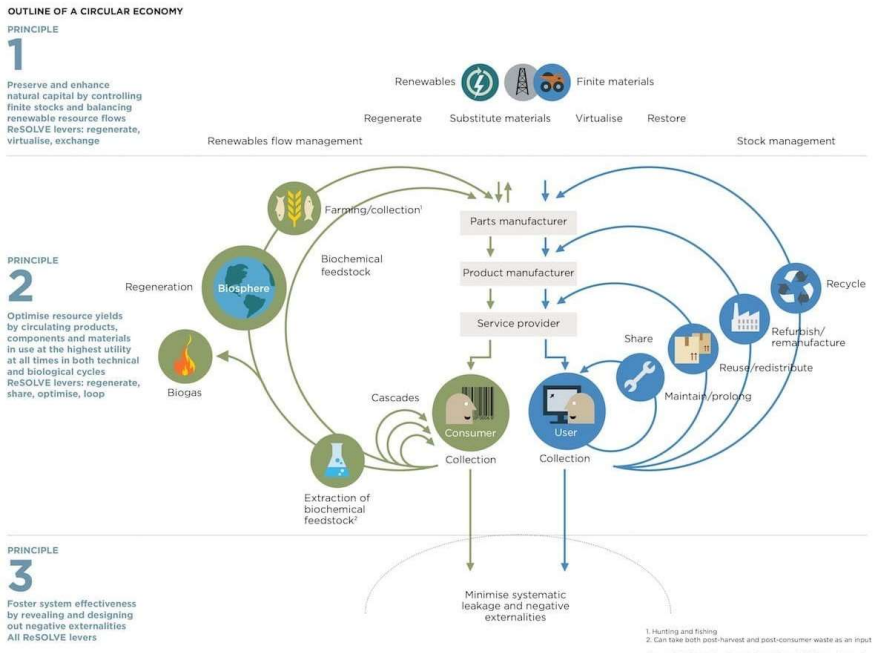

Image Source: Ellen MacArthur Foundation

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Government Roles and Responsibilities

FEDERAL

- hazardous waste movement
- waste management guidance for toxic materials
- infrastructure funding

PROVINCIAL

- landfill operation requirements
- producer recycling responsibility
- regional waste planning requirements

REGIONAL

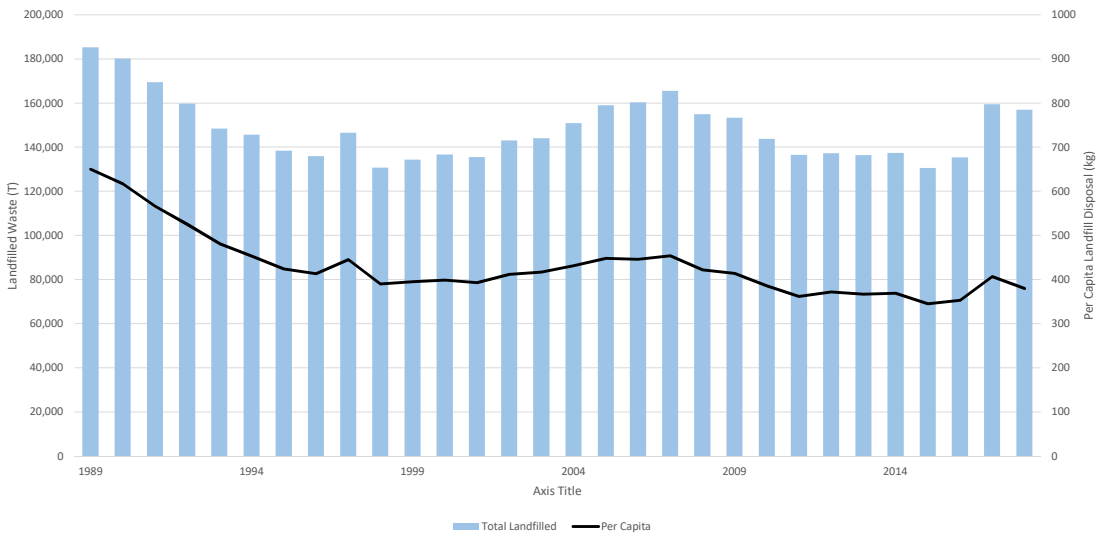
- waste facility operations/licensing
- waste management planning
- plan implementation (various tools)

MUNICIPAL

- service provision
- community considerations (various tools)

5

Regional Waste Trends - Disposal



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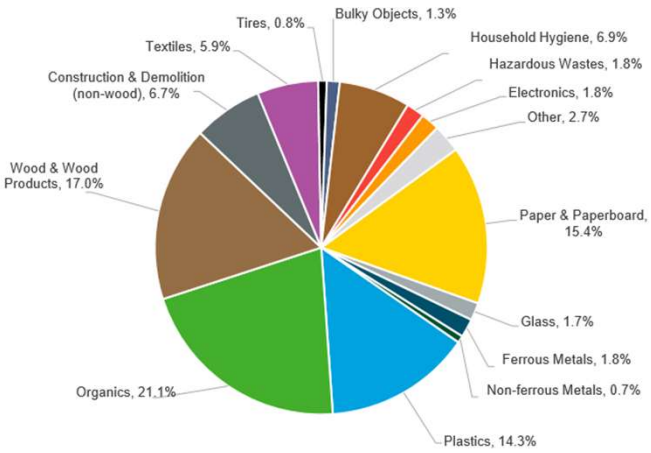
Regional Waste Trends – Material Composition



- **>50% of materials could have been diverted**
- **>50% of materials are composed of biogenic materials that produce methane when landfilled**

7

CRD – Solid Waste Management Plan *(draft)*

Target

- 33% reduction by 2030

Strategies

- 15 strategies and 73 actions

Municipal Opportunities

- Policies
- Services and programs
- Educations and advocacy (shared)

8

City of Victoria Waste Services

- Residential garbage and kitchen scraps collection
- Yard and garden waste drop-off and seasonal pickup
- Public realm bin collection
- Cigarette butt collection/recycling
- Corporate facilities collection/diversion

2020 Pilot Design Concept – City of Vancouver

9

Zero Waste Strategy – Phase 1

Objectives

- Design, implement and manage waste infrastructure, operations and services that promotes a transition to zero waste
- Align with and support the efforts of the CRD to divert waste from the landfill
- Demonstrate leadership in corporate waste reduction

Phase 1 Scope and Analysis

- Literature survey and scan of leading practices
- Estimate Victoria's waste sources and destinations
- Study of materials in public realm bins
- Planning for phase 2

10

Material Source and Destination - Insights

- **Commercial sector** is a significant source of waste generation – Office, Retail, Hospitality and Health Services
- More than 50% of the region's **multifamily buildings** are in Victoria presenting a unique opportunity to engage with property owners and occupants
- Some materials are **exported** out of the region for disposal
- Regulations, health and safety requirements, and environmental considerations need to be understood and managed to improve **cruise ship** waste diversion
- **Compostable plastics** present challenges

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2019 Public Realm Bin Audit *(Summer)*

Material/Product	Daily Collection	
	Kg	Count
Cups	330	13,000
Takeout Containers	150	6,300
Straws	30	5,800
Checkout Bags	30	600
Checkout Bags	3	200
Food Waste	550	-
Pet Waste	320	-
Glass	120	-
Household Garbage	280	-
Newsprint/Bound	80	-

- 25,000 single use items disposed a day in City's bins during tourism season
- ½ tonne of food is being disposed in garbage instead of composted across the public realm

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Zero Waste Strategy – Development Phase 2

- Close key information gaps
- Develop metrics and targets
- Targeted engagement with stakeholders
- Develop strategies and actions
- Public engagement
- Finalize Zero Waste Strategy

13

Zero Waste Strategy – 2020 Implementation Actions

- Engage with CRD on:
  - Organics and recycling diversion
  - Construction waste diversion
  - Single use items
  - Education and information
- Initiate a plan to enhance City's residential waste collection program
- Plan public realm bin design and deployment to improve diversion
- Planning, policy and program considerations for sustainable building demolitions
- Plan on reusable takeback food-ware pilot with businesses

14

RECOMMENDATION

Direct staff to:

1. Proceed with the next development phase of the City's Zero Waste Strategy.

2. Advance zero waste priority actions focused on enhancements to City waste management services and plans to support the sustainability of the food service sector and construction industry.

Consider:

- Allocating $200,000 and one new zero waste staff resource as part of the 2020 financial planning process.

15

Example Policies and Programs

Transformational Policies and Programs	
Proven	*Experimental*
• Municipal or single-source contracts for solid waste collection services for multifamily buildings • Purchasing policies for municipal products and services that direct the market to incorporate considerations for zero waste and a circular economy	• Partnerships to support textile recycling • Repair programs and services for appliances and electronics • Tax breaks to organizations participating in food redistribution • Financial incentives to support local innovation • Pay as You Throw (PaYT) programs to encourage increased recycling and composting
Incremental Policies and Programs	
Proven	*Experimental*
• Building demolition material diversion requirements • Regulations for unnecessary and problematic single-use items • Building standards that facilitate material reuse and recovery • Regulations for mandatory separation of recycling, organics and landfill waste for all sectors and at events • Development standards for space requirements for recycling, composting and landfill waste bins	• Litter abatement fees for items commonly littered such as cigarettes • Downsizing of waste collection bins/totes • Mobile technology applications that provide sorting tools and drop-off depot and donation locations • Piloting and testing the implications of new technologies and operational models with corporate solid waste programs

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Example Takeback Reusable Foodware

GoBox

- App for container checkout and return
- $3.95/month or $21.95/year
- 140 vendors in Portland and San Francisco
- GoBox team collects, cleans, sanitizes and redistributes containers

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Example Deconstruction Services

Unbuilders

- 50 t of material per house
- Deconstruction diverts 95-99% of materials
- 10 t of material salvageable (e.g. finishes, wood)
- 5-8 days longer than demolition
- Tax credits available

Deconstruction

vs

Demolition

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CITY OF VICTORIA

Committee of the Whole Report

For the Meeting of November 7, 2019

To:	Committee of the Whole	**Date:**	October 24, 2019
From:	Chris Coates, City Clerk		
Subject:	Adoption Awareness Month – November 2019		

RECOMMENDATION

That the *Adoption Awareness Month* Proclamation be forwarded to the November 14, 2019 Council meeting for Council's consideration.

