



## REVISED AGENDA - SPECIAL COMMITTEE OF THE WHOLE

Tuesday, January 14, 2020, 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

C. READING OF MINUTES

D. UNFINISHED BUSINESS

D.1 2020 Draft Financial Plan

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Link to the [2020 Draft Financial Plan](#)

*Addenda:*

*Attachments from the November 15, 2019 Special Committee of the Whole Meeting:*

Background documents:

- Appendix B - 2020 (Staff) Supplementary Requests
- Amended Appendix C - Strategic Plan Resources Assessment
- Amended Appendix D - Responses to Initial Financial Plan Motions

\*D.2 Proposed Adjustments to the Draft 2020-2024 Financial Plan

67

*Revised on January 13:* *Addenda:*

*Updated to reflect recommended budgetary amounts from the January 10, 2020 meeting:*

- *Revised Appendix A - Updated Consolidated Supplementary Request*

D.2.a **2020 Updated Estimate for New Property Tax Revenue from New Development**

187

*A report providing updated information regarding an updated estimate for new property tax revenue from new development.*

E. LAND USE MATTERS

**F. STAFF REPORTS**

**F.1 Consolidated Supplementary Request Prioritization 189**

*A report providing further information on the consolidated supplementary budget requests.*

**F.2 Summary of Strategic Plan Resource Requirements 193**

Summary of Strategic Plan Resource Requirements

**G. NOTICE OF MOTIONS**

**H. NEW BUSINESS**

**I. ADJOURNMENT OF COMMITTEE OF THE WHOLE**



## **Links to Previous Reports related to the 2020-2024 Financial Planning Process**

### **October 21 – November 15, 2019**

- [2020 Draft Financial Plan Report](#)
- [Greater Victoria Public Library](#)
- [Accessibility Framework – Endorsement and Next steps](#)
- [Resources Assessment – development of a Single-Use Materials Regulation](#)
- [Zero Waste Strategy – Update and Considerations](#)
- [Sustainable Mobility Strategy](#)
- [2019 Climate Action Strategy – Proposed Programs and Initiatives](#)

### **December 5, 2019**

- E.1 - [Proposed Adjustments to the Draft 2020-2024 Draft Financial Plan](#)
- E.2 - [Draft Financial Plan – Public Input Summary](#)
- G.1 - [709/711 Douglas Street \(Previously CityStudio Victoria\)](#)
- I.1 - [Council Member Motion - Briefing on climate Champions Program](#)

\*please refer to item numbers above as these links will direct you only to the meeting not the specific report

### **December 12, 2019**

- [2020 By-Election](#)
- [Council Member Motion – Welcoming City Strategy](#)

## Appendix B

# 2020 Financial Plan

## Supplementary Budget Requests



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## Managing Growth and New Development

### BACKGROUND:

- There has been steady growth in development activity over the past few years.
- Since June 2017, there has been a 33% increase in the number of complex/large scale development proposals either currently being processed or that are in the preliminary planning phases.
- The change in City regulations regarding garden suites has resulted in one staff spending approximately 50% of their time on these files, compared to 80 hours/year was spent on this function in previous years.

### ISSUE TO BE SOLVED:

- The strong development market and streamlined processes, such as the delegated garden suite approval process has increased work loads for staff.

### BENEFITS:

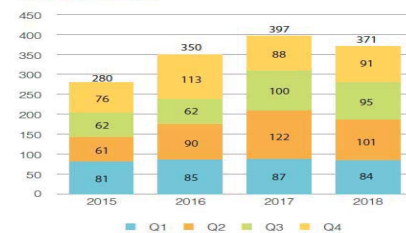
- Additional resources will help with maintaining current service levels.

### 2020 Supplemental Requests

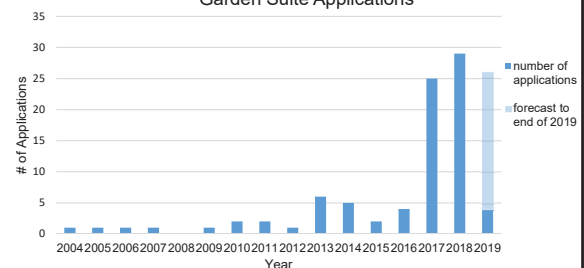
#### Ongoing:

• Secretary - Planning	\$ 72,500
• Secretary - Legislative Services	\$ 80,500
• Planner - Development Services	\$113,500
• Planner - Parks	\$113,500

Total Application Volume



Garden Suite Applications



2

## Strategic Plan Support Services

### BACKGROUND:

- During the 2019 Financial Planning process, Council approved one time funding from 2018 surplus for legal and engagement resources to support the 2019 Strategic Plan Actions.
- Council also directed staff to bring forward resource requirements for legal and engagement services to be considered as part of the 2020 Financial Planning process to support new 2020 Actions.

### ISSUE TO BE SOLVED:

- To address capacity challenges associated with new action items in the Strategic Plan.

### BENEFITS:

- To provide sufficient support resources to line departments to meet the demands of the 2019-2020 Strategic Plan Action items.

### 2020 Supplemental Requests

#### One-Time:

- Resource Requirements for Legal Services \$84,500
- Resource Requirements for Engagement \$75,000

### 2019-2022 Strategic Objectives



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## Short-Term Rentals

### BACKGROUND:

- In 2018, Council adopted a Short-Term Rental Regulation Bylaw and directed enforcement.
- Bylaw services have spent considerable time on compliance and enforcement and investigations are complex.
- Short-Term Rental licenses have increased from 528 in 2018 to 701 to date in 2019.

### ISSUE TO BE SOLVED:

- Continued enforcement of the Short-Term Rental Bylaw and compliance.

### BENEFITS:

- A robust Short-Term Rental program that promotes compliance and an enforcement strategy to identify non-compliant operators.

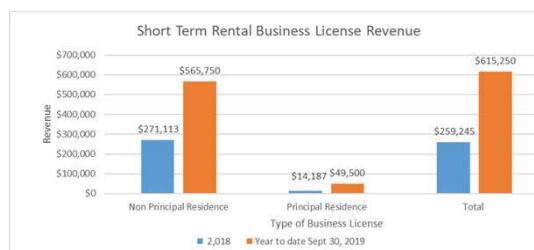
### 2020 Supplemental Requests

#### On-Going:

- Bylaw Position \$73,000
- Bylaw Position \$93,500

\*Could be funded from the Short Term Rental License Revenue

Short Term Rental – Licence Type	Number of Licences
NON-PRINCIPAL RESIDENT - OWNER	353
NON-PRINCIPAL RESIDENT - TENANT	22
PRINCIPAL RESIDENT - OWNER	298
PRINCIPAL RESIDENT - TENANT	28
<b>TOTAL</b>	<b>701</b>



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## Asset Management

### BACKGROUND:

- Victoria owns and manages over \$2 billion in physical assets (i.e. infrastructure) including water, sewage, drainage, transportation, parks, buildings and vehicles.
- The Community Charter states that one of the four purposes of a municipality is to "provide for stewardship of public assets of its community".
- Asset Management is an integrated corporate-wide approach for stewarding existing and new assets in order to maximize their value, reduce risks and provide sustainable levels of service to the community.

### ISSUE TO SOLVE:

- The City requires additional staff capacity to develop, implement, and support the corporate asset management program.

### BENEFITS:

- Staff productivity, streamlined business processes, improved financial reporting and evidence-based decision making are expected to be realized. The ultimate goal of the City's asset management program is to realize sustainable service delivery.



### 2020 Supplemental Requests

#### Ongoing:

- Asset Management Position \$ 89,000



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## Managing Public Spaces

### BACKGROUND:

- The Overnight Sheltering Program responds to demands associated with outdoor sheltering in parks. Costs include extended hours at select washrooms, security patrols and cleaning support in parks.
- As of January 2019, Police no longer provided accompaniment to Bylaw Services for the daily parks and public space patrol.
- Currently there is a janitorial service gap in Centennial Square evenings and weekend.

### ISSUE TO BE SOLVED:

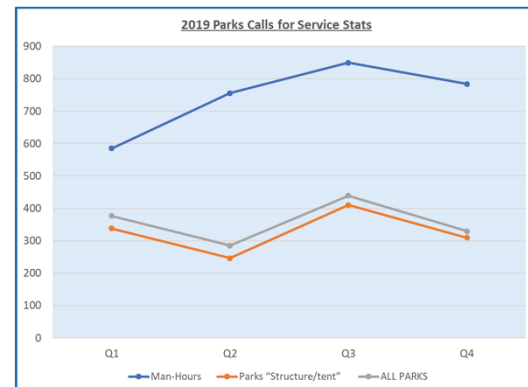
- City bylaw staff perform the parks and public space patrol 7 days a week but now involves two bylaw officers instead of one.
- To allow individuals to interact safely and respectfully in public spaces and to improve the cleanliness of Centennial Square.

### BENEFITS:

- Funding for public space on-going services will reduce risks to the health and safety of those using public spaces, City staff, as well as reduce damage to vegetation and ecosystems.

### 2020 Supplemental Requests On-Going

- Overnight Sheltering – Support & Clean Up \$362,000
- Bylaw Position \$93,500
- Centennial Square \$35,000



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## Health and Safety

### BACKGROUND:

- The City has experienced an increase in the number of Worksafe BC (WSBC) time loss claims since 2017.
- Recent safety investigations have identified key contributing factors and recommended actions to safeguard employees, contractors and the public.

### ISSUE TO BE SOLVED:

- Reduce risk of injury for employees, contractors and the public.
- Implement recommendations to improve safety program including resources, training and hazard/risk assessment.

### BENEFITS:

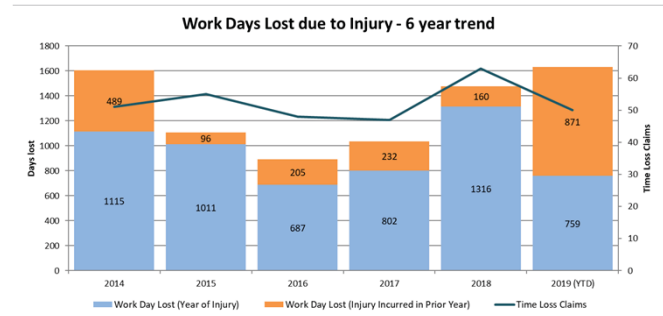
- Additional support for leaders to ensure worker health and safety
- Fewer injury claims will lead to cost savings through lower WCB premiums and lower the cost of replacement staffing.

### 2020 Supplemental Requests

#### Ongoing:

- Health and Safety Position

\$108,000



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## Youth Initiatives

### BACKGROUND:

- A Youth Strategy has been adopted to better engage and include youth in community and local government initiatives.

### ISSUE TO BE SOLVED:

- Support ongoing implementation of the Council approved Youth Strategy, including activities to connect with youth to ensure their voices are part of the conversation about civic issues and decisions that directly affect them.

### BENEFITS:

- Fulfill commitments in the Youth Strategy

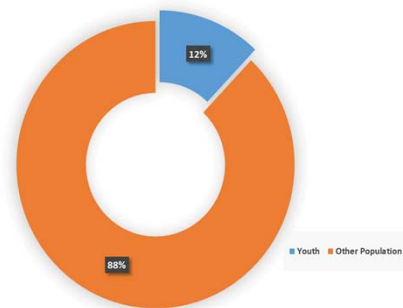
### 2020 Supplemental Requests

#### One Time:

- Youth Program Implementation

\$30,000

**Percentage of Youth (Ages 12 - 24) in the City of Victoria**



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## Tree Care

### BACKGROUND:

- There has been steady growth in development activity over the past few years.
- Any bylaw protected tree that has been removed due to construction is replaced at a 2:1 ratio.
- A young tree takes 5 to 7 years to establish.

### ISSUE TO BE SOLVED:

- When a property owner removes a bylaw protected tree, the capital cost to plant a replacement tree on public land is paid for by the property owner. However, the cost to establish and maintain the tree is not. This cost is currently not funded in the financial plan.

### BENEFITS:

- Additional resources will ensure that young trees planted in 2019 will be established and maintained over the next five years.

### 2020 Supplemental Requests

#### One Time:

- Tree Planting \$140,000



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## Protocol

### BACKGROUND:

- Next year marks the City of Victoria milestone anniversaries with Suzhou, China, Morioka, Japan and Khabarovsk, Russia. The City would like to invite our twin cities to celebrate these relationships on Victoria Day Weekend in May of 2020.

### ISSUE TO BE SOLVED:

- The City requires additional funding for the protocol budget to support the anniversary celebrations.

### BENEFITS:

- Ongoing relationship building while providing and sharing educational, cultural and economic opportunities and experiences.

### 2020 Supplemental Requests

#### One Time:

- Sister City Delegations \$60,000



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# Heritage

## BACKGROUND:

- Community Planning currently has a 0.5 FTE Heritage Planner position.
- This position was upgraded to 1 FTE for a 2-year term. This term is nearing completion and the position will revert back to half time.

## ISSUE TO BE SOLVED:

- It is very challenging to recruit for a half time position specializing in heritage conservation planning. The Senior Heritage Planner in Development Services is devoted to processing heritage-related development applications, heritage designations, TIP applications and acting as staff liaison to Council's Heritage Advisory Panel, with no capacity to work on project-based heritage initiatives.

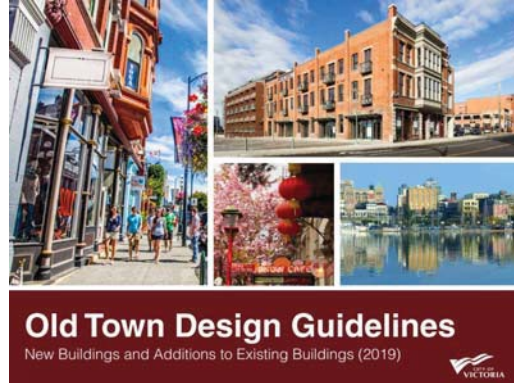
## BENEFITS:

- Upgrading this position to 1 FTE would lead to successful recruitment to support the City's Heritage Program by having one staff person dedicated to advancing citizen-led heritage conservation areas, on-going additions to the Heritage Register, supporting long range planning with heritage conservation considerations and assisting with high application volumes.

## 2020 Supplemental Requests

### On-Going:

- Heritage Position (0.5 FTE) \$50,000



## 2020 Strategic Plan Assessment of Resource Requirements

The following document provides an assessment of human and financial resources required to continue to implement the 2019-2022 Strategic Plan. In cases where additional resources are likely required but unknown at this time, these actions items have been included in this document for tracking and to indicate where for further requests that are anticipated to come forward.

Strategic Plan Objective #1: Good Governance and Civic Engagement			
Topic (Lead Dept)	Actions	Description/Comments	New Resource Requirements
<b>Performance Measurement</b>  (CI)  <b>Note: See related information in Attachment D</b>	Develop a measurement and monitoring program for Strategic Plan Outcomes (2019)  Implement a Measurement and Monitoring process for Strategic Plan Outcomes (2020)	As outlined in a report to the Committee of the Whole on October 17, 2019, this Action requires a new position to undertake research/performance measurement function to assess the outcome measures, as well as develop and implement an on-going process to collect existing data and new data where information is not currently tracked or available. The position will also support the proposed service improvement function and help support expansion of quarterly and annual report measures.  One-time funding is for BC Stats to design and disseminate a new bi-annual Community/Citizen Satisfaction and Wellness Survey, improved Annual Business Survey and introduce a new Employee Work Environment survey for \$100,000 in 2020.	1.0 FTE (\$107,900)   \$100,000 (One-Time)
<b>Public Hearings</b>  (LS)	Allow people to make video submissions to public hearings and requests to address Council (2020)  Hold public hearing only council meetings (2020)	These Action items can be accommodated within existing budget in Legislative Services.	\$0
<b>Lobbyist Registry</b>  (LS)	Create a lobbyist registry (2020)	As approved on July 11, 2019: <i>"That Council direct staff to convene a workshop in the first quarter of 2020 to identify criteria for the proposed lobbyist registry."</i>  Once the scope of the registry is known, funding requirements will be brought forward to Council for consideration if required.	TBD
<b>Community Input Process</b>  (ENGAGE)	Develop and implement processes for convening the community and gathering input on what the community is interested in giving input on - not only engaging when City Hall has a question for the community (2020)	Through the 2019 Financial Plan deliberations, \$5000 was allocated to this action from new assessed revenue. No further funding is required.	\$0



## Attachment C – 2019-2022 Strategic Plan Resource Assessment

Strategic Plan Objective #1: Good Governance and Civic Engagement			
Topic (Lead Dept)	Actions	Description/Comments	New Resource Requirements
<b>Service Delivery Improvement</b>  (CI)  <b>Note: See related information in Attachment D</b>	<p>Improve service delivery through learning and input from frontline city workers (Lean Process). (2020)</p> <p>Welcoming diversity and fostering a spirit of inclusion and equity in everything we do (Council Declaration of Values)</p>	<p>As outlined in a report to the Committee of the Whole on October 17, 2019 this Action requires two positions to undertake a service improvement function, that will also address the implementation of an equity framework, as well as further the Corporate Plan priority of improving interactions with community through on-line, telephone and in person inquires and transactions</p>	<p>2.0 FTE (\$264,200)</p>
<b>Town Halls</b>  (ENGAGE)	<p>Begin holding four town halls per year, one per quarter to engage residents, youth, business, organized labour and other stakeholders, including a quarterly check-in with Council on these topics (2019-2022)</p>	<p>On-going funding of \$12,000 was allocated to town halls in 2019. No further funding required.</p>	<p>\$0</p>
<b>Development Services</b>  (SPCD)  <b>Note: See related Motion in Appendix D</b>	<p>Streamline and make more consistent planning and permitting processes (On-Going)</p> <p>Work with the Songhees and Esquimalt Nations on Economic Development Projects (Objective 2, Action 11 (On-Going))</p> <p>Mandate green shore practices on waterfront development (Objective 6, Action 9 (2020))</p> <p>Increase protection for shoreline areas and Garry Oak ecosystem including the shoreline between Gonzales Bay and Ross Bay and the shoreline along Gorge Waterway (Objective 6, Action 14 (2020))</p>	<p>There are multiple actions that collectively require a new FTE in Sustainable Planning and Community Development to support ongoing development process streamlining, implementation of new regulations to support Climate Action and local area planning goals (green shores and shoreline protection), and creating capacity to facilitate a future development application in Rock Bay by the Songhees and Esquimalt Nations.</p> <p>This position would also support a number of Council priorities outside of this objective, including future improvements to Schedule C (off-street parking regulations), ongoing zoning bylaw improvements and manage emerging issues related to the City's regulatory framework.</p> <p>This work can be accommodated more efficiently and effectively by creating an internal resource rather than piecemeal contracting-out of projects which would also be more costly.</p>	<p>1.0 FTE (\$142,500)</p>

## Attachment C – 2019-2022 Strategic Plan Resource Assessment

Strategic Plan Objective #2: Reconciliation and Indigenous Relations			
Topic	Action	Comments	New Resource Requirements
<b>Reconciliation Training</b> (HR)	Develop and implement an ongoing, mandatory training program for Council and all City staff, and to have the cognitive portion of the training for all City staff and the experiential portion of the training for those interested participants first (2019 – On-going to 2022)	Funding for 2019 training is being funded through a one-time allocation of \$76,350 from surplus. Additional funding required for 2020-2022 is as follows:  2020 - \$136,900 2021 - \$118,700 2022 - \$37,500  Budget includes launching experiential learning in 2020. Experiential learning launch will occur after the appointment of the Indigenous Relations Function and the Indigenous Elders in Residence so we may benefit from their advice.	\$136,900 (One-Time)
<b>Truth and Reconciliation Dialogues</b> (Council-Mayor's Office)	Create the Victoria Reconciliation Dialogues (2019)	Funding required to support the City Family and the Esquimalt and Songhees nations to engage community in the City's reconciliation initiatives to cover costs of outside venues, advertising, catering, honoraria, venues, etc.	\$80,000 (One-Time)
<b>Indigenous Relations Function</b>  <b>Indigenous Elders in Residence</b> (Council)	Establish an Indigenous Relations Function (2020)  Appoint Indigenous Elders in Residence to provide advice on municipal programs, initiatives and operations (2020)	As approved on July 11, 2019:  "That Council consult with the Esquimalt and Songhees Nations as per the direction in the Strategic Plan to get their ideas on what these look like and get that information back no later than October 2020"  Once these discussions have taken place, resource requirements will be included in the Financial Plan discussions.	TBD

Strategic Plan Objective #3: Affordable Housing			
Topic	Action	Comments	New Resource Requirements
<b>Housing Ambassador</b> (SPCD)	Create a Small Scale Housing Ambassador to make it easier for property owners and homeowners to create affordable housing (10 units or less) (2020)	The Small Scale Housing Ambassador would provide additional assistance for small scale developers ("one-time-only" applicants) of housing such as garden suites, secondary suites and conversions by providing enhanced support to better understand the planning, servicing and construction process.	1.0 FTE (\$107,900)
<b>Tenant Housing Ambassador</b> (SPCD)	Create a Tenant Housing Ambassador to make it easier for renters to navigate the Tenant Assistance Policy, Standards of Maintenance Bylaw and other issues (2020)	The Tenant Housing Ambassador could support implementation of the Tenant Assistance Policy and Standards of Maintenance Bylaw. While this position may create redundancies within existing community support services and the Residential Tenancy Branch which holds the legal jurisdiction over residential tenancy in the Province, the City's Tenant Assistance Policy has required significant staff resources to manage. Creating this position would help redirect existing staff resources to implementation of the Victoria Housing Strategy.	1.0 FTE (\$107,900)
<b>Missing Middle Housing</b> (SPCD)	Consider a comprehensive amendment to the Zoning Bylaw to permit all "Missing Middle" housing forms without need for rezoning or development permit. This builds on the 2019 Action "Houseplexes and Townhouses: Undertake a city-wide planning exercise to identify suitable locations for houseplexes and townhouses." (2020)	\$160,000 one-time funding was allocated through Surplus in 2019 for this and other housing related initiatives. No further resources are being requested in 2020.	\$0

Strategic Plan Objective #4: Prosperity and Economic Inclusion			
Topic	Action	Comments	New Resource Requirements
Living Wage Employer Certification (HR)	Apply for certification as a Living Wage Employer (2019)	As approved by Council in February 2019:  <i>"Allocate \$9,000 for 2019 from new assessed revenue and move consideration of balance of funding to the 2020 financial planning process"</i>  No additional funding is required in 2020. The Living Wage will be applied to the City's contracts for security services when they expire and are retendered in 2021.	\$0
Industrial Zones (SPCD)	Talk with industrial landowners, managers, users, about industrial land – its use, zoning, taxation, etc. – review industrial land use and values every 5 years. Development of new zones will be completed using existing staff resources as part of current work program (2020)	New zoning regulations will be prepared for the Rock Bay area. This initiative is part of on-going implementation of the Downtown Core Area Plan and the Burnside Gorge Neighbourhood Plan. The development of new industrial zones will include engagement and consultation with industrial land owners and businesses, as well as BC Assessment to better understand the potential impacts updated zoning will have on land values.  This work can be undertaken within existing budget.	\$0
"Pop-Up" Businesses and Art Exhibits (BCR)	Create a program to encourage "pop-up" businesses and art exhibits in vacant retail and office space (2020)	There is a need to determine the City's role in this initiative. Due to the regulatory environment and risk associated with occupying private spaces (insurance, logistics etc.), it may be preferable that the DVBA or other entity assume overall coordination and management with the City playing a facilitation role (connecting building owners, lease agents and interested artists), with the organizing body.	Up to \$50,000 (On-Going)
Development Summit (SPCD)	Hold an Annual Development Summit and continue to improve processing times and process improvements, and build a better understanding of the development process (On-Going)	In 2019, \$15,000 one-time funding was allocated for a Housing Summit. As an on-going action item, staff are requesting this funding be on-going starting in 2020.	\$15,000 (On-Going)
Arts and Culture (Create Victoria) (BCR)	Support arts, culture and innovation venues and spaces (On-Going)	Create Victoria Strategic Priority #1 provides goals, objectives and action items to implement this action. This action requires staffing (1.0 FTE), as well as one-time funding of \$100,000 investment to establish Cultural Infrastructure Grant program and \$25,000 to develop Cultural Spaces Roadmap to serve as a guide for cultural space planning.	1.0 FTE (\$113,400)  + \$100,000 (One-Time)  + \$25,000 (One-Time)

## Attachment C – 2019-2022 Strategic Plan Resource Assessment

Strategic Plan Objective #4: Prosperity and Economic Inclusion			
Topic	Action	Comments	New Resource Requirements
<b>Create Jobs for the Future 2041 Action Plan</b>  (Council – Mayor’s Office )	Create Jobs for the Future 2041 Action Plan (2019)	Once an action plan is developed, funding may be requested to support: <ul style="list-style-type: none"> <li>a. Work with the Downtown Victoria Business Association to develop a Downtown Retail Strategy</li> <li>b. Explore the creation of a Legacy Business Program that specifically protects and highlights longstanding local businesses that are being priced out of our neighbourhoods</li> <li>c. Explore ways for businesses in Victoria to become living wage employers</li> <li>d. Continue work to support entrepreneurs and small businesses</li> <li>e. Support playmaking entrepreneurs — food trucks, more patio spaces</li> </ul>	TBD
<b>Technology Advisory Committee</b>  (Council – Mayor’s Office and Council)	Create a tech advisory committee to better integrate tech and the city at a strategic level (2020)	The tech industry will participate in the Mayors roundtable discussion to support the creation of the EcDev action plan. No funding requirements have been identified at this time.	\$0
<b>Predatory Lending</b>  (Council – Mayor’s Office and Council)	Explore land use and business licence agreement regulations to limit predatory lending and pay-day loans and work with the Province with respect to limiting pay-day loans and predatory lending (2020)	Once direction on this item is provided, funding requirements will be brought forward to Council for consideration	TBD

Strategic Plan Objective #5: Health, Well-Being and a Welcoming City			
Topic	Action	Comments	New Resource Requirements
<b>Trans Inclusion Policy</b>  (HR)	Develop a Trans Inclusion Policy (2019)	<p>On September 5, 2019 Council approved the TNB2S+ Inclusion Action Plan.</p> <p>The Plan actions include the creation of “a dedicated Diversity and Inclusion Recreation role and evaluate further staffing needs over time.” Staff recommend creating an Accessibility and Inclusion Recreation Coordinator to lead a new Accessibility and Inclusion section in the Recreation division. The creation of this section will allow for Accessibility, Leisure Access and TNB2S+ goals to be actioned in parallel to each other consistent with the guiding direction in the Action Plan to “address the ways in which multiple identities impact on lived experience, including indigenous people, people with disabilities and other marginalized communities”.</p> <p>The Plan actions include the creation of “a TNB2S+ Community Liaison role to nurture partners, scope projects and generally support a community-led and peer-informed approach to implementing actions within this plan.”</p> <p>The Plan actions include “providing gender diversity training for all staff, including Senior Management, Mayor, and Council.” Phase 1 launch in 2020 will target Senior Management, Mayor and Council and key customer service roles.</p>	<p>1.0 FTE* (\$52,000)</p> <p>* Some funding for position being re-allocated internally from other program areas</p> <p>1.0 FTE (\$107,900)</p> <p>+</p> <p>\$28,000 (One-Time)</p>
<b>Accessibility Framework</b>  (EPW)	Develop and implement an Accessibility Framework (2019)	<p>Staff are bringing forward a report to Council in November 2019 to introduce the proposed Accessibility Framework for adoption by Council. The report will include considerations / recommendations for policy, priority actions, staff resources and financial implications.</p> <p>Staff training and development is also included in the Framework. Initial accessibility training was provided to decision makers and senior staff in Q4 in 2019 as a part of Framework Development.</p> <p>Priority for training in 2020 will be for all Managers and Supervisors and those in front-line customer service roles.</p>	<p>TBD</p> <p>\$25,000 (One-Time)</p>
<b>Play Streets</b>  (EPW)	Consider the implementation of play streets, school streets and other child-friendly strategies as part of parks, recreation and capital projects (2020)	<p>Play Streets are currently not provided for within the BC Motor Vehicle Act. An update within the Act to the definitions of the rights of way between vehicles and pedestrians is required in order to clearly permit a local road authority to designate certain roads as play streets. There is growing support among municipalities for the Province to undertake a comprehensive update to the MVA to better reflect changes in active transportation and the inclusion of play streets would be complementary to this. A request for the Province to modernize the BC MVA was passed at the 2018 meeting of the UBCM.</p>	<p>N/A</p>

Strategic Plan Objective #5: Health, Well-Being and a Welcoming City			
Topic	Action	Comments	New Resource Requirements
		<p>Introducing elements of play streets, school streets or other child-friendly infrastructure, events and festivals, will continue to be explored as a part of parks, recreation and transportation planning and projects. There are a number of 2019 capital projects where play elements are included within scope such as the Vancouver Street and Humboldt Street BMP projects.</p> <p>A one-day school street trial was conducted at Sir James Douglas Elementary in Spring 2019, with a one-week trial planned for Fall 2019 and a guidebook on School Streets is also in production in partnership with the CRD. Staff will consider how school streets could be implemented more broadly within the neighbourhood traffic calming program.</p>	
<b>BBQ Pilot</b> (PRF)	Pilot community BBQ stations in parks and neighbourhood public spaces (2020).	Staff propose to complete the design work for this as part of the Topaz Park South Redevelopment project.	\$0
<b>Urban Agriculture</b> (PRF)	<p>Urban Agriculture</p> <ol style="list-style-type: none"> <li>Explore opportunities for increasing food production on private land (2020)</li> <li>Support food infrastructure including farmers markets and storage and distribution (2020)</li> <li>Soil test and consider shade implications of city-owned land and potential land acquisition (2020)</li> <li>2019 Action "Look for opportunities to increase food production on public land including increasing community gardens in all neighbourhoods in the city, and building urban food systems into our parks operations" (Ongoing)</li> </ol>	<p>Council received a report on June 6, 2019 with a progress update on the impact of Growing in the City (GITC) programs and recommendations to advance food system priorities outlined in the 2019-2022 Strategic Plan.</p> <p>Council direction included:</p> <ol style="list-style-type: none"> <li>Expanding City grant edibility to support the variety of programs now offered by GITC.</li> <li> <ul style="list-style-type: none"> <li><b>Volunteer Coordinator Grant:</b> Staff recommend expanding the Volunteer Coordinator grant so representatives of all City neighbourhoods can apply and that volunteer coordination extends to the food tree stewardship program and boulevard gardens. The required annual funds to service this granting stream would increase from \$80,000 to \$130,000 to accommodate the increased volume due to the recommended adjustments.</li> <li><b>Start-Up Grants:</b> Staff recommend the creation of a new grant stream to support the start up of new community gardens by community organizations. The new granting stream would support the convening, planning, design and capital requests associated with building a new community garden.</li> </ul> </li> <li>Pilot City-sponsored spring distributions of gardening materials, in partnership with community organizations.</li> </ol>	<p>\$50,000 (On-going)</p> <p>\$30,000 (On-going)</p> <p>\$8,000 (One-time)</p>

## Attachment C – 2019-2022 Strategic Plan Resource Assessment

Strategic Plan Objective #5: Health, Well-Being and a Welcoming City			
Topic	Action	Comments	New Resource Requirements
<b>Welcoming Strategy</b>  (Council - Task Force led by C. Dubow, C. Thornton-Joe, and Mayor Helps)	Create a Welcoming City Strategy (2020)	a. Staff to join Welcoming City initiatives b. Community efforts that promote inclusivity, understanding and collaboration across cultures to learn about and appreciate everyone's unique perspective c. Foster a compassionate city d. City not to use funds, personnel or equipment to detain people due to immigration status e. Business leaders, civic groups institutions, residents to join in a city-wide effort to expand prosperity and integration to include all residents f. Ensure a welcoming and neighbourly atmosphere in our community where all people including immigrants and refugees are welcomed, accepted and encouraged to participate g. City plays role in collective response to fear mongering, racism and human suffering h. Foster a welcoming environment that treats all people with compassion and respect i. Diversity and inclusion training for staff and council j. Support entrepreneurial ambitions of newcomers through the Business Hub at City Hall	TBD
<b>LGBTQI2S Task Force and Strategy</b>  (Council Task Force led by C. Alto and C. Potts)	Create an LGBTQI2S Task Force to create an LGBTQI2S Strategy (2020)	More information on this initiative scope is forthcoming from Council Task Force.	TBD
<b>Doctor Strategy</b>  (Council - Mayor's Office with Partners)	Create a strategy to attract doctors to Victoria (2020)	Project funding for this initiative will be assessed by the Mayor's office.	TBD
<b>WHO and UN Declaration</b>  (Council)	Consider adopting the World Health Organization Social Determinants of Health and the United Nations Declaration on the Rights of a Child (2020)	Staff are awaiting further direction on this initiative.	TBD



## Attachment C – 2019-2022 Strategic Plan Resource Assessment

Strategic Plan Objective #6: Climate Change and Environmental Stewardship			
Topic	Action	Comments	New Resources Required
Zero Waste Strategy Development and Implementation (EPW)	Develop a Zero Waste Strategy (2019)	Staff are currently completing phase 1 of the Zero Waste strategy and will be bringing a report forward to Council to outline the key findings, recommended near term actions, and strategy completion plan. 2020 budget proposals included funding for completion of the strategy. Any further resource requirements will be based on Council's priorities as part of the COTW report discussions in November 2019.	TBD
Climate Leadership Plan (EPW)	Implement the Climate Leadership Plan (2019)	Staff continue to work with legal and consultant teams to bring forward key program recommendations in response to Council's declaration of a Climate Emergency. Several workshops have been completed to discuss possible high-impact initiatives, which are being developed as part of the COTW report and update, planned for November 2019.	TBD
Renewable Energy (EPW)	Explore opportunities for renewable energy generation and district energy opportunities starting in 2019, including the option of establishing and energy utility in 2021. (2019)	Staff continue to explore and examine opportunities for renewable energy generation and district energy opportunities, on a priority basis.  Removal of GHGs and fossil fuels from our building, and transportation portfolios remain the highest priorities. (See above Climate Leadership Plan report that will be provided to Council in November 2019).	TBD
Tree Appreciation (BCR and PRF)	Create Annual Tree Planting Festival like "Tree Appreciation Day" but lots of trees, in all neighbourhoods at once with a big celebration or small celebrations in each neighbourhood (2020)	Staff are developing a program to collaborate with community members in support of the urban forest.  This planning work is being completed through existing resources. If additional funding is required a request will be brought forward for Council consideration.	\$0
Single Use Item Regulations (EPW)	Ban plastic straws taking into consideration accessibility needs (2019)  Ban single-use coffee cups and single use takeout containers (as with plastic bag ban bylaw, determine logical exceptions) (2020)	Staff are bringing forward a COTW report outlining resource requirements to complete a wider, comprehensive Single Use Item bylaw, for consideration in October 2019.  Single Use Item reduction programs are being taken into consideration, with the Zero Waste strategy priorities, and ongoing Checkout Bag Regulation legal challenge/appeal processes.	TBD
Inflow and Infiltration (EPW)  Note – See similar Motion in Attachment D	Begin to plan for mitigating the Inflow and Infiltration issue on private property. (2020)	See equivalent Financial Plan Motion.  Staff plan on bringing forward an initial assessment COTW report in 2020, outlining legal/property/engineering considerations for private property INI reductions.	\$0

**Attachment C – 2019-2022 Strategic Plan Resource Assessment**

Strategic Plan Objective #6: Climate Change and Environmental Stewardship			
Topic	Action	Comments	New Resources Required
BC Step Code (EPW)	Expedite implementation of the BC Step Code (2020)	<p>The City adopted the Step Code in April 2018, with the following timeline:</p> <p>Beginning on November 1, 2018:</p> <ul style="list-style-type: none"> <li>- Step 1 for all new projects</li> </ul> <p>Beginning on January 1, 2020:</p> <ul style="list-style-type: none"> <li>- Step 2 for garden suites</li> <li>- Step 3 for all other Part 9 buildings (single family homes, duplexes, townhouses)</li> <li>- Step 2 for high-rise concrete residential (greater than 6 storeys) and Part 3 commercial buildings</li> <li>- Step 3 for low-rise wood-frame residential (less than 6 storeys)</li> </ul> <p>The approved direction from Council (April, 2018) is to monitor project compliance after 2020 and recommend the timing for adoption of the higher Steps based on that monitoring.</p> <p>Step Code advancement options and risks are part of the 2019 Climate Policy Workshop development and planning, and will be reported in November 2019, as part of the wider update on Climate Leadership (See above).</p>	TBD
Climate Champion Program (Council Mayor's Office)	Create Neighbourhood Climate Champion program with one child, youth, adult, and elder from each neighbourhood to lead and inspire (2019)	Funding to create and facilitate a network of Champions in order to share ideas, undertake partnerships, and encourage fun and innovative action to reduce the community's greenhouse gas emissions.	\$50,000 (One-Time)
Parks Development and Acquisition Strategy (Council)	Initiate a Parks and Open Spaces acquisition strategy to move towards OCP parks and green space goals; measure progress towards goals (2020)	Council previously indicated that instead of accepting the proposal from Staff provided in 2019 Financial Planning discussions, Council would establish a small working group to develop a plan.	TBD

Strategic Plan Objective #7: Sustainable Transportation			
Topic	Action	Comments	New Resources Required
<b>Sustainable Mobility Strategy</b> (EPW)	Develop and begin implementation of the Sustainable Mobility Strategy including improvements to pedestrian, cycling and transit travel	Staff will be bringing forward a report to Council on November 14, 2019 which will include a comprehensive set of directions/recommendations on priority actions and resources to achieve long term mobility goals.	TBD
<b>Car Share</b> (EPW)	Work to bring a "floating" car share service to Victoria. (2020)	The City has current regulations in place to support "floating" or one-way car share. The Sustainable Mobility Strategy will include recommendations to enhance community car sharing services and capability.	TBD
<b>Cecilia Mid-Block Connector</b> (SPCD)	Complete Cecilia mid-block connector (2020)	<p>The proposed multi-use pathway is identified within the Burnside Neighbourhood Plan and Greenways Plan.</p> <p>The connection will be achieved through future re-development of 3080, 3082 and 3090 Washington Street with the development being responsible for building the connection and the City securing it through a SRW. A development application has now been made to the City. The City has secured some additional SRW on adjacent properties at the corner of Doric and Carroll Street adjacent to the proposed development property. Should the application be approved by Council there would be a continuous pathway SRW between Washington Street and Carroll Street.</p>	N/A (\$0)

Strategic Plan Objective #8: Strong, Livable Neighbourhoods			
Topic	Action	Comments	New Resources Required
Place-Making (SPCD)	Create a place making guide and tool kit and host workshops to support citizens and businesses to take action to create public play spaces, parklets, and gathering places within neighbourhoods and businesses to take action. (2019)	As part of the 2019 Financial Plan discussions, staff requested \$8,000 one-time funding and 0.5 FTE for implementation, which was moved for consideration in 2020. Since that time, staff have advanced this initiative and are no longer seeking additional FTE resources. The \$8,000 request is to cover costs for public engagement to complete this work in 2020.	\$8,000 (One-Time)
Noise Bylaw (LS)	Review the noise bylaw (2020)	This action item was allocated \$10,000 one-time funding in 2019. No further funding required	\$0
CALUC (SPCD)	Review CALUC process including clear terms of reference for increasing diversity (youth, renters, etc.), capacity building, term limits and a transparent and democratic process for selecting members (2020)  Review and consider additional resources (financial and training) for CALUC's (2020)	Staff will prepare a report to seek clear direction from Council on desired outcomes, which will determine whether staff can accommodate under current resources, or whether additional resources are needed.	TBD
People Priority on Government Street (EPW)  Note: See related Motion in Appendix D	Create a 'people-priority' Government Street with a complete transformation of the street between Humboldt and Yates to be completed by the end of 2022 (2020-2022)	Conceptual design for this work would be combined with the larger streetscape improvement project extending to Herald St. (as per Council 2020 Financial Plan action) and implemented as part of planned Water Main replacement in 2022.  Given the significant infrastructure and traffic impact assessment components. An additional \$17,000 is required beyond the \$133,000 already allocated for design work for phase 1 of Government Street improvements (Humboldt to Herald) for consulting fees, as well as a 0.5 FTE to manage the project(s).	\$17,000 (One-Time)  0.5 FTE (\$56,700) (One-Time)
Local Area Planning (Neighbourhood Boundaries) (Council)	Resolve anomalies in neighbourhood boundaries (2020)	On July 11, 2019, Council approved the following motions:  "That Council convene a workshop in 2020 to resolve the anomalies in neighbourhood boundaries"	TBD

## Appendix D – Financial Plan Motions

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### **FESTIVAL AND ARTS FUNDING:**

That Council direct staff to report back as part of the 2020, 2021 and 2022 budget on options for increasing investments in festivals and community arts events.