EXECUTIVE SUMMARY

Attached as Appendix A is the requested *Adoption Awareness Month* Proclamation. Council has established a policy addressing Proclamation requests. The policy provides for:

- A staff report to Committee of the Whole.
- Each Proclamation request requiring a motion approved at Committee of the Whole prior to forwarding it to Council for their consideration.
- Staff providing Council with a list of Proclamations made in the previous year.
- Council voting on each Proclamation individually.
- Council's consideration of Proclamations is to fulfil a request rather than taking a position.

A list of 2019 Proclamations is provided as Appendix B in accordance with the policy. Consistent with City Policy, Proclamations issued are established as fulfilling a request and does not represent an endorsement of the content of the Proclamation.

Respectfully submitted,

Chris Coates
City Clerk

List of Attachments

- Appendix A: Proclamation "Adoption Awareness Month"
- Appendix B: List of Previously Approved Proclamations

"ADOPTION AWARENESS MONTH"

WHEREAS *Adoptive families provide children with the love and support of a permanent family; and*

WHEREAS *The City of Victoria wishes to recognize the care, compassion and unselfish commitment of British Columbia adoptive families; and*

WHEREAS *There continues to be a need for adoptive families to nurture the growth and development of children, especially those with special needs because of physical, mental or emotional disabilities; and*

WHEREAS *There is a need to remind citizens during this time that there are many children and sibling groups who are waiting for adoption.*

NOW, THEREFORE *I do hereby proclaim the month of November 2019 as* ***"ADOPTION AWARENESS MONTH"*** *on the HOMELANDS of the Lekwungen speaking* ***SONGHEES AND ESQUIMALT PEOPLE*** *in the* ***CITY OF VICTORIA, CAPITAL CITY*** *of the* ***PROVINCE*** *of* ***BRITISH COLUMBIA.***

IN WITNESS WHEREOF*, I hereunto set my hand this November 14th, Two Thousand and Nineteen.*

LISA HELPS
MAYOR
CITY OF VICTORIA
BRITISH COLUMBIA

Sponsored by:
Allie Davison
Adoptive Families Association of BC

Appendix B

Council Meetings	Proclamations
17-Jan-19	BC Aware Days 2019: Be Secure, Be Aware Days - Jan 28 - February 5
31-Jan-19	Eating Disorder Awareness Week - February 1 - 7, 2019 International Development Week - February 3 - 9, 2019
14-Feb-19	Heritage Week 2019 - February 18 - 24, 2019 Rare Disease Day - February 28, 2019
28-Feb-19	Tibet Day - March 10, 2019
14-Mar-19	Purple Day - March 26, 2019 World Kidney Day - March 14, 2019 World Tuberculosis Day - March 26, 2019
28-Mar-19	Sikh Heritage Day - April 14, 2019 Global Meetings Industry Day - April 4, 2019
11-Apr-19	National Organ and Tissue Donation Awareness Week - April 21 - 27, 2019 Human Values Day 2019 - April 24, 2019 Global Love Day - May 1, 2019 National Dental Hygienists Week - April 6 - 12, 2019
25-Apr-19	Child Abuse Prevention Month - April 2019 St. George Day - April 23, 2019 Huntington Disease Awareness Month - May 2019 Falun Dafa Day - May 13, 2019
9-May-19	Apraxia Awareness Day - May 14, 2019 North American Safe Boating Awareness Week - May 18 - 24, 2019 Phones Away Day - May 23, 2019 International Internal Audit Awareness Month - May 2019
23-May-19	Brain Injury Awareness Month - June 2019 Orca Action Month - June 2019 Orca Awareness Month - Southern and Northern Residents - June 2019 Intergenerational Day Canada - June 1, 2019 Pollinator Week - June 17-23, 2019 ALS Awareness Month - June 2019 Myalgic Encephalomyelitis Awareness Day - May 12, 2019 Built Green Day - June 5, 2019
13-Jun-19	Small Business Month - June 2019 International Medical Marijuana Day - June 11, 2019 World Refugee Day - June 20, 2019
27-Jun-19	Pride Week - June 30 - July 7, 2019 Parachute National Injury Prevention Day - July 5, 2019
11-Jul-19	Mexican Heritage Week - July 9 to 14, 2019
25-Jul-19	Clover Point Parkrun Day - August 10, 2019
8-Aug-19	National Polycystic Kidney Disease Awareness Day - September 4, 2019
5-Sep-19	Mitochondrial Disease Awareness Week - September 15-21 2019 Project Serve Day- September 14, 2019 One Day Together - September 7, 2019
12-Sep-19	Manufacturing Month - October, 2019
19-Sep-19	Fire Prevention Week - 6-12 October Small Business Month - October 2019 Performance and Learning Month - September 2019 British Home Child Day - September 28, 2019 World Cerebral Palsy Day - September 19, 2019
3-Oct-19	Waste Reduction Week - 21-27 October 2019 Pregnancy and Infant Loss Awareness Day - 15 October 2019
10-Oct-19	Fair Employment Week - 7-11 October 2019

CITY OF VICTORIA

Committee of the Whole Report

For the Meeting of November 7, 2019

To:	Committee of the Whole	**Date:**	October 24, 2019
From:	Chris Coates, City Clerk		
Subject:	Cities for Life/Cities Against the Death Penalty Day – November 30, 2019		

RECOMMENDATION

That the *Cities for Life/Cities Against the Death Penalty Day* Proclamation be forwarded to the November 14, 2019 Council meeting for Council's consideration.

EXECUTIVE SUMMARY

Attached as Appendix A is the requested *Cities for Life/Cities Against the Death Penalty Day* Proclamation. Council has established a policy addressing Proclamation requests. The policy provides for:

- A staff report to Committee of the Whole.
- Each Proclamation request requiring a motion approved at Committee of the Whole prior to forwarding it to Council for their consideration.
- Staff providing Council with a list of Proclamations made in the previous year.
- Council voting on each Proclamation individually.
- Council's consideration of Proclamations is to fulfil a request rather than taking a position.

A list of 2019 Proclamations is provided as Appendix B in accordance with the policy. Consistent with City Policy, Proclamations issued are established as fulfilling a request and does not represent an endorsement of the content of the Proclamation.

Respectfully submitted,

Chris Coates
City Clerk

List of Attachments

- Appendix A: Proclamation "Cities for Life/Cities Against the Death Penalty Day"
- Appendix B: List of Previously Approved Proclamations

"CITIES FOR LIFE/CITIES AGAINST THE DEATH PENALTY DAY"

WHEREAS *being fully convinced that every community, through the voice of its representatives, can operate as a subject capable of improving the respect for human life and dignity all over the world;and*

WHEREAS *worried for the retention of the inhuman practice of the capitation punishment in many countries of the world;and*

WHEREAS *upon the proposal of the Community of Sant'Egidio, founder of the network of municipalities "Cities for Life / Cities against the Death Penalty", united in Europe and in the world by a common desire to accelerate the end of capital punishment in the juridical and crime codes of countries around the world.*

NOW, THEREFORE *I do hereby proclaim Saturday, November 30th 2019 as* ***"CITIES FOR LIFE/CITIES AGAINST THE DEATH PENALTY DAY"*** *on the HOMELANDS of the Lekwungen speaking* ***SONGHEES AND ESQUIMALT PEOPLE*** *in the* ***CITY OF VICTORIA, CAPITAL CITY*** *of the* ***PROVINCE*** *of* ***BRITISH COLUMBIA.***

IN WITNESS WHEREOF*, I hereunto set my hand this November 14th, Two Thousand and Nineteen.*

LISA HELPS
MAYOR
CITY OF VICTORIA
BRITISH COLUMBIA

Sponsored by:
Prof. Marco Impagliazzo
President
Community of Sant'Egidio

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10-Oct-19	Fair Employment Week - 7-11 October 2019

Council Member Motion
For the Committee of the Whole Meeting of November 7, 2019

To:	Committee of the Whole	**Date:**	November 1, 2019
From:	Sharmarke Dubow		
Subject:	Transit Week Challenge		

BACKGROUND

Public transit is an essential component of thriving, inclusive and sustainable cities.

Research shows that expanding and improving transit service reduces congestion and GHG emissions across the city. It also stimulates economic productivity by enabling more people, especially equity-seeking groups, to access the city's jobs and services. Research also shows that public transit even improves public safety, reducing vehicular and pedestrian accidents. It also stimulates better health outcomes as transit investment is linked with increased rates of walking and cycling in cities. Cities that rely on transit spend less on transportation infrastructure per capita while also stimulating economic activity and increasing local spending.