### **BACKGROUND:**

As part of the City's role as event producer, facilitator, regulator and venue/equipment manager, the Arts, Culture and Events Office assists hundreds of festivals and community arts events annually. The Festival Investment Grant (FIG) program provides both cash and in-kind support to offset costs to non-profit festival organizations that provide a free component to the community.

Beyond the organizations that receive FIG, the City facilitates over 300 special event permit applications. Staff coordinate and allocate the appropriate City services necessary for the safe use of public space. Related City services include the deployment of traffic control equipment, sign shop, street cleaning, waste management, as well as staff support from parks, engineering and public works, fire and police.

Increases to the department's City services budget have not kept pace with service requests or with the changing nature of services required to ensure public safety at large public gatherings.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

**Option 1:** Increase the operations budget by \$53,000 to include the cost of providing 'the first three officers' to approved not-for-profit special events in public space and continue to evaluate Festival Investment Grant applications based on the existing budget.

*The 'first three ' officers:*

*The 'first three' officers and related City service provision policies were established in the late 1990s as part of the City's efforts to revitalize downtown and remove barriers for not-for-profit societies hosting community and cultural events. Victoria branded itself as a City of Festivals and a Cultural Capital as it prepared to host the 1994 Commonwealth Games. These efforts have been successful and, as a result, Victoria has since been declared a Cultural Capital of Canada and prides itself as a vibrant event-rich City. ACE issues more than 350 event and film related permits annually and recover costs for all commercial events and filming in public space.*

*Staff work collaboratively with event organizers and VicPD to find alternatives to deploying police at events, however, there are circumstances where either the Motor Vehicle Act requires the presence of police officers or the nature of the event requires on site response options. After receiving input and analysis from ACE, the Special Event Technical Committee (SETC) and other stakeholders, VicPD determines the level of risk and the police resources required to secure the event. Wherever possible, permits allow for traffic control persons (TCPs), private security and/or other agencies to assist in securing the event in an effort to reduce the police costs.*

Without an increase to the special events city services budget, organizers will be billed for the cost of the first three officers. Those events that require officers can expect to be billed an average of \$470- \$900 per officer depending on the length of special duty callout required. Smaller events that require offers to attend will be disproportionately affected and may need to scale back or cancel events as a result.

Should the grant program see an increase in the number of applicants or an increase in the amount requested, Festival Investment Grant allocations would need to be reduced. It is estimated that the special events City services budget will require at least a \$160,000 increase in order to maintain the current level of service to events and festivals. Council has already approved an additional \$107,000 toward 2020 Canada Day celebrations, with the funding yet to be determined. An additional \$53,000 would maintain the current level of support for events and festivals utilizing City owned public space.

Summary of budget requirements for this option:

1. Canada Day - funding source for the \$107,000 previously approved (surplus if one-time, new property taxes from new development if ongoing)
2. \$53,000 in ongoing funding to maintain current level of support to cover cost of first three officers

**Option 2:** Increase the operations budget by \$53,000 to include the cost of providing 'the first three officers' to approved not-for-profit special events in public space and increase funding to the Festival Investment Grant program by \$25,000.

In 2019 there were 37 applications received prior to the FIG submission deadline with a total request for funding of \$370,720. City funding budgeted for this grant program in 2019 was \$276,828. A record number (35) of the applicants met the criteria and are recommended for approval. An increase of \$25,000 cash to the FIG program would provide room for an additional 3-4 festivals to be supported without impacting current levels of support to ongoing recipients. Any increase in the cash grant or in-kind operations budget will increase the stability of the festival scene in Victoria.

Summary of budget requirements for this option:

1. \$53,000 in ongoing funding to maintain current level of support to cover cost of first three Officers
2. \$25,000 in ongoing funding for FIG cash grants to increase the number of festivals by 3-4

For either option, there is no impacts to human resource implications. Can be absorbed into current staff responsibilities in these areas.

**ARTIST IN RESIDENCE PROGRAM:**

*“As part of the 2019 financial planning process, consider allocating an additional \$75,000 into the Culture operating budget for the Artist in Residence Program starting in 2019.”*

**BACKGROUND:**

Allocating funding for the Artist in Resident program to the culture operating budget rather than funding through the public art reserve fund would allow further public art projects to be funded from the reserve fund. The combined expenses of both the Artist and Indigenous Artist in Residence Programs totals \$144,000 which draws the total annual contribution from the reserve fund, \$135,000 annually, and an additional \$9,000 from reserves each year. This does not leave room to fund additional public art projects from the reserve fund.

**FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Currently staff provide up to 4 hours per week to support the Artist in Residence program. \$72,000 supports the artist fee and program expenses and \$3,000 for program administration costs to administer the program.



### **ART INSTALLATIONS:**

That Council direct staff to report back in the 2019, 2020, 2021 and 2022 budgets for options to increase the number of public art installations in the city.

### **BACKGROUND:**

Currently, \$135,000 is funded annually from the public art reserve to install public art throughout the city. Staff consult with the Art in Public Places Committee, as well as Urban Design, Planning and Parks Design staff to plan out and program public art each year. Additionally, public art projects are funded from the My Great Neighbourhood grant program and the up to 1% public art policy for significant civic capital projects.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Should Council wish to expand any aspect of the public art program, additional staff resources would be required. Currently, 0.8 FTE coordinates public art as well as the literary art portfolio with supervisory support from the Senior Cultural Planner for major public art project delivery. Staff are currently beyond capacity tracking 20 public art projects in various project stages through 2019. This also impacts support department resources in Engagement, Finance, Urban Design and Planning to deliver public art projects as we depend on these departments to help support the public art call to artist processes.

## **MURALS IN PUBLIC SPACE:**

*“That Council direct staff to report back in the 2019, 2020, 2021 and 2022 budgets for options to increase the number of murals in public space and on private buildings to make Victoria a City of Murals.”*

## **BACKGROUND:**

Currently, \$135,000 is funded annually from the public art reserve to install public art throughout the city. Staff consult with the Art in Public Places Committee, as well as Urban Design, Planning and Parks Design staff to plan out and program public art each year. Additionally, public art projects are funded from the My Great Neighbourhood grant program and the up to 1% public art policy for significant civic capital projects.

In 2018, the Concrete Canvas project created 17 murals by international, national and local artists in the Rock Bay neighbourhood as per direction in the Burnside Gorge Neighbourhood Plan. On average, each mural was \$8,000 to \$15,000 depending on the size of the mural and artist fee.

## **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Options for providing additional funding for the public art program include:

1. Create a mural stream through the My Great Neighbourhood grant program to fund mural projects at the neighbourhood level. Staff recommend \$50,000 for the community art stream to fund between 5-8 murals each year. A mural toolkit has been completed and would accompany the grant stream to support community- led mural projects.
2. Increase the annual contribution to the public art reserve fund from \$135,000 to \$200,000 to fund the expansion of the public art program including murals.
3. Maintain \$135,000 annual contribution to the public art reserve fund and increase the culture operating budget by \$75,000 annually to fund the Artist in Residence program ongoing.

Should Council wish to expand any aspect of the public art program, additional staff resources would be required. Currently, 0.8 FTE coordinates public art as well as the literary art portfolio with supervisory support from the Senior Cultural Planner for major public art project delivery. Staff are currently beyond capacity tracking 20 public art projects in various project stages through 2019.

## **PANDORA TASK FORCE:**

The attached report was written by the Coalition to End Homelessness following continued meetings of the Pandora Task Force in 2019, and community engagement in the form of a BBQ and subsequent charrette on the 900 Pandora Block. This engagement was co-hosted by the Mayor's Office and the Coalition to End Homelessness. The attached report contains recommended next steps over a two year time frame.

Several notes from staff for additional consideration:

- The process for creating a new piece of public art takes approximately 2-2.5 years and must be routed through the Art in Public Places Committee. The usual cost is \$250,000 to \$300,000. Note that a local stonemason has offered his art and services pro bono.
- Exact costs of washrooms are to be determined. The City uses a full cost approach for cost estimates of this type that accounts for all aspects; siting, design, serving, supply and installation. The total cost for a 2-stall washroom is closer to \$260K-\$300K.
- Other considerations that are not identified in the report but that could be added to this project are assessing traffic safety considerations on the block, and ongoing challenges with daily cleaning by Public Works.

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To: Mayor Helps and Victoria City Council      Date: September 26, 2019  
From: Janine Theobald, Inclusion & Collaboration Manager, GVCEH  
Subject: Summary Pandora Task Force Report and Recommendations

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## **Executive Summary of Pandora Task Force Report and Recommendations (Appendix A)**

The report provides background on the Pandora Task Force, the outcomes of engagement activities and provides immediate, short, medium and long-term recommendations regarding action on the 900 block of Pandora Avenue. A plan to move from consultation to collaborative community action is described.

April 14, 2016, BC's provincial health officer declared a public health emergency regarding the rise in drug overdoses and deaths. A local response was to open a Safe Consumption Site on the 900 block of Pandora Avenue. Additional ongoing systematic issues, some outside the jurisdiction of the City of Victoria, such as: the lack of affordable and shelter rate housing (Victoria hovers at approx. 1.2% rental vacancy rate<sup>1</sup>), over-capacity health care services (including Mental Health & Addictions Services), lack of on-demand detox and stabilization services have facilitated a concentration of people gathering on the 900 block of Pandora Avenue for safety and services. This has resulted in challenges in community from increased bylaw and police calls to the block, to residents and businesses reporting fear, frustration and impact on their businesses and well-being.

The Mayor's Pandora Task Force, convened in 2015, has been working in consultation with varied stakeholders to work collaboratively and inclusively on the 900 block of Pandora Avenue. September 2018, the Greater Victoria Placemaking Network presented a research paper and made recommendations for actions to support effective change in the area.

In March of 2019 an engagement of the community via workshops and a charette on the 900 block was undertaken in partnership with the City of Victoria and the GVCEH<sup>2</sup>.

### **Recommendation Summary:**

#### **IMMEDIATE RECOMMENDATIONS**

1. Conduct no further consultations. The community has been engaged in discussion regarding this topic at many tables over the past decade, and clear action items have been identified.
2. Implement the recommendations from community consultations and previous reports.
3. Appoint the GVCEH and City of Victoria to coordinate implementation and report on results.
4. Request funding from Ministry of Mental Health and Addictions to support Peer engagement in Acton Teams and implementation of recommendations.

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<sup>1</sup> (CMHC, Rental Market Report- 2018)

<sup>2</sup> (See pages 4 to 7 of Appendix A for consultation results)

## SHORT TERM RECOMMENDATIONS<sup>3</sup>

1. Develop pilot program “Victoria On Call” modeled after the Downtown on Call program in Kelowna. Pilot is designed in collaboration with peer leaders.
2. Installation of Water Bottle Refill Station.
3. 24-hour accessible restrooms are installed on the 900 block maintained by street community members as a social enterprise.
4. Collaborative Space Making is undertaken on the 900 block. i.e., seating, clear walkways.

## MEDIUM TERM RECOMMENDATIONS

1. Declare the 900 block of Pandora Avenue a ‘Special Area’ in alignment with the Motion carried by Victoria City Council, June 13, 2019, re: Application of Equity and Affordability Policies, which “Council direct the City Manager to imbed these four principles<sup>4</sup> for the City’s emerging equity policies.”
2. Embed social enterprise into future development on the block by partnering with the business sector, i.e., GT Hiring Solutions, DVBA, Chamber of Commerce and service providers to develop a sustainable employment initiative.

## LONG TERM RECOMMENDATIONS

1. Using the learnings from this community consultation process, implement a coordinated response in areas with a high demographic of community members who are underserved within the City of Victoria, and have a high number of calls to police and bylaw.

### BUDGET

<b>Pandora Task Force and Action Team Coordination</b>	<b>\$50,000</b>
<ul style="list-style-type: none"> <li>• Meeting Costs</li> <li>• Research</li> <li>• Support of Community Action Teams</li> <li>• Project Management</li> <li>• Action Team Meetings</li> </ul>	
<b>Infrastructure</b>	<b>\$295,000</b>
<ul style="list-style-type: none"> <li>• \$180,000 Restrooms x 2</li> <li>• \$15,000 Water Station</li> <li>• \$100,000 Seating &amp; Divider on Boulevard</li> </ul>	
<b>Arts &amp; Culture</b>	<b>\$100,000</b>
<ul style="list-style-type: none"> <li>• \$100,000 Memorial, History of Place Monument</li> </ul>	
<b>Social Enterprise &amp; Community Development</b>	<b>\$394,000</b>
<ul style="list-style-type: none"> <li>• \$332,500 Victoria On Call Pilot/Participatory Action Research</li> <li>• \$61,500 Restroom Maintenance &amp; Supplies</li> </ul>	
<b>TOTAL</b>	<b>\$839,000</b>

<sup>3</sup> (See table on pages 9 and 10 of Appendix A)

<sup>4</sup> (See page 11 of Appendix A)

**To:** Committee of the Whole

**Date:** September 11, 2019

**From:** Janine Theobald, Inclusion & Collaboration Manager, Greater Victoria Coalition to End Homelessness (GVCEH)

**Subject:** Pandora Task Force Report and Recommendations

## EXECUTIVE SUMMARY

The purpose of this report is to provide background on the Pandora Task Force, the outcomes of engagement activities with varied stakeholders and provide immediate, short, medium and long-term recommendations regarding action on the 900 block of Pandora Avenue. This report will outline a plan to move from consultation to collaborative community action.

April 14, 2016, BC's provincial health officer declared a public health emergency in response to the rise in drug overdoses and deaths. A response to this was to open a Safe Consumption Site on the 900 block of Pandora Avenue. Additional ongoing systematic issues, some outside the jurisdiction of the City of Victoria, such as: the lack of affordable and shelter rate housing (Victoria hovers at approx. 1.2% rental vacancy rate<sup>1</sup>), over-capacity health care services (including Mental Health & Addictions Services), lack of on-demand detox and stabilization services have facilitated a concentration of people gathering on the 900 block of Pandora Avenue for safety and services. This has resulted in challenges in community from increased bylaw and police calls to the block, to residents and businesses reporting fear, frustration and impact on their businesses and well-being.

The Mayor's Pandora Task Force, convened in 2015, has been working in consultation with varied stakeholders to work collaboratively and inclusively on the 900 block of Pandora Avenue. In March 2016 planters were installed in front of Our Place with the intent of supplying nutritious, locally grown food, fostering social connections and bolster well-being. September 2018, the Greater Victoria Placemaking Network presented a research paper and made recommendations (see Appendix A) for actions to support effective change in the area. In March of 2019 an engagement of the community via workshops and a charette on the 900 block was undertaken partnership with the City of Victoria and the Greater Victoria Coalition to End Homelessness. The results of this engagement inform the recommendations below:

## IMMEDIATE RECOMMENDATIONS

1. Conduct no further consultations. The community has been engaged in discussion regarding this topic at many tables over the past decade, and clear action items have been identified.
2. Implement the recommendations from community consultations and previous reports.
3. Appoint the GVCEH and City of Victoria to coordinate implementation and report on results.

<sup>1</sup> (CMHC, Rental Market Report- 2018)

4. Request funding from Ministry of Mental Health and Addictions to support Peer engagement in Acton Teams and implementation of recommendations.

## **SHORT TERM RECOMMENDATIONS<sup>2</sup>**

1. Develop pilot program “Victoria On Call” modeled after the Downtown on Call program in Kelowna. Pilot is designed in collaboration with peer leaders.
2. Installation of Water Bottle Refill Station.
3. 24-hour accessible restrooms are installed on the 900 block maintained by street community members as a social enterprise.
4. Collaborative Space Making is undertaken on the 900 block.

## **MEDIUM TERM RECOMMENDATIONS**

1. Declare the 900 block of Pandora Avenue a ‘Special Area’ in alignment with the Motion carried by Victoria City Council, June 13, 2019, re: Application of Equity and Affordability Policies, which “Council direct the City Manager to imbed these four principles<sup>3</sup> for the city’s emerging equity policies.”
2. Embed social enterprise into future development on the block by partnering with the business sector, i.e., GT Hiring Solutions, and service providers to develop a sustainable employment initiative.

## **LONG TERM RECOMMENDATIONS**

1. Using the learnings from this community consultation process, implement a coordinated response in areas with a high demographic of community members who are underserved within the City of Victoria, and have a high number of calls to police and bylaw.

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## **PURPOSE**

The purpose of this report is to provide background on the Pandora Task Force, the outcomes of engagement activities with varied stakeholders and provide immediate, short, medium and long-term recommendations regarding action on the 900 block of Pandora Avenue. This report will outline a plan to move from consultation to collaborative community action.

## **A PUBLIC HEALTH EMERGENCY**

April 14, 2016, BC’s provincial health officer declared a public health emergency in response to the rise in drug overdoses and deaths. This public health emergency is ongoing as of this report being produced. In response the ongoing crisis, in June 2018, The Harbour, an Island Health & Lookout Society operated Safe Consumption Site (SCS) was opened. In the first month of operation the Harbour saw 3,378 visits, an average of 158 consumption visitors per day. The site continues to see this number of daily visitors, plus in excess of 300 additional visits for harm reduction supplies daily. There have been zero fatalities at the Harbour since commencing operations. The Harbour does not have a federal exemption to supervise inhalation of illegal substances; however, recently exemptions to supervise oral and intranasal consumption have been granted.

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<sup>2</sup> Full description of Short, Medium- and Long-Term Recommendations are at the end of this report

<sup>3</sup> See page 11



Increased congregation and open drug use have been reported on the 900 block since opening of the Harbour. Some of this is due to the lack of inhalation services in the downtown core. Users reportedly feel safer to inhale substances outside of the SCS and overdoses are occurring, and being responded to, regularly on the street.

## **HISTORY OF PANDORA TASK FORCE**

From 2015 to 2016, and again from 2018 to present, Mayor Helps has convened an informal working group known as the Pandora Task Force to work collaboratively and inclusively on the 900 block of Pandora Avenue. The group has included service providers on the block, Victoria Police Department, Council's Downtown Liaison, Staff Neighbourhood Liaison to Downtown, occasionally people with lived experience, members of the Greater Victoria Placemaking Society, and more recently lived experience staff at the Greater Victoria Coalition to End Homelessness (GVCEH).

### *Declaration of Principles and Values for the 900 Pandora Block Working Group*

As a working group we are committed to:

1. Recognizing the traditional territories of the Lekwungen speaking peoples.
2. Naming the challenges in a way that encourages creativity, caring and fairness.
3. Working in collaboration with those who share the block.
4. Learning together and learning from each other.
5. Building on success stories from other places.
6. Making Pandora a place for everyone.
7. Designing public spaces and programming in a way that creates belonging.
8. Creating and sustaining a long-term vision for the block.
9. Adequately resourcing the initiatives we develop.
10. Not giving up!

It is important to note that although many of the immediate challenges concentrated on the 900 block fall within the scope of municipal jurisdiction, i.e., traffic, bylaw, parks (boulevard maintenance) and policing; many of the visible issues concentrated in the area are a direct result of issues outside the capacity of the City to solely, nor jurisdictionally, manage, such as: the lack of affordable and shelter rate housing (Victoria hovers at approx. 1.2% rental vacancy rate<sup>4</sup>), over-capacity health care services (including Mental Health & Addictions Services), lack of on-demand detox, stabilization services in the midst of a public health emergency. The writer will address this in subsequent sections of this report. The 900 block is a hub, a community gathering place, and a conduit to other areas and services across the City, and Capital Region.

In March 2016 the Pandora Task Force and Our Place Society partnered with LifeCycles Project Society and the Greater Victoria Placemaking Network (GVPN) to pilot the PanFlora Garden Project. Garden beds in wooden boxes planted with vegetable seedlings were installed on the boulevard on the 900 block of Pandora Ave. The intention of the pilot was to supply nutritious, locally grown food, foster social connections and bolster well-being.

Although the PanFlora pilot project had elements indicative of a successful community project, the timing and capacity to maintain this endeavour were not aligned and the wooden boxes have since been removed.

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<sup>4</sup> (CMHC, Rental Market Report - 2018)



September 2018, the GVPN produced a robust report entitled the 'Pandora Dilemma Report' for the Pandora Task Force. (see Appendix B) The GVPN report often, and understandably, focuses on the conflicts that arise between businesses, housed residents and community members who are unhoused, accessing services on the 900 block. The writer of this report will focus on a Collaborative Working Solutions approach, with the belief conflicts can be addressed through collective action planning and co-development of solutions. The GVPN report contains information researchers collected from more than 30 communities and indicate lessons learned from other cities as follows:

1. Do Something.
2. Do Something Now.
3. Fully Assess the Situation.
4. Focus on Behaviours.
5. Create a Unique Program for Victoria.
6. Involve Homeless and Street Persons in the Solutions.

Many of the recommendations from the GVPN Pandora Dilemma Report are aligned with the findings of the recent engagement activities.

In December 2018 a request for funding for a consultant to complete a Full Neighbourhood Assessment (collection of data, qualitative and quantitative re: conflict, safety and experience of the 900 block from all stakeholder perspectives) was put forward to City Council for budget consideration but was not approved. Although this motion did not go ahead, the writer would submit the following consultations resulted in achieving many of the desired outcomes of the above proposal.

March 2019 the concept of holding a charette on the 900 block was proposed to the Pandora Task Force. Inclusion staff from the GVCEH were consulted on how to proceed with this endeavour in a way that ensured inclusion and equitable participation.

### **GVCEH/CITY OF VICTORIA ENGAGEMENT PROCESS**

There have been 4 engagement sessions facilitated by the GVCEH and the City of Victoria.

**The May 27<sup>th</sup>** Pandora Task Force meeting was a Visioning Workshop (see Appendix C). Participation in this session intentionally broadened engagement and expanded the inclusion of people with lived experience who access services on the 900 block. The shared outcomes envisioning session was predicated on the principles of: *Recovery, Reconciliation, Relationships & Inclusion*. The group broke into small table Conversation Café style discussions and were asked to close their eyes and think about their answer to the following question: "*When you open your eyes and problems of the 900 block of Pandora Avenue are solved, what does it (the 900 block) look like?*" The focus of the day was collective vision, and common principles emerged from the responses.

Community	Inclusivity	Business	Safety
Shared Space	Services	Change	Art
Healing	Support	Health and Wellness	Music

Most commonly, responses were directed at ensuring people were supported, safe and were able to get their needs met on the 900 block. The output of the day was a shared vision of “a Safe Healthy Welcoming Community, Inclusive of All.” GVPN included a similar sentiment in their report to the Pandora Task Force indicating ‘the challenge is to make Pandora Avenue a safe and welcoming place for everyone, considering all users of public space.’”

**June 17<sup>th</sup>** a BBQ was held in the courtyard of Our Place Society with the intent of introducing the idea of a charette on the 900 block of Pandora Avenue. Food was served and the attendees, who consisted of Our Place Family Members and Staff, Pandora Task Force Members, Save On Foods, local residents and businesses, were asked *“When you imagine the 900 block of Pandora Avenue as a safe healthy welcoming community, inclusive of all, what do you see?”*

The above question was also asked at the June 24<sup>th</sup> GVCEH drop in lunch for people with lived experience of homelessness. Feedback was rolled into the overarching data collection.

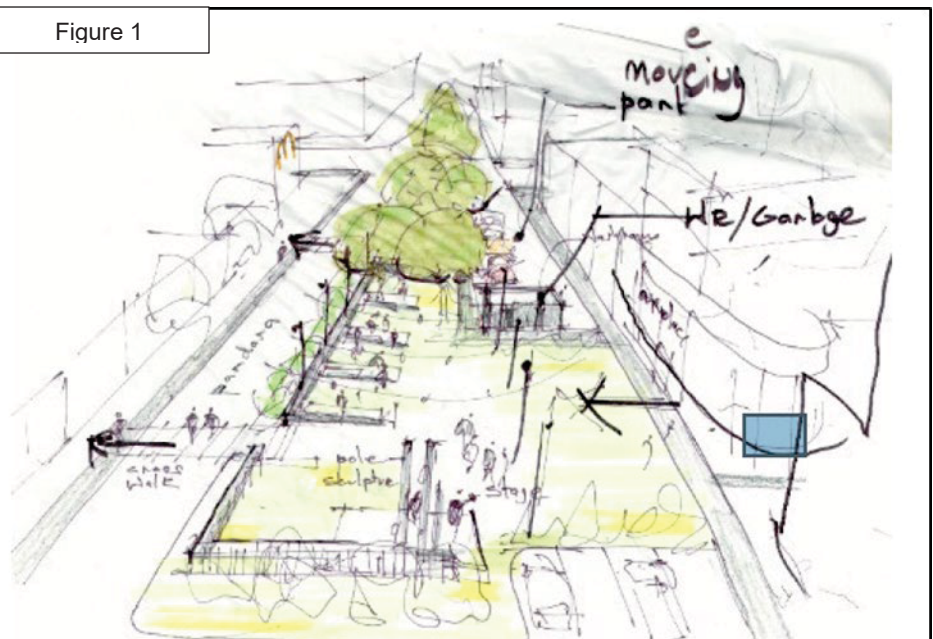


**June 24<sup>th</sup>** a charette was held on the boulevard of the 900 block. The consultation and charette process was supported on site through dialogue and a graphic visual sketching process. These onsite activities were supported and facilitated by architect Bruce Greenway, Joaquin Karakas and Anna Babicz, Senior Urban Designer and Urban Designer, respectively, with the City of Victoria. (see Figures 1, 2, 3 & 4)

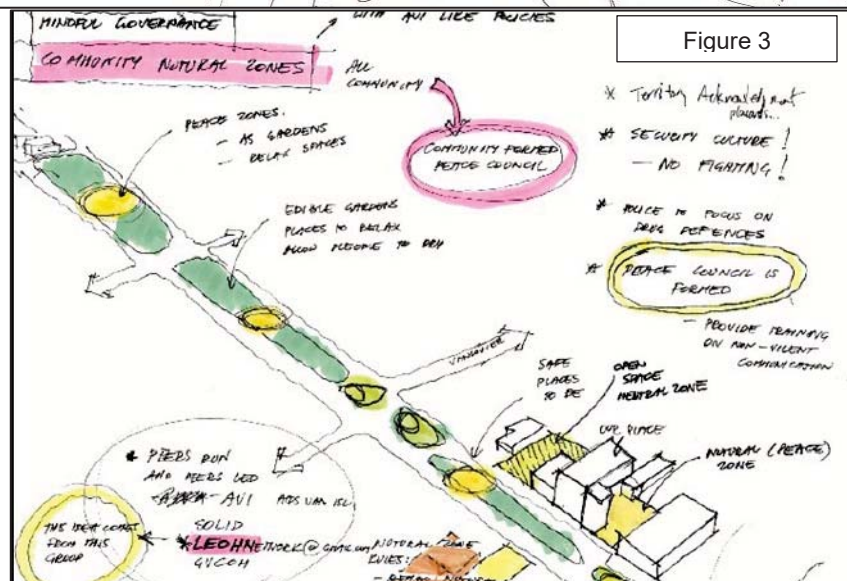
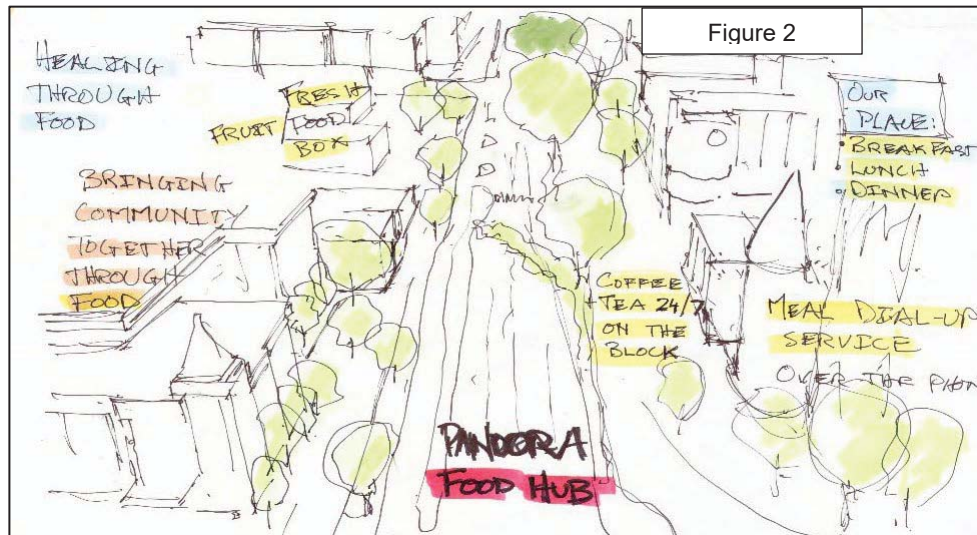
The following questions were used to guide the onsite dialogue and consultation at the charette:

1. What do you like about the block today? What is working well now?
2. What types of arts and culture events and activities would help strengthen relationships, build community, connect and welcome people in the area?
3. What types of landscape/public space improvements would help make the block feel safer and inviting for all? Plantings • Lighting • Furniture • Public Art • Other?

Figure 1







**July 30<sup>th</sup>** a Pandora Task Force Consensus Building Workshop was facilitated by the GVCEH. 257 responses collected through the consultations were synthesized into 11 focus area themes (see table 1.0). Attendees were asked to prioritize the top 3 areas on which to base the implementation of Collaborative Social Development Working Solution Plans for the 900 block of Pandora Ave. Of note, prioritization of focus area themes does not mean remaining areas would not be addressed in future work. Feedback from participants recognized the complex social issues beyond the scope and capacity of the Pandora Task Force and Municipal Government as well as acknowledging a continued desire to take collective action to address the identified issues.

The majority of the participants came to consensus on the following focus areas, which were an amalgamation and wordsmithing of some themes, created by the group:

1. Design of a healthy, shared, and safe space
  - arts, healthy place-making, inclusive of everyone! programs
2. Social Enterprise/Community Development
  - Progression of Support through community partners
  - Keep in mind: sense of ownership and responsibility

# of responses per theme	<b>TABLE 1.0</b> (See Appendix D for all data) <b>Focus area themes presented July 30<sup>th</sup> in order of volume of responses</b>
44	1. Shared Space: Water Access, Restrooms, Storage, Shared Space, Seating & Gathering, Accessibility (i.e., 50+)
34	2. Design/Parks/Traffic: Parks, Pet-friendly, Traffic, Parking, Bikes, Designing, Landscaping, Water Features, Horticulture
32	3. Community Development: Activities & Socializing, Best Practice Research, Kindness, Anti-Stigma, Faith & Spiritual Communities
31	4. Policing & Safety
27	5. Shelter/Housing
21	6. Health, Services & Supports: Mental Health, Health, Off of Block Services, Services, Supports
19	7. Food
18	8. Harm Reduction & Substance Use
17	9. Arts, Culture, Music, including Memorial & History of Place
7	10. Social Enterprise: Social Enterprise, Education, Employment, Training
2	11. Indigenous Culture & History*

<b>Table 1.1 Top 5 sub-themes**</b>	
27	Shelter/Housing
23	Policing
19	Seating/Gathering
19	Food
15	Water/Restrooms

\*Only 2 items were specific to 'Indigenous' topics, the reader can anticipate many of the higher volume focus area will have significant representation of Indigenous Culture and perspective based on both the 2018 Point In Time Count, which indicates 33% of population of people experiencing homelessness in the Capital Regional District identify as Indigenous, and the GVCEH work with the Pandora Task Force is predicated on 'recognizing the traditional territories of the Lekwungen speaking peoples' & the principles of Recovery, Reconciliation, Relationships & Inclusion.

\*\*Main focus area themes comprised of sub-themes

## SCOPE OF WORK GVCEH

- The GVCEH will be responsible for management, coordination and facilitation of the Pandora Task Force in partnership with Alison James, Head of Strategic Operations, Mayor's Office City of Victoria. The Pandora Task Force will proceed with community development and implementation of Collaborative Social Development Working Solution Plans (See Appendix E).
- The GVCEH will review linkages within various meetings convened in the community specific to the 900 block (and immediate vicinity) and identify the purposes of each group to determine where they may be brought together to create efficiencies and reduce duplication, including:
  - Mayor's Pandora Task Force
  - Pandora Residents Meeting: Convened by Our Place to meet with neighbouring residents as part of the Good Neighbourhood Agreement
  - Pandora/Johnson Street Meeting: convened quarterly by Island Health
- There are concurrent initiatives which may overlap in purpose. The GVCEH will support coordination to ensure communication and reduction of siloed work, in order to increase the impact of aligned resources. These include but are not limited to the City of Victoria Community Wellness Task Force, and the Vancouver Street Bikeway (and potential extension of the greenway/boulevard).
- The GVCEH will develop and maintain relationships with business owners/operators on and abutting the 900 block with the express purpose of including them in development of Working Solutions planning.
- The GVCEH communicate with the Capital Regional District Regional Outcomes Monitoring Collaborative to determine if efforts can be aligned and focused in the 900 block.
- The GVCEH will collaborate with Steve Woolrich, Principal at Rethink Urban & volunteer at Greater Victoria Placemaking Network
- The GVCEH will develop a 900 block Key Stakeholder Matrix/Map
  - Who is there? (i.e., Businesses, Residents [housed/unhoused], Peers, Service Providers/Accessors, Government)
  - Who resources what?
  - Determine roles, responsibilities, gaps and overlaps

## SHORT TERM RECOMMENDATIONS

The writer recommends the City of Victoria request funding from the Ministry of Mental Health and Addictions to support the Action Teams below.

The City and GVCEH facilitate and fund Action Teams to initiate the following strategies using Working Solutions Implementation Plans to achieve the intended outcomes for the 900 block; these plans will be aligned with the Key Stakeholder Matrix/Map to ensure coordination of efforts and resources, as well as reflective of the principles and values of the Pandora Task Force.