Transit ridership increases, as research shows, when the service is fast, frequent and reliable. Transit needs to be as convenient or more convenient than personal vehicles. This also means that the user experience of transit is essential. City councillors, transit officials and Victoria Regional Transit Commission members are responsible for providing transit services to Victoria residents. Therefore, they should experience this service firsthand to gain a better understanding of the service quality and the user experience. By walking in the shoes of those who rely on transit to get to work and essential services every day, those responsible will understand what it feels like to wait for a bus that's late or to miss a bus connection that derails your entire trip.

Moreover, it shows the general public that their elected officials care to understand how well their services are provided. It also provides opportunity for Victoria Regional Transit Commission members to personally collect feedback from their constituents who are transit users.

RECOMMENDATIONS

WHEREAS the City of Victoria has declared a climate emergency and wishes to promote the use of low carbon transportation modes, including public transport;

AND WHEREAS it is the responsibility of public officials to lead by example;

And WHEREAS having direct, hands-on experience better equips public officials to make informed decisions regarding services,

THEREFORE be it resolved that the City of Victoria calls on the members of the Victoria Regional Transit Commission and local government and elected officials in capital region to:

1. Commit to using BC Transit services as their sole mode of transportation around the Greater Victoria region for the period of one week.
2. Share their experience with their council, communities and Victoria Regional Transit Commission representative.

Respectfully submitted,

Councillor Sharmarke Dubow

Council Member Motion
For the Committee of the Whole Meeting of November 7, 2019

To:	Committee of the Whole	**Date:**	October 31, 2019
From:	Councillor Loveday and Councillor Isitt		
Subject:	Protecting and Supporting Arts and Cultural Spaces in the City		

BACKGROUND

The City of Victoria adopted the Create Victoria arts and cultural masterplan in 2017. Create Victoria was the result of extensive public consultation with the arts and cultural communities and the broader public. The plan won the 2018 Award of Excellence – Cultural Planning from the Creative City Network of Canada.

Throughout the Create Victoria engagement process, one issue that kept rising to the top was the need for accessible and affordable venues and arts and cultural spaces. There is a clear need for existing arts and cultural spaces to be supported and protected and for the creation of new venues and arts spaces to be cultivated. With partners, the City of Victoria can play an important role in addressing this key issue to our arts and cultural sectors. Council has recently had a few discussions regarding the best approaches to limiting the impact of property taxes and development pressures on cultural spaces. Two motions regarding this issue have been forwarded to the next quarterly update for future consideration and action.

The Create Victoria plan outlines two currently un-actioned items to be undertaken by City staff in this regard, both of which align with actions identified in the City's Strategic Plan 2019-2022. The first is the creation of an Arts Infrastructure Granting Program which arts organizations can leverage to seek investments from higher levels of government. Secondly, Create Victoria calls for the City of Victoria to develop a Cultural Spaces Roadmap to serve as a guide for cultural space planning.

It is important for the City of Victoria to take action now to fight the continued loss of cultural spaces as has occurred in Vancouver and other cities where land values have quickly escalated. Vancouver has perhaps learned the hard way having already lost 100,000 square feet of cultural space between 2014 and 2017. Victoria can look to Vancouver's patterns of growth, land speculation and redevelopment for lessons learned. We are in a strong position to take preventative measures now which will be less costly in the long run.

For this work to be efficient and effective, City efforts should be aligned across departments. Therefore, it is recommended that Council give favourable consideration to the following actions.

RECOMMENDATIONS

That Council:

1. Direct staff to provide an update on implementation of the Create Victoria Master Plan within three months, including Actions Items identified in the Strategic Plan for 2020 and recommendations on providing long-term financial stability for arts and cultural spaces.

2. Allocate $100,000 dollars in the 2020 Financial Plan toward an Arts and Cultural Spaces Reserve Fund.

3. Direct staff to prepare a draft policy governing the allocation of grants from this fund.

4. Authorize a new staff position in the Arts and Culture division, funded from new assessed revenue, to allow enough staff resources to proactively implement the Create Victoria Plan and the Arts and Cultural Spaces Road Map.

5. That Council direct staff to align all work to protect cultural spaces including the work outlined in the Create Victoria arts and cultural masterplan and the Council motions regarding permissive tax exemptions and downzoning cultural facilities to limit property tax burdens and development pressures.

Respectfully submitted,

Councillor Loveday

Councillor Isitt

Attachment:
1. Create Victoria Arts and Culture Master Plan, 2018

create victoria

make your mark

Arts & Culture Master Plan

CITY OF VICTORIA

victoria.ca/create

Vision

Victoria radiates creativity and thrives as a home to creative people and everyday artistic experiences.

Where We Are

The City of Victoria recognizes the Songhees and Esquimalt Nations in whose traditional territories we live and work 'Hay swx qa'.

The City of Victoria has declared 2017 to be a first year of Reconciliation.

Create Victoria will make every effort to take direction from the United Nations Declaration on the Rights of Indigenous Peoples, and it will be guided by recommendations contained in the Truth and Reconciliation Findings and Calls to Action, as well as the findings within the National Narrative on Reconciliation Report from Reconciliation Canada.

Throughout the Create Victoria planning process, the Calls to Action informed our approach, planning perspective and outcomes.

Photo by Mark Gauti

Summary

1

The Create Victoria Arts and Culture Master Plan is based on the results of an eight-month design, assessment and extensive public engagement process.

Create Victoria is the culmination of collecting the input of close to 2,000 individuals including interdepartmental City staff as well as survey data (over 400 submissions). It builds off earlier studies and surveys, and included a series of cultural cafes, pop-up displays, and creative-based engagement activities to capture a broader range of input from the community.

The project team reported at regular intervals to the Arts and Culture Master Plan Advisory Group consisting of members from the arts, culture and heritage community, who provided thoughtful input and feedback.

2

Create Victoria recognizes a shift in Victoria's evolving community cultural identity – one that is both "punk and polite".

A creative ecosystems approach was employed to reach out beyond the arts community to tourism and private sectors, **and bridged culture, technology and entrepreneurship** to capture a wider community conversation.

Create Victoria harnesses the energy from these vital conversations around the evolution of an authentic identity to elevate the City as a destination for creativity, innovation and excellence in the arts.

3

Victoria values artists, cultural practitioners, arts organizations, creative producers, and recognizes their role as central to innovation.

Create Victoria includes a cultural policy that firmly values the role of artists and creativity in our society and is reflected in the Values and Guiding Principles of this plan.

A key influence in innovation over the past few years appears to be the growing culinary, design and emerging artist scene, along with the growing technology sector.

4

Indigenous voices and stories are reflected in planning and the Calls to Action of Truth and Reconciliation are upheld in cultural development.

Reflecting Indigenous heritage in everyday encounters in the public realm, through artistic interventions, presence and traditional storytelling, is essential to valuing and honouring both the tangible and intangible cultural heritage of the Peoples of the Songhees and Esquimalt Nations.

Strategic Priority 3, Telling Our Story, outlines objectives and actions to preserve and conserve inclusive heritage legacies.

5

Optimizes the role of the Arts, Culture and Events Office to meet the demands of, and align with community need.

Culture is at the table at the City of Victoria and a cultural lens is integrated at a strategic level throughout departments. While this is key to effective cultural development, it is essential to be able to respond to the day-to-day needs of the community and in particular, facilitate the 'brokering' of cultural space use.

The Arts, Culture, and Events Office is proposed to be repositioned as a Cultural Hub to 'roll out the red carpet', instead of red tape, and continue to build its collaborative community partnerships.

A number of related key objectives and actions are outlined in Strategic Priority 1 and 2 to support this direction.

6

Invests in cultural capital: our infrastructure and knowledge assets.

There is a continuum of cultural space needs that are addressed through a series of objectives and actions in Strategic Priority 1: Connecting People and Spaces – a major focus area of Create Victoria.

From accessing micro-venues, to brokering cultural space use, to taking initial steps towards a multi-use cultural facility, and the creation of a cultural infrastructure fund, Create Victoria details the next steps in cultural infrastructure investment.

Coupled with this is an emphasis on supporting the development of the knowledge and learning capital of the community in order to further build capacity and create a sustainable creative ecosystem over the long term. Building Cultural Leadership, Strategic Priority 2, outlines the steps to get there in partnership with others.

7

Addresses the need for both private sector and individual philanthropic support to champion artistic excellence and support our growing creative scene.

The City will work in partnership through a series of actions to foster opportunities for both public and private sector support, through direct-funding, match-making and regulatory environment mechanisms.

8

Positions Victoria as a cultural destination by building on its music, festivals and events scene.

Working towards an eventual Cultural Tourism Plan begins with strategies to enhance Victoria's growing recognition as a vibrant, music, festivals and events destination. Telling Our Story, Strategic Priority 3 explains more.

9

Aims to be future-ready by building its Creative Economy.

Victoria aims to lead as a Creative City through innovation, fostering a thriving creative ecosystem, and by integrating creative economy strategies into economic development planning, including a focus on cultural exports, and strategies for the attraction and retention of creative workers. The objectives and actions to support this direction are captured in Strategic Priority 4, Being Future-Ready.

10

Commits to social inclusion, diversity multiculturalism.

"Create Victoria promotes the inclusion of citizens and visitors to participate in arts and cultural life. It celebrates diversity knowing this energizes a vibrant cultural scene and reflects a shared authentic identity" (excerpt from the Cultural Policy Statement.).