**TABLE 2.0 - SHORT TERM RECOMMENDATIONS**

<b>ACTION</b>	<b>Description &amp; Anticipated Outcome(s)</b>	<b>Funder(s)/Team Members</b>
1. Develop pilot program "Victoria On Call" (VOC) modeled after the Downtown on Call program in Kelowna. Pilot is designed in collaboration with peer leaders.	<ul style="list-style-type: none"> <li>Peer Teams to do 'wake ups' on the 900 block and on the downtown core. Teams respond to, and deescalate potential issues when safe to do so <ul style="list-style-type: none"> <li>The recent coroner's service Death Review Panel found that one in four police encounters in B.C. has a mental-health component. In order to alleviate this issue, peer teams could respond and support the person in crisis without need for police intervention</li> </ul> </li> <li>Pilot designed not to displace, but to support the community in a way that does not require police and bylaw enforcement as the first point of contact</li> <li>VOC members become researchers in collaboration with community to develop best practices</li> <li>This will be developed with robust training plans and trauma informed practice <b>OUTCOME</b></li> <li>Community is empowered through Social Enterprise</li> <li>Actual and perceived safety of the public is improved due to team's presence and ability to respond to issues</li> <li>Reduction in bylaw and policing costs</li> <li>Team can support other initiatives on the 900 block and area</li> </ul>	<p>Funder: City of Victoria</p> <p>Proposed Team: DVBA, people with experience of homelessness and accessing services on the 900 Bock (Peers), Bylaw, VicPD, GVCEH, Our Place Society</p>
Item 1: <b>BUDGET</b> development in progress with <b>Vic PD/Bylaw, DVBA &amp; GVCEH</b>		
2. Installation of Water Bottle Refill Station	<ul style="list-style-type: none"> <li>Water bottle refill stations, such as the ones located on the Galloping Goose are installed on the 900 block</li> <li>This can be placed in conjunction with the development of the Vancouver Street Bikeway</li> </ul> <p><b>OUTCOME</b></p> <ul style="list-style-type: none"> <li>Basic human needs are met: all people in the area have ready access to on-demand clean water</li> </ul>	<p>Funder: City of Victoria</p> <p>Proposed Team: City of Victoria Traffic/Parks Depts</p>
<p>Item 2: <b>BUDGET</b> development in progress (TBD based on installation in conjunction with recommendation #3, and feedback from CRD &amp; City of Vancouver)</p> <p>Estimate: <b>\$10,000</b> based on online research</p>		
3. 24-hour accessible Restrooms are	<ul style="list-style-type: none"> <li>Purchase or build permanent or semi-permanent restrooms on the 900 block</li> </ul>	Funder: City of Victoria



installed on the 900 block	<ul style="list-style-type: none"> <li>Restrooms are maintained by the community through creation of social enterprise <ul style="list-style-type: none"> <li>If modeled after the award-winning restroom in Downtown Victoria on Langley Street, the restrooms could be power washed once or twice daily (as are the sidewalks in front of Our Place Society)</li> </ul> </li> </ul> <p>OUTCOME</p> <ul style="list-style-type: none"> <li>Basic human needs are met</li> <li>A sense of ownership and responsibility is fostered by social enterprise <ul style="list-style-type: none"> <li>Reduction in complaints of urine and feces in the vicinity</li> </ul> </li> </ul>	Proposed Team: City of Victoria, Peers, Our Place Society, GVCEH, Students
<p>Item 3: <b>BUDGET</b> Estimate: <b>\$230,00</b></p> <p><b>\$180,000</b> - 2 x Restrooms @ \$90,000 each (estimate based on cost of Langley Street facility)</p> <p><b>\$5,000</b> – Development of Restroom Maintenance Program (Action Team)</p> <p><b>\$45,000</b> – Program facilitation and delivery (1 year)</p>		
4. Collaborative Space Making is undertaken on the 900 block	<ul style="list-style-type: none"> <li>People need a place to safely sit and rest on the 900 block, this is where they gather and are not to be displaced</li> <li>A barrier is created between the boulevard and Pandora Avenue (this could include decorative elements and be co-designed by the community)</li> <li>Look to rezoning the boulevard on the 900 block to allow for seating, or amend bylaws</li> <li>Design can be created to ensure unencumbered access of adjacent businesses and sidewalks. This can be support of the Peer 'Victoria On Call' Team and co-development of agreements on how to use the space</li> </ul> <p>OUTCOMES</p> <ul style="list-style-type: none"> <li>The community on the block feels listened to</li> <li>The experience for those on the block is improved</li> <li>Access and pathways are clear and shared</li> <li>Actual and perceived safety for pedestrians and motorists is increased</li> </ul>	<p>Funder: City of Victoria</p> <p>Proposed Team: Peers, City of Victoria, City of Victoria Parks, City of Victoria Arts &amp; Culture, GVCEH, GVPN, Volunteer Mason, Students</p>
Item 4: <b>BUDGET</b> Estimate: <b>TBA</b>		

## MEDIUM TERM RECOMMENDATIONS

5. Declare the 900 block of Pandora Avenue a 'Special Area' in alignment with the Motion carried by Victoria City Council, June 13, 2019, re: Application of Equity and Affordability Policies, which "Council direct the City Manager to imbed these four principles for the city's emerging equity policies."
  - Apply an equity lens to siting, design, amenity selection, engagement, procurement, and evaluation, to inform decisions about and investment in community
  - Apply an affordability lens to assess total cost of ownership, siting, amenity selection, operating costs, costs to taxpayers and users
  - Invite potential partners and neighbourhood representatives to collaborate to align and help achieve these equity, accessibility and affordability objectives
  - Embed distributional, procedural, structural and inter-generational equity into the City's corporate policies guiding hiring, staff training and professional development, procurement and civic engagement (See Appendix F)

This mechanism would support financial investment in new and ongoing endeavours to improve the life of people experiencing homelessness in the area. Approximately 200 people use Our Place Society (919 Pandora Avenue) as their mailing address which supports indication of need.

6. Embed social enterprise into future development on the block by partnering with the business sector, i.e., GT Hiring Solutions, the DVBA, Chamber of Commerce, and service providers to develop a sustainable employment initiative. Collaborative Social Development engages community in a meaningful way, in such that the process itself is part of the outcome. As people become engaged, are listened to and can contribute to solutions that directly impact them, a sense of connection, belonging and well-being is fostered.

## LONG TERM RECOMMENDATIONS

2. Using the learnings from this community consultation process, implement a coordinated response in areas with a high demographic of community members who are underserved within the City of Victoria, and have a high number of calls to police and bylaw. Particularly:
  - a) Pandora 900 block
  - b) Johnson Street
  - c) Centennial Square
  - d) Burnside/Gorge Road



## APPENDICES

APPENDIX A
Recommendations from GVPN Pandora Dilemma Report (Sept 2018)
1. Engage the Downtown Service Providers Committee in implementing policies that address the conflicts. Include representatives from the street population on the Pandora Task Force.
2. Expand the scope of DVBA “Clean Team” to include the 900 block of Pandora Ave. The DVBA could consider including members of Our Place on their team.
3. Conduct a full-spectrum CPTED analysis. This effort would provide a wealth of baseline data for decision-making and help target specific programs.
4. Establish a data centre within a City Department to identify and quantify homeless conflicts within the jurisdiction. Consider a hotline that businesses can call to report incidents to collect a time record of issues.
5. Explore the costs and benefits of a portable or permanent public washroom, separated by gender, on Pandora Avenue.
6. Work with the legal system and volunteers to develop an easy-access community court system for street persons.
7. Train members of the street community in supporting medical crises as a “Street Medics Team.”
8. Enact an Ambassador program on a trial basis. Combine a few paid staff with community volunteers to create a presence on Pandora Ave. With appropriate training, Ambassadors would be able to: <ul style="list-style-type: none"> <li>o Serve as advocates for street persons and act as on-the-street links with current outreach and mental health organizations.</li> <li>o Directly monitor effects on businesses and residents.</li> <li>o Provide a moderating presence, intervene early in disruptive behaviour, reducing police calls.</li> <li>o Lead activities that draw citizens and street persons together, such as outdoor musical events and games.</li> </ul>



APPENDIX\_B\_Pando APPENDIX\_C\_PTF\_Re APPENDIX\_D\_Consu APPENDIX\_E\_PTF\_W APPENDIX\_F\_Equity-  
raDilemmaReport-Fi port&NextSteps\_201 Itation\_Data.pdf orkingSolutionsPlar motion-June-13.pdf



## RESOURCES

<https://www.timescolonist.com/news/local/garden-takes-root-on-strip-of-pandora-next-to-our-place-1.2211551>

<https://victoriaplacemaking.ca/panflora-gardens/>

[https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/initiatives-plans-strategies/mental-health-and-addictions-strategy/bcmentalhealthroadmap\\_2019web-5.pdf](https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/initiatives-plans-strategies/mental-health-and-addictions-strategy/bcmentalhealthroadmap_2019web-5.pdf)

## **BANFIELD PARK TO SELKIRK BIKE ROUTE:**

That Council direct staff to report back on the potential to incorporate into the 2020 capital budget the paving of the bike route through Banfield Park to link with Selkirk.

### **Background:**

This route through the park currently provides a gravel pathway connection between Craigflower Road and the Galloping Goose trail. Paving of the connection through Banfield Park would allow for an enhanced all-weather surface with improved comfort and utility for cyclists, but has to be carefully considered for all pathway users, accessing the park, neighbourhood gardens, and children's playground.

The 2018 Victoria West Neighbourhood Plan identifies the assessment "...of this waterfront trail for visibility, trail surfacing, cyclist speed and ecological impact as part of long-term park improvements". This project is identified as Long Term (2028+) in the Neighbourhood Plan Actions.

Resident and user concerns about paving of the connection were raised during the neighbourhood planning process concerning pedestrian safety and cyclist speed. Increased pavement and surface performance can introduce higher cyclist speeds and necessitate additional interventions to balance pathway user safety standards, that have to be considered alongside surrounding park design and amenities.

Re-engineering of the pathway is complex. The route first requires improvements to site drainage, careful assessment of impacts on mature trees and ecological sensitivities plus contaminated soil and archaeological assessments. The project will also require an examination of alternative pathway alignments, followed by public engagement related to options and risks/benefits. These items should be considered in the context of any broader Banfield Park improvement plans.

There are no park improvements currently planned for Banfield Park.

### **Financial and Human Resource Implications:**

Bringing just the paving project forward in isolation is constrained by the additional related project scope and requirements. Due to the complexities of this project outlined above, additional resources would be required not just to pave the connection but also to scope the alignment, assess, design, engage the community and potentially facilitate other, additional park improvements.

A Class D estimate of construction costs shows \$240,000 including walkway paving and drainage. Unique professional services for geotechnical analysis (including contaminated soil assessments), environmental monitoring plus archeological assessment and monitoring are estimated to be \$125,000. With staff design resources committed to existing capital projects, external design support services are anticipated at an estimated \$50,000 giving a total estimated project cost of \$415,000. Project management staff resources of 0.25 FTE for 6-8 months is estimated at \$22,000 to oversee delivery of the project. Since it is unlikely that outside staff resources for the 0.25 FTE will be secured, internal project management resources will need to be reallocated which may impact the delivery of other transportation capital projects.

## **FLEET RENEWAL:**

That Council direct staff to report back to Council as part of the 2020 budget process for options to expedite the transition of the City's fleet to renewables.

### **Background:**

City vehicle and equipment fleet is made up of Fire, Police, Public Works, Parks and other City vehicles and equipment, many of which run on combustion engines, using fossil fuels. Fleet assets include on-road and off-road vehicles, that support emergency, daily and frequent City services/infrastructure management.

The CLP defines the relevant City targets for the following:

- 80% fleet electrification or renewably powered by 2040
- 100% of city power tools and small engine equipment is renewably powered by 2025.

The City's Corporate Energy and Emissions Management System (CEEMS) is the City's corporate GHG management plan to systematically shift to 100% renewable energy, across all City assets and services. This plan will drive the year-on-year improvement priorities and planning considerations for fleet and facilities and operations/services. The initial draft plan has been completed, and is being assessed and refined with consultants, for completion in Q4 2019.

Fleet project teams continue to assess zero-emissions market alternatives as part of the overall acquisition plans, at each instance. The heavy duty vehicle/automotive/equipment marketplace has begun to introduce many new electric alternatives for fleet vehicles and equipment types, but many are still unavailable, or if options are starting to appear – they may not be proven, supportable in our region, affordable, or fit-for-purpose – all of which has to be carefully considered before any adoption by the City. In many cases, City vehicle use and operations will have to be modified or re-engineered to enable the earliest transition to lower emissions alternatives, due to different vehicle performance characteristics when compared to their internal-combustion predecessors.

Older, fuel-inefficient City vehicles are being systematically replaced in order of priority, which is driven by many maintenance/performance/obsolescence and other factors, including GHGs / exhaust emissions.

The 2020 budget proposals include the Fleet Master Planning analysis to define the versatile, capable, affordable, and sustainable Future Fleet, which has a clear focus on GHG reductions and zero emissions. New low or zero emissions vehicles are part of the 2020 acquisition plan, as is the introduction of a vehicle management / booking system to increase operational efficiencies and drive down asset number and GHGs per km.

Fleet emissions planning requirements and considerations will also be incorporated into the November 2019 Climate Leadership Plan update to Council.

### **Financial and Human Resource Implications:**

TBD based on 2020 financial and Climate Leadership discussions/decisions.

## **INFLOW AND INFILTRATION ON PRIVATE PROPERTY:**

That Council direct staff to report back as part of the 2020 budget process on beginning a plan for mitigating the Inflow and Infiltration issue on private property.

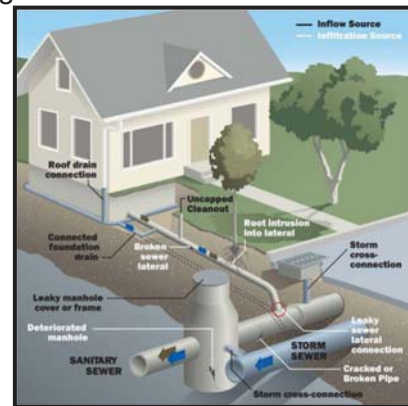
### **Background:**

The City has two types of sewer systems: storm water systems and sanitary sewers. The storm water system or storm drains carry rainwater, ground water and runoff from roofs, roads and parking lots to creeks, harbours and the ocean. Sanitary sewers, however, carry wastewater from residential and commercial buildings to the CRD's regional sewer system. The City owns and maintains the sewer systems that are located in road or statutory rights of way. The laterals or portions of pipe that are located on private property are owned and maintained by the landowners.

Inflow and Infiltration (I&I) is the extraneous water that enters the sanitary sewer system. Inflow is the rainwater that enters sanitary sewers through improper cross connections (ie. catch basin, roof drain). Infiltration is groundwater that enters the sanitary sewer through cracks, leaky joints, etc. Typical sources of Inflow and Infiltration are shown in the Figure 1.

I&I can be a significant contributor to:

- Wastewater overflows along shorelines when capacity of CRD collection system is exceeded;
- Flooding (including basement flooding) due to backed up pipes;
- Increased operating and maintenance costs (ex. pumping and treatment);
- Increased capital cost to build additional capacity.



Climate change projections indicate future rainfall events will be more extreme in size and intensity resulting in the potential for greater I&I. To address current and future I&I issues the City has an on-going program to reduce I&I in the public portion of the system with significant resources applied to replacing or rehabilitating sewer deficiencies.

In Victoria, and in many municipalities across the country, a large portion of I&I is understood to be generated from private sewer laterals, often over 50%. One of the things that the City could do to help reduce these impacts is to implement a private sanitary sewer lateral program. Such a program typically imposes requirements or provides incentives for private landowners to have their sewer laterals inspected and then repaired, if needed.

### **Financial and Human Resource Implications:**

Engineering Underground Utilities in collaboration with Legal and Real Estate will prepare a report to Council in 2020 to explore considerations related to the complexity, timing and resource implications related to a private sewer laterals program. This initial review and reporting can be incorporated into the 2020 workplan using existing operating budgets.

## **SIDEWALK UPGRADES:**

That Council direct staff to identify missing sidewalks and opportunities for sidewalks to be widened and bring these forward on a priority basis in the 2020, 2021 and 2022 budgets.

### **Background:**

The 2008 Pedestrian Master Plan identified and helped prioritize the construction of new sidewalks, the repair of existing ones and any improvements. The construction of new sidewalks to close key gaps in the network is a core element of the current annual sidewalk program with, between 2017 and 2019, 10 missing sidewalks constructed.

Projects for new sidewalks are prioritized using criteria including pedestrian volumes, road classification, proximity to schools, coordination with other capital and land development projects (new development is required to provide sidewalks as part of their road frontage improvements obligations within the Subdivision and Rezoning bylaw) and public requests. The proposed 2020 Financial Plan includes the construction of missing sidewalks coordinated with other capital projects such as road repaving, CRD force main construction and BMP projects.

Sidewalk widening projects are coordinated and assessed along with other accessibility improvements and with other capital projects including road repaving or traffic signal rebuilds.

### **Financial and Human Resource Implications:**

Through the 2020 budget process, staff are seeking increases in the annual funding allocation for sidewalks to allow additional projects to be constructed and increase scope to be delivered. Additional funding for road repaving is also being sought through which additional sidewalk widening projects and accessibility improvements will also be implemented. These additional projects will be undertaken within existing staffing resources.

Sidewalk connectivity and improvements are part of our annual financial planning, but also subject to further Council discussions / decisions as part of the Sustainable Mobility Strategy discussions in November 2019.

## **SIDEWALK UPGRADES AND CROSSING – BEACON HILL:**

That Council direct staff to report back as part of the 2020 budget process on the cost and other implications of joining the triangle at Mile Zero to Beacon Hill Park and creating an additional safe crossing of Douglas Street to the Park South of Beacon St.

### **Background:**

#### **Mile Zero:**

The triangle intersection at Mile Zero at the intersection of Douglas Street and Dallas Road is characterized by an isolated area of green space, detached from Beacon Hill Park and surrounded on all sides by roads.

Changes to the configuration and traffic circulation at the triangle at Mile Zero was first assessed in 1999 and a number of options reviewed. The preferred concept recommended retaining Douglas Street in its current alignment but removed through traffic while maintaining the use of Circle Drive for through traffic so as to respect the historical form of the park established in the original Beacon Hill Park Plan and minimizing the impact to neighbouring properties.

At the July 16, 1999 meeting of Committee of the Whole, Council endorsed the road realignment option that retained Circle Drive for through traffic and authorized staff to proceed with more detailed design development. The project has not advanced in the intervening years.

As part of a James Bay Neighbourhood Association Visioning Project for Douglas Street undertaken in 2017, the Mile Zero location was envisioned with Circle Drive being converted into a multi-use trail and Douglas Street being established as the route for through traffic.

These different concepts of Mile Zero reflect the benefits that could be achieved through a reconfiguration of the intersection in terms of simplifying traffic operations and circulation, reducing the amount of area dedicated to road paving and enhancing the access and quality of the Mile Zero monument although the different design activities have offered very different recommendations.

#### **Douglas Street Crosswalk:**

The Transportation Division undertakes an annual program of new and upgraded crosswalks for the City with priority given to projects where analysis has shown the crossing is warranted and there is a safety benefit. Using a nationally adopted warrant-based approach, staff assess pedestrian volumes, vehicle volumes, gaps in traffic for pedestrians to cross, road geometry the availability of adjacent crossings and the location of the potential crosswalk within the broader walking network.

An additional crosswalk on Douglas Street south of Beacon Street is not included within the planned crosswalk program in the 2020 budget proposal, which alternatively identifies 8 higher priority crosswalks.

Unless otherwise directed, staff will assess opportunities to improve the existing crosswalk at Beacon Street in conjunction with the Parks Recreation and Facilities Department as part of the next annual crosswalk review / budget cycle.

### **Financial and Human Resource Implications:**

The different concepts described above have not been developed to a level of detail to allow budget estimates to be established and neither concept has been the subject of full and recent consultation with the public and stakeholders.

Changes to Mile Zero are not within the current Parks or Engineering Capital Plans and advancement of a project would impact the ability to complete other existing approved Parks and Engineering capital projects. The priority of this project should be considered alongside other important Parks and Engineering planning and mobility initiatives.

A new design project consisting of public consultation, updates to the design options and selection of a preferred concept with budget estimates would be required to advance this project to a future budget cycle. Due to the complexities of this, additional staff resources would be required to assess and scope this motion in order to provide a fulsome report back on the potential to incorporate this into the Financial Plan in the future while continuing to meet existing commitments.



### **UNDEVELOPED PEDESTRIAN ROUTES:**

That Council direct staff to identify opportunities for opening undeveloped pedestrian routes and bring these forward on a priority basis in the 2020, 2021 and 2022 budgets.

#### **Background:**

Undeveloped or informal connections can provide convenient and direct connections within neighborhoods to recreation, schools and shopping, complementing existing more formal walking networks.

The City already takes full opportunity to identify and sign many smaller neighbourhood connections for both pedestrians and cyclists for example through parks or at the end of cul-de-sacs.

Other unimproved connections also exist with some pedestrians informally establishing a connection. These connections sometimes cross private property that is not within the control of the City. Staff are alert to opportunities to open these up or establish more permanent alternatives as part of strategic planning including individual land development projects, larger, comprehensive master planning activities (an example being the development of the Rail Yards in Victoria West), through Local Area Plans as well as city-led strategic land acquisitions (for example the Cecilia mid-block connector).

#### **Financial and Human Resource Implications:**

The current program requires no additional financial or human resources and staff will continue to bring forward identified projects as part of the future annual Financial Planning process.



## **RESTORATIVE JUSTICE:**

On February 28, 2019, Council approved the following motion:

*“That Council direct staff to work with VicPD staff and the Township of Esquimalt to shift the City's and the District's portion of Restorative Justice from the police budget to the City's and the District's budget for an annual grant, and have Restorative Justice report to Council on an annual basis and that staff report back to Council as part of 2020 financial planning process on the implications of increasing the grant to restorative justice.”*

### **Background:**

Restorative Justice Victoria is a community-based organization designed to improve community life for all by dealing with the harms created by crime and violence. Restorative Justice is a process whereby parties with a stake in a particular offence resolve collectively how to deal with the aftermath of the offence and its implications for the future.

Prior to 2019, the Restorative Justice budget of \$40,000 was part of the Police Department's budget; Victoria's share was 85.3% or \$34,120 and Esquimalt's share was 14.7% or \$5,880.

During the 2019 Financial Planning deliberations, Council approved to shift the funding for Restorative Justice from the Police Board's budget to the individual municipalities. As well, the Township of Esquimalt approved a motion during their 2019 budget deliberations to include 14.7% of the \$40,000 for Restorative Justice in their city budget.

The overall \$40,000 funding remained the same, with a \$34,120 grant paid directly to Restorative Justice by the City of Victoria and \$5,880 paid by the Township of Esquimalt.

Staff have confirmed that Esquimalt's motion to include the \$5,880 budget for Restorative Justice is not ongoing and was a one-time item for 2019. The Township of Esquimalt will be presenting their draft 2020 budget to Council around March 2020. At this time, it is not known if this expense will be proposed in their draft 2020 budget.

### **Financial and Human Resource Implications:**

If Council would like to increase this grant for one time in 2020; the funding source would be from the 2019 Surplus and if Council would like to increase this grant ongoing the funding source would be from New Property Tax Revenue from New Development.

Below outlines a range of potential grant increase in dollars and the corresponding property tax impact:

Grant Increase in Dollars \$	Property Tax Impact %
5,000	0.004%
10,000	0.007%
15,000	0.011%
20,000	0.014%
25,000	0.018%

## **SENIOR CENTRES:**

On February 28, 2019, Council approved the following:

*“That Council direct staff to increase funding for the three seniors centres by allocating a one-time expenditure of \$63,900 from surplus, and ask for information from these centres in time for the 2020 budget regarding what additional services are provided with the new funding.*

*And that council direct staff to include an allocation of base funding to all senior centres and community centres of 75K funded from new assessed revenue in the 2020 draft financial plan, with indexation to inflation in future years.”*

## **Background:**

During the 2019 financial planning process, Council approved increasing one-time operating grant funding from surplus for the eight community centres and three senior centres in the amount of \$234,300. This resulted in a budget increase of \$21,300 to each centre and a total operating base budget of \$75,000 for each centre.

Council directed staff to incorporate the increase of \$21,300 as on-going budget for each of the community and senior centres to the 2020 draft budget and to apply an inflation index for future years.

Additionally, as part of the 2020 financial planning process, staff will be bringing forward the senior and community centres' information on the additional services provided with the new funding.

## **Financial and Human Resource Implications:**

As per Council direction, the 2020 draft financial plan includes ongoing funding of \$234,300 for the community and senior centres' operating grant budget. This additional budget is funded from new property tax revenue from new development.

For 2020, the operating grant for each of the community and senior centres is at \$75,000. These budgets have been increased by 2% or the rate of inflation for future years.

## **TRANSGENDER, NON-BINARY AND TWO SPIRIT INCLUSION ACTION PLAN:**

On September 5, Council approved the following:

1. *That Council approve the Transgender, Non-Binary and Two Spirit Inclusion Action plan; and direct staff to report back on resource implications through the 2020 and future financial planning process.*
2. *That Council direct staff to report back on implementation on an annual basis.*

### **Background:**

The Transgender, Non-Binary and Two Spirit Inclusion (TNB2S+) Action Plan, developed through extensive community engagement, fulfills a Council Strategic Plan objective. The plan identifies direct actions for the City to support TNB2S+ inclusion over time, as well as future collaborative actions with community. The plan also identifies key enablers for successful implementation, and guidance regarding the sequencing of individual plan actions relative to each other over time. Some of the direct actions for the City relate to work which is already planned or underway.

### **Financial and Human Resource Implications:**

The Plan actions include the creation of “a dedicated Diversity and Inclusion Recreation role and evaluate further staffing needs over time.” Staff recommend creating an Accessibility and Inclusion Recreation Coordinator (1.0 FTE) to lead a new Accessibility and Inclusion section in the Recreation division, which requires ongoing additional funding of \$52,000. The creation of this section will allow for Accessibility, Leisure Access and TNB2S+ goals to be actioned in parallel to each other consistent with the guiding direction in the Action Plan to “address the ways in which multiple identities impact on lived experience, including indigenous people, people with disabilities and other marginalized communities”.

The Plan actions include the creation of a TNB2S+ Community Liaison role to nurture partners, scope projects and generally support a community-led and peer-informed approach to implementing plan actions. Staff recommend creating the Liaison role (1.0 FTE) in 2020 requiring ongoing additional funding of \$113,000.

The Plan actions include providing gender diversity training for all staff, including Senior Management, Mayor, and Council. Phase 1 launch in 2020 will target Senior Management, Mayor and Council and key customer service roles at an estimated cost of \$28,000.

## **DOWNTOWN GREENSPACE:**

That Council direct staff to report back as part of the 2019, 2020, 2021 and 2022 budget on options to create more greenspaces downtown.

### **Background:**

In 2019-2021, the City is proceeding with two projects that will create approximately 4.5 acres of new greenspace in the downtown area, including the Songhees Park expansion and redevelopment of Laurel Point Park.

<b>Project</b>	<b>Park Space (Acres)</b>
Songhees Park Expansion	1.5
Laurel Point Park Redevelopment	3

The further development of existing public space and acquisition of new land are potential tools for meeting Council's strategic objectives. The completion of a Park Development and Acquisition Strategy is identified as a priority action in the Parks and Open Spaces Master Plan (POSMP), and in the draft Strategic Plan. The proposed Strategy would explore options for acquisition (purchase, establishing first rights of refusal, interagency land transfers, joint use agreements, leases, easements and rights-of-way), in order to achieve the City's parks and open space goals.

In 2019, Council determined that a Council-led task force would be established to plan and prioritize the acquisition of new park land. City staff are prepared to support the proposed task force, and in the meantime will continue to provide Council with information on potential opportunities to add new park space as these arise.

### **Financial and Human Resource Implications:**

This work can currently be accommodated within existing resources.

## **POLLINATOR HABITAT:**

That Council direct staff to report back as part of the 2019, 2020, 2021 and 2022 budgets for opportunities to increase pollinator habitat on public and private lands.

### **Background:**

In 2017, the staff shifted focus to strategically plant species in parks that better align with the lifecycles of pollinators to provide more available sources of pollen at key times. As staff renovate garden beds and planted medians, plant trees or install new landscapes, plants are selected that are drought tolerant and are sensitive to the natural environment while providing aesthetic value and pollinator habitat. The recently completed boulevards adjacent to the Johnson Street Bridge approach provide an example, where 1,500 pollinator-friendly plants were installed.

In 2019, five new mason beehive installations were added in Beacon Hill Park, with eight more planned for 2020. New interpretive signs are being installed near the hives to promote the value of pollinator-friendly gardening. Since 2017, staff have planted appropriately 3,000 pollinator-friendly plants in the public realm, with another 1,000 plants planned for 2020. In addition, staff will be hosting workshops and neighbourhood walking tours promoting boulevard gardening guidelines to support ecological diversity and provide pollinator habitats on City land. Finally, the City has received two expressions of interest for community gardens that support pollinator habitats.

With respect to increasing pollinator habitat on private property, on June 13, 2019 Council considered draft landscape design guidelines for food bearing, pollinator and native plant species that would apply to landscaped areas for new multi-residential, commercial and industrial developments. Staff have completed a public engagement process and will be reporting back with a related OCP amendment bylaw for first reading and a summary of feedback for Council's consideration. The new guidelines will be implemented in Fall 2019.

In 2020, staff will be working with the Engagement and Social Planning and Community Development departments to incorporate edible landscaping and pollinator gardening on private property. This work will primarily be completed through the promotion of the new Growing Food and Gardening in Mixed-Use, Multi-Unit Residential Developments Guidelines that were completed earlier this year.

### **Financial and Human Resource Implications:**

This work can currently be accommodated within existing resources.

### **DOG FRIENDLY SPACES DOWNTOWN:**

That Council direct staff to report back as part of the 2019, 2020, 2021 and 2022 budget on options to create more dog friendly spaces downtown.

### **Background:**

Staff recommend piloting Reeson Park as a leash optional area. The new project would consist of the design and installation of infrastructure to support this change, including new signage, waste containers, and bag dispensers, in a shared park space (ie not enclosed). Council may opt to establish this first as a two-year pilot project, in order to monitor the effectiveness in advance of a permanent adjustment. This approach has proven successful in recent years for City parks in various neighbourhoods.

This motion has been addressed in the 2020 Financial Plan as a project in the Parks, Recreation and Facilities capital plan.

### **Financial and Human Resource Implications:**

The financial resource implications are identified in the 2020 Financial Plan, see page 784.

### **LEASH OPTIONAL DOG PARK:**

That Council direct staff to report back as part of the 2020 budget process on options to add another enclosed leash optional park.

### **Background:**

Originally planned as a medium-term action in the Topaz Park Improvement Plan, this work may be delivered sooner to address Council's new direction. Detailed design of the dog park may be initiated in 2020, with construction to follow in 2021. The expected improvements would include an enclosed leash-optional area with improved amenities, for the existing leash-optional space.

This motion has been addressed in the 2020 Financial Plan as a project in the Parks, Recreation and Facilities capital plan.

### **Financial and Human Resource Implications:**

The financial resource implications are identified in the 2020 Financial Plan, see page 784.

### **DALLAS ROAD DOG CONFLICTS:**

That Council direct staff to report back as part of the 2020 budget process on a plan to address friction between dog owners and walkers on Dallas Rd with the consideration of protecting migratory birds and other wildlife.

### **Background:**

The addition of a new bike path opening following the completion of the new wastewater treatment infrastructure is likely to increase the usage of this waterfront space. The CRD will erect split rail fencing in certain locations along the new bike path, however, staff recommend Council consider additional split rail wood fencing to provide a continuous physical separation between the bike path and leash optional area, between Clover Point and park space adjacent to Camas Circle.

Depending on the relative priority of this strategic action, Council may also consider directing staff to initiate a comprehensive study of this park space to assess the source of issues and possible solutions, in a future year, following the completion of other major projects currently in progress. This project would consist of significant public engagement and technical analysis, including bylaw considerations, along with an implementation plan.

This motion has been addressed in the 2020 Financial Plan as a project in the Parks, Recreation and Facilities capital plan.

### **Financial and Human Resource Implications:**

The financial resource implications are identified in the 2020 Financial Plan, see page 784.



## **DAYLIGHTING STREAMS:**

That Council direct staff to report back as part of the 2020, 2021 and 2022 budget process with opportunities for daylighting streams.

### **Background:**

Identifying opportunities to daylight or celebrate culverted streams is identified as a priority action in the Parks and Open Spaces Master Plan (2017). Daylighting streams that have previously been confined to underground pipes can result in water quality improvements, flooding reduction, increased aquatic habitat and native ecosystems, and community and economic revitalization. The feasibility of daylighting streams is challenging in an urban environment.

Fully daylighting a stream is costly and requires a long-term plan, engineering studies and potential land acquisition. Having a plan in place will allow the City to take advantage of opportunities when they arise. In the short term two specific opportunities have been identified: Bowker Creek and Rock Bay Creek.

The Capital Regional District coordinates the Bowker Creek Urban Watershed Renewal Initiative (the BCI) with the City of Victoria, District of Saanich and District of Oak Bay as municipal partners. In 2017, the City was awarded an infrastructure planning grant to undertake a Daylighting Feasibility Study, in partnership with the other members of the BCI.

The Daylighting Feasibility Study is anticipated to be completed in fall 2019, and will provide valuable information regarding future infrastructure upgrades, property acquisitions, and land use planning.

In 2020, staff recommend initiating the development of an implementation plan, based on the opportunities and risks outlined in the feasibility study.

### **Financial and Human Resource Implications:**

This work is can currently be accommodated within existing resources. Specific projects, timelines and costs would be brought forward upon completion of the Daylighting Feasibility Study.

### **URBAN FOOD PROGRAM:**

That Council direct staff to proceed with the recommendations listed below, with all resource implications referred to the annual financial planning process:

1. Expand City grant eligibility
2. Pilot a City-built allotment garden
3. Pilot City-sponsored distribution of gardening materials
4. Investigate the re-introduction of the Sharing Backyards program
5. Support access to agricultural water rates
6. Establish food system targets and outcomes

### **Background:**

On June 6<sup>th</sup>, 2019 staff provided Council with an update on the impact of the Growing in the City programs and identified opportunities to advance food systems objectives outlined in the 2019 – 2022 Strategic Plan.

In consultation with the Urban Food Table, staff identified six recommendations that Council approved.

### **Financial and Human Resource Implications:**

All resource implications are identified in the 2020 Financial Plan

## **CHILDCARE FOR ADVISORY COMMITTEE MEETINGS:**

On May 21, members of the newly formed Renters Advisory Committee made the following motion:

*“That the Renter’s Advisory Committee send a recommendation to Council that childcare be made available for all committee meetings at City Hall.”*

That Council receive this recommendation from the Renters Advisory Committee and direct staff to report back on the resource and financial implications as part of the 2020 Financial Planning Process.

### **Background:**

In 2019 at the request of Council, staff introduced Childminding Services during Council meetings to help more people participate in local government.

The Community Care and Assisted Living Act - Child Care Licensing Regulations govern the parameters for childcare. There are three requirements for the service provision:

1. Parent must remain on-site
2. Parent must be immediately accessible
3. Child's stay must be less than 2 hours in duration.

The service is currently hosted in the City Hall Mezzanine Room and consists of two program leaders providing supervision for children up to age 12. The ratio of Leaders to children is 10:1 for the 6-12 age group and 4:1 for the 0-5 age group. The maximum capacity is 20 children.

The budgeted resources for staff to provide this service for Council meetings in 2019, is \$11,000.

At present, there are two active advisory committees hosted at City Hall, the Renters Advisory Committee and the Active Transportation Committee. Childminding can be made available to these committees and delivered in the existing childminding space at City Hall.

### **Financial and Human Resource Implications:**

This cost to deliver this service is approximately \$150/session. As both committees are currently on a monthly meeting schedule, the annual cost is estimated to be \$1800 per committee.

## **PARKS ACQUISITION AND GREEN SPACE:**

On July 11, 2019 Council approved the following Motion:

*“That Council consider as part of the 2020 budget discussions the allocation of some new assessed revenue for parks and greenspace acquisition and amenities in neighbourhoods where development is occurring.”*

### **Background:**

No acquisitions are currently proposed in the 2020 Financial Plan. Should Council identify an acquisition, staff could report back on the financial and resource implications based on the specific acquisition identified.

### **Financial and Human Resource Implications:**

## **COMMUNITY GARDEN ACCESSIBILITY:**

On August 8, 2019, Council approved the following Motion:

*“That staff report as part of the 2020 budget process on options for making community gardens more accessible for people with disabilities, people from diverse ethno cultural communities, and people in lower income neighbourhoods.”*

### **Background:**

Staff plan to consult with the community garden network and other key stakeholder groups in order to define key challenges and barriers, and identify opportunities, to address inclusivity and accessibility in community gardens.

In March 2020, the City of Victoria in partnership with Public Health Association of BC (PHABC), will co-host a community garden network gathering called Can You Dig It! to help increase education, awareness and action regarding accessibility and social equity. The gathering will bring in guest-speakers, host break-out workshops, and provide tools and opportunities to share best practices. Since 2010, *Can You Dig It* has created and supported nearly 40 community gardens on public and private lands throughout the Lower Mainland, engaging over 40 partner organizations and 1,700 gardeners.

Participants of the Can You Dig It gathering will be provided with a Community Garden Inclusivity Tool Kit that offers activities, exercises and workshop ideas for each coordinator to bring back to their community gardens. This toolkit will support and empower each garden to identify areas of improvement and tailor strategic actions to help increase inclusivity in their community garden.

As directed by Council during the GIRC Progress Report on June 6<sup>th</sup>, 2019, the Community Garden Volunteer Coordinator Grant Final Report has been amended to include more detailed information regarding sharing impacts of volunteer engagement strategies and outcomes. Garden coordinators will be responsible for reporting out on the evaluation of their programs and what strategic and measurable changes for accessibility considerations were implemented. Information provided by each community garden will be reviewed and high-level themes and stories of success will be added into the next iteration of the Community Garden Toolkit.

### **City of Victoria Grants:**

On August 8<sup>th</sup>, 2019 at COTW, Council discussed the potential of funding new grant opportunities to explore ways to support accessibility-focused community gardening projects. Staff recommend and have begun to include more language that features accessibility considerations in the existing grants' terms of reference to encourage these types of applications in the current and available granting streams.

### **Financial and Human Resource Implications:**

This work can be accommodated within existing resources.

### **GARDEN SUITE APPLICATIONS:**

On July 11, 2019, Council approved the following Motion:

*“That Council direct staff to continue to monitor application volumes and work to maximize efficiencies that may result from proposed refinements outlined in this report, and bring forward any necessary staff resourcing requests in conjunction with the 2020 Budget deliberations.”*

### **BACKGROUND:**

The advent of the garden suite program, approximately two years ago, triggered approximately 35 new applications per year that require dedicated staff time and resources to process. The process of adding a residential unit to single family rear yards is a complex undertaking and applicants of garden suites are typically inexperienced and require significant assistance.

Over the past two years, staff have been able to absorb this extra work because a temporary planner position was created to handle the influx of cannabis applications and because efficiencies were achieved through the mass processing of cannabis rezoning applications, this staff resource was then redeployed to process garden suite applications as well as helping with general volume overruns. The cannabis application funding concludes at the end of 2019. If the current level of service is to be maintained, this position, previously resourced with the cannabis application fees, will need to be funded.

Council included a Strategic Objective to create a Small Scale Housing Ambassador (10 units or less). While there would definitely be overlap in the work of this position, if Council's objective is to provide an enhanced level of service and support to all applicants of projects proposing 10 or fewer units there would be a requirement for two planner positions to be funded.

### **Financial and Human Resource Implications:**

1 or 2 Planner Position(s) required depending on Council's expectations. \$115,600 / planner position.