Event: Drawing Habitates: Holyoak and Shane

Contents

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8 Introduction

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22 Bold Moves

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Note to Reader:
A Glossary of Terms and Implementation Framework for this plan can be found at: victoria.ca/create.

Introduction

Victoria is home to an incredible mix of artists, designers, performers, entrepreneurs and innovators who contribute to a vibrant arts and culture scene.

Through wide-spread consultation, the City of Victoria has developed Create Victoria, a five-year Arts and Culture Master Plan designed to nurture conditions for creativity to flourish. The plan, supported by a Cultural Policy framework, aligns ideas, people, and resources around a shared vision and a set of strategies, goals, objectives and actions to realize Victoria's full potential.

Culture and creativity are essential aspects for vibrant and sustainable cities. The role of culture in creating healthy, dynamic communities is widely acknowledged and cultural activities such as festivals and public art are vital tools to engage a community and articulate its values.

The culture of creativity the City has shaped through policies and programs contributes to the quality of life by "building community spirit, social cohesion and tolerance" and contributes to the overall sense of place and regional identity (Official Community Plan).

The City of Victoria has an essential role to play in cultural planning, policy development, programs, and grants. It has full and part ownership of the Royal and McPherson theatres, and manages public spaces for arts and cultural activation and events. The City functions as the regional hub for arts and culture and many cultural facilities and spaces reside in the downtown core.

In its cultural services delivery – currently managed by the Arts, Culture and Events Office – the City acts as a key connector to building a 'creative city'.

> **The aim of creative city-making is to think of your City as a living work of art, where citizens can involve and engage themselves in the creation of a transformed place.**

Charles Landry
Creative and the City: Thinking Through the Steps

Background

Performer, Izad Etemadi; Photo by Al Smith

Defining Arts and Culture: What's included?

(See Glossary of Terms in Appendix A)

The City of Victoria's Official Community Plan (OCP) defines culture as practices and values, heritage and place, the arts, diversity and social history.

Within the broader context of culture, "the arts" include visual media (painting, print-making, drawing, sculpture, crafts, pottery and ceramics, photography, film and video), and performing arts (theatre, music, song, dance, and literary arts such as spoken word).

"Cultural industry" is an umbrella term for areas of creative work and cultural production, such as: advertising, architecture and interior design, art and antique markets, artisan crafts, fashion design, industrial design, film and video, performing arts, new media, print media and publishing, radio and television and visual media.

Cultural resources and assets include libraries, museums, galleries, natural and cultural heritage sites and activities, and intangible heritage.

Fig. 1. Adapted from G. Baeker, MDB Insights and the Statistics Canada Framework for Cultural Statistics.

What is Cultural Planning?

The cultural planning process involves looking more closely at its cultural resources and assets. What is working well? What is missing? How can we address our cultural development needs in a strategic way?

Cultural planning begins with examining a community's cultural identity. What are we known for? Is this changing? It embraces what defines a community, and begins with its unique sense of place and identity. It is about **Who We Are and How We Live.**

The arts, heritage, tech sector, health and education can all be part of a vibrant community's cultural identity – and can be unique to each specific city (e.g "A Music City", or "A Surf Town, or "A University town").

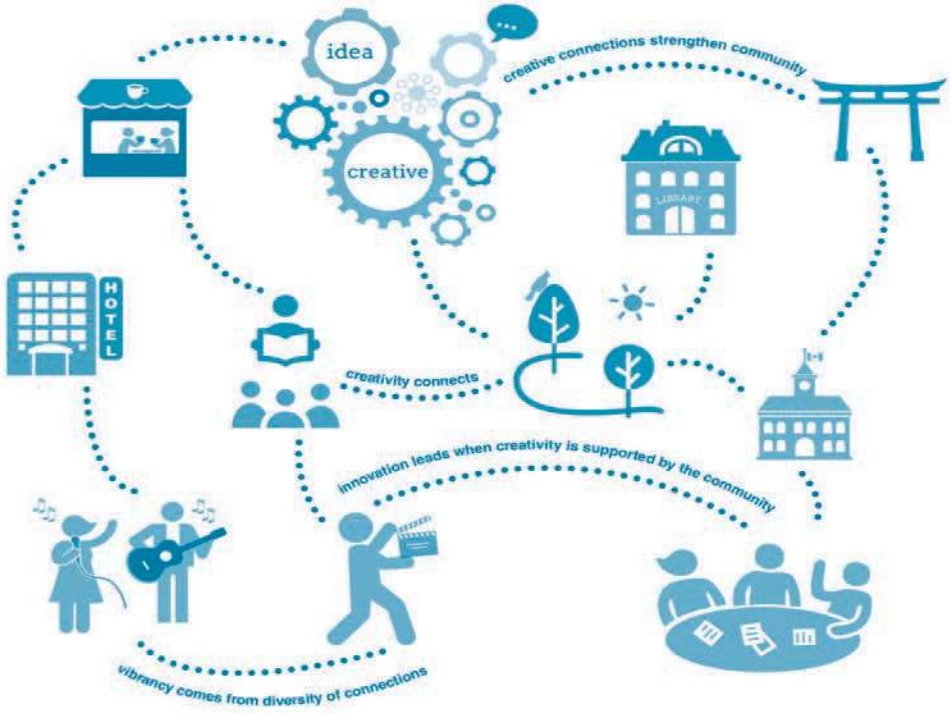
Victoria is a Creative City with an evolving cultural identity and narrative, one that is both "punk and polite".

The resulting cultural plan, **Create Victoria, outlines the strategic direction for advancement as a creative city** – including festivals and events, services, facilities, and programs.

It provides decision-makers, community partners and the public with a tool for setting priorities and assigning roles in a fiscally prudent manner that aligns with the development of our city's identity and interests.

What is a Creative Ecosystem?

Victoria has a rich and diverse creative ecosystem. Each cultural resource plays an important role in shaping the city's arts and culture scene. **A "Creative Ecosystem" is the interconnection of cultural resources in a community**. Facilities, spaces, festivals, makers, artists, designers, arts organizations, tourism and business are all connected to one another and in turn, support the health and vitality of a vibrant, creative city.



> **The City has great bones, and is full of amazing people. What do we want to do with it?**

Cultural Café Participant

Photo by John Carlow Photography

Want to know more?

Our Planning Context Report is a 'backgrounder' offering a review and comparative analysis of global and Canadian best practices, industry trends and other driving forces in the external environment that serve as a backdrop to cultural planning. It includes a summary of the international, national, provincial, Indigenous, regional and local contexts and considerations that will shape Create Victoria.

It also includes an internal assessment of key City documents, policies, and plans, and identifies current information gaps as well as policy linkages.

Victoria's creative sector contributes directly and indirectly to the community's prosperity by generating economic activity, providing employment and making the city attractive to today's knowledge and technology workers.

What do we mean by Creative Economy?

Few sectors of the economy have the potential to transform communities like the creative industries. Not only can they reshape a city's image, but creative industries are well positioned to become magnets for outside talent, and boosting the vibrancy and quality of life from which to provide an economic advantage over competing communities.

Creative industries fuel a 'creative economy' – namely, one driven by ideas, innovation, knowledge, diversity, collaboration and creativity.

This economy encompasses the creative industries in which ideas and intellectual property produce value and generate wealth. It represents a complex collection of industrial, creative and cultural service sectors including design, media, advertising, film, music, performing arts, publishing and interactive software development.

Understanding Cultural Clusters and Hubs

Cultural clusters and hubs are a geographically-defined area where there is a concentration of cultural activity which can include cultural institutions, arts and cultural venues, live-work spaces for artists, cultural businesses and creative industries. These hubs provide opportunities for public participation, the incubation of ideas, networking and cultural production.

Cultural clusters and hubs can help regenerate neighbourhoods or downtown cores to attract new residents and services. The organic, grassroots evolution of naturally-occurring clusters are more successful in the long-run which can also be supported by the City through zoning and land use planning.

MetLAB9, Artwork by Luke Ramsey

Our Process

We asked: **What does a creative city look like?**

Soft-launched at public events in fall 2016 and public engagement activities taking place between January and April 2017, Create Victoria is the culmination of collecting the input of 2,000 individuals including interdepartmental City staff.

The Create Victoria project team began by taking a deeper look at the planning context. What trends are impacting arts and culture? What current practices in cultural planning will best suit our process? What are the jurisdictional and other key considerations that will affect the plan?

An analysis of the major City of Victoria planning initiatives and policies was conducted to identify links to cultural planning and opportunities for alignment with current practices in culture, Indigenous context and heritage policy-making.

Create Victoria builds off earlier studies including the Victoria Arts Scan and the recent survey work conducted for the Capital Regional District Arts Strategy.

An Economic Impact Assessment was conducted to gauge the direct, indirect and induced impacts of the creative sector in the local economy, and will help guide the City's investment.

An updated inventory of City-owned and community-run arts and cultural assets on the ArtsVictoria map was also conducted as part of the engagement process.

Engagement included the integration of creative-based activities throughout the process. The 264-page Engagement Summary Report can be found at: victoria.ca/create and a summary is provided herein.

The project team reported at regular intervals to the Arts and Culture Master Plan Advisory Group consisting of members from the arts, culture and heritage community, who provided thoughtful input and feedback.