## **DOWNTOWN PUBLIC REALM PLAN:**

On July 25, 2019, Council approved the following:

*“Direct staff to bring forward a budget request as part of the 2020 Financial Planning process to undertake a detailed design and cost estimate to implement the short term actions identified between Humboldt and Herald as approved in the 2017 Downtown Public Realm Plan and 2015 Charrette outputs for consideration.”*

### **Background:**

The Downtown Public Realm Plan (adopted in 2017) identifies Government Street as a priority public realm improvement, and includes short, medium and long-term actions.

Short term actions include a streetscape refresh from Yates to Humboldt, including furnishings, and replacement of street trees and planters (given their deteriorating condition and lack of suitability for this location). Longer term actions included incorporation of a 2-way bike facility, including consideration for reducing traffic volumes and re-introducing two-way vehicle traffic in support of a more pedestrian and bike oriented ‘shared street’ approach, and extending this character from Yates Street to Chinatown (as recommended in the 2011 Downtown Core Area Plan).

Phase 1 design to occur in 2020 is recommended to include:

- traffic impact study and infrastructure assessment to inform conceptual design
- conceptual design and class ‘D’ cost estimate for envisioned streetscape improvements for Government Street from Humboldt Street to Herald Street

Replacement of water main infrastructure is planned between Humboldt and Herald Streets in 2022. It is advised that any streetscape improvements occur in tandem with underground replacement work. Consideration of replacement and/or relocation of other City and 3<sup>rd</sup> party underground infrastructure would be included as part of the concept design process.

### **Financial and Human Resource Implications:**

A total budget of \$207,000 is required to undertake the Phase 1 design work. This is comprised of a consultant budget of approximately \$150,000 and a 0.5 FTE at \$57,000 within the Engineering and Public Works Department to manage this project.

Currently, there is available budget of \$133,000 in the 2019 Financial Plan associated with this project. Therefore, an additional one-time funding of \$74,000 is required to complete this phase of the project.

It is anticipated additional FTE will be needed for future phases involving detailed design and implementation which will be provided to Council when details are known.

### **VICPD MOTION:**

On April 11, 2019, Council approved the following motion:

- a) *“That Council requests that VicPD examine the following measures as part of the 2020 budget process: Consolidation of exempt management positions.*
- b) *Discussions with City of Victoria staff to identify potential efficiencies and cost savings to VicPD through the potential transfer of delivery of some functions from VicPD civilian employees to direct City of Victoria delivery of services, with cost recovery from the Township of Esquimalt.*
- c) *Submission of detailed, transparent, and available information in time for public consultation in line with the rest of the City of Victoria budget.”*

### **BACKGROUND**

The Police Board has provided information regarding consolidation of positions. However, given that the responses involve employee relations, these responses are not suited for open session, but discussions could be held in closed session.

The potential cost savings that might result from the transfer of civilian positions from VicPD to the City will be responded to as part of the Police Board’s budget presentation.

The information being submitted by the Police Board is in alignment with the rest of the City of Victoria budget and will be part of the City’s Financial Plan consultation process.



## **PERFORMANCE MEASUREMENT FUNCTION**

*At the October 17, 2019 Committee of the Whole meeting, Council referred a report on Service Delivery Improvement and Performance Measurement Resources to the 2020 Financial Plan. Council further re-enforced at the Special Committee of the Whole meeting on October 21, 2019 a desire for further discussion at the November 4, 2019 Special Meeting of Council.*

### **BACKGROUND:**

A number of staff have a role in performance measurement within their respective areas of responsibility in operational departments, such as monitoring volumes of waste disposal, parking usage, housing metrics, OCP annual and five-year updates, collision rates, among many others. The City does not currently have capacity or a function to advance new measurement objectives, overall corporate reporting improvements, and pro-actively look to benchmarks and best practice metrics beyond year-over-year trend comparisons. Specific examples of areas where a centralized measurement function could provide benefit includes:

1. Introduction of a new bi-annual Community Health and Wellness Survey to:
  - (a) Establish indicators of community health and well-being for a sub-set of the Strategic Plan Measures and undertake baseline measurement of these indicators starting in 2020
  - (b) Collect new demographic information on residents beyond that available from census
  - (c) Establish baseline measures of citizen perceptions, satisfaction and priorities on services to inform the financial planning process prior to development of the draft 2021 budget
2. Develop a process and implement regular reporting on strategic plan outcome measures
3. Work with departments to improve data quality and collection processes to regularly report to Council and the public in annual, quarterly and financial reports
4. Support advancement of an equity lens through data and mapping support, as well as information assessment\*

Service improvement is closely linked to performance measurement. Specific examples of work that would be undertaken through a service improvement function includes:

1. Engaging front-line employees to identify areas where work processes are inefficient and can be improved
2. Focus on citizen experience on how they interact with the City (are their requests or inquiries being met in a timely manner? Are there emerging trends in the types of requests being received? Is there a quality issue with a program or service?)
3. Increase transparency by working with departments to expand open data standards
4. Support the development and roll-out of a community equity lens, training programs and toolkits\*

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The resource implications for undertaking the above noted work is as follows:

- Service Delivery Improvement Function - \$264,200 (2.0 FTE)
- Performance Measurement Function - \$107,900 (1.0 FTE)
- Survey and Data Support - \$100,000 (One-Time)

Should Council choose to not proceed with funding the resources outlined above, staff recommend that the Strategic Plan be amended to remove the following three action items under the objective of Good Governance and Civic Engagement.

- Improve service delivery through learning and input from frontline workers (LEAN) (2020)
- Develop a measurement and monitoring process for Strategic Plan Outcomes (2019)
- Implement measurement and monitoring process for Strategic Plan Outcomes (2020)

*\* Further information on options for the scope of a community equity lens will be brought forward to Council in January 2020.*



## **Committee of the Whole Report**

### **For the meeting of December 5, 2019**

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**To:** Committee of the Whole **Date:** November 25, 2019  
**From:** Susanne Thompson, Deputy City Manager/Chief Financial Officer  
**Subject:** Proposed Adjustments to the Draft 2020-2024 Financial Plan

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### **RECOMMENDATIONS**

That Council receive this report for information and consideration at budget meetings starting on January 10, 2020

### **EXECUTIVE SUMMARY**

The purpose of this report is to seek direction regarding adjustments to the draft 2020-2024 Financial Plan based on the feedback received from public consultation before Council gives final approval to the Financial Plan Bylaw prior to May 15 as required by the *Community Charter*.

On November 15, 2019, following review and discussion, Council gave first reading of the 2020 Financial Plan Bylaw indicating preliminary approval and signalling that Council is satisfied that the plan is ready to receive public input. The opportunity to provide feedback on the draft financial plan opened on November 6 and concluded on November 24. In addition to requesting feedback on the content of the entire draft Financial Plan, the City also asked questions regarding spending priorities for the 2019 surplus and the 2020 new property tax revenue from new development.

The new property tax revenue from new development is estimated at approximately \$2.5 million. However, the amount available from this revenue is \$1.523 million as Council has already allocated \$500,000 to the Buildings and Infrastructure Reserve, \$234,333 to increase grant funding to Community and Senior Centres, \$107,900 for 1 FTE for Accessibility Framework, \$113,400 for 1 FTE for Create Victoria Implementation, \$5,000 for the Children's Book Prize and \$16,500 to offset the reduction to the Recreation fee increases. This new property tax revenue is likely to change before it is finalized due to assessment appeals that property owners file with BC Assessment. The final amount will not be known until the end of March, but staff will provide updated amounts, if available, at the scheduled budget meetings in January.

The 2019 year-end is not yet complete, but the surplus (one-time revenue) is estimated at \$3 million.

Through the financial planning process, Council sets service levels and makes difficult funding decisions between competing priorities, including determining the merit of supplementary budget

funding requests. Should Council wish to fund any supplementary requests, the ongoing requests are recommended to be funded by property tax revenue from new development, and the one-time requests by 2019 surplus.

Two separate reports form part of today's agenda that will provide information for Council's consideration in preparation for the budget meetings scheduled in January 2020. In addition to this report, a separate report summarizes the consultation results from the survey and Town Hall. A summary of the public input will be included in the final Financial Plan.

Any adjustments approved by Council will be incorporated into the 2020-2024 Financial Plan and the Five-Year Financial Plan Bylaw, which is scheduled to be given second and third readings, and adoption in April once the final assessment data has been received from BC Assessment.

A summary of all requests and possible funding sources have been compiled from appendices B, C and D of the 2020-2024 Draft Financial Plan report dated October 17, 2019, staff reports and external presentations throughout the 2020 budget meetings attached as Appendix A. In addition, Appendix B contains the responses to Council motions passed during budget deliberation meetings. Finally, the budget request from the Victoria Civic Heritage Trust is attached as Appendix C.

As part of the scheduled budget meetings in January 2020, staff recommend that Council:

1. Consider information summarized in Appendices A and B to this report, and public input on the budget contained in the separate report at today's meeting, and provide direction to staff on:
  - a. The ongoing allocation of the remaining estimated \$1.523 million from new property tax revenue from new development
  - b. The one-time allocation from the estimated \$3 million from 2019 surplus
2. Approve the Direct-Award Grants as outlined in Table 1 in this report
3. Approve additional grant requests
  - a. Victoria Heritage Foundation operating budget increase of 2.7%; \$5,962
  - b. Victoria Civic Heritage Trust operating budget increase of 2%; \$2,250
4. Provide direction regarding the \$580,000 increase request from the Victoria Civic Heritage Trust for the building incentive program
5. Approve Other Grant requests as follows:
  - a. Coalition to End Homelessness \$100,000
  - b. Urban Food Table \$6,000
  - c. Restorative Justice \$34,120
  - d. Victoria Film Commission \$45,000
6. Any remainder evenly shared between the Buildings and Infrastructure Reserve and the Vehicles and Heavy Equipment Reserve
7. Direct staff to bring forward the Five-Year Financial Plan Bylaw, 2020, as amended, to the April 9, 2020 Council meeting

## PURPOSE

The purpose of this report is to provide information to Council and seek direction regarding adjustments to the draft 2020-2024 Financial Plan based on the feedback from public consultation before Council gives final approval to the Financial Plan Bylaw prior to May 15 as required by the *Community Charter*.

## BACKGROUND

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

The draft 2020 Financial Plan was developed based on Council's direction for a maximum tax increase of inflation plus 1%, as well as the City's Financial Sustainability Policy as the guiding document for budget development. In addition, Council directed adding an ongoing increase to fund community and seniors' centre operating grants (subject to report back from the centre operators) from new property tax revenue from new development and this is included in the draft plan. Budgets were developed to maintain existing services and service levels.

The draft operating budget totals \$258.7 million and the draft capital budget totals \$42.1 million for 2020. The proposed budgets would result in an overall increase in property taxes of 3.35%, combined with utility user fee increases, the total is 3.32% for the average residential property and 3.26% for a typical business.

On November 21, 2019, Council passed the following motions, for which decisions will be sought in January:

- Direct staff to bring forward options for the use of the remainder of new property tax revenue from new development (non-market change) upon completion of public consultation
- Direct staff to bring forward options for the use of 2019 surplus upon completion of public consultation
- Direct staff to bring forward options for funding supplementary budget requests upon completion of public consultation
- Direct staff to bring forward options for funding increased grant requests upon completion of public consultation

After detailed review and discussion, Council gave first reading to the Financial Plan Bylaw on November 15, 2019. Public consultation took place through an online survey and a Town Hall/eTown Hall in November.

Two separate reports form part of today's agenda that will provide information for Council's review in preparation for the budget meetings scheduled in January. In addition to this report, the other report summarizes the consultation results from the survey and Town Hall. A summary of the public input will be included in the final Financial Plan.



## ISSUES & ANALYSIS

### Available Funding

#### New Property Tax Revenue from New Development (Non-Market Change)

Non-market change revenue is new property tax revenue resulting from new development that the City will be collecting on an ongoing basis each year. The Financial Sustainability Policy, as amended by Council in 2015, recommends that \$500,000 of new property tax revenue resulting from new construction be transferred to reserves.

The most recent estimate is \$2.5 million, though this new estimate is likely to change again due to assessment appeals filed by property owners before the assessment roll is finalized in March. Council has already approved allocating \$500,000 to the Buildings and Infrastructure Reserve, \$234,333 to increase grant funding to the Community and Senior Centres, \$107,900 for 1 FTE for Accessibility Framework, \$113,400 for 1 FTE for Create Victoria Implementation, \$5,000 for the Children's Book Prize and \$16,500 to offset the reduction to the Recreation fee increase, leaving \$1.523 million available to allocate.

The following table outlines the estimated amount of new property tax revenue from new development available to allocate.

<b>Ongoing Allocation of New Property Tax Revenue from New Development</b>		
<b><u>Estimated NMC</u></b>	<b>\$</b>	<b>2,500,000</b>
<b><u>In Draft Financial Plan</u></b>		
Transfer to Capital Reserve	\$	500,000
Community and Senior Centre Funding	\$	234,333
<b><u>Prior to Budget Deliberations</u></b>		
Children's Book Prize	\$	5,000
Accessibility Framework Position - 1 FTE	\$	107,900
Create Victoria Implementation Position - 1 FTE	\$	113,400
Reduction of Recreation Fee Increase	\$	16,500
<b><u>Total Allocated</u></b>		<b>\$977,133</b>
<b><u>Total Remaining to Allocate</u></b>	<b>\$</b>	<b>1,522,867</b>

The remaining estimated new property tax revenue from new development is equivalent to an approximate 1.1% reduction to the tax increase.

#### 2019 Surplus

Surplus is one-time funding arising from the previous year's expenditure budgets being underspent or revenue budgets being exceeded, or a combination of the two. The Financial Sustainability Policy provides that prior year surplus can be used for one-time expenditures and/or is transferred to infrastructure reserves. The reason for this policy is to ensure that ongoing expenditure requirements are funded by ongoing revenues, not surplus which cannot be counted on annually.

To illustrate this rationale, the following very simplistic example shows that the increase is not eliminated, but rather deferred to the following year:

	Year 1 Municipal Taxes for Average Household	Year 2 Municipal Taxes for Average Household	Year 3 Municipal Taxes for Average Household
Taxes to pay for ongoing costs without current year increase	\$	2,300	\$ 2,350
Current year tax increase needed to fund ongoing costs	\$	50	\$ 50
One-time reduction using surplus	\$	(20)	\$ -
Tax bill	\$ 2,300	\$ 2,330	\$ 2,400
Tax increase \$		\$ 30	\$ 70
Tax increase %		1.30%	3.00%

The 2019 surplus is estimated at \$3 million; though the final number is likely to be different than this estimate. As part of the report on 2019 Financial Statements coming to Council in April, finalized details about the 2019 surplus will be provided.

### **Funding Considerations for Council**

#### **Supplementary Requests**

The draft Financial Plan includes proposed funding to maintain existing services and service levels. All possible service level changes are brought to Council as supplementary requests. A summary of all supplemental requests and possible funding sources are outlined in Appendix A.

The annual financial planning process involves making difficult decisions between competing priorities. Council sets service levels and allocates funding to the approximately 200 services and over 200 capital projects the City provides through this process as well as determines the merit of each supplementary request.



## Direct Award Grants

The proposed funding for the direct-award grants is outlined in Table 1 below:

Organization	Type of Grant	2019 Final Budget	2020 Budget	Change
Victoria Civic Heritage Trust	Building Incentive	420,000	420,000	0
Victoria Civic Heritage Trust	Operating	114,250	114,250	0
Victoria Heritage Foundation	Operating	220,841	220,841	0
Recreation Integration Victoria	Operating	33,213	33,213	0
Victoria Youth Council	Operating	26,000	26,000	0
Quadra Village Community Centre	Operating	75,000	75,000	0
Quadra Village Community Centre	Youth Programming	8,659	8,875	216
Quadra Village Community Centre	Lease Grant	43,200	44,064	864
Fernwood Community Centre	Operating	75,000	75,000	0
Fernwood Community Centre	Youth Programming	8,659	8,875	216
Vic West Community Association	Operating	75,000	75,000	0
Vic West Community Association	Youth Programming	8,659	8,875	216
Vic West Community Association	Facility (janitorial)	35,566	36,277	711
Fairfield Community Place	Operating	75,000	75,000	0
Fairfield Community Place	Youth Programming	8,659	8,875	216
Fairfield Community Place	Facility (janitorial, recycling)	47,234	48,179	945
Fairfield Community Place	Liability Insurance	5,500	5,610	110
Fairfield Community Place	Youth Outreach	15,000	15,000	0
Cook Street Village Activity Centre	Operating	75,000	75,000	0
Cook Street Village Activity Centre	Facility (strata fees)	18,062	18,423	361
Victoria Silver Threads	Operating	75,000	75,000	0
Victoria Silver Threads	Facility (lease)	122,389	122,389	0
Burnside Gorge Community Centre	Operating	75,000	75,000	0
Burnside Gorge Community Centre	Youth Programming	8,659	8,875	216
Burnside Gorge Community Centre	Youth Outreach	10,000	10,000	0
James Bay Community School Centre	Operating	75,000	75,000	0
James Bay Community School Centre	Youth Programming	8,659	8,875	216
James Bay Community School Centre	Facility (janitorial, recycling)	55,236	56,341	1,105
James Bay New Horizons	Operating	75,000	75,000	0
James Bay New Horizons	Facility (janitorial)	27,961	28,520	559
Oaklands Community Centre	Operating	75,000	75,000	0
Oaklands Community Centre	Youth Programming	8,659	8,875	216
Oaklands Community Centre	Facility (janitorial)	17,265	17,611	345
Cool Aid Downtown Community Centre	Operating	75,000	75,000	0
Seniors Outreach	Operating	30,000	30,000	0
Victoria Community Association Network	Operating	918	918	0
Blanshard (Hillside Quadra)	Per capita base (0.75 times population)	5,684	5,826	142
Burnside/Gorge	Per capita base (0.75 times population)	5,105	5,233	128
Downtown (incl Harris Green)	Per capita base (0.75 times population)	4,129	4,233	103
Fairfield Gonzales	Per capita base (0.75 times population)	12,343	12,652	309
Fernwood	Per capita base (0.75 times population)	7,358	7,542	184
James Bay	Per capita base (0.75 times population)	9,032	9,258	226
North Jubilee	Per capita base (0.75 times population)	2,418	2,478	60
North Park	Per capita base (0.75 times population)	2,680	2,747	67
Oaklands	Per capita base (0.75 times population)	5,346	5,479	134
Rockland	Per capita base (0.75 times population)	2,755	2,824	69
South Jubilee	Per capita base (0.75 times population)	1,734	1,778	43
Vic West	Per capita base (0.75 times population)	5,758	5,902	144
		<b>2,192,591</b>	<b>2,200,714</b>	<b>8,123</b>

## Additional Grant Requests

Two direct award grant organizations are requesting increased funding: the Victoria Heritage Foundation is requesting a 2.7% or \$5,962 increase and the Victoria Civic Heritage Trust is requesting a 2% operating increase of \$2,250 and an increase for the building incentive program of \$580,000. The Victoria Civic Heritage Trust request is included in Appendix C.

Should Council wish to fund any of these, the recommended funding for ongoing requests is new property tax revenue from new development, and surplus for one-time requests. Alternatively, Council could consider a tax increase as a funding source.

## Other Grants

As approved by Council, the City has established five grant programs: Direct-Award Grants, Festival Investment Grants, Community Garden Volunteer Coordinator Grants, My Great Neighbourhood Grants, and Strategic Plan Grants, which include micro-grants. Over the last few

years, Council has directed a few grants to be allocated outside of the established programs and these have been grouped under “other grants”.

The other grants include Coalition to End Homelessness for \$100,000, Urban Food Table for \$6,000, Restorative Justice for \$34,120 and the Victoria Film Commission for \$45,000.

#### Upcoming Information

Other funding considerations that Council may consider include City Studio, Welcoming Cities, Climate Champions Program, and the By-Election which are scheduled to come in separate reports on either December 5 or 12.

#### Remaining Funding

As outlined during the 2020 financial planning process, three asset areas require additional funding to maintain current service levels: roads, facilities, and fleet. Therefore, it is recommended that any remaining funding, once Council has approved funding for any supplementary requests, be transferred to the Buildings and Infrastructure Reserve and the Vehicle and Heavy Equipment Reserve.

### **Public Consultation Input and Council Motions**

During the budget and strategic plan meetings in October and November, Council passed a number of motions requesting additional information. Responses to these are attached as Appendix B, and on today’s agenda is a separate report summarizing the feedback from public consultation.

It is recommended that Council provide direction to staff to address the public feedback and the information provided in response to the Council motions passed during the budget discussions.

### **Next Steps**

The following table outlines the remaining timeline for this year’s process.

<b>Tentative Dates</b>	<b>Task</b>
December 2019 and January 2020 Committee of the Whole	Present consultation results and seek direction on changes to financial plan.
April 9, 2020 Committee of the Whole	Final report on financial plan including incorporated changes; report on 2020 tax rates.
April 9, 2020 Council	Second and third reading of financial plan bylaw; first, second and third reading of tax bylaw.
April 23, 2020 Council	Adoption of financial plan bylaw and tax bylaw

Respectfully submitted,

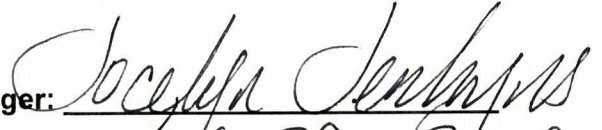


Jo-Ann O'Connor  
Deputy Director of Finance



Susanne Thompson  
Deputy City Manager/Chief Financial Officer

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



**Date:** Nov 29, 2019

Appendix A: Consolidated Supplementary Requests  
Appendix B: Response to Council Motions  
Appendix C: Victoria Heritage Foundation Grant Request

Revised APPENDIX A - Updated to Include Appendix B Items Related to 2020 Budget

Supplemental Requests	January 14, 2020 Agenda	October 17, 2019	Page	December 5, 2019	FTE	On-going	One-Time	Climate Action Reserve	Short Term Rental Revenue	Development Application Fee Revenue	Building & Infrastructure Reserve
		Financial Plan Report		Report Appendix B							
		Appendix		Page							
Green text indicates approved January 10th											
<b>Accessibility and Inclusion</b>											
Accessibility and Inclusion Recreation Role - 1 FTE	D1. Appendix C, Page 7, D1. Appendix D, Page 31	C, D	7, 31		1	52,000					
TNB2S+ Community Liaison Role - 1 FTE	D1. Appendix C, Page 7, D1. Appendix D, Page 31	C, D	7, 31		1	107,900					
Gender Diversity Training for All Staff	D1. Appendix C, Page 7, D1. Appendix D, Page 31	C, D	7, 31				28,000				
Accessibility Framework Training	D1. Appendix C, Page 7	C	7				25,000				
Welcoming City Strategy	D1. Appendix C, Page 9, D1. Attachment 1 Dec 12 link	C	9				50,000				
Accessible Shoreline Access Design	D2. Appendix B, Pages 39-40			39-40			15,000				
<b>Housing</b>											
Housing Ambassador - 1 FTE	D1. Appendix C, Page 4 D2. Appendix B, Page 42	C	4	42	1	107,900					
Tenant Housing Ambassador - 1 FTE	D1. Appendix C, Page 4	C	4		1	107,900					
Housing and Development Summit	D1. Appendix C, Page 5	C	5			15,000					
Planner for Garden Suites - 1 FTE	D1. Appendix D, Page 42	D	42		1	115,600					
Housing Reserve Fund *Note 8	D2. Appendix B, Page 4			4		500,000	250,000				
Social Planner - 1 FTE	D2. Appendix B, Page 7			7	1	125,111					
<b>Arts and Culture</b>											
Canada Day Special Duty Policing	D1. Appendix D, Pages 2-3	D	2-3			107,000					
Festival Investment Grant Program 3-4 extra festivals	D1. Appendix D, Pages 2-3	D	2-3			25,000					
Special Duty Policing - Cost for First Three Police Officers	D1. Appendix D, Pages 2-3	D	2-3			53,000					
Artist in Residence Program Artist Fee	D1. Appendix D, Page 4	D	4			72,000					
Artist in Residence Program Administration Costs	D1. Appendix D, Page 4	D	4			3,000					
Murals in Public Space - My Great Neighbourhood Grant Stream	D1. Appendix D, Page 6	D	6			50,000					
Murals in Public Space - Public Art Reserve Increase	D1. Appendix D, Page 6	D	6			65,000					
Create Victoria - Cultural Infrastructure Grant Program	D1. Appendix C, Page 5	C	5				100,000				
Create Victoria - Cultural Spaces Roadmap	D1. Appendix C, Page 5	C	5				25,000				
Pop-Up Businesses and Art Exhibits	D1. Appendix C, Page 5	C	5			50,000					
Mural Festival *Note 12	D2. Appendix B, Pages 47-48			47-48		60,000					
Special Events - In Kind Services	D2. Appendix B, Page 50			50		19,000					
<b>Asset Management</b>											
Asset Management Position - 1 FTE	D1. Appendix B, Page 5	B	5		1	89,000					
<b>Banfield Park to Selkirk Bike Route</b>											
Banfield Park to Selkirk Bike Route - Capital Costs	D1. Appendix D, Page 22	D	22				415,000				
Banfield Park to Selkirk Bike Route - Project Mgt Staff - .25 FTE	D1. Appendix D, Page 22	D	22		0.25		22,000				
<b>Childminding</b>											
Childminding - Committees	D1. Appendix D, Page 39	D	39			1,800					
<b>Climate and Environment</b>											
Climate Leadership Plan - Oil to Heat Pump Incentive Program	D1. Attachment 1 Oct 21-Nov 15 link	C	10				400,000				
Climate Leadership Plan - Climate Action Program Investments	D1. Attachment 1 Oct 21-Nov 15 link	C	10				165,000	460,000			
Community Energy and Emissions Specialist - 1 FTE	D1. Attachment 1 Oct 21-Nov 15 link	C	10		1	108,000					
Fleet and Energy Emmissions Specialist -1 FTE	D1. Attachment 1 Oct 21-Nov 15 link	C	10		1	108,000					
Building Energy and Emissions Specialist - 1 FTE	D1. Attachment 1 Oct 21-Nov 15 link	C	10		1	108,000					

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January 14, 2020 Agenda		October 17, 2019 Financial Plan Report		December 5, 2019 Report Appendix B				Climate Action Reserve	Short Term Rental Revenue	Development Application Fee Revenue	Building & Infrastructure Reserve
Supplemental Requests		Appendix	Page	Page	FTE	On-going	One-Time				
Green text indicates approved January 10th											
Training and Development for Staff	D1. Attachment 1 Oct 21-Nov 15 link	C	10			10,000					
Fleet Renewal *Note 1	D1. Appendix D, Page 23	D	23			TBD	TBD				
Climate Champion Program	D1. Attachment 1 Dec 5 link	C	11				50,000				
Inflow and Infiltration on Private Property *Note 2	D1. Appendix C, Page 10 D1. Appendix D, Page 24	C, D	10, 24			TBD	TBD				
Zero Waste Strategy - 1 FTE	D1. Attachment 1 Oct 21-Nov 15 link	C	10		1	100,000					
Zero Waste Strategy	D1. Attachment 1 Oct 21-Nov 15 link	C	10				200,000				
Daylighting Streams											
Daylighting Streams *Note 3	D1. Appendix D , Page 37	D	37			TBD	TBD				
Grants											
Restorative Justice Increase	D1. Appendix D, Page 29	D	29			TBD	5,880				
South Island Prosperity							220,000				
Neighbourhood Grants *Note 11	D2. Appendix B, Pages 26-33			26-33		28,116					
Health and Safety											
Health and Safety Position - 1 FTE	D1. Appendix B, Page 7	B	7		1	108,000					
Heritage											
Heritage Position - .5 FTE	D1. Appendix B, Page 11	B	11		0.5	50,000					
Managing Growth and New Development											
Secretary - Planning - 1 FTE	D1. Appendix B, Page 2	B	2		1	72,500					
Secretary - Legislative Services - 1 FTE	D1. Appendix B, Page 2	B	2		1	80,500					
Planner - Development Services - 1 FTE *Note 9	D1. Appendix B, Page 2, D2. Appendix B, Pages 5-6	B	2	5-6	1					113,500	
Planner - Parks - 1 FTE - *Note 9	D1. Appendix B, Page 2, D2. Appendix B, Pages 5-6	B	2	5-6	1					113,500	
Development Services - 1 FTE	D1. Appendix C, Page 2	C	2		1	142,500					
Managing Public Spaces											
Overnight Sheltering - Support & Clean Up	D1. Appendix B, Page 6	B	6				362,000				
Centennial Square Clean Up	D1. Appendix B, Page 6	B	6				35,000				
Bylaw Position - 1 FTE (funded for a two year term)	D1. Appendix B, Page 6	B	6		1		189,000				
Pandora Task Force											
Pandora Task Force - Art in Public Place *Note 4	D1. Appendix D, Pages 7-12	D	7				300,000				
Pandora Task Force - Washrooms *Note 5	D1. Appendix D, Pages 7-12	D	7				300,000				
Greater Victoria Coalition to End Homelessness											
Coordinated Implementation of Pandora Task Force	D2. Appendix B, Pages 52-53			52-53			50,000				
Capital Project Implementation - Consultant Fee *Note 13	D2. Appendix B, Pages 54-55			54-55			50,000				
Pedestrian Upgrades/Routes											
Sidewalk Upgrades *Note 6	D1. Appendix D, Page 25	D	25			TBD	TBD				
Sidewalk Upgrades and Crossing - Beacon Hill *Note 7	D1. Appendix D, Pages 26-27	D	26-27			TBD	TBD				
Controlled Stop Light - Cook and Princess	D2. Appendix B, Page 35			35			300,000				
Pedestrian Improvements - Sidewalk on Topaz Road	D2. Appendix B, Page 36			36			250,000				
Placemaking											
Place-Making - Engagement Costs	D1. Appendix C, Page 13	C	13				8,000				
Protocol											
Protocol	D1. Appendix B, Page 10	B	10				60,000				
Public Realm											
Downtown Public Realm - Government Street Phase 1	D1. Appendix C, Page 13 D1. Appendix D, Page 43	C, D	13, 43				17,000				

Revised APPENDIX A - Updated to Include Appendix B Items Related to 2020 Budget

January 14, 2020 Agenda		October 17, 2019 Financial Plan Report		December 5, 2019 Report Appendix B				Climate Action Reserve	Short Term Rental Revenue	Development Application Fee Revenue	Building & Infrastructure Reserve
Supplemental Requests		Appendix	Page	Page	FTE	On-going	One-Time				
Green text indicates approved January 10th											
Government Street Project Management - .5 FTE	D1. Appendix C, Page 13 D1. Appendix D, Page 43	C, D	13, 43		0.5		56,700				
<u>Reconciliation and Indigenous Relations</u>											
Reconciliation Training	D1. Appendix C, Page 3	C	3				136,900				
Truth and Reconciliation Dialogues	D1. Appendix C, Page 3	C	3				80,000				
Indigenous Relations Function	D1. Appendix C, Page 3	C	3				75,000				
Witness Reconciliation Program	D2. Appendix B, Page 20			20		30,000					
<u>Service Delivery Improvement Including Equity Lens</u>											
Performance Measurement - 1 FTE	D1. Appendix C, Page 1 D1. Appendix D, Pages 45-46	C, D	1, 45-46		1	107,900					
Performance Measurement - Survey Support	D1. Appendix C, Page 1 D1. Appendix D, Pages 45-46	C, D	1, 45-46				100,000				
Service Delivery Improvement Including Equity Lens - 2 FTE	D1. Appendix C, Page 2 D1. Appendix D, Pages 45-46	C, D	2, 45-46		2	264,200					
<u>Short Term Rentals</u>											
Short Term Rental Bylaw Position - 1 FTE	D1. Appendix B, Page 4	B	4		1				73,000		
Short Term Rental Bylaw Position - 1 FTE	D1. Appendix B, Page 4	B	4		1				93,500		
<u>Strategic Plan Support Services</u>											
Legal Services	D1. Appendix B, Page 3	B	3				84,500				
Engagement	D1. Appendix B, Page 3	B	3				75,000				
<u>Sustainability Mobility Strategy</u>											
Bylaw Services - 1 FTE	D1. Attachment 1 Oct 21-Nov 15 link	C	12		1	93,200					
Bylaw Services - 1 FTE	D1. Attachment 1 Oct 21-Nov 15 link	C	12		1	93,200					
Parking Services - 1 FTE	D1. Attachment 1 Oct 21-Nov 15 link	C	12		1	114,000					
Information Technology - 1 FTE	D1. Attachment 1 Oct 21-Nov 15 link	C	12		1	114,000					
Transportation - 1 FTE	D1. Attachment 1 Oct 21-Nov 15 link	C	12		1	142,600					
Transportation - 1 FTE	D1. Attachment 1 Oct 21-Nov 15 link	C	12		1	98,000					
Public Secure Bike Parking *Note 10	D2. Appendix B, Pages 12-13			12-13		TBD	500,000				
<u>Tree Care</u>											
Tree Planting	D1. Appendix B, Page 9	B	9				140,000				
<u>Urban Agriculture</u>											
Urban Agriculture - Volunteer Coordinator Grant	D1. Appendix C, Page 8	C	8			50,000					
Urban Agriculture - Start Up Grants	D1. Appendix C, Page 8	C	8			30,000					
Pilot - City sponsored spring distributions of gardening materials in partnerships with community organizations	D1. Appendix C, Page 8	C	8				8,000				
<u>Youth Initiatives</u>											
Youth Program Implementation	D1. Appendix B, Page 8	B	8				30,000				
<u>NeighbourHub - 709/711 Douglas Street</u>	D1. Attachment 1 Dec 5 link			8		11,460					
<u>By-election</u>							TBD				
<u>Seniors and Community Wellness Task Force Support</u>	D2. Appendix B, Page 2			2	1	91,400					
<u>Victoria Conference Centre Parkade</u>	D2. Appendix B, Page 9			9		TBD					
<u>Electrical Kiosk Beautification Program</u>	D2. Appendix B, Page 10			10		17,000					
<u>Banfield Park Swimming Dock Study</u>	D2. Appendix B, Page 11			11			15,000				
<u>Property Tax Penalty</u>	D2. Appendix B, Page 23			23		201,500	1,000				
<u>Capital Projects - Countercyclical Spending</u>	D2. Appendix B, Page 41			41			50,000				

Revised APPENDIX A - Updated to Include Appendix B Items Related to 2020 Budget

		January 14, 2020 Agenda	October 17, 2019 Financial Plan Report	December 5, 2019 Report Appendix B	FTE	On-going	One-Time	Climate Action Reserve	Short Term Rental Revenue	Development Application Fee Revenue	Building & Infrastructure Reserve
Supplemental Requests			Appendix	Page							
Green text indicates approved January 10th											
<u>Parks Acquisition Strategy - Council Workshop</u>		D2. Appendix B, Page 46		46			10,000				
<u>Victoria Civic Heritage Trust Additional Grant Request</u>		D2. Appendix C				582,250					
<u>Victoria Heritage Foundation Additional Grant Request</u>		D2. Appendix D				5,962					
<u>Douglas Street Washroom</u>											250,000
Total Supplemental Requests					31.25	\$ 4,688,499	\$ 5,253,980	\$ 460,000	\$ 166,500	\$ 227,000	\$ 250,000

Estimated Amount Available to Allocate	\$ 2,523,000	\$ 3,000,000
Allocated January 10th	\$ 2,088,511.00	\$ 2,576,400.00
Unallocated Funds	\$ 434,489.00	\$ 423,600.00

Notes

1. Resource estimates part of the Climate Leadership discussion
2. Report to be presented to Council in 2020
3. Resource implications to be brought forward upon completion of the Daylight Feasibility Study
4. Cost estimate for Art in Public Space is between \$250,000 - \$300,000
5. Cost estimate for Washrooms is between \$260,000 - \$300,000
6. Resource estimates part of the Sustainable Mobility discussion
7. Due to complexity of this, additional staff resources would be required to scope the project and report back to Council
8. If Council should choose to fund on an on-going basis, the funding source would be new tax revenue from new development
9. If Council should choose to fund these positions, the funding source could be increased revenue from Development Application Fees
10. Cost estimate for the capital is between \$350,000 - \$500,000
11. Increase to base grant funding for the 5 Neighbourhoods not serviced by city funded community centres
12. The \$60,000 funding is comprised of \$10,000 for artist honorariums and \$50,000 for a grant program
13. The capital items included in this line are: installation of water bottle refill Station, 24 hour accessible restrooms and collaborative space making pilot.  
If Council approves this funding, the proposed Douglas Street Public Washroom project would be have to be deferred due to limited staff capacity.



## **Appendix B**

### **Council Remuneration:**

That Council direct staff to report back on financial implications of adjusting salary and benefit line items for 2020 to account for remuneration rates for Councillors equivalent to the median income of a city employee excluding police and fire and include this information as part of public engagement on the 2020 draft financial plan.

### **BACKGROUND:**

The response to Council's direction above is a mathematical calculation to express the cost difference between current remuneration and that which is proposed in the motion. Staff wish to note in addition to the specific request in the motion that as part of the Strategic Plan a review of Council remuneration is scheduled for 2021.

To that end, staff are including previous commentary provided to Council about information available through the Union of BC Municipalities that provides guidance on reviewing Council remuneration. Their best practices guide outlines a number of approaches including the pros and cons of each. The guide outlines:

1. The factors to consider including time commitment; employment and financial impacts; responsibility; and representative government
2. The options for who should conduct the review including local government staff, experienced consultant or independent task force
3. Timing and frequency of reviews
4. Options for bases for setting remuneration including similar jurisdictions, local labour force, provincial MLAs, or local government staff

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The median income for City of Victoria employees excluding police and fire is \$70,100. The budget impact of increasing remuneration levels of councillors to the median is approximately \$205,000.

### **Seniors Task Force and Community Wellness Task Force Support:**

That Council direct staff to report on the financial implications of providing staff support to the Seniors Task Force and the Community Wellness Task force.

(That this motion be referred to the December 5, 2019 budget meeting.)

### **BACKGROUND:**

The City's 2019-2022 Strategic Plan identifies multiple Council initiated task forces and strategies.

Council currently has two task forces underway – The Seniors Task Force and the Community Wellness Task Force, with further task forces and council led initiatives to come in 2020. Each task force has a modest allocation of funds to cover, in the case of the Seniors Task Force, meeting costs; and in the case of the Community Wellness Task Force, meeting costs, cultural supports, and a research contract.