Ensuring the delivery of a community-informed cultural policy and plan were key objectives of the Create Victoria engagement process which included three phases.

Phase 1:
Planning and Assessment (September to December 2016)

- Communications planning
- Branding "Create Victoria" – Make your Mark! Help us build a creative city
- Create Victoria interactive wall display, postcard and bookmark
- Community input at pop-up kiosk: Rifflandia, Thinklandia, Fairfield Gonzales Neighbourhood Plan Workshop, Royal BC Museum "Unexpected Conversations" Workshop
- Three Workshops with City staff to identify needs, gaps, strengths and weaknesses and complete cultural scorecard self-assessment of service delivery
- Advisory Group input
- Analysis of input from community and City staff
- Best practices research
- Identify emerging/key themes (Participation and Inclusion; Access and Affordability; Collaboration and Facilitation; Celebration and Promotion; Preservation and Conservation; Innovation)

Phase 2:
Cultural Policy, Vision and Strategy Consultation (January to April 2017)

Focused engagement with key stakeholders and broader community, informed by key themes:

- Targeted meetings and presentations
- Indigenous Artist in Residence info session
- Downtown Residents Association meeting
- "Huddle in the Hub' with Mayor's Task Force on Economic Development and Prosperity
- Maker's workshop information session
- Downtown Victoria Business Association presentation and Q&A
- Create Victoria Start-Up workshop – Culture, Technology and Entrepreneurship to bring together Victoria's innovators, entrepreneurs, performers, designers, artists
- Broad Community engagement launches February 17:
- Over 300 people attend the Cultural Café at City Hall which includes music performances and artist-facilitation
- Range of communication tactics use to promote engagement activities and solicit input
- Cultural Café series includes five discipline-based cafés that combined individual artists, organizations, businesses and leaders
- Online survey and Economic Impact Assessment

Phase 3:
Draft Policy and Plan Consultation (June to September 2017)

- Develop draft plan June to November 2017
- Review and Refinement of draft plan
- Finalize Plan
- Develop Implementation Framework
- Present to Council
- Launch Plan and Framework

Plan Linkages

Cultural Policy

Artwork by Luke Ramsey

Policy Statement:

The City of Victoria is dedicated to fostering a thriving cultural ecosystem where creativity, innovation and artistic excellence can flourish.

It promotes the inclusion of citizens and visitors to participate in arts and cultural life. It celebrates diversity knowing this energizes a vibrant cultural scene and reflects a shared authentic identity.

As the Provincial capital, it is upholding Truth and Reconciliation; preserving its artistic and heritage legacy; animating public spaces; and seizing opportunities for collaborative culture-led economic development.

Create Victoria Purpose and Scope

The Create Victoria Cultural Policy and the Arts and Culture Master Plan demonstrate the values and principles the City of Victoria places on arts and culture for both social and economic benefit.

Together, they will guide Council's decision-making in terms of the allocation of resources, and role definition and actions of the City with respect to cultural development over the next five years.

The Create Victoria Arts and Culture Master Plan represents a 'big picture' overview of the strategic priorities, goals and actions for the community.

Create Victoria acts as a **living document**, and is supported by the annually-updated implementation schedule and budget which outlines: **Recommended Actions, Lead vs Partner Roles and Responsibilities; Timeline; First Steps; and Measurable.**

Careful consideration has been given to related City plans and documents, both internal and external, which inform and complement Create Victoria.

Values and Guiding Principles

The following guiding principles and values will inform the actions and decisions of the City of Victoria in cultural development.

City of Victoria values:

- Artists, creative workers, and cultural practitioners.
- The authentic development and expression of our shared cultural identity in celebrating Who We Are and How We Live.
- The power of the arts in creating and transforming spaces and places through artistic activity, events and festivals.
- The importance of the arts to foster social inclusion and reflect a whole, healthy community. The creative process in all of us, to connect people, challenge people, and communicate ideas.
- The diversity of arts practices and art forms from emerging to professional, and individual to community-based.
- The direct and indirect impacts of the local cultural industry in economic development, tourism, education, neighbourhood development and revitalization projects, and as an essential part of Victoria's attraction and quality of life.

City of Victoria is guided by:

- The Calls to Action in Truth and Reconciliation.
- Forward-thinking and creative purpose.
- Transparency and fairness in its work.
- Flexibility and openness to new ideas and approaches.
- Working in collaboration with others.
- Providing inclusive and engaging experiences for all.

SKAMpede

Role of the City

The City defines its role as a:

- **Promoter and Advocate:** Celebrating arts and cultural initiatives through promotional support to generate arts participation and awareness of the creative sector.
- **Facilitator and Information broker:** Acting as a central resource to provide knowledge, information and connections between artists, creative professionals, businesses and community.
- **Custodian and Host:** Caring for, and developing arts and cultural spaces and facilities by providing, maintaining and activating creative spaces. This includes, but is not limited to:
    - Planner and steward for public art, public realm and urban design.
    - Regulator for the use of public space for events, films and festivals.
    - Manager of outdoor performance spaces.
- **Capacity builder and Supporter:** Working in partnership with other levels of government and organizations in supporting education, training and sector development, encouraging research, data collection and measurement for sustainable arts and culture sector growth.
- **Partner and Stakeholder:** Working with artists, creative professionals, entrepreneurs, businesses, organizations and community groups to support programs and create new opportunities.
- **Funder:** Capital Regional District Arts Development Service, Royal and McPherson Theatres, Greater Victoria Public Library, Heritage and Strategic Planning, and Festival Investment Grants.
- **Owner:** The McPherson Theatre is currently owned by the City and operated by the Royal and McPherson Theatres Society.

The City of Victoria is a major contributor to the CRD Arts Development Service which administers the core funding to many of the professional and emerging arts organizations.

Bold Moves

What is a Bold Move?

A Bold Move is a strategic direction, objective or action that marks a significant step forward in cultural development. Sometimes it can be looking at new ways to solve challenges and issues in a community, or perhaps advancing the conversation, or demonstrating leadership and asking others to come on-board.

1 Invest in and advance real solutions for cultural spaces

There is a continuum of need for cultural spaces. Create Victoria outlines a range of steps to address this broad issue including:

- Implement a Cultural Infrastructure Fund to leverage and attract private and public donations, to encourage cultural leadership and philanthropy.
- Improve existing outdoor performance infrastructure including the Cameron Bandshell and Centennial Square, and opening up Beacon Hill Park to a broader range of festival and events use.
- Create tools to incentivize developers to contribute to cultural spaces through mechanisms such as amenity bonus contributions, tax incentives or subsidies, or allocating proceeds from film tax revenues towards cultural development.

2 Cultural Leadership: Champions Step Up and Join!

The City wants to work towards rolling out the red carpet to enable artist and creative-led opportunities. This requires a significant amount of time and investment, especially in building the capacity of the community.

Bold moves include:

- Reposition the Arts, Culture and Events office as a one-stop shop and go-to resource for the community.
- Increase awareness and understanding of the need for private sector and philanthropic support in the creative community.
- Initiate a Create Victoria Leadership Group to harness the energy of the Create Victoria engagement events and continue to use a creative ecosystems-based approach.

3 We're not only tea, orcas and gardens (and those are great too!)

Victoria is a creative city with an evolving identity and brand narrative.

Victoria seeks to position itself as an exciting and vibrant cultural destination. This can be achieved by aligning with Tourism planning initiatives and welcoming a new generation of creative voices as key elements of Telling our Story.

This marks a Bold Move in the changing story of Who We Are.

4 Capitalizing on the Creative Economy

We are in a new arts era that sees a move away from traditional funding models towards a broader mix of revenue streams for the culture sector.

Individual creators and creative entrepreneurships are poised to expand Victoria's creative economy. By addressing exports, creative worker attraction and retention and seizing opportunities to work with the local technology sector, Victoria can make Bold Moves in becoming a truly recognized home to artists, designers, performers and innovators.

Hyenaz at Pretty Good Not Bad, 2016

Cultural spaces animate and provide places for:

Community engagement, social inclusion and wellness

Sense of place and creative place-making

Create production and employment

Strategic Priorities

The following four strategic priority areas align with the City's cultural vision, values and guiding principles.

Lindsay Delaronde, Indigenous Artist in Residence, ACHoRd

1 Strategic Priority
Connecting People and Spaces

GOAL:
Everyone feels welcome and able to access affordable spaces for creative participation, production and enjoyment.

OBJECTIVE 1.1:
Ensure a distributed model of community art, creative place-making and public art experiences.

ACTIONS

1. **Use parks**, open spaces, community centres and schools, **to act as central creative nodes in neighbourhoods**.
2. Identify opportunities for inclusive, collaborative community arts and **creative-placemaking participation** activities facilitated by artists and other creative practitioners.
   - **a.** Build relationships with community associations and organizations to expand the number and range of creative participation opportunities at the neighbourhood level.
   - **b.** Support opportunities for citizen and neighbourhood-led efforts and community networks to connect with one another, coordinate efforts and scale up creative ideas.
3. In keeping with the Parks and Open Spaces Master Plan incorporate outdoor art projects and programs into the parks and open spaces system through the existing artist-in-residence program.
4. Facilitate creative tool libraries into neighbourhoods or at a designated centralized location.
5. Liaise with School District representatives to identify opportunities for enhancing arts education and involve local arts practitioners in schools.
6. Update the Art in Public Places Policy and expand and modify public art program to include:
   - **a.** Facilitate public art and placemaking requests.
   - **b.** Support continuation of artist opportunities on City capital projects and Artist in Residence program.
   - **c.** Work with Planning Department to implement Visual Victoria and related public art objectives in local area plans.
   - **d.** Encourage temporary public art interventions and pop-up opportunities.
   - **e.** Enable the animation of Victoria's parks and open spaces by developing a permitting process for temporary arts and culture installations and activities (Parks Master Plan).

Key Findings
Space Challenges Include:

Affordability;

Difficult and restrictive regulatory context (e.g. zoning use such as commercial vs. industrial)

Loss of existing spaces due to development; restricted capacity in sector (time, knowledge, skills)

Lack of flexible pop-up spaces and venues for indoor and outdoor events and performances

Improvements needed for existing outdoor performance infrastructure (e.g. Cameron Bandshell, Centennial Square)

Limited facility operational funding, and difficulty in preserving existing spaces and perceived barriers in creating new spaces (e.g. RMTS).

1 Strategic Priority
Connecting People and Spaces

GOAL:
Everyone feels welcome and able to access affordable spaces for creative participation, production and enjoyment.

Continuation of Objective 1.1:

f. Connecting artists with wall/ mural spaces on private buildings.

g. Create and manage a civic interior art collection and provide exhibition opportunities.

h. Improve public art maintenance by creating a reserve fund or increase funding.

i. Develop a memorial and commemorations policy and guidelines.

j. Develop a mural toolkit to assist with facilitating requests and projects.

k. Animate public art collection and intangible cultural assets through tours, workshops, storytelling and other engagement activities;

l. Explore community art funding stream as part of My Great Neighbourhood Grant program.

OBJECTIVE 1.2:
Determine the short, medium, and long-term phasing of cultural space development in new and existing facilities.

ACTIONS

1. Create a Cultural Spaces Roadmap to serve as a guide for phased investment and planning to:

a. Identify and collate the mapping and listing of all City-owned spaces, City-leased spaces, and upcoming or new potential spaces (either repurposed such as industrial zones, and/or renovated spaces; as well as purpose-built venues).

b. Work in partnership with other levels of government towards completing needs assessment and feasibility studies, and secure funding for a purpose built multi-use cultural venue (e.g. Central Library, 28 Bastion Square).

c. Seize opportunities to include creative spaces within existing City infrastructure projects (e.g. Crystal Pool, Library, affordable housing, etc.).

d. Introduce an arts incubator or hub as part of the cultural spaces planning.

2. Optimize City funding allocation towards existing cultural facilities:

a. Address the needs surrounding performance spaces such as the Royal and McPherson Theatres to align with the Cultural Spaces Roadmap and any other planning processes.

b. Support cultural venues in seeking funding from partners and other levels of government.

OBJECTIVE 1.3:

Serve a range of ongoing creative space needs for artistic and creative production, display, enjoyment and participation.

ACTIONS

1. Create a Cultural Infrastructure Fund for both existing and new spaces beginning with a $100,000 investment by the City to leverage and attract private and public donations, with an emphasis on legacy giving, to encourage cultural leadership and philanthropy.
2. Incorporate support infrastructure and amenities at key parks to host special events on a regular basis (Parks and Open Space Master Plan).
3. Expand artsvictoria.ca to allow users to identify unused, underused or available types of cultural spaces as part of ongoing cultural mapping.
4. Integrate within artsvictoria.ca a digitally-based 'match-making' function to link vacant spaces (e.g. empty storefronts or microvenues) with artists and creative practitioners. Link with Spacefinder BC.
5. Create a service role and function within the Arts, Culture and Events Team to oversee cultural space development, project identification, and to act as an intermediary/broker between other City Hall departments, the private sector and partners. *
6. Continue to engage with the creative and cultural community in ongoing dialogue and participation in space needs.

* The cultural spaces role and functions will be responsible for:

- Facilitating agreements with local realtors and property management companies to solve insurance and liability issues for arts groups and organizations to utilize existing venues, unrented and vacant properties for rehearsals, one-off and series of performances, for a possible tax deduction.
- Collaborating with identified stakeholders, and investigating opportunities with commercial property holders to offer cultural spaces in the evening for rehearsals and small-scale performances.
- Overseeing the development of the Cultural Spaces Roadmap (see 1.2). Identifying and protecting existing space for artistic and creative production, especially rehearsal space, micro-venue performance and studio spaces, and centralized or shared arts administration space.
- Identifying and protecting existing space for artistic and creative production, especially rehearsal space, micro-venue performance and studio spaces.
- Exploring a mechanism for allowing house concerts and small spaces to operate without rezoning.
- Liaising with the Royal and McPherson Theatres Society towards achieving the City's goals for accessible performance space and maintained cultural venues.

1 Strategic Priority
Connecting People and Spaces

GOAL:
Everyone feels welcome and able to access affordable spaces for creative participation, production and enjoyment.

7. Create a suite of tools and actions within the regulatory environment to 'reduce the red tape', and address space needs through zoning and bylaw review and amendments, and other regulatory mechanisms including but not limited to:

- Tax incentives or subsidies for creative spaces.
- Developer incentives such as amenity bonus contributions for creating new creative/cultural spaces, including live/work studio spaces.
- Easing permitting functions for special events and festivals in public space.
- Identify opportunities to increase activation of Beacon Hill Park specifically addressing barriers to community use for concerts, events and festivals.

OBJECTIVE 1.4:
Facilitate social inclusion, promote diversity, community wellness and accessibility in cultural spaces.

ACTIONS

1. Identify as part of the Cultural Spaces Roadmap, existing venues and spaces that require modifications for accessibility.

2. Work with the arts and culture community in creating awareness of tools and resources to ensure accessibility standards are met and share the City's accessibility checklist to minimize barriers to audiences.

3. Improve Festival Equipment Loan inventory of accessibility equipment (i.e. cable mats, wheelchair ramps) for events and festivals.

4. Work with the technology community in identifying tech-based solutions to help increase access to the arts.

5. Seek opportunities for family programming with current City-run programs, and where possible, work with stakeholders to mitigate barriers for families to enjoy and participate in cultural programs, events and festivals.

6. Increase funding to Festival Investment Grant Program.

7. Use art as a tool for community wellness and opening up opportunities for marginalized communities through inclusivity initiatives with identified partners.

8. Support distribution of unsold tickets to students, youth and marginalized communities to increase access to cultural events.

9. Align with affordability initiatives by identifying artists and creators as potential applicants for affordability housing.

10. Identify opportunities to address community needs of equity, diversity, and social inclusion and encourage social change arts practices and arts-based strategies for addressing matters of social and civic importance.

11. Create an inter-agency working group to facilitate collaboration between agencies to use arts to address specific civic and community goals.

12. Include artists and cultural organizations in strategic discussions about the future of the city and use art and design to better communicate and deepen understanding of complex policy issues.

13. Increase transparency and access to information about City programs, services and funding programs and identify where equity issues need to be addressed.

14. Support cross-cultural interactions and more inclusive platforms and spaces for engagement with the community.

Culture is at the table. Let's keep it there.

Photo by Landsea Tours

2 Strategic Priority
Building Cultural Leadership

GOAL:
The City demonstrates cultural leadership by collaborating with partners, and supporting and guiding creative initiatives.

OBJECTIVE 2.1:
The Arts, Culture and Events (ACE) Office is the "One-Stop Shop" and first point of contact at City Hall for creative and cultural development requests and assistance. It acts as a "Go-To" resource for the community.

ACTIONS

1. Similar to the Business Hub at City Hall, the Arts, Culture and Events Office will serve as the City's one-stop shop for:

- **a.** Facilitate Arts, Culture and Events related requests.
- **b.** Navigating City Hall and liaising with other departments (e.g. permitting, licensing, zoning/planning).
- **c.** Providing letters of support for outside funding.
- **d.** Sharing knowledge, expertise, and information.
- **e.** Identifing funding opportunities.
- **f.** Listing equipment loans and event resources.
- **g.** Facilitating project initiation.
- **h.** Guiding artists, arts and cultural organizations in training and education programs.

2. Develop a communications strategy to assist artists and organizations in accessing and understanding arts, culture events service, to be supported by:

- An easy-to-access website outlining arts, culture events role and scope of services, resources, and processes.
- Creating simplified arts, culture events processes and streamlined approaches for One-Stop shop responses for items such as murals, festivals, public art, film and other permitting processes.
- Develop a guide to provide information on planning and zoning requirements for creative spaces.

OBJECTIVE 2.2:
Through the Arts, Culture and Events Office, the City welcomes new ways of working together.

ACTIONS

1. It will 'broker' relationships by connecting artists and arts organizations with business and the private sector.

2. It will re-align its cultural portfolio to identify current tasks or functions that could be served by contracting out, or divesting itself of that responsibility.

3. It will continue to serve the community by working at a strategic level within economic development.

4. Keep 'culture at the table', operating at an integrated strategic level within City Hall and encourage departments to integrate creativity into projects (for example embedding artists on project teams and using creative tools for engagement).

We want to ‘roll out the red carpet and cut the red tape’.

5. It will encourage a ‘creative bureaucracy’ where creative thinking, solutions and risk-taking are welcomed.
6. It will support and encourage intergovernmental coordination.
7. It will seek opportunities to hire emerging arts administrators through work placements, internships, and mentorships.
8. It will support a City-wide volunteer program and provide volunteer opportunities through arts, culture and event programs.
9. Where possible, it will seek research projects and learning opportunities through CityStudio Victoria.