Each task force calls for a series of meetings for task force members as well as larger community engagement events, as well as internal meetings to support logistics and arising opportunities such as grants and facilitating stakeholder collaboration.

There are currently no regular staff resources dedicated to these tasks.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Adding 1 FTE to support Council initiatives would require an ongoing annual budget of up to \$91,400 inclusive of benefits.

The addition of an FTE to support Council task forces and initiatives would ensure a smooth coordination of existing and future council task forces, centralizing support in one point person and addressing a lack of existing staff capacity. If Council wish to add this FTE in time to support existing task forces, early budget approval on this item would be required.

**Protocol Activities:**

That Council direct staff to report back as part of the 2021 budget on the implications of reviewing the protocol activities and budgets of other capital cities in Canada and how this compares to Victoria.

**BACKGROUND:**

This motion will be forwarded to the 2021 financial planning process for response at that time.

### **Housing Reserve Fund:**

That Council direct staff to report back on the implications of including an additional \$750,000 into the Housing Reserve Fund with \$500,000 restricted for shelter rates.

### **BACKGROUND:**

The Victoria Housing Reserve Fund (VHRF) was established for the purpose of the providing grants for funding to assist in the development and retention of affordable housing for households with very low, low, or median incomes to support community diversity and infrastructure, and facilitate the development of affordable rental housing, and affordable home ownership projects. The fund guidelines currently prioritize:

- affordable family housing with two bedroom or larger units
- projects targeting youth, or women and children
- accessible units for seniors
- mixed affordability/inclusive projects
- housing for individuals and families who are either experiencing homelessness or are at risk
- projects that receive no other supports from the City of Victoria
- projects that serve persons with disabilities
- projects that have affordability in perpetuity
- projects that provide a component of housing for people with low and very low incomes first, over moderate-income households.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

With the current provincial government making unprecedented investment in affordable housing, the City is seeing applications for funding through the VHRF for new, much needed large scale affordable housing projects proposed in Victoria and does not have sufficient funding to fulfil these requests.

Most of the projects seeking funding are also being funded through BC Housing's various funding programs, which require units to be rented at a mix of affordability levels (typically 1/3 deep subsidy or shelter rate housing; 1/3 rent geared to income; and 1/3 low end of market).

Additional funding would allow the City to fund more affordable housing projects; however, staff recommend Council consider also allowing rent geared to income (RGI) units to be prioritized for funding because these units are the most affordable and flexible for low-income residents of Victoria.

RGI units are arguably the most affordable type of housing because rent is calculated based on the tenant's specific income. If a person is in receipt of no income (even income assistance, for example, if the individual does not qualify for income assistance) the rent would be \$0, whereas a shelter rate unit will always be \$375. If the resident in an RGI unit were on income assistance, the rent would be at the shelter rate. These units are also the most flexible, as they allow residents to remain stably housed in their existing unit if their income increases (for example they gain employment) or decreases (they lose employment, become ineligible for assistance, etc.); whereas individuals in shelter rate units may no longer qualify for their housing unit if their personal circumstances change.

Should Council wish to add funding on a one-time basis, the appropriate funding source would be 2019 surplus; if ongoing, the appropriate funding source would be new tax revenue from new development.

### **Development Application Fees:**

That Council direct staff to review revenue projections for rezoning applications and permit and inspection fees and report back to Council.

### **BACKGROUND:**

Revenues associated with Development Applications (Rezoning Fees) fluctuate depending on the market which can be observed in the attached table. Fees were increased in mid 2017, which in part accounts for the jump in revenues seen part way through that year. Additionally, revenues in 2017 and 2018 were bolstered by the influx of cannabis rezoning applications which increased revenues by approximately \$150,000 in each of those years. Although the outlook for 2020 is promising, staff would caution against raising revenue projections above \$550,000 as the City of Victoria is still in a period of heightened development activity and it is likely that at some point in the future, development activity and the associated revenues will decrease. It is also important to note that these are regulatory fees intended to cover the cost of the regulatory scheme, and while they will fluctuate annually, the fees do not generate surplus over time. When these fees were increased, Council also established a Development Stabilization reserve account, in which surplus funding is held to cover ongoing costs during an economic downturn. In other words, it is acknowledged that the fees will fluctuate and the intent of the reserve is to “smooth” the impact of covering costs by using the funds in the reserve during times of lower development activity. In keeping with the requirement for cost recovery, should Council choose to increase the rezoning fee budget, staff recommend that this increase could appropriately be used to fund two of the additional positions requested to address increased workload related to development.

<b><u>YEAR</u></b>	<b><u>BUDGETED</u></b>	<b><u>ACTUAL</u></b>
2019	307,500	834,406 (Nov 18th)
2018	371,250	1,237,617
2017	367,500	984,656
2016	270,000	396,485
2015	150,000	382,078
2014	150,000	369,469
2013	150,000	221,914
2012	150,000	251,977
2011	130,000	234,115
2010	130,000	272,508

Revenues related to Permit and Inspection fees were reviewed, and comparison of the five-year average and the 2019 budget amounts indicates they are well aligned. Construction activity has been both high and low over the previous five-year cycle and the exceptional years give cause for concern to adjust the amounts any further as they are within close range of the five-year average. The variance between the average and forecasted revenues is not beyond what could be expected in fluctuations resulting from slowing construction activity from one year to the next.

	2014	2015	2016	2017	2018	Average	2019 Budget Amount	2019 Budget with 10% drop on average
BP	1,901,090	2,181,821	2,756,682	2,012,226	2,347,544	2,239,872	2,100,000	2,015,885
PP	191,238	211,478	279,944	282,480	407,096	274,447	220,000	247,002
EP	364,844	425,347	569,344	582,305	683,710	525,111	450,000	472,600

**FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Any surplus funds for these regulatory schemes are set aside annually in the Development Stabilization reserve account, which is intended to be drawn upon during years when there is less development activity. However, Council could consider increasing the rezoning fee revenue budget to \$550,000 to fund two of the positions requested to support increased workload related to development.

### **Social Planning:**

That Council direct staff to report back on the implications of augmenting the city's social planning function.

### **BACKGROUND:**

The City currently has the following staff dedicated to housing matters and tenant considerations as part of the Sustainable Planning and Community Development Department:

- Senior Planner – Housing Policy
- Housing Planner
- New FTE dedicated to housing-related Strategic Plan actions (draft job description currently under review; recruitment process will commence shortly)

Council is also considering one new FTE as part of the 2020 budget process for the following:

- Tenant Ambassador

Social planning considerations have been addressed across the organization including the in-progress equity framework, reconciliation and many of the actions under Strategic Plan Objective 5: Health, Well Being and a Welcoming City.

Social services in response to homelessness and harm prevention have historically been provided by other levels of government and through non-profit organizations.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The financial implications will depend upon the level at which Council wishes to augment a social planning function, and what is best addressed i.e. strategic initiatives (social policy and projects) or response to homelessness. If 1 FTE were added to create a dedicated social planner function to lead social projects and initiatives, an ongoing annual budget of \$125,111 would be required.

The addition of an FTE to perform social planning functions at the City would allow staff completing this work in other roles to focus on their main priorities (e.g. housing policy); it would also centralize all social policy work at the City and provide an opportunity for staff to respond more agilely to direction from Council on social policy and to proactively develop social policy to augment the City's other planning functions.



**City Studio:**

That Council direct staff to report back on implications to provide funding for City Studio in 2020.

**BACKGROUND:**

A separate report will be brought to the December 5, 2019 Committee of the Whole meeting.

### **Victoria Conference Centre Parkade:**

That Council directs staff to report back on the implications of integrating the Victoria Conference Centre parkade with the operations of other city parkades in light of the City's application for certification as a living wage employer.

### **BACKGROUND:**

The operation of the Victoria Conference Centre (VCC) parkade has been contracted since the construction of the VCC in 1989 and is part of the business model of the overall conference operation. The scope of work of the staff of the contracted service is broader than the City's parkades staff and includes for example:

1. Daily cleaning and maintenance, capital upgrading (ticket system, BOMA member, capital items such as electric vehicle charging stations, infrastructure upgrades, LED lighting).
2. Pre-pay and flat fee payment functions to reduce line-ups at exit with the ability to implement at moment's notice. Responsible for marshalling large volume of vehicles outside the parkade for events in limited time frames.
3. Variable hours depending on the events held at the VCC, including remaining open and staffed until late evening/early morning, or based on VCC/hotel client needs.
4. Empress Hotel guest parking, including managing valet parking contract – tracking, billing as well as coordination and input into the operation by Empress management.
5. Reserving offsite parking lots in the area to accommodate VCC clients for oversize/over height/ vehicle overflow.
6. Special rental of parkade stall areas for client exhibits.

Given the business model and the additional operational requirements, integration into the City's other parkade operations would not be a simple transition and additional review and considerations would need to be explored.

Integration of VCC parkade with the operations of other City parkades is separate and distinct from application of the Living Wage policy.

The City's Living Wage Policy applies to employees, and to contracts for services performed on a regular, ongoing basis on properties owned or leased to the City. There is no formal contract in place for operation of the VCC parkade, however the City could apply the Policy as it would to other contractors by providing notice to the current operator of the requirement to pay its employees the Living Wage for Victoria. If the VCC parkade operations were to be integrated with other City parkades, resulting in the VCC parkade employees becoming City employees, then the rate of pay would be determined by the City's collective agreement with CUPE Local 50.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The cost of operating the VCC parkades with City staff is unknown, as the duties and responsibilities of staff at the VCC parkade does not align with the duties and responsibilities of City parkade attendants. The appropriate rate of pay would be determined through Job Evaluation and negotiation with CUPE Local 50. The rate paid (2020) to City parkade attendants is \$27.69.

Should Council wish to apply the Living Wage Policy to the VCC parkade operation, there would be a slight increase in the budget requirement since the operator pays slightly below the living wage currently. The exact amount has yet to be determined. The current living wage is \$19.39.

### **Electric Kiosk Wraps:**

That Council direct staff to report back on the implications and opportunities to fund an Arts Creation Project to fund wraps on electric kiosks similar to our banner, bus shelter and mural project.

### **BACKGROUND:**

For 14 years, the Engineering Department has managed all aspects of the kiosk wrapping program on the utility boxes. The purpose is to beautify and deter graffiti on the utility boxes throughout the city.

Currently, the Public Works Sign and Paint Shop in collaboration with the Traffic Signal Shop select heritage photographs from the City Archive. Whenever possible the selected photographs reference the area in which a kiosk is located. Approximately 4 to 7 kiosks are wrapped each year.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The budget for this program falls under the Public Works operations budget. This includes all related human resources and administrative expenses to install, monitor and maintain the kiosks. Increased scope to this program may require additional labour resources for Public Works staff to install and maintain wraps on the kiosks. The cost per kiosk for install, monitoring and maintenance is \$700 per kiosk.

A call to artist or artist roster could be established to enhance the current archival photograph program. The call to artist process would mirror the current Commute Bus Shelter and Mural Roster program. Staff estimate \$750-1000 per kiosk to cover artist fees, printing, and administrative expenses.

Options to create a kiosk art program include:

1. Allocation of up to \$10,000 to the 2020 Public Art Creation budget to create an annual kiosk beautification program to cover artist fees and expenses and \$7,000 to Public Works for labour and maintenance expenses.
2. Direct staff to explore grant opportunities through the Hydro Beautification electrical box program. The annual grant's deadline is September 30.

### **Swimming Dock at Banfield Park:**

That Council directs staff to report back with implication of adding a bigger swimming dock at Banfield Park.

### **BACKGROUND:**

Expanding the existing dock at Banfield Park has been considered twice in the past seven years, initially in 2013 and again in 2016, and on both occasions, Council chose not to proceed.

There are environmental concerns related to the presence of eelgrass in the area, which is a species that provides important marine habitat and supports biodiversity. A survey conducted prior to the existing dock's construction mapped the extent of the eelgrass bed and the structure was designed to avoid impacting the vegetation. Expansion of the dock may have negative impacts to any eelgrass within or immediately adjacent to the footprint of the structure as, like most plants, eelgrass requires solar access for photosynthesis.

Through a risk assessment, the City has previously asserted that expansion of the existing dock could intensify overlapping usage, with a significant increase in liability exposure for the City stemming from trauma or serious injury (i.e. diving accidents).

There appears to be community support for an expanded dock to accommodate additional recreational use of this park amenity, particularly during the warmer months.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Staff recommend undertaking a preliminary study to determine the capital and operating costs, assess the potential environmental impacts, identify opportunities to incorporate environmental enhancements or mitigations, and examine other potential impacts of the proposed expansion. The proposed budget for this study is \$15,000, for consultant support.

The management of this project is anticipated to require 16 weeks of support from a Senior Park Planner and Manager of Park Design and Construction with input from staff from Public Works and Legal Services.

## **Public Secure Bike Parking:**

That Council direct staff to report back on the implications of adding secure bike parking for the public in city parkades in the 2020 budget.

## **BACKGROUND:**

The City currently offers free bicycle parking in its five parkade structures. Racks are located near or adjacent to security booths with available parking capacity ranging from 8 – 16 bicycles depending on the parkade. Recently the Greater Victoria Cycling Coalition conducted an online survey of people riding bicycles in Victoria on secure parking options. Eighty percent of the 500+ respondents indicated that they are concerned about bike theft in the downtown core. Sixty four percent of respondents indicated preference for more secure bicycle parking and a willingness to pay a fee for such amenities.

There is high demand for vehicle parking in City parkades and City staff are already receiving requests for more accessible vehicle stalls, dedicated car share stalls, and/or EV charging stations.

There are two general options for consideration:

**Upgrade standard bicycle parking:** involving re-location of existing bicycle parking and/or installing additional public racks, improving lighting, signs and paint markings, and potentially adding security cameras. Each parkade receiving these upgrades would require the loss of up to 4 vehicle parking stalls. Parking would remain free for users and on a first come first serve basis.

**Secure bike parking cages:** this would involve constructing bicycle parking cages in the existing public bicycle parking areas, similar to the City employee parking in Centennial parkade or Ministry employee parking in Broughton Street parkade. Cages would have restricted key / swipe card access that could be managed by a third-party organization for a set group of individuals. This configuration could also include clothing lockers or a bicycle repair tools/station. The City would charge a fee for access / use of parking in each cage, to align with parking and service-provision principles. This approach may result in the loss of up to 5 vehicle parking stalls and/or displacement of standard public bicycle racks at those locations. The management of this type of facility would require resources or a partnership with a third-party organization.

If Council wanted to pursue additional secure bike parking options outside of the parkades, bicycle lockers could also be an option:

**Individual bicycle lockers in Public Spaces:** this would involve procuring *individual* bicycle lockers that would be available for a rental fee each month. The service could be facilitated through the City or a third party. Lockers could be a paid service for individual users. Careful design attention would be required to ensure that lockers do not pose barriers for people with disabilities and operating costs to address issues such as graffiti or vandalism would be required. The management of a bicycle locker program would also require resources or a partnership with a third-party organization.

## **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Initial resource estimates have been assessed to introduce 2 – 3 secure bike parking cages in the City's parkades:

- \$350,000-\$500,000 in project costs (design, construction and setup of administrative processes)

- 1.0 temporary FTE in Facilities (depending on approach above)
- 0.2 existing FTE support in parking services
- 0.2 existing FTE support in Transportation

These estimates do not include project support from legal, procurement and finance departments, annual operations and maintenance costs, or costs associated with management of new facilities. Should direction be given to advance secure bike parking, staff would be required to undertake further assessment of preferred operating models (City/third party/joint) and costs. Due to the complexities of this, further resources would be required to assess and scope this in order to provide a fulsome report back on the potential to incorporate this initiative into the Financial Plan in the future while continuing to meet existing commitments.

### **Alternate Locations for Downtown Off-leash Dog Park:**

That Council direct staff report back on the implications and options for pursuing alternate locations for an off-leash dog park downtown.

### **BACKGROUND:**

As part of the 2020 Draft Financial Plan, staff included a project that responded to Council's desire for a new leash-optional space in the downtown area. Following an initial review of options, Reeson Park was identified as a proposed location for a two-year pilot for a new leash-optional dog area. The new project would consist of the design and installation of infrastructure to support this change, such as new signage, waste containers, and bag dispensers, in a shared park space. Staff recommended this as a pilot project in order to monitor the effectiveness and impacts in advance of a permanent adjustment.

During the deliberation on the 2020 Draft Financial Plan, Council requested further information from staff on other potential locations of a leash-optional dog area in the downtown area. The information below is intended to respond to this request.

There are seven properties that are identified as City parks located within the downtown neighbourhood. Staff evaluated the potential advantages and disadvantages of a new leash-optional dog area for each, using criteria that include factors such as the size, existing use, adjacent land use, accessibility and circulation. The table provides a summary of the results for the park spaces that were determined to be "less-suitable" for a new leash-optional area.

<b>Park Name</b>	<b>Park Type</b>	<b>Area (sq.m.)</b>	<b>Key Considerations</b>
Bridgehead Green	Green	3,384	Surrounded on all sides by high traffic areas (vehicle, pedestrian, cycling)
Centennial Square	Square	13,938	Hardscape, high use for events
Bastion Square	Square	3,122	Hardscape, high use for events
Penwill Green	Green	455	Too small
Cridge Park	Neighbourhood Park	4,424	Primarily a children's play area
Upper Causeway	Square	497	Too small

Further details on the considerations that led to the recommendation for Reeson Park are outlined in the table below.

<b>Park Name</b>	Reeson Park
<b>Size</b>	2004 sq. m.
<b>Park Type</b>	Neighbourhood Park
<b>Land Suitability</b>	Sloped site, shoreline, soils unknown  Planning: Monitor impacts to water quality and shoreline habitat / wildlife



<b>Existing Surfacing</b>	<p>Turf/ trees/ rock outcropping/ pathway/ retaining walls with seating steps</p> <p>Planning: Surfaces should be durable and easy to maintain especially for areas with concentration of use. For turf maintenance, design should permit resting grass to allow turf to reestablish.</p>
<b>Accessibility and Circulation</b>	<p>Access from Wharf Street, Yates Street. The David Foster Pathway provides a lower connection from the path to the Northern Junk property line, and an upper ramp connection to Yates Street.</p> <p>Planning: Existing streets, public frontage and/or public pathways around the perimeter and for access to site by users and for park maintenance to keep clean. Barrier free access to the site, as well as an area at the entry. Barrier free paths through dog run area if site permits. Visibility for Enforcement of Bylaws.</p>
<b>Adjacent Land Uses</b>	<p>Hotel, Proposed Mixed-Use Residential</p> <p>A dog park may be considered a beneficial amenity for residential use/ Can mitigate with buffers to have no more disturbance on adjacent residential than another typical park use.</p>
<b>Use Conflict Avoidance</b>	<p>Harbour Pathway</p> <p>Planning: Provide buffer between dog park area and other recreational facilities or programmed areas/ separate uses</p>
<b>Natural Resource Protection</b>	<p>Inner Harbour Migratory Bird Sanctuary, shoreline habitat, water quality</p> <p>Planning: Should not be located in or in close proximity to natural areas where flora or fauna will be disturbed / minimize environmental impacts to water and land</p>
<b>Visual Aesthetics / Design Considerations</b>	<p>Could integrate facilities into existing turf lawn area east of Harbour Pathway</p> <p>Existing waste receptacle, street lighting, railing, retaining walls, step seating at Wharf Street frontage</p> <p>Planning: Locate so as not to detract from the aesthetic quality of a park; design to integrate into site</p>

An interim formalization of the park as a pilot leash-optional dog area will support the current common use as an informal dog park area by providing dog park amenities, such as dog waste disposal. As part of the development for this project, staff will recommend an inspection and monitoring process including monitoring impacts of the dog area on shoreline habitat and wildlife, and monitoring noise and visual impacts on adjacent land uses. In addition to signage and amenities, park surfacing and boundary tools (such as fencing) would be reviewed as part of the project.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

A budget of \$20,000 has been included in the 2020 Financial Plan to implement a leash optional area to Reeson Park.

The initial design, consultation, and construction involved in this project is anticipated to require 12 weeks of support from a Senior Park Planner and Manager of Park Design and Construction, with input from staff in Bylaw Services and Engagement. At this time no additional operating budget has been included in the 2020 Financial Plan to manage increased traffic from dogs. Staff will monitor park impacts and may request additional resources as part of the 2021 Draft Financial Plan to maintain service standards.

**Victoria Conference Centre:**

That Council direct staff to report in a closed meeting on the City's agreement for the Victoria Conference Centre including operating and capital components.

**BACKGROUND:**

A report will be brought to Council in closed meeting.

### **Traffic Calming Measures:**

That Council direct staff to report back on the implications and options for implementing traffic calming on Chambers Street and surrounding streets between Cook and Chambers Streets and projected increases in traffic volume in this part of the Fernwood neighbourhood.

### **BACKGROUND:**

Chambers Street is a local road. It carries over 2000 vehicles a day and has recorded vehicle speeds of 32-33 km/h. The street has undergone improvements over the past decade with the introduction of new sidewalks, curb bulges and a crosswalk. Based on the recorded vehicle speeds these improvements have had a positive impact and implementing traffic calming in the form of speed humps is not expected to yield significant reductions of vehicle speeds.

Staff are currently developing a priority program of traffic calming projects taking into account a range of criteria including traffic speeds and volumes, the presence of parks and schools, potential impacts on neighbouring streets associated with displaced traffic as well as any operational impacts for the Fire Department and transit.

Staff have assessed that traffic volumes could be reduced on Chambers Street by introducing vehicle turning restrictions within the network. Experience has shown that reducing traffic on one street can result in that traffic diverting onto other streets. Given traffic could seek to find alternative local road routes, the scope of any potential future project would require measures on other streets beyond Chambers Street.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

A potential project and scope of work has not been developed to a level of detail to allow budget estimates to be established and any proposed concept, which would impact other streets in terms of physical measures beyond Chambers Street itself, has not been subject to consultation.

Given the potential wider scope of the project and the associated community interest and consultation required, this project would have to be considered alongside other traffic calming projects. Currently in the 2020 work plan, staff are focusing traffic calming efforts to manage vehicle speed and pedestrian safety in the highest priority areas already on the City's register of requests. The priority list of traffic calming locations is still under development and Chambers Street will be assessed and added to the list of traffic calming projects for consideration.

### **Additional Funds for Traffic Calming:**

That Council direct staff to report back on implications of allocating additional funds towards the capital costs of traffic calming.

### **BACKGROUND:**

As part of the 2019 budget process, new neighbourhood traffic safety staff were approved by Council and these positions have recently been filled. Staff are developing an application procedure, evaluation criteria and consultation process to allow the assessment, prioritization and implementation of traffic calming projects and will be undertaking a comprehensive traffic calming program in 2020 funded through the 2019 capital allocation of \$250,000, of which \$50,000 has already been spent, plus operational funding of \$158,000 for Neighbourhood Traffic Management Plans.

These projects will include changes to priority areas using speed humps, curb bulges, traffic diverters and speed reader boards. The focus of the new projects will be promoting projects already on the City's registry of requests. Traffic calming opportunities will also continue to be identified and installed as part of other capital projects, particularly the Bicycle Master Plan and other underground and repaving projects.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The one-time 2019 \$250,000 budget allocation for traffic calming represented a 160% increase in traffic calming funds. Staff assess that the capital and operational funding of approximately \$358,000 for 2020 will allow a significant program of traffic calming projects to be implemented with current staffing within the Transportation and Public Works Divisions to design, consult and construct, being fully committed. Additional traffic calming funding beyond this will not be able to get spent even with the new neighbourhood traffic safety staff. A "steady state" traffic calming budget allocation will be brought forward for Council's consideration within the 2021 budget cycle.

**Witness Reconciliation Program:**

That Council direct staff to report back on the appropriate amount to fund the Witness Reconciliation Program (the City Family) on an ongoing basis.

**BACKGROUND:**

The Witness Reconciliation Program was set up in 2017 and allocated one-time funding for two years at \$50,000 per year. This funding has supported the City Family, Indigenous protocol expenses, and Orange Shirt Day. In 2019, City Witness Reconciliation Program budget was also allocated towards the Reconciliation Dialogues funding shortfall due to increased enrollment in Dialogues.

**FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Pending Council budgetary approval, the Reconciliation Dialogues will be funded through a separate one-time budget allocation in 2020.

Should Council wish to fund the ongoing operations of the City Family, the annual Orange Shirt Day event, and Indigenous protocol expenses arising, an ongoing annual budget of between \$25,000 and \$30,000 is required.

### **Climate Action Reserve:**

That Council direct staff to report back on an appropriate funding amount and source of funding for the climate action reserve given the climate emergency.

### **BACKGROUND:**

The Climate Action Strategy report from 14 November 2019 outlined the following actions related to financial programming:

*Additional financial planning / strategy development is underway and will seek to define the long-term healthy reserve funding levels needed for the Climate Action Reserve, and possible funding sources to support both overall program or as part of discrete High Impact Initiative programs. As some programs include funding estimates based on oil incentive uptake estimates, ongoing management of available funds and periodic reporting will be required to ensure programs remain within available funding limits.*

The approved Climate Lens approach (also from the 14<sup>th</sup> of November Council meeting) dictates that business units shall account for climate action related funds as part of all project and program delivery. The Climate Reserve will likely be transitioned to support shared corporate or unique projects that are not being addressed by conventional capital and operational annual financial programs.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

To be defined through planning and dialogues in 2020, as per the above approved recommendation from Council 14 November 2019.



**Property Taxes:**

That Council direct staff to report back on payment in lieu of taxes for past years where data is readily available.

**BACKGROUND:**

The Federal and Provincial Governments are required to pay payments or grants in lieu of property taxes for some of their properties rather than regular property taxes. The amounts paid are in most cases the same as if they were regular property taxes.

In addition to the Provincial and Federal Governments, payments are received from BC Housing, BC Hydro, CRD, Pacific Pilotage and ICBC.

**FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

At the time of budget development, the City has yet to receive all payments in lieu for the current year. Therefore, budgets reflect prior year actual values.

The following table outlines the amounts received over the last five years:

2014	2015	2016	2017	2018
\$5.658 million	\$5.959 million	\$5.865 million	\$6.329 million	\$6.250 million

### **Property Tax penalty:**

That Council direct staff to report back on the implications of adjusting the property tax penalty to 5% paid on July 1 and 5% on September 1.

### **BACKGROUND:**

Section 235 of the Community Charter provides for the establishment of an “alternative municipal tax collection scheme”, which includes:

1. Establishment of penalties & interest and terms of penalties & interest
2. Establishment of due date or multiple due dates
3. Setting terms in relation to payment

The penalty must total 10% but the combination can be determined by Council.

Based on information received from other municipalities who have such a scheme in place, the majority impose a 5% penalty in July and a second 5% penalty in September.

The City currently coordinates with nine other area municipalities regarding advertising and therefore only pays 10% of the cost. However, three area municipalities currently have the 5% and 5% penalty scheme in place so there may be an opportunity to cost share with them.

In addition, the City's tax system would require re-programming to apply the multiple penalties. The City currently sends reminder notices in July, October and February so there would be no impact to those timelines nor need for additional reminders to be sent if an alternate scheme is approved.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The City currently levies \$500,000 - \$600,000 in penalties each year. The estimated revenue loss to implement multiple penalty dates is approximately \$200,000 taking into account those taxpayers who historically pay late and are likely to continue doing so.

In addition to the revenue loss, the budget requirement to re-program the system and the increased cost of advertising, is estimated at \$2,500.

It is expected that this change can be accommodated within existing staff resources.

### **Direct Award Grants:**

That Council direct that each of the bullet point organizations for direct award grants annual updates are provided in a written report (page 608 of the Financial Plan).

### **BACKGROUND:**

The City has formal arrangements with a number of organizations to provide services on behalf of the City on an ongoing basis, and these arrangements are outlined within operating agreements or memorandums of understanding. For those organizations, Council approves the grants through the budget process. The organizations are:

1. Community, seniors and neighbourhood associations
  - a. Operating and youth grants to those providing recreation, youth or seniors services through a City-owned or leased facility
  - b. Per capita base grants for meeting space, local coordination of activities, and communication
  - c. Volunteer coordinator grants for each neighbourhood with a community garden
2. Heritage organizations created by the City of Victoria
  - a. Victoria Civic Heritage Trust
  - b. Victoria Heritage Foundation
3. City of Victoria Youth Council

All associations who operate a City-owned or leased facility report annually on their activities, which include activities funded by operating, youth, per capita or community garden volunteer coordination grants. In addition, there is an annual report to Council on 'Growing in the City' which includes community garden activities.

Five neighbourhoods do not have a City-owned or leased facility, and two neighbourhoods have more than one organization – one who provides recreation and youth programming through the City-owned facility, and one that does not. They all have a requirement to report back annually and do so. They are:

- Downtown Residents Association
- South Jubilee Neighbourhood Association
- North Jubilee Neighbourhood Association
- North Park Neighbourhood Association
- Rockland Community Association
- Fernwood Community Association
- James Bay Neighbourhood Association

The heritage organizations provide their annual reports when they submit their grant requests for the following year.

The City of Victoria Youth Council presents to Council annually on their activities through an already established process, and staff's assumption is that this meets Council's expectations and no additional reporting is required.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

There are no financial or human resource implications associated with this motion as the organizations are already required to provide reports to the City and staff will ensure that all the reporting comes to Council annually going forward.

**Other Grants:**

That Council direct that there is a report on an annual basis to Council from the Film Commission, Coalition to End Homelessness and Urban Food Table.

**BACKGROUND:**

These grants are provided outside of the City's formal grant programs and are approved through the annual budget process.

**FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

There are no financial and human resource implications associated with this motion. Staff will arrange the annual report back to Council going forward.

### **Neighbourhood Grants:**

That Council direct staff to report back on the implications of increasing the per capita base grant to neighbourhoods that are not serviced by city funded community centres including consideration of doubling the amount of the grant for those neighbourhoods.

### **BACKGROUND:**

Neighbourhood associations receive a base operating grant based on population, set at \$0.75 per person in 2019 and indexed to inflation annually. This grant has been in place since the adoption of the Neighbourhood Development Policy in 1994. Funding is to be used to maintain ongoing access to a meeting space, provide some local coordination of activities (e.g. meetings and community events) and develop an appropriate means of communications with its members. The current distribution of funding is as follows:

**Table 1: 2019 Base Grants to Neighbourhoods (\$0.75 per capita)**

Burnside Gorge Community Association	\$ 5,105.00
Downtown Residents Association	\$ 4,129.00
Fairfield Gonzales Community Association	\$ 12,343.00
Fernwood Neighbourhood Resource Group	\$ 3,679.00
Fernwood Community Association	\$ 3,679.00
James Bay Community School Association	\$ 5,274.69
James Bay Neighbourhood Association	\$ 3,757.31
North Jubilee Neighbourhood Association	\$ 2,418.00
North Park Neighbourhood Association	\$ 2,680.00
Oaklands Neighbourhood Association	\$ 5,346.00
Quadra Village Community Association	\$ 5,684.00
Rockland Community Association	\$ 2,755.00
South Jubilee Neighbourhood Association	\$ 1,734.00
Vic West Community Association	\$ 5,758.00
<b>Total</b>	<b>\$ 64,342.00</b>

- Note: there are multiple associations in Fernwood and James Bay and the grant is therefore divided for those neighbourhoods

For information, attached to this report back is the summary report prepared for the 2018 grant year.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The base grant budget for 2020 is \$65,951. The financial implications of doubling the base grant for the five neighbourhoods not serviced by city funded community centres is an additional \$28,116 which would increase the total base grant funding to \$94,067.

A second option could be reported back on for Council's consideration. It presents an equalization of the grant fund across the neighbourhoods. When the program was developed, much of the grant was put into the printing and distribution of a paper newsletter. With the advent of the internet and websites, and the cost of meeting space being the same throughout Victoria, the funding needs are equal across the city.

**Table 2: Funding implications of doubling the base grant for neighbourhoods not serviced by a City funded community centre**

	<b>2019</b>	<b>2020</b>	<b>Double base grant for five neighbourhoods</b>
Burnside Gorge Community Association	\$ 5,105.00	\$ 5,233.00	
Downtown Residents Association	\$ 4,129.00	\$ 4,232.00	\$ 8,464.00
Fairfield Gonzales Community Association	\$ 12,343.00	\$ 12,652.00	
Fernwood Neighbourhood Resource Group	\$ 3,679.00	\$ 3,771.00	
Fernwood Community Association	\$ 3,679.00	\$ 3,771.00	
James Bay Community School Association	\$ 5,274.69	\$ 5,407.00	
James Bay Neighbourhood Association	\$ 3,757.31	\$ 3,851.00	
North Jubilee Neighbourhood Association	\$ 2,418.00	\$ 2,478.00	\$ 4,956.00
North Park Neighbourhood Association	\$ 2,680.00	\$ 2,747.00	\$ 5,494.00
Oaklands Neighbourhood Association	\$ 5,346.00	\$ 5,480.00	
Quadra Village Community Association	\$ 5,684.00	\$ 5,826.00	
Rockland Community Association	\$ 2,755.00	\$ 2,824.00	\$ 5,648.00
South Jubilee Neighbourhood Association	\$ 1,734.00	\$ 1,777.00	\$ 3,554.00
Vic West Community Association	\$ 5,758.00	\$ 5,902.00	
<b>Total</b>	<b>\$ 64,342.00</b>	<b>\$ 65,951.00</b>	<b>\$ 28,116.00</b>
<b>Total base grant fund based on option</b>			<b>\$ 94,067.00</b>

### PURPOSE

The purpose of this report is to summarise and review the 2018 Per Capital Base grant reports submitted by grant recipients. Although the grants are directly awarded (i.e. without application), a report is required each year describing how the funds were used. It has not been clear in recent years which staff are responsible for following up with neighbourhood associations and submission of reports has lapsed until now.

This year the intent is to determine the nature of the information being collected and assess its value managing the grant program. The review should provide some indication whether the report provides necessary information for accountability and if there are some improvements that could be made to help in this regard. Moreover, the information may point to other issues such as inadequacies in funding or unintended use of funds. It may also help inform discussions regarding the future directions of neighbourhood associations.

### BACKGROUND

Neighbourhood Development Base Grants and Neighbourhood Matching Grants were introduced with the new policy for neighbourhood development in 1994. Funding had previously been provided only to community centres and a few neighbourhood associations. Grant criteria for both programs specified that the grants were intended to contribute to the implementation of the Neighbourhood Development Policy through city-wide neighbourhood organizations.

The Neighbourhood Development Base Grant program supported neighbourhood associations specifically in their engagement and organizing roles. The grants were to be provided on a per capita basis (\$.75), a formula that is still in place today. Only one application from each neighbourhood area would be accepted. At that time, some boundaries between neighbourhoods had not completely been defined and it was up to the organizations involved to determine the boundaries between them. New neighbourhood organizations subsequently emerged and where there were already more than one, the funding was divided proportionately.

It was required that funding be used to:

1. (Maintain) ongoing access to a meeting space,
2. (Provide) some form of local coordination of activities (e.g. meetings), and
3. (Develop) an appropriate means of communication with its members.

These were the minimal requirements. The grant program guidelines also required applicants indicate how the funding would enable the association to implement the Neighbourhood Development Policy Principles and Characteristics. References to all of these requirements were still included in the grant application criteria until a few years ago.

The Neighbourhood Matching Fund provided matched grants for neighbourhood-initiated planning, organization or improvement projects. Contributions could include labour, expertise and donations. Partnerships amongst various neighbourhood organizations were encouraged. Applicants were required to provide a



project description, budget, timeline and describe its value to the neighbourhood. It too was to be congruent with the Neighbourhood Development Policy. This achieved similar outcomes as the current Great Neighbourhood Grants program, though the latter is available to a wide range of applicants.

## 2018 REPORTS

Respondents are to submit the annual reports to the Finance Department by the end of February. For the 2018 reporting year, neighbourhood staff sent out reminders and received the reports for review.

Currently, the information requirement for neighbourhood reports is as follows:

1. How did the Base funding meet your objectives and community needs?
  - a) Activities related to events/celebrations.
  - b) Provide for neighbourhood space
  - c) Assist with communication (website, newsletter)
2. How has the base funding benefited the community?
3. Submit a Statement of Revenue and Expenditures as of your year end.

Reports were received from all 15 recipients. Fernwood's grant is split equally between the Fernwood Community Association and the Fernwood Neighbourhood Resource Group. James Bay's funding is split with the James Bay Community Centre and the James Bay (Beacon) Newspaper Society. A summary of responses to the questions are provided in the table attached to this report.

## OBSERVATIONS

The report requirements are general and allow recipients some interpretation in their responses. Respondents tended to stick to strict completion of the survey and not expand on their responses. As such, the responses varied in style and content, though most stuck to short answers. Any consideration of whether the funding was satisfactory in achieving community needs as they saw them was not discussed.

### 1. Meet Objectives and Community Needs

#### a) Events and Celebrations

Although neighbourhood organizations with community centres tend to host a more events (4-7 a year), several of the smaller organizations hosted a similar number of events. Event categories include a variety of social, political and community actions. These include:

- |   |                       |                     |
|---|-----------------------|---------------------|
| • Community programs (e.g. graffiti, recycling) | • Social events       | • Arts events       |
| • Community meetings                            | • Yard sales          | • Garden activities |
| • Municipal election forums                     | • Festivals and fairs |                     |
|   | • BBQs and meals      |                     |

Its difficult to compare the various organizations, given that those associations with community centres have greater organizational capacity available that often contributes directly (e.g. designated staff) and indirectly (e.g. easy access to space) to the quality and quantity of events. There are also no clear expectations in terms of events and celebrations, which reflects the modest level of funding and flexibility in terms of the capacities of organizations.

b) Neighbourhood Space

This question is not clear in terms of whether “provide for community space” refers to space required for the association or the association providing space for others. Those associations with community centres interpreted this question as asking about space provided to the community, and all indicated they did this to a greater or lesser degree. The other neighbourhood associations referred to the space that they required in order to meet. Usually this was third party space and no cost was provided (its often free), apart from one neighbourhood that indicated that they spent 65% of their funds on renting space for the organization’s meetings.