OBJECTIVE 2.3:
Continue to lead a creative ecosystems approach to encourage cross pollination among creative sectors.

ACTIONS

1. Initiate a Create Victoria Leadership Group to serve as ambassadors and advisors on implementation.
2. Convene diverse groups of stakeholders to encourage cross pollination of sectors and build networks between industries.

OBJECTIVE 2.4:
Build awareness and understanding for the need of private sector and individual philanthropic support.

ACTIONS

1. In partnership with technology leaders, introduce ‘project pitches’– a centralized local online crowd-funding space where artists, creative entrepreneurs or organizations could post their projects and identified resource needs, and be matched with private donors or funders.
2. Promote ways of giving and explore matched or incentivized giving opportunities.

OBJECTIVE 2.5:
Build community capacity through organizational development and training.

ACTIONS

1. Hold Cultural Forums to provide knowledge-sharing and training to artists, creative entrepreneurs and arts organizations.
2. Share new business models including social enterprise and earned revenue streams with arts and cultural organizations.
3. Hold networking events to bridge conversations between private, individual and non-profit creative practitioners and entities.

3 Strategic Priority
Telling Our Story

GOAL:
Victoria champions and promotes its artistic excellence and creative scene, and continues to preserve and conserve its artistic and heritage legacies.

OBJECTIVE 3.1:
Ensure Indigenous voices and stories are shared and reflected in planning.

ACTIONS

1. Provide opportunities to integrate traditional and contemporary Indigenous culture, identity and language into programming and planning.
2. Provide opportunities for the public to learn about reconciliation and the shared history of Indigenous Peoples and all Canadians, through inclusive dialogue, celebration and performance, as well as creative-placemaking installations.
3. Build and strengthen relationships with Lekwungen people and support the work of City-wide reconciliation initiatives.
4. Seek opportunities to partner with Esquimalt and Songhees Nations on initiatives that acknowledge and celebrate local Coast Salish traditions.
5. Continue to fund Indigenous artist roles and opportunities at the City.
6. Follow Indigenous liaison protocols city-wide.

OBJECTIVE 3.2:
Preserve Victoria's artistic foundation and heritage legacies while welcoming new voices.

ACTIONS

1. Continue to provide core funding towards operational and project support of resident professional and emerging arts and cultural organizations through the CRD Arts Development Service.
2. Implement and align the heritage resources recommendations found in Create Victoria Planning Context Matrix with current City planning iniatives.
3. Identify opportunities for interpreting and sharing Victoria's local history and heritage in all of its forms including:
   - **a.** Develop 'hands on' experiences, interpretive elements, and educational programming that celebrate Victoria's special features, unique character, and natural environment. (Parks and Open Spaces Master Plan)
   - **b.** Expand cultural programming to include heritage programming to improve education and awareness of local history.

OBJECTIVE 3.3:
Develop and implement a comprehensive arts and creativity communications campaign to build audiences.

ACTIONS

1. Work with tech community on leveraging open data for audience development tools and use digital-based strategies for audience development.
2. Enhance the function of ArtsVictoria.ca to create a centralized portal to feature and promote arts, culture and events activities'.
3. Ensure that marketing and branding of Victoria reflect an authentic community cultural identity and its diversity.
4. Work with partners to develop an Arts Pass to encourage residents to participate and explore the cultural life of the city and support the GVPL Cultural Pass Program.

> **Key is for people to pick up the torch in a visible way, and talk about Arts and Culture like we do about heritage preservation.**

Robert Jawl, Cultural Café Participant

OBJECTIVE 3.4:

Build on the growing music scene by positioning Victoria as a Music City.

ACTIONS

1. Develop a Music City Strategy in collaboration with music-related businesses, tourism operators, music organizations and individual artists to:
   - **a.** Create music-friendly and musician-friendly policies.
   - **b.** Align with music tourism and audience development actions of Create Victoria.
   - **c.** Increase access to spaces and places including all-age venues.
   - **d.** Enhance City brand-building and identity.
   - **e.** Align with creative economy objectives.
   - **f.** Further cultural development and artistic growth.
   - **g.** Strengthen community wellness and artistic encounters.
   - **h.** Attract and retain creative talent and investment.
2. Develop a regional Music Advisory Board.

OBJECTIVE 3.5:

With lead partners, the City will seize opportunities to promote arts, culture and heritage into the tourism attraction mix.

ACTIONS

1. Develop an enhanced understanding among tourism stakeholders the value of the arts, culture and heritage as part of the tourism attraction mix (e.g. festivals, events, open studios, cultural tours, etc.), and how a vibrant cultural scene nurtures the development of an authentic cultural identity as part of a shifting community brand.
2. Work towards enhancing cultural tourism marketing of a broader range of cultural attractions.
3. Leverage relevant data from the Create Victoria Economic Impact Assessment and other measures and data sources.
4. Enhance the strategic positioning of festivals and events to align with cultural tourism and music strategy initiatives.
5. Ensure that marketing and branding of Victoria reflect an authentic cultural identity and its diversity.

4 Strategic Priority
Being Future-ready

GOAL:
Victoria leads as a Creative City through innovation in fostering a thriving creative ecosystem.

OBJECTIVE 4.1:
Increase prosperity within the creative community by further integrating creative economy strategies into economic development planning.

ACTIONS

1. Begin by reviewing 'touch points' on creative economy within current economic development planning.
2. Work with data arising from the Create Victoria Economic Impact Assessment to further articulate creative economy strategies.
3. Work towards developing a Creative Worker Attraction Strategy.

OBJECTIVE 4.2:
Create synergies between the tech sector and arts community to generate tech-based solutions.

ACTIONS

1. Work with tech community on live-to-screen options, digital literacy training, interactive arts opportunities, and other digital strategies.
2. Focus on bridging relationships between the video game, film, and design communities with individual artists and creators.
3. Identify partner-based projects for the Canada Council Digital Strategy Fund.

OBJECTIVE 4.3:
Work with creative entrepreneurs on skills development.

ACTION

1. Develop a tool kit for building and managing creative businesses.
2. Encourage and support buy local campaigns.
3. Purchase local artwork for City ceremonies and gifts.
4. Create a micro-loan or matched seed funding program for creative entrepreneurs for small-budget items including, but not limited to: transportation, materials, equipment and space rental.
5. Introduce an arts incubator to accelerate new business ventures.

OBJECTIVE 4.4:
Develop cultural and creative exports to global markets.

ACTION

1. Work with relevant partners in addressing Island challenges and identifying opportunities.

> **For thriving ecosystems of innovation, invest in the creativity of individuals through arts and culture.**

Honourable Mélanie Joly,
Minister of Canadian Heritage

What's Ahead in the New Arts Era:

Shifting life cycle of arts organizations

New approaches to art-making (at odds with funding models)

Rapid scale prototyping to respond to community issues/arts-based interventions and strategies

---

New operating and funding models, such as the Epoch model – arts organizations created for a specific time frame and scope

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Generational considerations: decline in volunteerism and membership based organizations

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Festivals are a leading way for participatory cultural consumption – a shift from passive consumption

---

Digital strategies for creation/production, access/dissemination, marketing/engagement, sales, and asset building; and the new $88.5 million fund from the Canada Council

Acknowledgements

Create Victoria has been the result of ongoing research and participation from many individuals and groups within the City of Victoria located on the traditional territory of the Lekwungen People.

Residents and stakeholders have shaped the Master Plan, and the Create Victoria team is appreciative of all the contributions made by members of the community.

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In appreciation of their guidance, we would also like to thank Acting City Manager Jocelyn Jenkyns, the Arts, Culture and Events team including Artist in Residents Lindsay Delaronde and Luke Ramsey and Engagement staff.

We would also like to thank those directly involved in the creation of the Arts and Culture Master Plan, as represented in the following groups:

Advisory Group
Create Victoria Project Manager: Nichola Reddington, Senior Cultural Planner; Councillor, Jeremy Loveday, Councillor Pamela Madoff, Serena Bhandar, Kate Lackey, Lloyd Fitzsimonds, Eileen Gillette, Doug Jarvis, Janet Munsil, Jenn Neilson, Ian Rye, Martin Segger, Jon Tupper, Elise Wren, Butch Dick, and Randy Joynt.

Arts, Culture and Events Office
Senior Cultural Planners Nichola Reddington, Jeff Day; Arts, Culture & Events Liasions Darb Erickson, Connor Buchanan; and Cultural Programmer Sarah Turner. Other Arts, Culture and Events Office Staff: Festival and Event Technician David McConachie; Clerks Kathy Barlow, Tammy Lata, and Lori Stewart.

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Bridging Culture, Technology and Entrepreneurship, February 16, 2017

Tristan Bacon, Nick Blasko, Renee Crawford, Shane Devereaux, Lloyd Fitzsimonds, Kathleen Gilbert, Doug Jarvis, Rob Jawl, Randy Joynt, Josh Keller, Chris Long, Justin Love, Kerri Milton, Luke Ramsey, Ian Rye, Peter Sandmark, Maureen Sawa and Amanda Wilcox.