Securing neighbourhood meeting space is generally not a significant issue amongst neighbourhood associations without a centre. Concerns likely relate more to the absence of a home base and the expanded capacity that comes with a centre. Some recognize, however, that a dedicated facility would come with greater expectations and managerial obligations and that such a facility would require broader consideration of utility.

c) Assist with Communication

Almost all the associations reported having a website and many were active on social media. Many also either published e-newsletters or circulated newspapers and newsletters. A few also communicated with posters and mailouts for the types of information they wanted to get to each household.

In response to questions raised by one neighbourhood, a survey of neighbourhood associations’ social media use was completed by City staff in 2018. The report was circulated to the groups and a workshop was subsequently organized by Fernwood and Vic West associations in June 2019.

## **2. Community Benefits**

The most common benefits stated by all organization were providing information to residents and involving them in activities. Information commonly identified promotion of programs at the community centres (for those who have them), whereas information was more about community issues in the other neighbourhoods. Involvement related to participation in community programs for those with centres and to social gathering, garden projects and discussions about community issues for groups without centres. Leveraging other funding opportunities and helping to cover building costs (Fernwood Community Association) were other benefits identified.

## **3. Financial Statements**

Submissions for the financial statements varied amongst the neighbourhood organizations. There was a significant difference between submissions by the two types of associations – those with community centres/programs and those without.

Several of those with community centres submitted financial statements reflecting that the neighbourhood base grants were a very small proportion of the overall budget (Oaklands, VicWest, James Bay Community School). For example, for Oaklands the 2018 grant (\$5,346) represented 6% of their overall funding from the City and 0.4% of their overall revenue of \$1,356,000. This likely explains why some provided no indication where that funding specifically went. Several of the community centres, however, isolated the neighbourhood base grant funding in their reports (Burnside Gorge, Fairfield Gonzales, Hillside Quadra). These reports indicated that all or most of the funding went to funding staff positions (e.g. event coordinator, community outreach coordinator).

Six of the organizations do not have facilities that they operate and they meet in various venues in their neighbourhoods. Their grants range from \$1,734 in North Jubilee, to \$4,129 for Downtown Harris Green. Their overall budgets are somewhat higher than accounted for by the per capita grants, usually reflecting other City grants as additional sources of revenue (e.g. Great Neighbourhood, Garden support).

There are two exceptions to the above. Fernwood Community Association does not offer community centre services or programs; however, they operate a building that provides rent revenue to cover staff and building maintenance costs. As with other associations with centres, staff are available to provide some support for neighbourhood development activities. The James Bay Community Newspaper Society serves a more limited function than the other organizations and receives most of their budget (\$100K) from advertising revenue and BC gaming grants.

CALUC revenues and expenditures were generally not indicated in the reports.

## **DISCUSSION**

As submitted, the reports provide an indication that all recipients are engaging in the types of activities intended with the grant program. Outcome specifics are not held to a high standard or to one where improvements could be gauged from year to year. It may therefore be more informative if recipients were required to refer to specific goals for the coming year or to the funding's role in achieving elements of a strategic plan.

At the current time, there are no specific goals that the City expects or aspires for the associations to achieve through this funding. As such, there is no imperative for optimizing the efficacy of the funding. Should goals be revisited through a re-evaluation of the role of neighbourhood associations, it would present an opportunity to establish objectives, determine if funding levels are adequate and consider improvements to the reporting format.

A link between base grants and community centre grant reporting is not present, as they have been developed separately and are reviewed by different departments in the City. It may be possible to consider modifications of the two reports for neighbourhood associations with community centres to improve the coherency of the reporting function.

Note that no interviews with neighbourhood associations were conducted to further inform the comments above.

Organisation	How did base funding meet your objectives and community needs?			How has base funding benefited the community?	2018 Grant	Rev/ Expense
	Events & Celebrations	Neighbourhood Space	Assist Communication			
<b>Burnside Gorge</b>	Helps cover development coordinator costs: <ul style="list-style-type: none"> <li>• Works with community</li> <li>• Anti graffiti</li> <li>• Recycling</li> <li>• Good neighbour group</li> </ul>	Space provided through centre, but not through this funding	E-newsletter	<ul style="list-style-type: none"> <li>• Environmental restoration of benefit to overall health</li> <li>• Participate in land use decision-making</li> </ul>	\$5,105	\$5.1K \$5.1K
<b>Downtown Harris Green</b>	<ul style="list-style-type: none"> <li>• Mayoral Forum</li> <li>• All Candidates Meeting</li> <li>• Eats and Beats on the Street</li> <li>• Get Downtown series of events</li> <li>• Car Free YYJ</li> <li>• Christmas Social</li> </ul>	N/A	E-newsletter, social media, website	<ul style="list-style-type: none"> <li>• Inform and involve community residents and provide opportunities for learning and social engagement.</li> </ul>	\$4,129	\$12.6K \$8.7K
<b>Fairfield Gonzales</b>	<ul style="list-style-type: none"> <li>• Fall Fairfield</li> <li>• Spring Yard Sale</li> <li>• BBQ</li> <li>• 5 artist receptions</li> <li>• Election fora</li> </ul>	<ul style="list-style-type: none"> <li>• Assists in providing space at community centre (e.g. book clubs, music, social groups)</li> <li>• Hosted open use of space nights</li> <li>• Repair Café bimonthly</li> </ul>	E-newsletter (2x month), social media, website, newspaper	<ul style="list-style-type: none"> <li>• Part of funding package for Centre</li> <li>• Leverages other sources</li> <li>• Gathering and communication purpose is positive for community</li> </ul>	\$12,343	\$12.3K \$16.9K
<b>Fernwood NRG</b>	<ul style="list-style-type: none"> <li>• Fernfest,</li> <li>• Fernwood Bites,</li> <li>• Bonfire,</li> <li>• Pole Painting</li> </ul>	Assists in providing space at community centre (e.g. Alt Pride, FN group)	Newspaper	<ul style="list-style-type: none"> <li>• Promote events held in community centre</li> <li>• Helps provide amenities to public (e.g. washrooms), community services (e.g. legal aid) and recreation space</li> <li>• Supports weekly seniors' lunch</li> </ul>	\$3,679	None provided
<b>Fernwood CA</b>	<ul style="list-style-type: none"> <li>• Local election events</li> <li>• Solar power info night</li> <li>• Car show</li> <li>• Gardens events</li> <li>• Art show</li> </ul>	Helps provide Paul Phillips Hall for many social and arts groups	<ul style="list-style-type: none"> <li>• Website (NRG provides newsletter)</li> <li>• LAP mailout</li> </ul>	<ul style="list-style-type: none"> <li>• Maintaining building</li> <li>• Supporting gardens</li> </ul>	\$3,679	\$57.8K \$58.0K
<b>Hillside Quadra</b>	<ul style="list-style-type: none"> <li>• Quadra Village Day</li> </ul>	N/A	E-newsletter, social media, website, (newspaper ended)	<ul style="list-style-type: none"> <li>• Providing volunteer opportunities</li> <li>• Acting as information and engagement hub</li> <li>• Linking residents to programs</li> </ul>	\$5,684	\$5.7K \$5.7K
<b>James Bay NA</b>	JBNA meetings and forums	65% of funds used for monthly meetings and forums	30% used for printing and website	Conducted neighbourhood meetings, topic forums and reported to Council on neighbourhood issues	\$3,757 (\$9,032)	\$5.7K \$6.9K



Organisation	How did base funding meet your objectives and community needs?			How has base funding benefited the community?	2018 Grant	Rev/ Expense
	Events & Celebrations	Neighbourhood Space	Assist Communication			
<b>James Bay Community School</b>	<ul style="list-style-type: none"> <li>James Bay Picnic</li> <li>Window Wanderland</li> <li>Monster Bash</li> <li>Gallery Gala</li> <li>Dickens Fair</li> <li>Cultural Kaleidoscope</li> </ul>	Supported 58 space uses	Website, social media neighbourhood sign	<ul style="list-style-type: none"> <li>Centre is adjacent to School and provides programs for the community, engaging school children, visitors and the community in general</li> <li>Fitness classes, general interest programming, seniors' dinners, social support programs</li> </ul>	\$1,518 (\$9,032)	\$773.2K
<b>James Bay Newspaper Society</b>	<ul style="list-style-type: none"> <li>Winter Wanderland, community market and picnic promotion</li> <li>General events</li> </ul>	Promotes neighbourhood programs and spaces	Newspaper for James Bay	<ul style="list-style-type: none"> <li>Communication vehicle for the other neighbourhood groups</li> <li>Published 10 times a year with distribution of 7,500</li> </ul>	\$3,757 (\$9,032)	\$104.5K \$104.5K
<b>North Jubilee</b>	<ul style="list-style-type: none"> <li>Community meetings</li> <li>Volunteer garden projects</li> </ul>	Meeting space is free (VIHA)	Website, newsletters, posters, notices		\$2,418 (\$2,288)	\$2.2K \$3.2K
<b>North Park</b>	AGM expenses Festival costs	Meeting space is free	E-newsletter, website	North Park Sign as micro economic dev Also covered mailbox, admin fees	\$2,680	\$20.9K \$12.9K
<b>Oaklands</b>	<ul style="list-style-type: none"> <li>Easter Extravaganza</li> <li>Street Party &amp; Oktoberfest</li> <li>Garage Sale</li> <li>Sunset &amp; Winter Market</li> <li>Seniors Xmas Dinner</li> <li>Santa Breakfast</li> <li>Adult courses &amp; social groups</li> </ul>	<ul style="list-style-type: none"> <li>No specific answer</li> <li>Provides programmed space</li> </ul>	No specific answer		\$5,346	\$1,356K \$1,210K
<b>Rockland</b>	Evening at Langham Court for residents	Maintain Rockland Woodland Garden	Newsletter, website	<ul style="list-style-type: none"> <li>Leveraging neighbourhood assets to bring residents together (e.g. art gallery)</li> <li>Inform residents and encourage engagement</li> </ul>	\$2,755	\$12.8K \$2.2K
<b>South Jubilee</b>	<ul style="list-style-type: none"> <li>Community trailer supplies</li> <li>Support monthly recycling event</li> </ul>		Newsletter bimonthly, website	Active used of newsletter and website to build community, create networks and support events	\$1,734	\$8.1K \$7.4K
<b>Vic West</b>	<ul style="list-style-type: none"> <li>Wassail</li> <li>Vic West Fest</li> <li>Corn Roast</li> <li>Hallowe'en Funfest</li> <li>Santa Breakfast</li> </ul>	<ul style="list-style-type: none"> <li>Neighbourhood meetings (44)</li> <li>74,000 visits</li> <li>Hosts childcare</li> <li>Adult programs</li> <li>Social groups</li> <li>Book exchange</li> <li>Food box pickup</li> </ul>	Newsletter (500, biweekly), website, social media	Funding has contributed to the growth and success of the centre, especially childcare	\$5,758	\$1,050K \$1,023K

**Pedestrian improvements:**

That Council direct staff to report back on the implications of examining pedestrian improvements on the south sidewalk between Cedar Hill and Belmont Avenue along Hillside Avenue including the crosswalk at Gosworth Road.

**BACKGROUND:**

Hillside/Quadra forms part of the first phase of the Local Area Plan process adopted by Council and progressing through 2020. As part of the plan development, staff will review the entire Hillside corridor and assess the ultimate and best use for the entire right of way for all modes of transportation including pedestrians and transit, as well as any future corridor widening required to achieve this.

**FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Staff are currently focusing their efforts on reviewing sidewalk widening and pedestrian improvements on arterial road projects currently identified in the 2020 capital plan. These include corridors such as Bay Street, Esquimalt Road, Government Street and others identified in the Bicycle Master Plan and Complete Streets Programs. Hillside Road will be examined through the Local Area Plan process during 2020 within existing staff resources.

### **Controlled Stop Lights:**

That Council direct staff to report back on the implications of installing pedestrian/cyclist controlled stop light at Cook and Princess.

### **BACKGROUND:**

As part of the package of upgrades to the frontage of George Jay elementary school on Cook Street, completed in 2019, further upgrades to the existing zebra crossing are planned in the form of rectangular, rapid flashing amber lights. This treatment, found at other crosswalks on Cook Street through North Park Village, are effective in providing an additional level of conspicuousness of the pedestrian crossing. The installation of this treatment is supported by the school PAC and the installation of the new crosswalk is included in the 2020 crosswalk upgrades budget submission which, if approved, could be installed before Q2 2020.

As part of its consideration of the Bicycle Master Plan - 2019 Priority Projects in August 2019, Council passed a motion to *“endorse the concept of developing a “Fernwood/Oaklands connector” off the Vancouver Street route in North Park, in conjunction with traffic safety improvements in the vicinity of the George Jay Elementary School funded as a distinct project, with consideration of signalized crossings at Princess/Cook and Cedar Hill/Bay and refer the matter to budget discussions in the fall”*.

The establishment of this connection as a AAA bicycle route where it crosses Cook Street can be achieved with either an RRFB, as currently planned, or with a pedestrian/cyclist controlled crossing. The installation of the RRFB can be implemented sooner and at a lower cost. A signalized crossing has significantly increased costs and additional design requirements and staff estimate that should it be advanced, implementation would be delayed until earliest Q4 2020.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The proposed RRFB included within the 2020 crosswalk upgrades budget submission is estimated at \$40,000. A potential project scope of work has not been developed for a pedestrian/cyclist signal to a level to allow detailed budget estimates to be established although other cyclist/pedestrian signals have cost approximately \$300,000 when accounting for design and construction. Should direction be given to advance a pedestrian/cyclist signal, the design would be undertaken within the scope of work for the 2020 priority Bicycle Master Plan projects and the funds currently proposed for the RRFB reallocated to another candidate crosswalk upgrade.



### **Pedestrian Improvements:**

That Council direct staff to report back on the implications of adding \$250,000 of funding for pedestrian improvements either for crosswalk upgrades or for the pedestrian master plan budget.

### **BACKGROUND:**

Staff have identified additional funding requests for both crosswalks and sidewalks as part of the 2020 budget process to account for construction inflation while also allowing the installation of additional projects. With additional funding also being requested for road repaving, staff will be in a position to implement more pedestrian upgrades through these programs.

Crosswalks. The proposed 2020 crosswalk program increases the budget from \$270,000 in 2019 to \$500,000 in 2020. This will allow up to 7 crosswalks to be installed and upgraded representing an increase of 5 from 2019.

The crosswalk program considered by Council annually represents only a part of the larger crosswalk program and supplements the numerous installations undertaken in conjunction with other capital projects including road repaving, the Bicycle Master Plan (BMP) and land development projects. Staff estimate some 10 additional crosswalks will be installed or upgraded as a part of 2020 BMP projects, over and above those identified within the crosswalk program and consider this to be an already ambitious program. These tentatively include:

- Government at Herald
- Government at Discovery
- Government at Pembroke
- Kimta at Tyee
- Richardson at Cook
- Richardson and Maddison
- Blanshard/Kings
- Haultain at Belmont
- Cook at Princess
- Haultain at Richmond

Sidewalks. The proposed 2020 Pedestrian Master Plan program increases the budget from \$371,000 in 2019 up to \$500,000 in 2020 which will allow an additional sidewalk project to be constructed. An additional \$250,000 would allow the implementation of a further sidewalk project. Staff have assessed a candidate project located on Topaz Road between Glasgow Street and Blanshard Street connecting to the existing crosswalk on Quadra Street at Topaz. The sidewalk is identified within the Master Plan for Topaz Park.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Staff resources to deliver the currently proposed sidewalk and crosswalk programs are committed but an additional sidewalk project on Topaz Road could be delivered with existing staff resources given it would require a reduced level of design and minimal public consultation.

### **Pedestrian Improvements – Quadra and Queen:**

That Council direct staff to report back on the implications of assessing pedestrian improvements at the Quadra and Queen crossing adjacent to Crystal Pool.

### **BACKGROUND:**

A crosswalk at the intersection of Quadra Street and Queens Avenue is currently not included within the City's matrix of priority crosswalks for consideration and the proposed 2020 crosswalk program does not identify a crosswalk at this location which alternatively identifies 6 higher priority crosswalks.

The future location of the Crystal Pool has not been finalized. Any assessment of crosswalk locations and type of treatments along this stretch of Quadra Street will be undertaken within the context of proposed uses on the Crystal Pool site to ensure integration between site planning and pedestrian access, thereby avoiding any rework or removal of new pedestrian infrastructure. .

There is an existing pedestrian controlled pedestrian signal located at the intersection of Princess Avenue and Quadra Street less than 90 metres to the south which provides a convenient and safe location to cross including providing access to the Crystal Pool and Central Park.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Assessment of pedestrian improvements at this intersection will be undertaken in conjunction with any Crystal Pool relocation planning within existing staff resources and any upgrades or changes considered as part of future capital plans. No financial or human resource impacts are identified.

### **Pedestrian Improvements – Faith Group and Cultural Centres:**

That Council direct staff to report back on implications of examining pedestrian improvements at faith group based centres and cultural centres.

### **BACKGROUND:**

Adjacent land uses are considered by staff to help identify candidate crossings and any local context-based design considerations. For example, the presence of an elementary school where there are more vulnerable road users or proximity to a large pedestrian generator, such as an event centre, will be taken into consideration in the decision whether to install a crossing and if so, its location and the type of treatment implemented.

Should an individual faith-based group or community centre generate pedestrian activity that may impact the decision on whether to install or upgrade a crosswalk, then this will as a matter of course, be assessed by staff. Staff routinely review, assess and update crosswalk priorities from across the City and bring these forward annually for consideration by Council, implement them through other capital programs or ensure they are delivered through land development projects.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

No financial or human resource impacts are identified.

### **Accessible Shoreline Access:**

That Council direct staff to report back on the implications of establishing accessible shoreline access on the southern waterfront of the city with particular consideration at Fonyo Beach/Holland Point and/or Ross Bay waterfront.

### **BACKGROUND:**

Staff conducted a survey of the city's southern waterfront and assessed possible locations for establishing shoreline access based on the following considerations:

- existing infrastructure required for accessibility
- elevation as it relates to feasibility and cost of additional construction
- exposure to winds, waves and storm debris

Through this brief assessment staff have determined that the most suitable location for establishing accessible shoreline access is at Ross Bay, adjacent to the Dallas Road waterfront trail at the foot of Eberts Street where it intersects Dallas Road.

The following are key advantages associated with the recommended location:

- Ross Bay is a highly desirable location for beach-related activities
- Existing parking at the location is at nearly the same elevation as the adjacent beach which will minimize the infrastructure that is needed to provide accessible shoreline access
- The proposed location is largely protected from the effects of winds, waves and storm debris by Clover Point to the west
- The proposed location is directly adjacent to a wide, relatively flat concrete multi-use pathway that will require minimal modifications to meet the current standards for accessibility and to establish an uninterrupted accessible route from the parking area to the shoreline

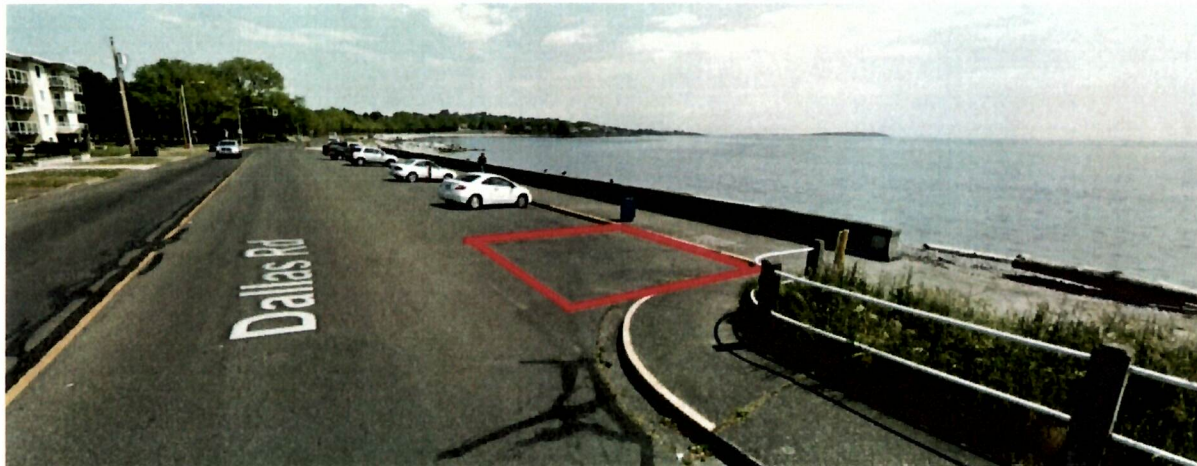
The timing of this proposal may be opportune as the upcoming installation of the Trent Forcemain includes the removal and reinstatement of the existing concrete walkway and paved parking area and the modifications required to make these elements accessible may be incorporated into the CRD project. Pending Council support for this project, staff would engage with representatives of the CRD for a discussion about the potential benefits of coordinating with the CRD's project.

Staff have noted a portable mat solution that has been successfully used in Saanich, Vancouver and other municipalities in North America. This product consists of non-slip plastic mats that are anchored in place over sandy or rocky surfaces allowing improved access for people using wheelchairs, walkers or scooters to beach and waterfront areas.



*Example of potential product and location of parking and beach access at Ross Bay*





*Location of existing parking – Looking east from Dallas Rd*

**FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The estimated consulting cost for the detailed design of the project is \$15,000 and it is estimated to require 8 weeks from a Senior Park Planner, with support from the Manager of Park Design and Construction. Staff will report back to Council on the funding for construction once the full cost estimate has been established.

### **Capital Projects:**

That Council direct staff to report back on the implications of taking an approach to capital projects based on countercyclical spending.

### **BACKGROUND:**

The concept of countercyclical spending is encountered in the context of a government's approach to spending and taxation. A countercyclical fiscal policy reduces spending and raises taxes during a boom period, and increases spending and cuts taxes during a recession.

Countercyclical approaches are typically implemented at the Federal and Provincial levels of government, as they are able to carry a deficit which gives them greater latitude to plan projects around the economy. Municipal governments are required to balance annual budgets as per Provincial legislation.

This approach to macroeconomics requires the expertise of someone skilled in the analysis of marketplace trends and commodities, and who can forecast economic conditions required to inform countercyclical planning. At present, the City does not have anyone on staff with the expertise required to develop and manage a comprehensive countercyclical capital planning policy and process.

The first step to thoughtfully assess the implications of countercyclical planning would be further research and analysis of countercyclical spending considerations at the municipal level.

Alternatively, a simplistic approach that aligns with the spirit of countercyclical spending is to identify projects that could be delayed in times of a heightened economy. Such projects are likely to be 'quality of life' projects such as enhancing public realm and expanding existing infrastructure. The focus during such periods would be to take a risk based approach to managing and renewing critical assets. Critical assets are defined as those which have a high consequence of failure causing significant loss or reduction of service. As is the practice today, renewal and upgrades to critical assets consider the complete life cycle of assets, and prioritize projects to minimize asset degradation/failure and avoid or minimize financial, safety and other important risks. This approach aims to avoid costly upgrades or full system renewals resulting from asset failure.

Another approach, which could be coupled with the above, is to adopt a policy of not proceeding with 'quality of life' or expansion projects, if through a procurement process, the bids come in higher than budget. An example of where Council has deferred implementation due to current market conditions is the Heron Cove and Raymur Point bridges.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

There are no significant human resource implications of using a simplistic approach to countercyclical spending, should Council choose to simply include 'quality of life' projects or those that expand existing infrastructure. In theory, such a policy could save funding if such projects are only undertaken in economic downturns; however, the impact of regular inflationary increases are of course unknown. In addition, such a policy may not achieve some of the Strategic Plan objectives identified by Council, nor meet the increased demand for new or improved assets/amenities as a result of new development and population growth.

Should Council wish to explore a formal countercyclical capital planning policy and process, consulting support would be required to provide best practice research and option development for Council's consideration. This is not an area that staff have previously issued any requests for proposals for and are therefore unable to determine the exact budget needed for such work, but best practice research and options development is likely to require a budget of approximately \$50,000.

### **Housing Ambassador Position:**

That Council direct staff to report back on the implications of not approving the small-scale housing ambassador.

### **BACKGROUND:**

If this position was not funded, applications would continue to be processed as expeditiously as possible. Staff currently offer a good level of assistance to prospective as well as actual applicants; however, proponents who tend to be one-time-only applicants looking to redevelop their own properties are sometimes surprised and disappointed by:

- Overall costs related to construction and servicing
- Complexities related to the BC Building Code
- Tree preservation requirements
- Associated soft costs and expectations related to developing a design that is consistent with the design guidelines so that a proposal can be accommodated within the local context with minimal disruption to the urban fabric

Although the creation of a Housing Ambassador position may help in some instances, these factors and influences will persist, regardless of whether there is an additional staff person or not.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

None



### **Tech Advisory Committee:**

That Council direct staff to report back on the implications of not doing the Tech Advisory Committee.

### **BACKGROUND:**

In 2010, Mayor Dean Fortin created the Mayor's Technology Council (MTC) in recognition of the important role of Victoria's growing high tech sector. The mandate of the MTC was to encourage the growth of the sector and to support the broader development of a knowledge based society in the Greater Victoria region. As a result, the MTC was the catalyst for the City to develop a strong relationship with stakeholders in the tech community.

In 2015, the Mayor's Economic Development and Prosperity Task Force identified Technology as one of the six economic engines outlined in the economic action plan called *Making Victoria – Unleashing Potential* that, if well-greased, will create sustainable prosperity for Victoria.

Since 2015, the City has led the following initiatives:

- Trade Mission to San Francisco – Sept 2015, created in partnership with then the Greater Victoria Development Agency and included 27 Victoria delegates from post-secondary institutions to tourism, tech, private business, and Provincial government entities
- Capital Mission – Feb 2016 & Feb 2017, an invite only trade mission created by the City of Victoria in partnership with the Victoria Innovation, Advanced Technology and Entrepreneurship Council (VIATEC) and the Capital Investment Network (CIN) with support from Alacrity Canada and several locally based tech companies to create programming over two days to showcase Victoria's livability, talent, and investment opportunities
- National Angel Capital Organization (NACO) Western Regional Angel Summit – Feb 2018, based on the success of two Capital Missions, NACO reached out to the City to partner on their Western Regional Summit, this included attendees from across Canada, but primarily from B.C. and provided exposure to Victoria's tech sector; start-ups and established companies for investment opportunities.
- Western Angel Summit – Feb 2019, organized by CIN and supported by the City targeting investors to Victoria
- Tech Event at City Hall - April 2019, at the request of Kano and then SendWithUs, the City arranged to speak to the tech community about the Official Community Plan, Strategic Plan and Housing. A follow up survey created by SendWithUs and Kano assisting with the distribution was deployed to determine the housing demand of tech employees, which was shared with Director of Planning
- CIN – Sept 2019, the City supported a 'Pitch & Mix' session at City Hall for new start-ups to pitch their business to interested investors
- Mayors roundtable discussion with Tech, Advanced Education Research & Development – Oct 2019, a focused roundtable discussion to help inform the Mayor's next economic action plan *Victoria 3.0 – Pivoting to a Higher Value Economy*

In addition to these initiatives, the Head of Business & Community Relations regularly attends a variety of networking events arranged by Victoria's leading tech organizations VIATEC, Alacrity Canada, CIN, and Women's Equity Lab (WEL) and arranges regular meetings with other individual stakeholders in the tech community.

## **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

While there are no implications of not having a tech advisory committee, after speaking with a few companies such as: Global Remediation Technology, LlamaZoo, Kano, Alacrity Canada, and VIATEC, they all feel City staff and Council are open and available to discuss any matter and that a formal Tech Advisory Committee is not required. However, an informal gathering whether a few times a year or based on a specific area of focus for staff and Council to hear first-hand of the developments in the tech sector and vice versa could be beneficial. There are no financial or human resource implications as this work is already delivered within the Business & Community Relations department.

**Welcoming City Strategy:**

That Council direct staff to report back on the implications of adding a person on a one-year contract and joining the Welcoming America initiative for the welcoming city strategy.

**BACKGROUND:**

A separate report will be brought to Council on December 12.

### **Parks Acquisition Strategy:**

That Council direct staff to report back on the implications of providing a resource to develop a draft parks acquisition strategy following a Council workshop in a closed meeting.

### **BACKGROUND:**

The acquisition of new park land and the completion of a Park Development and Acquisition Strategy are identified as a priority in the Parks and Open Spaces Master Plan, and in the Strategic Plan. Staff had proposed the development of a strategy intended to explore options for acquisition as part of the 2019 Draft Financial Plan.

During the deliberations regarding the 2020 Draft Financial Plan, Council requested further information on the potential for a Council workshop that would inform the development of an acquisition strategy.

Staff recommend a step approach to evaluating the options for progressing this item. The initial step appears to be a Council workshop intended to identify priorities that will guide the development of a scope of work for a strategy. Once the scope is defined, staff can present a proposed budget and schedule for Council to complete the development of the strategy.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Staff estimate the cost of conducting an initial consultant-lead Council workshop to be approximately \$10,000, and require support from two members of the senior leadership team over the course of approximately three weeks.

## **Mural Festival:**

That Council direct staff to report back on the implications of providing a grant to a 3<sup>rd</sup> party to put on a mural festival.

## **BACKGROUND:**

In 2018, the Concrete Canvas mural project created 17 murals by international, national and local artists in the Rock Bay neighbourhood as per direction in the Burnside Gorge Neighbourhood Plan. On average, each mural was \$8,000 to \$15,000 depending on the size of the mural and artist fee and the total budget was \$150,000 which included walking tours and a wrap up celebration.

Following the Concrete Canvas project, City staff, artists and contracted production staff met to review lessons learned from the large-scale mural project. A key recommendation was to minimize the administrative responsibilities of City staff to lead and manage the project due to the regulatory requirements, financial reporting and contractual agreements required by the City to conduct business with individual artists and working on private buildings. It was recommended that the City's role should be limited to resource support via funding, in-kind city services, graffiti coating and staff support navigating approvals, permits and community partnerships.

The City responded by creating a Mural Toolkit and a Mural Roster. Both were deliverables from the Create Victoria Arts and Culture Master Plan. The Mural Toolkit supports artists, business and non-profit organizations who would like to create a mural and provides a step by step guide to navigating the mural making process within the City of Victoria. The Mural Roster will streamline the City's process for connecting artists with local businesses and organizations looking to enhance their exterior walls with a mural. To date staff have received over 30 applications to the roster and have already received 3 requests from businesses to be matched with a vetted roster mural artist.

Two existing grant streams are available to support the creation of a mural or mural festival. The Festival Investment Grant program is available for ongoing events and celebrations and the My Great Neighbourhood Grant program is accessible for one-time community-based projects. Since its inception in 2016 the My Great Neighbourhood Grant program has funded 13 murals: Vic West (1), Fairfield Gonzales (1), Oaklands (3), North Park (1), James Bay (1), Hillside Quadra (1), Fernwood (2), Downtown/Harris Green (2) and Burnside Gorge (1) neighbourhoods.

## **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Options:

1. Direct community non-profit organizations to the existing grant streams. No increased Financial or Human Resource implications.
2. Provide an ongoing budget of \$10,000 to cover artist honorariums for approved projects through the Mural Roster program. This would incentivize businesses and community groups to utilize the program. Staff would be responsible for tracking projects and submitting artist fee requisitions for approved projects.
3. Create a mural and community art funding stream through the My Great Neighbourhood Grant program to fund mural and community art projects at the neighbourhood level. Staff recommend \$50,000 for the community art stream annually.
4. Increase the Festival Investment Grant program and direct staff to review the grant policy to consider one-time significant events and celebrations to accommodate a large-scale mural festival application.
5. Issue a Request for Proposals to contract an organization to produce a mural festival.

Depending on the scope of the contract, this could include producing between 10-15 murals, and other programming elements such as walking tours, workshops, artist talks and wrap-up celebrations.

As both the Festival Investment and My Great Neighbourhood Grant programs and the Mural Roster are established, the human resource implications to manage these options is minimal. Additional administrative support is required for the RFP option #5 to manage the contract deliverables and issue an RFP.

### **SPECIAL EVENTS POLICING:**

That Council direct staff to report back with implications of bringing the special events policing budget back into the police budget.

### **BACKGROUND:**

The City has historically provided some services related to special events free of charge to event organizers, including the first 3 police officers. Such costs were cost shared with some charged to the police budget and some to the City's special events budget. This shared responsibility resulted in a collaborative approach to planning and decision-making around resourcing levels given budget availability in both departments. This approach worked well from the perspective of both departments.

As part of the 2019 budget, the Police Board indicated that they could no longer absorb this cost within their budget allocation and would either start charging event organizers for all policing costs, including those first 3 officers that were previously paid through property taxes, or they would require additional budget. The VicPD budget is cost-shared with the Township of Esquimalt based on the established cost-sharing formula of 85.3% from Victoria and 14.7% from Esquimalt.

Council did approve additional budget in 2019 on a one-time basis but allocated that funding to the City's special events budget. This meant that the additional budget was fully paid for by Victoria. Similarly, for 2019, Esquimalt Council approved additional funding for special events held in Esquimalt and paid 100% for those additional costs.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Under the Framework Agreement, all budgets that are not "optional services" are cost-shared with Esquimalt based on the established funding formula. However, the 2019 budgets for special events were treated as optional services and each municipality paid the full amounts specifically identified for each municipality by the Police Board – Esquimalt \$24,108 and Victoria \$135,300. As it happens, this closely reflects the amounts that would have been paid using the formula.

Therefore, assuming Esquimalt pays a similar amount in 2020, there would be no significant financial implications of moving the special events policing budget back into the police budget. As previously noted, it may be beneficial from an operational collaboration standpoint to do so. However, a conversation with Esquimalt seeking their agreement to move it back would be recommended, and then a subsequent request to the Police Board to include these costs as part of their budget request.

### **CAR FREE DAY:**

That Council direct staff to report back on the financial implications of funding car free day on an ongoing basis including the option of increasing the special events amounts available for in-kind contributions through the Festival Investment Grant (FIG) program.

### **BACKGROUND:**

The inaugural Car Free Day was held in June 2015. Six blocks of Douglas Street were closed to host a celebration of over 200 vendors and exhibitors which attracted over 20,000 participants. The DVBA partnered with the City of Victoria and BC Transit and the City provided \$15,000 of in-kind services, which included Police, Public Works and Engineering. In April 2016 Council approved funding for the City to continue to provide in kind services of up to \$15,000 to support the event for the next three years (2017-2019).

Over the past four years the event has expanded to include nine blocks closed along Douglas Street with additional vendors and performances which has resulted in an increased scope of the public space venue and audiences have grown to over 45,000 participants. This annual event has become a mainstay of the summer event season.

The initial \$15,000 estimated for in kind services has also increased since the original motion to present day of \$19,000.

During discussions at Committee of the Whole in late 2019, members of Council indicated the desire not to separate out this event and earmark specific funds, but rather treat this event as all other special events where the event organizer applies for City services support which can include cash and in-kind funding through the Festival Investment Grant program. Staff indicated that this could easily be accommodated procedurally, however in order to not impact other events, additional funding for the program would be required.

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

An increase of \$19,000 of ongoing in-kind services would be required to support the continued success of the event without impacting support for other events. All event applications, including the one for Car Free Day, would be evaluated through the established process. Should Council wish to increase ongoing funding for the event related costs, new property tax revenue from new development would be an appropriate funding source.



## **PUBLIC TRANSIT:**

That Council direct staff to report back on the financial implications of providing a public transit U-pass program based on existing terms with the Victoria Regional Transit Commission for:

- a. Seniors living in the City of Victoria
- b. People between the ages of 19-64 years living in the City of Victoria

## **BACKGROUND:**

The Victoria Regional Transit Commission (VRTC) has approved a pilot U-Pass program for youth in Victoria where the City has agreed to purchase a minimum 7,200 passes at \$11.25 per pass per month.

BC Transit currently offers monthly passes to seniors for \$45 and to adults for \$85. There is also a bus pass program in place for low income seniors and people with disabilities.

The following is the population breakdown of seniors and adults based on the latest census data (2016):

Seniors 65 year of age and older	18,050
Adults 20-64 years of age	57,050

\* Please note that the census data does not separate out 19-year olds. Therefore, this report back uses the range 20-64 to provide an order of magnitude estimate.

More current total population estimates are available from BC Stats, however, they do not provide an age-breakdown.

While the BC Human Rights Code allows for different treatment of people under 19, programs that discriminate based on age are, generally speaking, unlawful. Therefore, there may be difficulties in the City providing passes to residents based on their age, other than those under 19.

## **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

The VRTC has not approved a U-Pass program for the City for any other age group but Youth. However, the following financial analysis assumes a U-Pass rate of \$11.25 per month per eligible person.

Seniors 65 year of age and older	\$2.44 million
Adults 20-64 years of age	\$7.70 million

This estimate does not include the cost of producing the passes, nor the cost of administration including systems and staffing.

Should the VRTC not approve such a U-Pass rate, their standard rates of \$45 for seniors and \$85 would apply, or a bulk purchase arrangement with a 10% discount may be available. Such a program would only require payment for passes actually issued. The City currently has no data on how many seniors or adults in Victoria would take advantage of a free bus pass program.

Before any options are explored for providing transit passes to these two groups, it is recommended that further legal analysis be undertaken. Such work will require some time and given current workload and limited capacity, it is estimated to require at least 6 months.

## **GREATER VICTORIA COALITION TO END HOMELESSNESS:**

That Council direct staff to comment, as part of the 2020 budget process, on the implications of implementing:

### **Immediate Recommendations:**

#3 Appoint the GVCEH and City of Victoria to coordinated implementation of these actions and report on results

## **BACKGROUND:**

From 2015 to 2016, and again from 2018 to present, Mayor Helps has convened an informal working group known as the Pandora Task Force to work collaboratively and inclusively on the 900 block of Pandora Avenue. The group has included service providers on the block, Victoria Police Department, Council's Downtown Liaison, Staff Neighbourhood Liaison to Downtown, occasionally people with lived experience, members of the Greater Victoria Placemaking Society, and more recently lived experience staff at the Greater Victoria Coalition to End Homelessness (GVCEH).

### *Declaration of Principles and Values for the 900 Pandora Block Working Group*

As a working group we are committed to:

1. Recognizing the traditional territories of the Lekwungen speaking peoples.
2. Naming the challenges in a way that encourages creativity, caring and fairness.
3. Working in collaboration with those who share the block.
4. Learning together and learning from each other.
5. Building on success stories from other places.
6. Making Pandora a place for everyone.
7. Designing public spaces and programming in a way that creates belonging.
8. Creating and sustaining a long-term vision for the block.
9. Adequately resourcing the initiatives we develop.
10. Not giving up!