Art & Design Culture Café, March 21, 2017
Scott Amos, Cristian Arostegui, Andrew Azzopardi, Caleb Beyers, Rande Cook, Lindsay Delaronde,
Liz Dempsey, Chris Dobell, Toni Hall, Cheryl Henhawke, Derek Jacoby, Michelle Jacques, Doug Jarvis, Pam Lewis, Ali Khan, Evan Lock,
Joey MacDonald, Helen Marzolf, Troy Moth, Russell Papp, Sean Partlow, India Rael, Luke Ramsey, Jennifer Robinson, Ryan Roga, Ahmed Sidky, Nicole Smith, Mitchell Villa, Wendy Welch, and Brianna Wettlaufer.

Literary Culture Café, March 22, 2017

Yvonne Blomer, Taryn Boyd, Dawn Green, Vanessa Herman, Colin Holt, Rose Jang, Holly Lam, Leslee Landlands, Mark Leiren-Young, Ruth Linka, Councillor Jeremy Loveday, Heather Parsons, Kate Pollock, Sean Rodman, Janet Rogers, Linda Rogers, Daniel Scott, Aziza Sealey-Qaylow, Robin Stevenson, Devon Tatton, Lynne Van Luven, Jessica Walker, Moira Walker, Merrie-Ellen Wilcox, Lara Kordic and Andrew Wooldridge.

We would like to thank all those who participated in the many other engagement events, including the more than 70 people who attended the Music and Performing Arts Cultural Cafés and Pop Up engagement events: **Indigenous Artist in Residence Information Session**, January 9, 2017; **Cultural Café at City Hall**, March 4, 2017; **Indigenous Artist in Residence Meet & Greet** on March 4, 2017; the **Events and Festivals Café**, March 6, 2017; and **All That Jazz Pop-Up**, March 18, 2017.

Consultant Team

Patricia Huntsman, Lead Consultant, Patricia Huntsman Culture + Communication; Carly Frey, Managing Director, Nordicity West; Julia Hulbert, Associate, Patricia Huntsman Culture + Communication; and Chad Rickaby, Research Analyst, Nordicity; Kelly Stauffer Design, Graphic Designer.

Commercial Alley Art Gallery 2014.
Artwork by Other (a.k.a. Troy Lovegates)

Culture and creativity are essential aspects for vibrant and sustainable cities.

Luke Ramsey, painting mural

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CITY OF VICTORIA
victoria.ca/create

Council Member Motion
For the Committee of the Whole Meeting of Nov. 7th, 2019

To:	Committee of the Whole	**Date:**	Oct. 31, 2019
From:	Councillor Jeremy Loveday and Councillor Ben Isitt		
Subject:	City of Victoria Input into Provincial Old Growth Strategic Review		

Background:

The City of Victoria has passed a number of resolutions regarding the protection of old growth forests in recent years. These resolutions consistently advocate for the protection of the old growth forests of Vancouver Island, recognizing their vital value for ecology, recreation and low-impact tourism.

The province of BC has recently launched an "Old Growth Strategic Review" public consultation. This review has the potential to shift how the Province manages and protects old growth forests. As part of this consultation, organizations are being asked to provide input by January 31, 2020.

In light of the City's prior advocacy for protection of old growth forests, it is recommended that Council direct staff to prepare a draft written submission for Council's consideration to inform the Provincial Old Growth Forests Strategic Review.

Recommendation:

That Council direct Staff to draft a formal submission to the Provincial government's Old Growth Forests Strategic Review stating the City of Victoria's support for protecting all remaining old growth forests on Vancouver Island, advocating for sustainable management of second-growth forests, and appending previous Council resolutions on this topic.

Respectfully submitted,

Councillor Loveday

Councillor Isitt

Guidelines for Written Submissions

Organizations, professionals, and other interested parties, are invited to email submissions in Word or PDF by January 31, 2020 at 4:00 p.m. to oldgrowthbc@gov.bc.ca. Within the submission, please reference any organization you are affiliated with and where in British Columbia you reside. Written submissions may be posted and could become part of the summary report for this engagement.

Written submissions are encouraged to be as concise as possible.

For your submission to be considered and posted publicly if requested, it must meet the following criteria:

1. Does not contain profanity or is defamatory, threatening, hateful, personally disparaging, harassing, indecent, vulgar, obscene, illegal, immoral or sexually explicit (partially masking profanity or other unacceptable language by substituting asterisks or other symbols into a word is not acceptable if the word remains recognizable);
2. Does not appear to, or does actually, infringe the copyright, trade-mark, right of privacy, right of publicity or any other intellectual property or other proprietary right of any third party;
3. Does not contain information about, or images (e.g., photographs, videos or illustrations) of, any person other than the person submitting the content;
4. Does not advertise any product, person or organization, or directs attention to another website for personal gain;
5. Does not provide links to, or information about, other sites that contain unlawful, objectionable or inappropriate content;
6. Does not makes unproven or unsupported accusations against individuals, groups or organizations;
7. Does not appear to be spam-like messaging, a repeat posting or a template letter writing campaign; and
8. Is not far off-topic.

All submissions will be read and considered as part of the analysis of this project. We reserve the right to decide on whether a submission meets the above criteria and is posted to this web site.

Depending on the volume of submissions received, it may require several weeks to complete the review and post submissions.

https://engage.gov.bc.ca/oldgrowth/

MINUTES – VICTORIA CITY COUNCIL

MEETING OF THURSDAY, JULY 23, 2015, AT 7 P.M.

Protection of Biological Diversity of Walbran Valley

It was moved by Councillor Loveday, seconded by Councillor Isitt, that Council request the Mayor write a letter to the Honourable Steve Thomson Minister of Forests, Lands, and Natural Resource Operations stating support for protecting the Old Growth Forests of Walbran Valley.

Carried Unanimously

MINUTES – VICTORIA CITY COUNCIL

MEETING OF THURSDAY, MARCH 10, 2016, AT 6:30 P.M.

Advocacy for B.C. Natural Lands Acquisition Fund

It was moved by Councillor Isitt, seconded by Councillor Loveday, that the Mayor, on behalf of Council, write to the Provincial Minister of Environment Mary Polak, copying the Premier, expressing the City of Victoria's support for the creation of a BC Natural Lands Acquisition Fund, to provide a stable financial mechanism for the Provincial government to partner with land owners, local governments and community organizations for the conservation of natural areas for biodiversity, recreation and economic development.

Carried Unanimously

MINUTES - VICTORIA CITY COUNCIL

January 31, 2019, 6:30 P.M.

I.1.b.f Resolution: Protection of Old Growth Forests on Vancouver Island

Moved By Councillor Isitt
Seconded By Councillor Loveday

THAT Council endorse the following resolution for consideration at the 2019 annual convention of the Association of Vancouver Island and Coastal Communities, and directs staff to forward this resolution to member local governments requesting favourable consideration and resolutions of support:

Resolution: Protection of Old Growth Forests
Whereas old-growth forest has significant economic, social and environmental value as wildlife habitat, tourism resource, carbon sink, drinking watersheds and much more;

And whereas old-growth forest is increasingly rare on Vancouver Island and current plans on provincial Crown land call for logging the last remaining old-growth forest, outside of protected areas, Old-Growth Management Areas, and similar reserves, over the next 10-20 years;

Therefore be it resolved that the old-growth forest on provincial Crown Land on Vancouver Island be protected from logging, beginning with a moratorium and followed by amendments to the Vancouver Island Land Use Plan;

And be it further resolved that the Provincial government work with First Nations, local communities, labour organizations and industry to pursue a just transition and expanded economic opportunities through sustainable management of second-growth forests and value-added production of forest products.

CARRIED UNANIMOUSLY

Council Member Motion
For the Meeting of November 7, 2019

To: Committee of the Whole **Date:** November 5, 2019

From: Councillor J. Loveday and Councillor S. Potts

Subject: Request to Address Council Policy Waiver – OCP Amendment for Food Bearing, Pollinator, and Native Plant Landscape Design Guidelines

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Background

At the October 24, 2019 Council meeting, Council approved a motion to postpone consideration of the introduction of the proposed Official Community Plan Amendment Bylaw No, 19-079 to November 14, 2019, to enable comments from a member of the public unable to attend council meetings.

The Request to Address Council Policy specifically precludes request to address speakers to address Council on a Land Use Bylaw that has been advanced to this bylaw preparation stage and then on to a public hearing. The reason behind this policy position is to ensure that public access to all submissions is consistently managed and that this access is a foundational piece to ensure a proper public hearing process.

Under the Policy, the only time that an address can occur is before Council considers the COTW recommendation directing staff to prepare the Bylaw and schedule the hearing.
It would require a motion of Council to waive the policy to enable this to occur and is only being brought forward for consideration on a one-time basis, as it is important to maintain the integrity of the City's processes as a standard practice.

In addition, a 2020 Strategic Plan item is receiving video submissions at public hearings. This could serve as an opportunity to have a trial run on that process during a council meeting, again on a one-time basis given that there would be a need for policy around how such submissions would be accommodated on an on-going basis. Another alternative is to have a staff member read the submission aloud during the Request to Address Council section.

Motion:

That Council:

1. Waive the Request to Address Council Policy to permit a presentation to be made prior to the consideration of the OCP Amendment Bylaw for Food-Bearing, Pollinator and Native Plant Landscape Design Guidelines, at the November 14, 2019 Council meeting.

2. That Council approve the submission to be made by video presentation or by being read by City Staff in this instance without the presenter being in attendance.

3. That upon receipt of the submission, staff be directed to include it as part of the official record for the public hearing.

4. That this motion be forwarded to the daytime Council meeting of November 7, 2019 for final consideration.

Respectfully submitted,

Councillor J. Loveday

Councillor S. Potts