In March of 2019 an engagement of the community via workshops and a charette on the 900 block was undertaken in partnership with the City of Victoria and the GVCEH. As a result of this engagement, the GVEH compiled a report with recommendations, which was presented to Council in November, 2019.

In the short term, implementing recommendation #3 would mean the GVEH taking over the management and coordination of the Pandora Task Force. Through the Pandora Task Force, the GVCEH would act as the liaison between community and the City on any other matters involving the recommendations for the 900 block.

The GVCEH have proposed the following scope of work:

The GVCEH will be responsible for management, coordination and facilitation of the Pandora Task Force in partnership with Alison James, Head of Strategic Operations, Mayor's Office City of Victoria. The Pandora Task Force will proceed with community development and implementation of Collaborative Social Development Working Solution Plans (See Appendix E).

- The GVCEH will review linkages within various meetings convened in the community specific to the 900 block (and immediate vicinity) and identify the purposes of each group to determine where they may be brought together to create efficiencies and reduce duplication, including:
  - o Mayor's Pandora Task Force
  - o Pandora Residents Meeting: Convened by Our Place to meet with neighbouring residents as part of the Good Neighbourhood Agreement

- o Pandora/Johnson Street Meeting: convened quarterly by Island Health
- There are concurrent initiatives which may overlap in purpose. The GVCEH will support coordination to ensure communication and reduction of siloed work, in order to increase the impact of aligned resources. These include but are not limited to the City of Victoria Community Wellness Task Force, and the Vancouver Street Bikeway (and potential extension of the greenway/boulevard).
- The GVCEH will develop and maintain relationships with business owners/operators on and abutting the 900 block with the express purpose of including them in development of Working Solutions planning.
- The GVCEH communicate with the Capital Regional District Regional Outcomes Monitoring Collaborative to determine if efforts can be aligned and focused in the 900 block.
- The GVCEH will collaborate with Steve Woolrich, Principal at Rethink Urban & volunteer at Greater Victoria Placemaking Network
- The GVCEH will develop a 900 block Key Stakeholder Matrix/Map
  - o Who is there? (i.e., Businesses, Residents [housed/unhoused], Peers, Service Providers/Accessors, Government)
  - o Who resources what?
  - o Determine roles, responsibilities, gaps and overlaps

### **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

Should Council wish to appoint the GVCEH and City of Victoria to carry out coordinated implementation of Pandora Task Force recommendations and report on results, a one-time budget allocation of \$50,000 is required, to be managed by the GVCEH. These funds would cover coordination of the Pandora Task Force, research, project management, and management of community action teams. The community action teams will oversee Pandora Task Force recommendations using a collective impact model. The Head of Strategic Operations for the Mayor's Office is a member of the Pandora Task Force and could serve as the co-coordinator of the Task Force on the City side.

## **GREATER VICTORIA COALITION TO END HOMELESSNESS:**

That Council direct staff to comment, as part of the 2020 budget process, on the implications of implementing:

#2 Installation of Water Bottle Refill Station

#3 24 hour accessible restrooms are installed to serve the 900 block possibly maintained by street community members as a social enterprise

#4 Collaborative Space Making is piloted on the 900 block

## **BACKGROUND:**

Over the past few years, the Mayor has convened an informal working group known as the Pandora Task Force to work collaboratively on the identification of issues and opportunities relating to the 900 block of Pandora Avenue. The group has included local service providers, Victoria Police Department, City Council members, City staff, residents with lived experience of homelessness, members of the Greater Victoria Placemaking Network, and more recently staff from the Greater Victoria Coalition to End Homelessness (GVCEH).

In March 2019, the Pandora Task Force began a series of facilitated workshops. The purpose was to identify design and program ideas to make the 900 block of Pandora more welcoming and supportive for the local community. At the November 22, 2019 Committee of the Whole meeting, GVCEH presented a report to Council which included number of recommendations to improve the public services on the 900 block of Pandora Avenue.

In 2017, the City adopted a Project Management Framework which guides the approach to all City projects. This policy outlines several criteria to ensure that projects are delivered in an effective manner, with specific deliverables, clear roles and accountability, appropriate governance, and identification and management of risk.

## **FINANCIAL AND HUMAN RESOURCE IMPLICATIONS:**

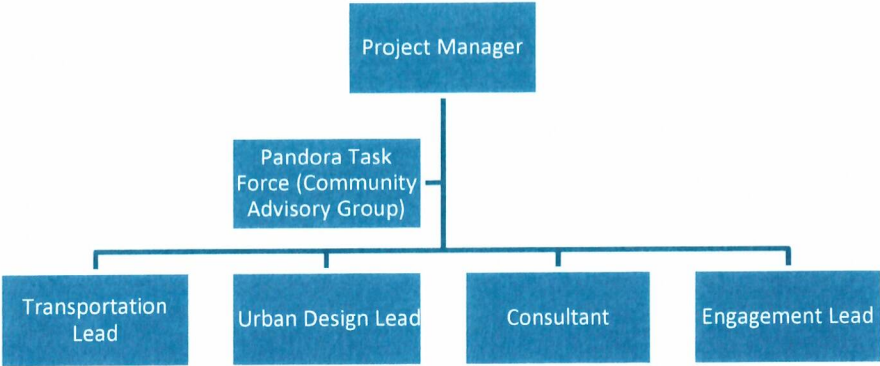
The 900 Block of Pandora Avenue and Pandora Green represent a major public gathering space in the downtown area and serve as a gateway to the urban core. In order to successfully initiate the next phase of work relating to the recommendations from the GVCEH, staff recommend that a project be established, in accordance with the Project Management Framework.

The deliverables for the initial phase of work relating to this project are anticipated to include;

- Development of a project plan (scope, schedule, budget)
- Development of a project team and governance structure
- Procurement of a design consultant to assist with technical analysis of potential service locations for the three components (fountain, washroom, placemaking)
- Public engagement on the proposed option(s)
- Cost estimation for construction of the three components
- Report to Council on the project outcomes and next steps

To build upon the preliminary work completed and the strong connections that have been established within the local community, staff suggest that the GVCEH provide leadership to an advisory group that would be part of the project governance. This group would help to guide the technical assessments as well as liaise with community members about the progress of the project and opportunities for input.

A sample of a potential project governance structure is provided below for reference.



This new project is recommended to be managed by a Project Administrator from the Parks, Recreation and Facilities team, who would ensure the development of the necessary project setup and implementation, in collaboration with the GVCEH representatives.

The estimated consultant fees associated with the design, technical analysis, and cost estimation work are estimated to be approximately \$50,000.

The human resource implications are estimated to require approximately .33 FTE of effort for the Project Manager, as well as support from Transportation, Parks, Engagement, Urban Design, Finance, Arts and Culture, and other departments, as required. The project management function cannot be accommodated within existing resources unless another project is delayed.

Due to the complexity and interdisciplinary nature of this project, should Council wish to implement this project as part of the 2020 Financial Plan staff recommend deferring the proposed Douglas Street Public Washroom project, which is currently under-funded, which would provide the necessary staff capacity to effectively manage this project.





*Victoria*  
CIVIC  
HERITAGE  
TRUST

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

1 November 2019

**Victoria Civic Heritage Trust  
2020 Expenditure Budget  
2020 Capital and Operating Direct-Award Funding Requests**

Dear Mayor Helps and Council Members:

As requested by the department of Sustainable Planning and Community Development, the Victoria Civic Heritage Trust (VCHT) respectfully submits our **2020 Expenditure Budget**, approved by our Board of Directors on 23 October 2019. The 2020 Operating request is the same as 2019 plus a 2% cost of living increase. The 2020 Capital request is increased from \$420,000.00 to \$1,000,000.00, as explained below.

The VCHT Board of Directors was very pleased to welcome and to work with Councillors Jeremy Loveday and Charlayne Thornton-Joe, both starting a two-year term in 2019.

In 2019 the VCHT saw continued demand for application requests under the Building Incentive Program (BIP), with some applications submitted in 2019 and a number of others expected in 2020. Projects approved in 2019 were located in the downtown, Rock Bay, Fernwood, Burnside, and North Jubilee neighbourhoods. Projects expected in 2020 include significant heritage buildings inside and outside of the downtown core. We are excited to continue working with several Chinese Associations on heritage conservation projects in Chinatown.

The VCHT continues to emphasize the seismic upgrading of heritage buildings. The Seismic Parapet Incentive Program (PIP) introduced in 2015 generates sustained interest and a number of projects are in the works for 2020. This initiative operates through BIP using existing resources and is the first of its kind in Canada.

**CAPITAL REQUEST INCREASE: Aligning Incentives with Increased Construction Costs 1990-2019**

In July 2019 the VCHT Board approved an increase in the maximum Building Incentive Program (BIP) and Seismic Parapet Incentive Program (PIP) funding from \$50,000.00 to \$100,000.00, effective immediately. These increased maximum incentive amounts are reflected in the increased 2020 Capital request of \$1,000,000.00 based on applications expected in 2020, as confirmed with the City's Senior Heritage Planner.

The maximum BIP funding amount of \$50,000.00 remained unchanged since 1990 to 2019, while local construction costs increased by 94% in the same period. Simply put, the value of \$50,000.00 in 1990 is equivalent to approximately \$100,000.00 in 2019. The decision to increase the BIP funding maximum was based on documented increases in historic local construction costs. See the attached VCHT report "Board Policy Discussion: BIP + PIP Maximum Funding" and letter from Activas Group Consultants Inc, 11 July 2019.

In October 2019 the VCHT Board also approved more modest increases in the maximum funding for BIP Design Assistance Grants from \$2,000.00 to \$3,000.00, and PIP-Design Assistance Grants from \$3,000.00 to \$4,500.00. These increases were approved to align the incentives to engage professional consultants based on the mid-range majority of actual historic consultant costs. See the history and breakdown of costs in the attached VCHT report "Board Policy Discussion: DAG + PIP-DAG Maximum Funding."

**PLAN FOR 2020: Research and Report back to Council for 2021 Budget Submission**

In July 2019 the VCHT Board also approved the preparation of a comprehensive report to Council for the 2021 budget submission, including engagement of a cost consultant to prepare an analysis of costs and the value of incentives applied against increasing construction costs, particularly costs related to the 2018 BC Building Code for seismic upgrading and other issues directly affecting heritage buildings in Victoria.



Further research is expected to be done in 2020 on incentives in other jurisdictions. For example, in 2019 the City of Vancouver introduced a new suite of heritage incentive programs. One of its incentive programs provides up to \$4 million per heritage building (based on \$100/sq ft to a maximum of 50% of eligible costs) with 6-8 applications anticipated annually through a Heritage Conservation Reserve Fund, funded by community amenity contributions collected from city-wide re-zonings. This significant incentive aims to encourage exterior and interior heritage conservation including seismic and other code upgrading.

Please note that with the increased BIP and PIP maximum funding amount of \$100,000.00, that amount in 2019 dollars only keeps pace with the equivalent value of a \$50,000.00 BIP incentive in 1990. It has, however, a large potential impact on the projected budgets for 2020, 2021 and beyond, with the VCHT's BIP reserve being depleted in 2020. Recommendations on distribution of incentives will be made in the report.

**CITY'S SEISMIC UPGRADE FUND: Subject to Council Approval, \$150,000.00 to VCHT for PIP**  
The City of Victoria Downtown Core Area Plan (2011) identified the implementation of a **Downtown Heritage Resource Seismic Upgrade Fund** in chapter 7 Heritage to support seismic upgrading costs for protected downtown heritage buildings – see attached excerpts.

It is understood that **\$150,000.00** in funds have accumulated since the Downtown Core Area Plan was adopted which, subject to Council approval, may be allocated to the VCHT toward the **Seismic Parapet Incentive Program** to assist owners with voluntary seismic upgrading of parapets, building fronts, and seismic falling hazards on their protected downtown heritage buildings.

The allocation of **\$150,000.00** from the City's Seismic Upgrade Fund is shown in the 2020 Expenditure Budget, but it is separate from and in addition to the VCHT's annual direct-award Capital request of **\$1,000,000.00**.

#### **PROJECTED APPLICATIONS: 2020 and 2021**

To date in 2019, approved applications include **nine Building Incentive Program** and **one Design Assistance Grant** totaling **\$301,746.46**, and **four BIP** extensions plus **four** site visits and payouts. **Two PIP-DAG** funding awards under the **Parapet Incentive Program** were approved in 2019 totaling **\$6,000.00**. City and VCHT staff also met with a number of **Tax Incentive Program** applicants, with many planning to submit in 2020 or 2021.

Potential projects for 2020 and 2021 based on current applications are listed on pages 2-3 of the attached 2020 Expenditure Budget. This list includes heritage buildings located in various neighbourhoods in the city.

We anticipate very strong demand in 2020 and 2021. Based on enquiries for the rest of 2019 and for 2020, the VCHT projects the potential for **twenty to twenty-five BIP** plus **thirteen DAG** applications, as well as **nine PIP** and **six PIP-DAG** applications, in the amount of **\$427,500.00** in 2019 plus **\$2,158,455.10** in 2020. In 2021 the VCHT projects the potential for **eighteen to twenty BIP** plus **twelve DAG** applications, as well as **three PIP** and **three PIP-DAG** applications, in the amount of **\$2,089,500.00** in 2021.

#### **2020 CAPITAL REQUEST**

We respectfully submit our **2020 Capital** direct-award funding request of **\$1,000,000.00** for the purposes of Building Incentive Program funds and assisting with the City of Victoria's Heritage Tax Incentive Program, plus a separate allocation of **\$150,000.00** to be approved by Council from the City's Seismic Upgrade Fund to the VCHT toward the Seismic Parapet Incentive Program. The direct-award funding request reflects a significant increase in the Capital request from \$420,000.00 since 2008 to 2019 in recognition of increases in construction costs in recent years. The list of potential applications in 2019-2020 translates to a deficit of **-\$4,503.00** in the BIP fund by 31 December 2020 if all projects are approved, which substantiates the 2020 capital request of \$1,000,000.00.

#### **2020 OPERATING REQUEST**

We respectfully submit our **2020 Operating** direct-award funding request of **\$116,500.00**, which is the amount received in 2019 plus a 2% cost of living adjustment, as per last year. Please note that with the amount requested, the VCHT will continue to operate on a deficit basis as it has for a number of years.



## BACKGROUND

The VCHT was established by the City of Victoria in 1989 as a civic vehicle to administer Building Incentive Program funding, and subsequently to assist with the City's Tax Incentive Program, for the conservation and rehabilitation of downtown heritage buildings and to preserve Victoria's community heritage. Modeled on Civic Trusts in Britain that are financially supported by the local municipality, the VCHT is a widely recognized organization that has produced impressive results for the City of Victoria that would not otherwise have been achieved without these programs. To date some of these accomplishments include:

- **\$161.62 million** in private investment in **153 eligible heritage buildings** through **\$6,540,295.00** in **299 Building Incentive Program** awards through City Capital funding;
- Average factor of **\$24.71 private investment** for every **\$1** in BIP funds awarded;
- **82 Heritage Designations** directly related to funding applications, resulting in significantly increased protection of heritage buildings and an improved downtown environment;
- Numerous awards including: **Pinnacle Award** to the City of Victoria and VCHT by the International Downtown Association for the Tax Incentive Program; **Gold CARE Award** to the City of Victoria and VCHT by the Canadian Home Builders' Association for the Tax Incentive Program; **Prince of Wales Prize** to the City of Victoria for its heritage conservation programs; **Outstanding Achievement Award** from Heritage BC and **Communication Award** from the Hallmark Society for **Test of Time**; **BCBIA "Best in the West" Award** and \$125,000.00 funding from the Canada – BC Infrastructure Works Program for the Downtown Heritage Building Lighting Program; **Outstanding Achievement Award** and \$300,000 HARP funding from the BC Heritage Trust for the Broad & Yates Street area.


The VCHT is very proud of our strong relationship with the City of Victoria and our long record of distinguished service on behalf of the City and its residents. We look forward to continuing to work with the City of Victoria to further its strategic goals through incentive programs operated by the VCHT which successfully deal with significant community issues on multiple levels using highly cost-effective resources.

On behalf of our Board of Directors, I'd like to thank the City of Victoria for its ongoing financial commitment to Victoria's exceptional heritage programs. It is because of Council's foresight and consistent support that the City of Victoria is widely recognized as a leader in municipal heritage conservation in Canada.

More detailed program information will be available for 2019/2020 following the calendar year end.

The VCHT Board appreciates that the 2020 Capital request represents a significant increase, however we believe it is justified and overdue. We would be pleased to discuss our request with Council at any time

Yours truly,

  
Clive Townley  
President

*attachments*



**2020 EXPENDITURE BUDGET  
VICTORIA CIVIC HERITAGE TRUST**

Submitted to City of Victoria  
23 October 2019

EXPENDITURES				REVENUE	
BUDGET ITEM	EXPENDITURE BUDGET			CITY OF VICTORIA	
	Priority / Explanatory Notes	APPROVED 2019 BUDGET	2020 BUDGET	OPERATING FUNDS <small>2% COL Increase</small>	CAPITAL FUNDS
<b>TOTAL BREAKDOWN</b>		<b>735,985.00</b>	<b>1,590,785.00</b>	<b>116,500.00</b>	<b>1,150,000.00</b>
<b>CORE OPERATIONS</b>					
Core Management Contract (60%)	Contract	54,800.00	55,900.00	51,030.00	
Office & Equipment Rent	Contract	11,675.00	11,900.00	11,900.00	
Office Expenses	Contract	5,100.00	4,500.00	4,500.00	
Telephone / Internet	Core	725.00	840.00	840.00	
Computer / Communications	Core	1,200.00	1,200.00		
Catering & Meeting Costs	Core	3,400.00	4,000.00	4,000.00	
Travel	Core	500.00	500.00	0.00	
Miscellaneous Costs	Core	500.00	500.00		
Insurance	Core	2,050.00	2,100.00	2,100.00	
Audit Fees	Core	5,600.00	5,900.00	5,900.00	
Reserve for Projects	Core	6,000.00	6,000.00		
Bank Charges	Core	150.00	30.00	30.00	
Interest Earned	Core	-20,000.00	-20,000.00		
5% GST Cost Estimated	Core	7,500.00	7,500.00		
50% GST Rebate Estimated	Core	-3,750.00	-3,750.00		
<b>ARCHITECTURAL CONSERVATION</b>					
ACC Committee (40%)	Contract	36,535.00	37,165.00	35,700.00	
<b>PROJECT MANAGEMENT</b>					
<b>INTERPRETATION PROJECTS</b>					
Interpretation Committee	2	0.00	0.00		
Heritage Directory Website	2	500.00	500.00	500.00	
<b>OTHER PROJECTS</b>					
Special Projects/Events/as approved by Board	2		1,000.00		
Cost Consultant Study/as approved by Board	2	3,500.00	5,000.00		
<b>Total Core Operating &amp; Projects</b>		<b>115,985.00</b>	<b>120,785.00</b>	<b>116,500.00</b>	
<b>CAPITAL INCENTIVE PROGRAMS</b>					
Projected BIP Project Balance 31 Dec 2019	<b>1,043,952.15</b>				
2020 City Capital Contribution for BIP	1,000,000.00				
2020 Seismic Upgrade Fund Contribution*	150,000.00				
<i>*Subject to Council approval</i>					
2020 Potential BIP Project Applications**	-2,158,455.10				
<i>**See attached list on page 2</i>					
2020 Program Expenses See below	-40,000.00				
<b>Projected BIP DEFICIT 31 Dec 2020</b>	<b>-4,502.95</b>				
<b>BUILDING INCENTIVE PROGRAM</b>					
2020 Building Incentive Program Funds	Core	400,000.00	960,000.00		960,000.00
BIP Brochure / Banners	Core	4,000.00	4,000.00		4,000.00
2020 Seismic Upgrade Fund Contribution*			150,000.00		150,000.00
<i>*Subject to Council approval</i>					
2020 Seismic PIP Budget = \$470,000	Core				
PIP & PIP-DAG Applications	Core	185,000.00	320,000.00		
Program Management / Expenses	Core	15,000.00	16,000.00		16,000.00
Seismic/Downtn Promotion/Communications	Core	8,047.94	8,047.94		
Donation for Seismic/DT Promotion/Comm		-8,047.94	-8,047.94		
<b>TAX INCENTIVE PROGRAM</b>	Core	12,000.00	16,000.00		16,000.00
BIP/TIP Promotion / Communications	Core	4,000.00	4,000.00		4,000.00
<b>TOTAL Capital Incentive Programs</b>		<b>620,000.00</b>	<b>1,470,000.00</b>	<b>116,500.00</b>	<b>1,150,000.00</b>
<b>GRAND TOTALS</b>		<b>735,985.00</b>	<b>1,590,785.00</b>	<b>116,500.00</b>	<b>1,150,000.00</b>
<b>CITY DIRECT-AWARD REQUEST</b>				<b>1,266,500.00</b>	<b>137</b>



# BIP CASH PROJECTION: 2020 and 2021

page 2

<b>BIP PROJECT BALANCE 30 Sept 2019</b>	<b>1,495,120.15</b>
532 Herald St Wilson Brothers Warehouse	-18,368.00
536-538 Herald St Wilson Building	-5,300.00
649 Gorge Rd Centennial United Church	-20,000.00
2006-2010 Fernwood Rd Rennie & Taylor Apts	-3,000.00
2006-2010 Fernwood Rd Rennie & Taylor Apts	-4,500.00
1300 Government St Adelphi Building	-100,000.00
1300 Government St Adelphi Building	-100,000.00
1306 Government St Palace Cigar Store	-100,000.00
1306 Government St Palace Cigar Store	-100,000.00
<b>PROJECTED BIP BALANCE 31 Dec 2019</b>	<b>1,043,952.15</b>

BIP  
BIP  
BIP  
DAG  
PIP-DAG  
BIP  
PIP  
BIP  
PIP

CoV Capital Request	
2008-2019	\$420,000.00
CoV Capital Request	
2020	
BIP	\$1,000,000.00
SUF (PIP)	\$150,000.00
	<b>\$1,150,000.00</b>

## 2020 PROJECTED BIP PROJECTS

2621 Douglas St Times Colonist Building	-103,000.00	BIP+TIP
1314-1324 Douglas/645-651 Johnson St Morgan Blk	-103,000.00	BIP+TIP
1314-1324 Douglas/645-651 Johnson St Morgan Blk	-103,000.00	BIP+TIP
1314-1322 Broad St Duck Block	-103,000.00	BIP+TIP
1058 Pandora Ave Wellburns	-103,000.00	BIP+TIP
1400 Vancouver / 952 Johnson St McCall's Funeral	-103,000.00	BIP+TIP
2659 Douglas St Scott Building	-103,000.00	BIP+TIP
550-554 Johnson St Strand Hotel	-100,000.00	PIP
626 Blanshard St Church of Our Lord	-75,000.00	BIP
1308-1312 Douglas St Lang Block / Victoria House	-80,000.00	DAG+BIP
159 Cook St Hampton Court	-3,000.00	DAG
159 Cook St Hampton Court	-81,562.50	BIP
923 Burdett St Mt St Angela	-50,000.00	BIP
539 1/2-545 Fisgard St	-103,000.00	BIP
539 1/2-545 Fisgard St	-104,500.00	PIP or TIP
6-10 Fan Tan Alley	-103,000.00	BIP
6-10 Fan Tan Alley	-104,500.00	PIP or TIP
1244-1252 Wharf St Yates Block	-103,000.00	BIP
1244-1252 Wharf St Yates Block	-104,500.00	PIP or TIP
554-562 Fisgard St CCBA Building	-75,000.00	BIP
1600-1602 Quadra St Palladian / Nelson's Music	-50,000.00	BIP
2006-2010 Fernwood Rd Rennie & Taylor Apts	-5,000.00	BIP
2006-2010 Fernwood Rd Rennie & Taylor Apts	-30,000.00	PIP
612 1/2 Fisgard St Shon Yee Benevolent Assoc	-30,000.00	BIP+PIP
1005-1009 Broad St Counting House	-35,392.60	BIP
Unknown Applicants	-200,000.00	BIP
<b>Subtotal</b>	<b>-2,158,455.10</b>	

## 2021 POTENTIAL BIP PROJECTS

1829-1831 Fern St Victoria Friends Meeting House	-5,000.00	BIP
823-825 Broughton St Mellor Building	-15,000.00	BIP
1314 Wharf St Caire & Gracini Whs/Northern Junk	-100,000.00	BIP+TIP
1316-18 Wharf St Fraser Whs/Northern Junk	-100,000.00	BIP+TIP
1316-28 Government / 589 Johnson St	-103,000.00	BIP+TIP
546 Pandora Ave Macdonald Building	-103,000.00	BIP
546 Pandora Ave Macdonald Building	-104,500.00	PIP or TIP
3 Fan Tan Alley Lim Ging Building	-103,000.00	BIP
3 Fan Tan Alley Lim Ging Building	-104,500.00	PIP or TIP
1713 Government St Yen Wo Society Building	-103,000.00	BIP
1713 Government St Yen Wo Society Building	-104,500.00	PIP
710 Fort St Ritz Hotel	-103,000.00	BIP+TIP
535 Yates St Pither & Leiser Building	-100,000.00	BIP

continues 438

**2021 POTENTIAL BIP PROJECTS** *continued*

<b>251-253 Esquimalt Rd</b>	Roundhouse	-103,000.00	BIP+TIP
<b>251-253 Esquimalt Rd</b>	Car Shop	-103,000.00	BIP+TIP
<b>251-253 Esquimalt Rd</b>	Stores Building	-103,000.00	BIP+TIP
<b>251-253 Esquimalt Rd</b>	Backshop Building	-103,000.00	BIP+TIP
<b>251-253 Esquimalt Rd</b>	Turntable	-103,000.00	BIP+TIP
<b>614 Fisgard St</b>	Lee's Benevolent Assoc Building	-103,000.00	BIP+TIP
<b>1618-1628 Govt / 565 Fisgard St</b>	Lee Block	-103,000.00	BIP+TIP
<b>557-561 Fisgard St</b>	Lee Woy & Co	-20,000.00	BIP
<b>Unknown Applicants</b>		-200,000.00	
<b>Subtotal</b>		<b>-2,089,500.00</b>	



# Board Policy Discussion: BIP + PIP Maximum Funding

## 1.0 GENERAL INFORMATION

Policy:	<b>Maximum Funding Amount</b>
Adopted:	1989 under the original Building Incentive Program guidelines
Discussion:	Whether to increase the maximum funding amount for BIP + PIP on a trial basis for 1 year
Amounts:	Existing Maximum = \$ 50,000.00      Possible Maximum \$ 100,000.00 or \$ 75,000.00

## 2.0 DISCUSSION OVERVIEW

### 2.1 BACKGROUND

The Victoria Civic Heritage Trust (VCHT) was established by the City of Victoria in 1989 as a civic vehicle to administer Building Incentive Program funding for the conservation of Victoria's heritage commercial, industrial, institutional and apartment buildings. Since 1998 the VCHT has also assisted with the City's Heritage Tax Incentive Program. After a three year research phase, the VCHT launched the Seismic Parapet Incentive Program in 2015 to address seismic upgrading of falling hazards and to improve public safety in downtown heritage buildings.

The VCHT is a registered federal charity and a non-profit society governed by an independent Board of Directors. The VCHT works at arm's length and in partnership with the City of Victoria (and sometimes others) to develop, administer and financially support programs that preserve, promote, interpret and enhance the cultural and natural heritage resources of the City of Victoria and its environs.

Modeled on Civic Trusts in Britain that are financially supported by local municipalities, the VCHT is a widely recognized organization that has achieved impressive results for the City of Victoria through its heritage incentive programs.

### 2.2 MAXIMUM FUNDING AMOUNT

At various times in its history the VCHT Board of Directors has considered whether or not to increase the maximum available financial incentive amount above \$ 50,000.00. This maximum amount was established in 1990 and has not been raised since that time largely due to concern that there has never been a good time to seek a substantial increase in BIP Capital funds from City of Victoria.

Nearly thirty years has now passed with the maximum funding amount remaining at \$ 50,000.00. During this period inflation has risen at the rate of 1.75 and local construction costs have doubled (see below). There is now a serious question whether the incentive level has reached a "tipping point" where its value is no longer as effective to encourage heritage conservation in the context of larger development projects that provide a certain economy of scale.

Controversial issues that affect heritage conservation have now been regularly tied in recent years to the economics of development, such as façadism, retaining the integrity of the original heritage structure, and the addition of more storeys and density to heritage buildings. Added to this is the rapid increase in the cost of seismic upgrading, coupled with increased seismic requirements based on performance in the new 2018 BC Building Code which is expected to dramatically increase rehabilitation costs for existing buildings.

The purpose of this report is to initiate strategic Board discussion about increasing the maximum funding amount for BIP and PIP on a trial basis for a one year period in order to evaluate the effectiveness and demand for an increased level of incentive, with an aim to seek and build a case for additional Capital funds from City of Victoria in the 2021 budget year. Three strategic options are suggested later in the report for discussion: increase the maximum to \$ 100,000.00 for a one year trial period; increase the maximum to \$ 75,000.00 for a one year trial period, or; maintain the existing maximum of \$ 50,000.00 with or without plans to seek future increase in Capital funds.



# Board Policy Discussion: BIP + PIP Maximum Funding

## 2.3 FINANCIAL INCENTIVE PROGRAMS

### Building Incentive Program

The City of Victoria established and funded the Building Incentive Program (BIP) in 1989 under the administration of the Victoria Civic Heritage Trust. Since 1990 when BIP became operational, BIP funds have been offered on a matching basis up to 50%-50% to a maximum of \$ 50,000.00 for eligible heritage conservation work on Victoria's commercial, industrial, institutional and apartment buildings. As well, Design Assistance Grant matching funds up to 50%-50% to a maximum of \$ 2,000.00 are available for eligible preliminary consultant services to assist in the preparation of a BIP funding application.

The VCHT collects information on private investment made by property owners who apply for funding. In 2018 the total combined private investment in heritage costs for approved BIP, DAG, and PIP projects is estimated to be \$ 648,385.55. From the start of the program in 1990 to the end of 2018, BIP statistics show \$ 155.50 million in private investment in 153 eligible heritage buildings through \$ 6,245,995.00 public investment in 287 funding applications provided through City capital funds. This translates to an average contribution factor of \$ 24.90 in private investment for every \$ 1 in public heritage funding. A total of 82 Heritage Designations are directly related to funding applications, resulting in significantly increased protection of heritage buildings and an improved downtown environment.

### Seismic Parapet Incentive Program

Starting in 2015, Seismic Parapet Incentive Program (PIP) funding became available on a pilot program basis to eligible downtown buildings for the purpose of seismically upgrading parapets, cornices and connections of façades to the building structure to remediate falling hazards and improve public safety. The PIP target area is the Johnson Street bridge transportation corridors, however the Board has approved other downtown projects citing the opportunity and need for seismic upgrading throughout the downtown core. \$ 500,000.00 in BIP funds were initially set aside for PIP, of which \$ 325,041.96 currently remains.

PIP funds are offered on an enhanced basis of up to 75% funding to a maximum of \$ 3,000.00 for PIP-Design Assistance Grants for preliminary engineering fees and up to 75% funding to a maximum of \$ 50,000.00 for seismic upgrading work. There are presently four buildings with PIP-DAG awards:

**550-554 Johnson Street** (Strand Hotel) *on hold due to costs*

**535 Yates Street** (Pither & Leiser Building) *evaluation in progress*

**2110 Store Street** (National Electric Tramway & Light Co Powerhouse Bldg) *partial due to costs?*

**612 (612 ½) Fisgard Street** (Shon Yee Benevolent Association) *evaluation in progress*

To date three buildings are completed under PIP (two received \$ 50,000.00); six PIP-DAG awards were made; one application was declined.

## 2.3 CONTEXT

Various contexts for discussion are outlined below including: increased construction costs; recent projects impacted; City of Victoria Downtown Core Area Plan and Downtown Heritage Resource Seismic Upgrade Fund; City of Vancouver's new heritage incentive programs.

### Increased Construction Costs 1990-2019

VCHT Director Greg Baynton (Ret'd CEO, Vancouver Island Construction Association) put the Executive Director in contact with Advicas Professional Quantity Surveyors to obtain information regarding construction cost increases in the Victoria construction market since 1990 to the present.



## Board Policy Discussion: BIP + PIP Maximum Funding

Francis Yong, PQS, Principal of Advicas very kindly provided a letter with information developed by John Granger, former Principal of Advicas Group – see attached letter. The table of percentage changes by year provided by Advicas indicates a total increase from 1990 to 2019 of 94.00% including inflation. On this basis the comparative construction cost of \$ 50,000.00 from 1990 to 2019 is:

$$\text{\$ } 50,000.00 \times 1.94 = \text{\$ } 97,000.00$$

Or \$ 50,000.00 in 2019 is equivalent to \$ 25,773.20 in 1990 construction costs ( $\text{\$ } 50,000.00 / 1.94$ ).

John Knappett of Knappett Projects Inc (ACC member) also very kindly provided information from RSMeans with respect to Historical Cost Indexes in Canada – see attached table. Using the Historical Cost Index from 1990 of 94.3 and the Historical Cost Index from 2019 of 227.3:

$$227.3/94.3 = 2.41 \times \text{\$ } 50,000.00 = \text{\$ } 120,500.00$$

If the VCHT wishes to make a case for additional funds for heritage incentive programs, it is recommended that Advicas (or a firm with similar expertise) should be engaged within the next year to prepare a more detailed analysis of costs and the value of incentives applied against increasing construction costs, particularly with regard to projected seismic upgrading costs related to the 2018 BC Building Code.

### Some Recent Projects Impacted

Several recent projects have raised the issue of the adequacy of the current maximum financial incentives of \$ 50,000.00 for BIP and PIP to encourage conservation and especially seismic upgrading. This is particularly the case on larger projects or buildings, and for those owners who want to do seismic or code upgrading.

The recent change to the 2018 BC Building Code, with its significant increase in performance standards for existing buildings in Victoria, is expected to make a dramatic impact on costs that is at present not quantifiable.

Smaller projects, phased projects, and buildings owned by single owners, non-profits, associations, etc, generally do not need more than \$50,000.00 in funding as in these situations the costs are either lower or the owners are self-limited by their ability to raise matching funds.

Examples of recent possible applications where the maximum amount of incentive is a concern are:

#### **919 Douglas Street (Strathcona Hotel) Registry Status Building**

The owner of this Heritage Registered building is considering whether to apply for Heritage Designation in order to access heritage incentives to financially assist with a major upgrade of the front façade. In a recent meeting with the City's acting heritage planner (Steve Barber) the owner determined that the timing did not work to apply for a tax exemption under the Tax Incentive Program – Non-Residential Uses. The owner is presently evaluating applications to the Building Incentive Program for window conservation and upgrading as well as the Parapet Incentive Program for seismic upgrading of the front parapet and cornice and re-pinning of terra cotta into the structure of the building front. The value of the incentives may make a difference to sway the decision in favour or against Heritage Designation.

#### **550-554 Johnson Street (Strand Hotel Building) at Market Square**

In 2018 the owner undertook an engineering study to evaluate seismic upgrading under PIP-DAG funding. Initially the owner wanted to upgrade the parapets and cornices on the building. During the application process the City of Victoria asked that the chimneys be included in the evaluation as they are listed as character-defining elements of the building. What was estimated to be a



## Board Policy Discussion: BIP + PIP Maximum Funding

\$ 50,000.00 project increased to approximately \$ 150,000.00. The owner indicated that the project would need to be revisited and put on hold due to the increased costs. This is a project that would likely benefit from an increase in maximum PIP funding.

### **2110 Store Street (National Electric Tramway & Light Company Powerhouse Building)**

In 2019 the owner undertook an engineering study to evaluate seismic upgrading under PIP-DAG funding. This industrial building does not require seismic upgrading if its present use is maintained, however the owner expressed interest in improving the public safety of the building by seismically upgrading the parapets and potentially the oversized chimney stack. In the course of engineering studies of the building it is estimated that the preliminary cost of seismically upgrading the chimney is upwards of \$ 100,000.00, which the owner finds cost prohibitive with the current available incentives. This is a project that would likely benefit from an increase in maximum PIP funding.

### **City of Victoria - Downtown Core Area Plan**

Below is the full list of recommendations for Heritage Incentives – Policies and Actions in chapter 7 Heritage in the Downtown Core Area Plan (2011):

- 7.29. Continue and enhance incentives for heritage conservation such as, tax incentives, parking variances and other zoning variances, where broadly consistent with the policies for each District of the Downtown Core Area that are provided in this Plan.
- 7.30. Maintain and develop financial incentives for building rehabilitation, particularly seismic upgrading, for eligible heritage-designated commercial, institutional, industrial and residential property in the Downtown Core Area.
- 7.31. Consider expanding the northern boundary of the eligibility area for heritage tax incentives to include the Rock Bay District, where the building rehabilitation does not involve the conversion of an existing use to a residential use.
- 7.32. Explore the financial impacts and overall feasibility of extending the duration of heritage tax incentives from a maximum of 10 years to a maximum of 15 years.
- 7.33. Implement the Downtown Heritage Resource Seismic Upgrade Fund for conservation of eligible designated-heritage property as a public benefit under conditions that are broadly described in this Plan.

### **Downtown Heritage Resource Seismic Upgrade Fund**

The City of Victoria Downtown Core Area Plan (2011) identified the implementation of a Downtown Heritage Resource Seismic Upgrade Fund in chapter 7 Heritage – see 7.33 above. It is understood that some funds may have accumulated since the Downtown Core Area Plan was adopted.

### **City of Vancouver's New Heritage Incentive Programs**

Until this year the City of Victoria's heritage programs were considered to lead British Columbia and to be one of the best in Canada. With the approval of three new well-resourced citywide heritage incentive programs in April 2019, the City of Vancouver has positioned itself to more seriously address the issues of heritage conservation and seismic upgrading of heritage resources:

#### **Heritage Incentive Program (HIP)**

The Heritage Incentive Program provides grants up to a maximum of \$ 4 million per building for heritage conservation and seismic upgrades of commercial and non-commercial buildings that are on the Vancouver Heritage Register and protected by the heritage designation bylaw. The HIP



## Board Policy Discussion: BIP + PIP Maximum Funding

replaces the Heritage Building Rehabilitation Program which expired in 2015, and is available citywide.

HIP also provides the option of transferring density for any new heritage designation sites in Gastown, Chinatown, Victory Square, and the Hastings Street Corridor, the areas with the highest concentration of heritage buildings in Vancouver. The program will be funded through Community Amenity Contributions from new developments. The annual budget will be brought forward as part of the Capital Budget process based on available funding.

### **Heritage Façade Rehabilitation Program (HFRP)**

The Heritage Façade Rehabilitation Program, which was first introduced in 2003 for sites in Gastown, Chinatown, and the Hastings Street Corridor, is now expanded to be citywide. The program provides grants of up to \$ 50,000.00 for the rehabilitation and seismic stabilization of the façades of registered heritage buildings.

Eligible work includes ground floor storefront conservation and seismic stabilization of major architectural components, as well as conservation of building envelope materials, windows, doors, historic signs, and awnings, and architectural lighting. The program will be funded through the 2019-2022 Capital Plan with a budget of \$1.2 million.

### **Heritage House Conservation Program (HHCP)**

The Heritage House Conservation Program is a citywide program that supports heritage conservation of privately owned single or two-family buildings, small apartment buildings, multi-family conversions or similar buildings that are primarily wood-framed. Grants of up to 50% of the eligible cost provide for exterior heritage elements, designated interior elements, structural, envelope and infrastructure work, as well as accessibility and other related work.

The HHCP program is managed through the Vancouver Heritage Foundation for an initial period of four years (2019-2022), building on the conservation grants offered by VHF since 1999. The program's \$1.2 million budget will come from the 2019-2022 Capital Plan.

## **2.4 BUDGET**

### **BIP Budget History & Funding Amounts**

Since 1990 when BIP began operating, the maximum matching funds have been \$ 50,000.00 (except in 1999-2000 – see below). The BIP fund was created with an initial allocation of \$ 704,160.00 from City of Victoria from its sale of Broad Street to the Cadillac Fairview Corporation. No further allocation of BIP funds was provided by the City until 1994 when the initial BIP fund was depleted. In 1994 the City of Victoria began to provide annual BIP Capital funds, in the amount of \$ 93,500.00 from 1994-1999.

In 1999-2000 the maximum matching funds under BIP were temporarily reduced from \$ 50,000.00 to \$ 25,000.00 due to demand, based on the available budget. In 2000-2005, the City of Victoria increased the annual "top up" of BIP Capital funds from \$ 93,500.00 to \$ 193,500.00. In 2006 the BIP Capital fund was increased to \$ 300,000.00 and in 2007 it was increased to \$ 370,000.00 based on projections of actual demand.

In 2008 the VCHT made a presentation to Council regarding its work, and about the Building Incentive Program in particular. Following this presentation, the City of Victoria increased the annual "top up" of BIP Capital funds to \$ 420,000.00 with a request that the VCHT Board begin to set aside BIP funds annually to build up a funding reserve. The annual BIP Capital funds from City of Victoria have remained unchanged since 2008 in the amount of \$ 420,000.00.



# Board Policy Discussion: BIP + PIP Maximum Funding

## Current Program Budgets

Below are calculations of current program fund balances:

BIP Fund		PIP Fund		BIP/TIP Expenses	
\$ 916,696.21	Existing Balance	\$ 325,041.96	Existing Balance	\$ 20,000.00	2019 Budget
\$ 420,000.00	CoV 2019 Capital			(\$ 5,029.05)	2019 Expenses
<u>(\$20,000.00)</u>	<u>BIP/TIP Expenses</u>				
\$1,316,696.21	Current Budget	\$ 325,041.96	Current Budget	\$ 14,971.95	Current Budget

## 3.0 POSSIBLE OPTIONS FOR DISCUSSION

Below are three strategic options for discussion. Each option includes a budget for smaller projects and a reserve of funds, as well as moving some money from the BIP Fund to the PIP Fund.

1. **Increase Maximum BIP & PIP Funds to \$ 100,000.00** on a one-year trial basis to evaluate effectiveness and demand with an aim to seek additional Capital funds in 2021:

BIP Fund		PIP Fund	
\$ 1,316,696.21	Current BIP Budget	\$ 325,041.96	Current Budget
<u>(\$ 200,000.00)</u>	<u>Move to PIP Fund</u>	<u>\$ 200,000.00</u>	<u>From BIP Fund</u>
\$ 1,116,696.21	BIP Budget	\$ 525,041.96	PIP Budget
\$ 316,696.21	Budget for smaller projects + BIP Budget reserve	\$ 125,041.96	Budget for smaller projects + PIP Budget reserve
\$ 800,000.00	<b>8 projects @ \$ 100,000 ea</b>	\$ 400,000.00	<b>4 projects @ \$ 100,000 ea</b>

2. **Increase Maximum BIP & PIP Funds to \$ 75,000.00** on a one-year trial basis to evaluate effectiveness and demand with an aim to seek additional Capital funds in 2021:

BIP Fund		PIP Fund	
\$ 1,316,696.21	Current BIP Budget	\$ 325,041.96	Current Budget
<u>(\$ 150,000.00)</u>	<u>Move to PIP Fund</u>	<u>\$ 150,000.00</u>	<u>From BIP Fund</u>
\$ 1,166,696.21	BIP Budget	\$ 475,041.96	PIP Budget
\$ 416,696.21	Budget for smaller projects + BIP Budget reserve	\$ 175,041.96	Budget for smaller projects + PIP Budget reserve
\$ 750,000.00	<b>10 projects @ \$ 75,000 ea</b>	\$ 300,000.00	<b>4 projects @ \$ 75,000 ea</b>

3. **Maintain Maximum BIP & PIP Funds at \$ 50,000.00** with or without plans to seek future increase in Capital funds:

BIP Fund		PIP Fund	
\$ 1,316,696.21	Current BIP Budget	\$ 325,041.96	Current Budget
<u>(\$ 150,000.00)</u>	<u>Move to PIP Fund</u>	<u>\$ 150,000.00</u>	<u>From BIP Fund</u>
\$ 1,166,696.21	BIP Budget	\$ 475,041.96	PIP Budget
\$ 416,696.21	Budget for smaller projects + BIP Budget reserve	\$ 175,041.96	Budget for smaller projects + PIP Budget reserve
\$ 750,000.00	<b>15 projects @ \$ 50,000 ea</b>	\$ 300,000.00	<b>6 projects @ \$ 50,000 ea</b>

## **Board Policy Discussion: BIP + PIP Maximum Funding**

### **4.0 POTENTIAL RECOMMENDATIONS**

Potential recommendations include the following, or a variation thereof:

1. Increase the maximum funding amount for the Building Incentive Program from \$ 50,000.00 per building to \$ 100,000.00 (or \$ 75,000.00) per building on a trial basis for one year from July 2019 to June 2020 (or September 2019 to August 2020).
2. Extend the Parapet Incentive Program to continue operating on a pilot basis for an additional two years to December 2021 and re-allocate \$ 200,000.00 (or \$ 100,000.00) from the BIP Fund to the PIP Fund.
3. Increase the maximum funding amount for the Parapet Incentive Program from \$ 50,000.00 per building to \$ 100,000.00 (or \$ 75,000.00) per building on a trial basis for one year from July 2019 to June 2020 (or September 2019 to August 2020).
4. Consider also increasing the maximum amount of BIP Design Assistance Grant and PIP Design Assistance Grant funding.
5. Maintain a budget for smaller projects and reserve of funds in all programs.
6. Engage a cost consultant within the next year to prepare a more detailed analysis of costs and the value of incentives applied against increasing construction costs, particularly with regard to projected seismic upgrading costs related to the 2018 BC Building Code.
7. Within the next year consult with and involve building owners, Council appointees and other Councillors, and City staff to prepare a case for increased levels of incentive for budget submission in 2021.





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July 11, 2019

**Project:** P190711NC

Victoria Civic Heritage Trust  
[vcht@shaw.ca](mailto:vcht@shaw.ca)  
<http://heritagevictoria.org>  
Victoria BC

Attention: Catherine Umland  
Executive Director

Dear Catherine:

**Re: Victoria Construction Market**

Further to our recent telephone discussion regarding the construction cost increases in the Victoria construction market since 1990, we can provide the following.

This has been developed in conjunction with John Granger, former Principal of Advicas Group, drawing on his extensive knowledge of the Victoria Construction market going back to 1982.

1st Quarter	1990	to 1st Quarter	1998	2.00%
	1998		1999	1.00%
	1999		2000	1.50%
	2000		2001	2.00%
	2001		2002	2.50%
	2002		2003	5.00%
	2003		2004	15.00%
	2004		2005	10.00%
	2005		2006	10.00%
	2006		2007	10.00%
	2007		2008	10.00%
	2008		2009	-15.00%
	2009		2010	0.00%
	2010		2011	-10.00%
	2011		2012	1.00%
	2012		2013	1.50%
	2013		2014	2.00%
	2014		2015	2.50%
	2015		2016	3.00%
	2016		2017	10.00%
	2017		2018	10.00%
	2018		2019	10.00%
1st Quarter	2019	to 1st Quarter	2020	10.00%
Total Increase		1990 to 2019 30 years		94.00%

Please recognize that the above period from 1990 to 2018 represents Advicas's best interpretation of evolving market conditions, seen through working on some 150 projects per year, a major portion of which are on Vancouver Island. This work has included

ongoing discussions with local sub trades and suppliers on appropriate pricing levels, discussion with industry representatives on market trends, and analysis of tender results.

It is common knowledge that Vancouver Island was not immune to the major market downturn and saw a major correction in market price levels during the latter part of 2008 and early 2009. A further downward correction occurred in Spring 2010, driven by pressure on pricing levels from mainland contractors pursuing work on the Island.

Since the downturn of 2008/2009 there has been a slow recovery, culminating in 2015, to a return to the Island historical escalation norm of 3 to 4% per annum. Since early 2016 the market has undergone a further major change. Construction activity has accelerated with numerous major projects under construction, bringing with it an inherent labour shortage, saturation of current work force, and an upward pressure on market price levels.

Based on the above favorable market trend, we are anticipating a sustained short-term increase in market price level of 10% per annum for 2019 and 2020. For 2021 we are predicting a possible market correction like 2008.

To provide for market price increases over an extended future time period, beyond 1<sup>st</sup> Quarter 2022, we would recommend applying the Island historical norm of 3 to 4% per annum compounded.

As a caveat, the above denotes Advicas's in-house record of market price increases determined, collectively, over the past 37-year period, and beyond. While we stand by our record, there is no definitive published document confirming these numbers, and as such they are obviously open to others, individual or companies', interpretation of market price movements over that same period.

Should you wish to discuss further, please do not hesitate to contact me.

Yours truly  
per: Advicas Group Consultants Inc.



Francis Yong, BSc, PQS  
Principal

Direct: 250.995.5428  
Cell: 778.533.9928  
fyong@advicas.com



# Historical Cost Indexes

The table below lists both the RSMeans® historical cost index based on Jan. 1, 1993 = 100 as well as the computed value of an index based on Jan. 1, 2019 costs. Since the Jan. 1, 2019 figure is estimated, space is left to write in the actual index figures as they become available through the quarterly RSMeans Construction Cost Indexes.

To compute the actual index based on Jan. 1, 2019 = 100, divide the historical cost index for a particular year by the actual Jan. 1, 2019 construction cost index. Space has been left to advance the index figures as the year progresses.

Year	Historical Cost Index Jan. 1, 1993 = 100		Current Index Based on Jan. 1, 2019 = 100		Year	Historical Cost Index Jan. 1, 1993 = 100		Current Index Based on Jan. 1, 2019 = 100		Year	Historical Cost Index Jan. 1, 1993 = 100		Current Index Based on Jan. 1, 2019 = 100	
	Est.	Actual	Est.	Actual		Actual	Est.	Actual			Actual	Est.	Actual	
Oct 2019*					July 2004	143.7	63.2		July 1986	84.2	37.1			
July 2019*					2003	132.0	58.1		1985	82.6	36.3			
April 2019*					2002	128.7	56.6		1984	82.0	36.1			
Jan 2019*	227.3		100.0	100.0	2001	125.1	55.0		1983	80.2	35.3			
July 2018		222.9	98.1		2000	120.9	53.2		1982	76.1	33.5			
2017		213.6	94.0		1999	117.6	51.7		1981	70.0	30.8			
2016		207.3	91.2		1998	115.1	50.6		1980	62.9	27.7			
2015		206.2	90.7		1997	112.8	49.6		1979	57.8	25.4			
2014		204.9	90.1		1996	110.2	48.5		1978	53.5	23.5			
2013		201.2	88.5		1995	107.6	47.3		1977	49.5	21.8			
2012		194.6	85.6		1994	104.4	45.9		1976	46.9	20.6			
2011		191.2	84.1		1993	101.7	44.7		1975	44.8	19.7			
2010		183.5	80.7		1992	99.4	43.7		1974	41.4	18.2			
2009		180.1	79.2		1991	96.8	42.6		1973	37.7	16.6			
2008		180.4	79.4		1990	94.3	41.5		1972	34.8	15.3			
2007		169.4	74.5		1989	92.1	40.5		1971	32.1	14.1			
2006		162.0	71.3		1988	89.9	39.5		1970	28.7	12.6			
▼ 2005		151.6	66.7		▼ 1987	87.7	38.6		▼ 1969	26.9	11.8			

## Adjustments to Costs

The "Historical Cost Index" can be used to convert national average building costs at a particular time to the approximate building costs for some other time.

### Example:

Estimate and compare construction costs for different years in the same city.

To estimate the national average construction cost of a building in 1970, knowing that it cost \$900,000 in 2019:

INDEX in 1970 = 28.7

INDEX in 2019 = 227.3

### Time Adjustment Using the Historical Cost Indexes:

$$\frac{\text{Index for Year A}}{\text{Index for Year B}} \times \text{Cost in Year B} = \text{Cost in Year A}$$

$$\frac{\text{INDEX 1970}}{\text{INDEX 2019}} \times \text{Cost 2019} = \text{Cost 1970}$$

$$\frac{28.7}{227.3} \times \$900,000 = .126 \times \$900,000 = \$113,400$$

The construction cost of the building in 1970 was \$113,400.

**Note:** The city cost indexes for Canada can be used to convert U.S. national averages to local costs in Canadian dollars.

### Example:

To estimate and compare the cost of a building in Toronto, ON in 2019 with the known cost of \$600,000 (US\$) in New York, NY in 2019:

INDEX Toronto = 110.1

INDEX New York = 132.1

$$\frac{\text{INDEX Toronto}}{\text{INDEX New York}} \times \text{Cost New York} = \text{Cost Toronto}$$

$$\frac{110.1}{132.1} \times \$600,000 = .834 \times \$600,000 = \$500,076$$

The construction cost of the building in Toronto is \$500,076 (CN\$).

$$\frac{227.3}{94.3} = 2.41 \times \$50,000.00 = \$120,500.00$$

\*Historical Cost Index updates and other resources are provided on the following website:  
<http://info.thegordiangroup.com/RSMeans.html>



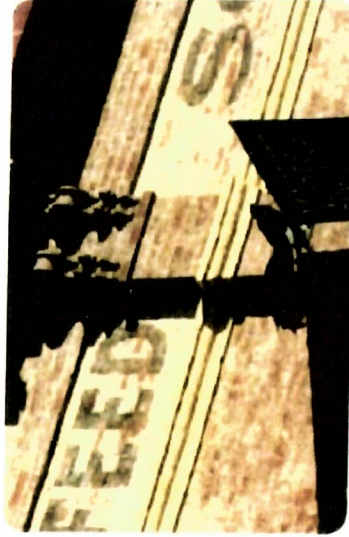


# Downtown Core Area Plan

SEPTEMBER 2011







## INTRODUCTION

Heritage conservation is about retaining places that matter to the community for physical qualities, and in relation to both collective memory and contemporary uses. Its purpose is to retain, protect and improve real property with aesthetic, historic, scientific, cultural, social or spiritual value, and heritage character, as a public benefit.

This Plan seeks to continue to strike a balance between heritage conservation and new development as the Downtown Core Area grows significantly over the next thirty years. Its heritage policies seek to provide guidance that builds on Victoria's achievements in heritage protection, sensitive infill and new additions. The Plan guides changes to the historic environment as a consideration in placemaking at varying scales, from Heritage Conservation Areas, to streetscapes and open spaces, to buildings and sites. Policies also identify incentives and community engagement to help conserve the heritage value of Downtown Core Area Districts.

## HERITAGE – DOWNTOWN CORE AREA

Much of the picturesque quality of Victoria is associated with its conservation areas and landmarks, some of which date from early colonial settlement. Since the 1970s, policies have encouraged new development in the Downtown Core Area through sensitive infill and new additions, while retaining and enhancing the heritage value and unique character of special places, such as Bastion Square, Centennial Square and Chinatown National Historic District.

The Downtown Core Area contains more than 200 heritage properties, including those identified as landmarks in this Plan such as the Provincial Parliament Buildings, Empress Hotel and Canadian Pacific Railway Steamship Terminal (see MAP 33). The Historic Commercial District is generally characterized by a "saw tooth" one-to-five storey skyline of Victorian and Edwardian architecture, which partially extends into the Inner Harbour District. Heritage is also a significant element of the character of the Central Business District and Residential Mixed-Use District, where there is a cluster of church spires on and near Quadra Street. The Rock Bay District contains the majority of the last remaining early industrial buildings.

## HERITAGE – OBJECTIVES




The heritage policies that are contained in this Plan seek to retain and enhance the presence and heritage value, character of areas, districts, streetscapes, open spaces, buildings, sites and features in the Downtown Core Area. Collectively these policies address the following objectives:

1. Retain, protect and improve real property with aesthetic, historic, scientific, cultural, social or spiritual value and heritage character as a benefit to the public.
2. Development and heritage conservation are balanced through sensitive new infill and property additions that respond to the heritage value and character of Downtown Core Area Districts.
3. Heritage conservation and urban design are integrated in streetscapes and open spaces in beautification, arts and cultural programming and public history initiatives.



# **MAP 33** **Downtown Core Area** **Properties Listed on the** **City of Victoria Heritage** **Register**

(Properties identified as of May 31, 2011. Map is subject to change)

-  Downtown Core Area
-  Registered Heritage Property
-  Designated Heritage Property

**Disclaimer:** This map is intended for illustrative purposes only and is subject to change. Please contact the City of Victoria for up-to-date information related to the status and location of heritage property.





4. Properties with heritage value are identified and selected for retention and protection through community engagement.
5. City of Victoria support for the conservation and celebration of properties with heritage value is maintained and enhanced.

#### AREAS AND DISTRICTS – POLICIES AND ACTIONS

- 7.1 Refer to the applicable design guidelines in rezoning and permit review processes in Development Permit Areas and Heritage Conservation Areas, where these are regulated and controlled within the Downtown Core Area.
- 7.2 Continue to balance the demand for new development and heritage conservation in the Downtown Core Area.
- 7.3 Conserve heritage values of the Downtown Core Area and its character-defining elements, such as individual buildings, collections of buildings, streetscapes, structures and features.
- 7.4 Maintain, develop and enhance urban design guidelines for exterior alterations, new additions and infill development within Heritage Conservation Areas and, where relevant, Development Permit Areas, in the Downtown Core Area.
- 7.5 Produce and update, as required, Statements of Significance for Heritage Conservation Areas within the Downtown Core Area.
- 7.6 Continue to support zoning in the Historic Commercial District and Inner Harbour District that contributes to conservation of heritage values in these areas.
- 7.7 Continue to support the conversion of the upper storeys of heritage-designated property from non-residential uses to residential uses in strategic locations within the Downtown Core Area that serve to support the policies of this Plan.
- 7.8 Continue to support the rehabilitation of heritage-designated property that is non-residential such as office and hotel, in strategic locations within the Downtown Core Area that serve to support the policies of this Plan.
- 7.9 Retain some capacity for small-scale office use in the upper storeys of properties in the Historic Commercial District.
- 7.10 Continue to identify, protect and conserve heritage property and areas in the Residential Mixed-Use District, particularly the landmarks on and near Quadra Street, as identified in this Plan.
- 7.11 Identify, protect and conserve industrial heritage property in the Rock Bay District.

#### STREETSCAPES AND OPEN SPACE – POLICIES AND ACTIONS

- 7.12 Maintain lower scale building forms along the waterfront adjacent to Store Street, Wharf Street, Government Street and Belleville Street, and in these locations support new development with form and character that enhances the heritage value of the Historic Commercial District.
- 7.13 Maintain and enhance the existing network of through-block walkways in the Historic Commercial District, with special consideration of the heritage value of public and public-private open spaces in the Chinatown National Historic District.
- 7.14 Enhance the place character of Downtown Core Area Districts by celebrating heritage through urban design features such as art, banners, street furniture, lighting and plantings.
- 7.15 Seek opportunities to acknowledge and integrate the culture, values and heritage of First Peoples in design and celebration of public space, particularly in the Historic Commercial District and the Inner Harbour District.
- 7.16 Work with diverse partners on public history projects through improvements on public lands, and private lands, such as plaques, banners, installations and interpretative displays.
- 7.17 Continue to support festivals, celebrations and special events at major open spaces in the Historic Commercial District and Inner Harbour District including Bastion Square, Centennial Square (Spirit Square) and along the waterfront.

#### BUILDINGS AND SITES – POLICIES AND ACTIONS

- 7.18 Support new development that conserves and enhances the form, character and features of heritage property and areas, where controlled and regulated in the Downtown Core Area.
- 7.19 Give consideration to tools available under legislation to conserve heritage property in the Downtown Core Area, including, but not limited to heritage designation bylaws, heritage register listings, temporary protection, heritage alteration permits, heritage revitalization agreements, design guidelines and protection of views of heritage landmarks from public vantage points as identified in this Plan.
- 7.20 Continue to work with the private sector to identify, protect and conserve property and areas with heritage value in the Downtown Core Area.



**7.21** Require a Heritage Conservation Plan, as appropriate, and heritage impact assessment, if relevant, where heritage alteration permits, heritage revitalization agreements or rezonings that involve a protected heritage property in the Downtown Core Area.

**7.22** Encourage new development to avoid the demolition of a protected heritage property, or one or more of its facades, where the exterior alterations are assessed to significantly damage the heritage value of the property or an area, and where facade retention is feasible in conjunction with other policies for Downtown Core Area Districts in this Plan.

**7.23** Increases to density either through a rezoning application or through the provisions of the density bonus system described in this Plan should not be supported for any parcel or site where a heritage property has been demolished.

**7.24** Real property that is, or was, subject to a heritage designation bylaw or that is listed on the City of Victoria Heritage Register is ineligible for the density bonus provisions in this Plan.

**7.25** Accumulate information about seismic conditions of all property with heritage value or character in the Downtown Core Area, particularly the landmarks identified in this Plan, and property in the Historic Commercial District and Inner Harbour District.

**7.26** Encourage owners of property with heritage value or character in the Downtown Core Area, particularly landmarks or those in the Historic Commercial District and Inner Harbour District, to upgrade the seismic conditions of buildings and structures.

**7.27** Evaluate the heritage value of public and private property in the Downtown Core Area, and propose new additions to the Heritage Register based on their significance.

**7.28** Produce and update, as required, Statements of Significance for properties listed on the Heritage Register in the Downtown Core Area.

## HERITAGE INCENTIVES – POLICIES AND ACTIONS

**7.29** Continue and enhance incentives for heritage conservation such as, tax incentives, parking variances and other zoning variances, where broadly consistent with the policies for each District of the Downtown Core Area that are provided in this Plan.

**7.30** Maintain and develop financial incentives for building rehabilitation, particularly seismic upgrading, for eligible heritage-designated commercial, institutional, industrial and residential property in the Downtown Core Area.

**7.31** Consider expanding the northern boundary of the eligibility area for heritage tax incentives to include the Rock Bay District, where the building rehabilitation does not involve the conversion of an existing use to a residential use.

**7.32** Explore the financial impacts and overall feasibility of extending the duration of heritage tax incentives from a maximum of 10 years to a maximum of 15 years.

**7.33** Implement the Downtown Heritage Resource Seismic Upgrade Fund for conservation of eligible designated-heritage property as a public benefit under conditions that are broadly described in this Plan.

## COMMUNITY ENGAGEMENT – POLICIES AND ACTIONS

**7.34** Engage the public and private sectors including property owners, businesses, organizations, groups and citizens in the Downtown Core Area in local area plan studies to identify locations, buildings, structures and features with heritage value, and ways to conserve and celebrate them.

**7.35** Continue to work with the public and private sectors, organizations, groups and citizens to celebrate Victoria's culture and heritage in public realm improvements and festivals and special events, particularly in the Historic Commercial District and Inner Harbour District.

**7.36** Partner with the Songhees and Esquimalt First Nations to acknowledge and integrate the culture, values and heritage of First Peoples in the Downtown Core Area, particularly in the Historic Commercial District and Inner Harbour District.

**VCHT AMOUNTS RECEIVED FROM CITY OF VICTORIA  
1999-2019**

	<b>BIP Capital Funds</b>	<b>Operating Funds</b>	<b>Total</b>	<b>Operating Col</b>	
<b>1999</b>	\$93,500.00	\$84,000.00	<b>\$177,500.00</b>	0	
<b>2000</b>	\$93,500.00	\$84,000.00	<b>\$177,500.00</b>	0	
<b>2001</b>	\$193,500.00	\$91,000.00	<b>\$284,500.00</b>	7.7% increase	
<b>2002</b>	\$193,500.00	\$92,820.00	<b>\$286,320.00</b>	2% increase	
<b>2003</b>	\$193,500.00	\$92,820.00	<b>\$286,320.00</b>	0	
<b>2004</b>	\$193,500.00	\$94,675.00	<b>\$288,175.00</b>	2% increase	
<b>2005</b>	\$193,500.00	\$95,625.00	<b>\$289,125.00</b>	1% increase	
<b>2006</b>	\$300,000.00	\$97,500.00	<b>\$397,500.00</b>	1.96% increase	
<b>2007</b>	\$370,000.00	\$99,450.00	<b>\$469,450.00</b>	2% increase	
<b>2008</b>	\$420,000.00	\$101,440.00	<b>\$521,440.00</b>	2% increase	
<b>2009</b>	\$420,000.00	\$101,440.00	<b>\$521,440.00</b>	0	
<b>2010</b>	\$420,000.00	\$103,470.00	<b>\$523,470.00</b>	2% increase	1
<b>2011</b>	\$420,000.00	\$103,470.00	<b>\$523,470.00</b>	0	2
<b>2012</b>	\$420,000.00	\$103,470.00	<b>\$523,470.00</b>	0	3
<b>2013</b>	\$420,000.00	\$103,470.00	<b>\$523,470.00</b>	0	4
<b>2014</b>	\$420,000.00	\$103,470.00	<b>\$523,470.00</b>	0	5
<b>2015</b>	\$420,000.00	\$105,550.00	<b>\$525,550.00</b>	2% increase	
<b>2016</b>	\$420,000.00	\$107,650.00	<b>\$527,650.00</b>	2% increase	
<b>2017</b>	\$420,000.00	\$109,814.22	<b>\$529,814.22</b>	2% increase	
<b>2018</b>	\$420,000.00	\$112,000.00	<b>\$532,000.00</b>	2% increase	
<b>2019</b>	\$420,000.00	\$114,250.00	<b>\$534,250.00</b>	2% increase	



# Board Policy Discussion: DAG + PIP-DAG Maximum Funding

## 1.0 GENERAL INFORMATION

Policy:	<b>DAG + PIP-DAG Maximum Funding Amount</b>
Adopted:	DAG (50%) under BIP to \$1,000.00 in 1995; DAG (50%) increased to \$2,000.00 in 2009; PIP-DAG (75%) to \$3,000.00 in 2015 under BIP on a trial basis
Discussion:	Whether to increase the maximum funding amount for DAG + PIP-DAG
Amounts:	Existing DAG Maximum = \$2,000.00 (50%-50% matching funds) Existing PIP-DAG Maximum = \$3,000.00 (75%-25% co-funding)

## 2.0 DISCUSSION OVERVIEW

### 2.1 BACKGROUND

The Victoria Civic Heritage Trust (VCHT) was established by the City of Victoria in 1989 as a civic vehicle to administer Building Incentive Program (BIP) funding for the conservation of Victoria's heritage commercial, industrial, institutional and apartment buildings. BIP was established with a maximum matching funding amount of \$50,000.00 per building. Since 1998 the VCHT has also assisted with the City's Heritage Tax Incentive Program (TIP). After a three year research phase, the VCHT launched the Seismic Parapet Incentive Program (PIP) in 2015 to address seismic upgrading of falling hazards and to improve public safety in downtown heritage buildings.

### 2.2 1995-2008 Preliminary Design Assistance Grant (DAG) \$1,000.00

Matching funds under BIP from the beginning included general consultant fees as an eligible cost within the \$50,000.00 funding maximum. The first BIP funding award was approved by the VCHT Board in December 1989. Twenty-six downtown heritage buildings received BIP funding award approvals through to 1994. In 1994 a large project required an undue amount of involvement by the Board and staff. This was attributed to the owner not engaging a consultant at the beginning to assist with a proper evaluation and definition of a scope of work for the project.

In March 1995 the VCHT Board approved a motion to establish 50% Design Assistance Grants, funded under BIP, as a 50%-50% matching funding award to a **maximum of \$1,000.00** for professional fees on projects in the early stage for making application for exterior conservation work. It was felt in order to promote quality applications and work, it was worth the expenditure of BIP funds to encourage applicants to seek professional advice at the beginning of the project. It was deemed at that time that \$1,000.00 was an amount likely sufficient to help owners to initiate preliminary work with a professional, on the assumption that other consultant work would be eligible under a BIP application.

See attached Preliminary DAG program description. The purpose of the Preliminary DAG was to provide financial assistance to eligible property owners to engage professionals toward preparing an application for conservation work under BIP, including but not limited to:

- architectural, engineering, and/or heritage consultant services
- preliminary design drawings
- preparation of scope of work
- preliminary cost estimates

In 1995 it was assumed that the Preliminary DAG would be used by owners mostly to engage heritage consultants for design services. The program guidelines were intentionally broad in scope to allow owners and their consultants to determine the most appropriate use of funds for whatever services best suited the needs of the project. Over time the nature of consultant services evolved with the type of conservation projects being done. Examples of eligible services since 1995 have included feasibility studies, design, scope of work, cost estimating, research, materials testing, specifications, as well as specialized consultant services such as preliminary engineering or masonry evaluations, etc.



# Board Policy Discussion: DAG + PIP-DAG Maximum Funding

The first Preliminary DAG was awarded in May 1995 (see attached 1995-2019 Data Summary). From May 1995 to December 2009, **35 DAGs** were approved, plus 1 application that was withdrawn and 1 application that expired. In that thirteen year period **\$34,985.00** in DAG funds were approved toward **\$133,022.51** in consultant fees, yielding a ratio of private to public expenditure of **\$3.80 : \$1.00**.

Below is a summary of approved DAG amounts and estimated consultant fees for 1995-2008:

<b>1995-2008</b>	Average DAG	<b>\$999.57</b>	35 DAGs + 1 Withdrawn + 1 Expired	
<b>\$1,000.00 DAG</b>	Avg Consultant Fee	<b>\$3,800.64</b>		
	Lowest DAG Paid	<b>\$249.76</b>		
	Lowest Est Fees	<b>\$500.00</b>		
	Highest Est Fees	<b>\$15,120.00</b>		

Below is a breakdown of the range of consultant fees by number of projects/percentages for 1995-2008:

<b>1995-2008</b>	<b>\$0-\$2,000</b>	<b>11</b>	<b>31.5%</b>	<b>31.5%</b>
<b>Consultant Fees</b>	<b>\$2,001-\$5,000</b>	<b>16</b>	<b>46.0%</b>	<b>46.0%</b>
	\$5,001-\$10,000	6	17.0%	
	\$10,000-\$15,120	2	5.5%	
		<b>35</b>	<b>100.0%</b>	<b>77.5%</b>

## 2.3 2009-2019 Design Assistance Grant (DAG) \$2,000.00

In February 2009 the VCHT Board increased the **maximum DAG funds to \$2,000.00** (50% matching) in recognition that after thirteen years the \$1,000.00 maximum initially set for DAG was not keeping pace with increasing preliminary consultant fees on some projects. See attached DAG program description.

The first DAG at the increased maximum of \$2,000.00 was awarded in March 2009 (see attached 1995-2019 Data Summary). From March 2009 to October 2019, **34 DAGs** were approved, plus 2 applications that were withdrawn and 2 applications that expired. In that ten year period **\$60,555.90** in DAG funds were approved toward **\$196,337.38** in consultant fees, yielding a ratio of private to public expenditure of **\$3.24 : \$1.00**.

Below is a summary of approved DAG amounts and estimated consultant fees for 2009-2019:

<b>2009-2019</b>	Average DAG	<b>\$1,780.06</b>	34 DAGs + 2 Withdrawn + 2 Expired	
<b>\$2,000.00 DAG</b>	Avg Consultant Fee	<b>\$5,774.63</b>		
	Lowest DAG Paid	<b>\$412.50</b>		
	Lowest Est Fees	<b>\$825.00</b>		
	Highest Est Fees	<b>\$20,000.00</b>		

Below is a breakdown of the range of consultant fees by number of projects/percentages for 2009-2019:

<b>2009-2019</b>	<b>\$0-\$2,000</b>	<b>3</b>	<b>8.8%</b>	
<b>Consultant Fees</b>	<b>\$2,001-\$5,000</b>	<b>18</b>	<b>53.0%</b>	<b>53.0%</b>
	<b>\$5,001-\$10,000</b>	<b>9</b>	<b>26.5%</b>	<b>26.5%</b>
	\$10,001-\$15,000	1	2.9%	
	\$15,001-\$20,000	3	8.8%	
		<b>34</b>	<b>100.0%</b>	<b>79.5%</b>



## Board Policy Discussion: DAG + PIP-DAG Maximum Funding

A further breakdown of data is provided below for 2009-2019 with the DAG maximum at \$2,000.00, based on the first 5 year period in 2009-2014 compared to the last 5 year period in 2015-2019:

<b>2009-2014</b> First 5 Years at \$2,000	DAG Stats 2009-2014	Average DAG Avg Consultant Fee	<b>\$1,750.74</b> <b>\$6,755.59</b>	17 + 2 Withdrawn + 2 Expired	
		Lowest DAG Paid	<b>\$412.50</b>		
		Lowest Est Fees	<b>\$825.00</b>		
		Highest Est Fees	<b>\$20,000.00</b>		
	Est'd Fees 2009-2014	\$0-\$2,000	2	12.0%	
		<b>\$2,001-\$5,000</b>	<b>7</b>	<b>41.0%</b>	<b>41.0%</b>
		<b>\$5,001-\$10,000</b>	<b>5</b>	<b>29.5%</b>	<b>29.5%</b>
		\$10,001-\$15,000	0	0.0%	
		\$15,001-\$20,000	3	17.5%	
			<b>17</b>	<b>100.0%</b>	<b>70.5%</b>

<b>2015-2019</b> Last 5 Years at \$2,000	DAG Stats 2015-2019	Average DAG Avg Consultant Fee	<b>\$1,811.38</b> <b>\$4,793.67</b>	17 DAGs	
		Lowest DAG Paid	<b>\$750.00</b>		
		Lowest Est Fees	<b>\$1,500.00</b>		
		Highest Est Fees	<b>\$10,500.00</b>		
	Est'd Fees 2015-2019	\$0-\$2,000	1	5.5%	
		<b>\$2,001-\$5,000</b>	<b>11</b>	<b>65.0%</b>	<b>65.0%</b>
		<b>\$5,001-\$10,000</b>	<b>4</b>	<b>24%</b>	<b>24.0%</b>
		\$10,001-\$15,000	1	5.5%	
		\$15,001-\$20,000	0	0.0%	
			<b>17</b>	<b>100.0%</b>	<b>89.0%</b>

Even including the highest consultant fees as outliers, the data is consistent to show that for both 5 year periods of time the highest percentage of projects fall within the consultant fee range of 1) \$2,001-\$5,000 and 2) \$5,001-\$10,000.

### 2.4 2015-2019 Parapet Incentive Program - Design Assistance Grant (PIP-DAG) \$3,000.00

In December 2012 the VCHT Board approved the start of a new program funded under BIP on a trial basis to encourage voluntary seismic upgrading of parapets, façade anchor connections, and seismic remediation of exterior falling hazards on eligible protected downtown heritage buildings, especially URM (un-reinforced masonry) construction. The program start followed two years of Master's level student



## Board Policy Discussion: DAG + PIP-DAG Maximum Funding

study and VCHT subcommittee work, which confirmed the need for voluntary seismic upgrading in downtown Victoria as well as the cost-benefit of seismic remediation of parapets, façades, and exterior falling hazards to provide the best “bang for the buck” as a first step to seismically upgrade a building and to increase public safety in the event of an earthquake.

An enhanced level of incentive at **75%-25% co-funding** to a **maximum of \$50,000.00** was approved for PIP to actively encourage program uptake. A target area was identified for streets and arterial routes near the Johnson Street Bridge, however downtown buildings in other areas were also permitted to apply in recognition of the scope of seismic upgrading needs throughout the downtown.

The first PIP-DAG was awarded in March 2015. From March 2015 to October 2019, **6 PIP-DAGs** were approved. In that five year period **\$17,887.50** in PIP-DAG funds were approved toward **\$28,867.60** in consultant fees, yielding a ratio of private to public expenditure of **\$1.61 : \$1.00**.

Data is provided below for PIP-DAG from 2015-2019 with maximum funding up to \$3,000.00 based on \$4,000.00 in consultant fees (the same as BIP) with up to 75% VCHT co-funding and 25% owner co-funding. The actual percentage of the PIP-DAG funding award against the owner's contribution varies depending on the total project cost. Larger projects with more expensive consultant fees sometimes result in the owner paying more than 25% and PIP-DAG funding being lower than 75%.

<b>2015-2019</b> PIP-DAG 75% to \$3,000	PIP-DAG Stats	Average PIP-DAG Avg Consultant Fee	<b>\$2,981.25</b>	6 PIP-DAGs	
			<b>\$4,811.27</b>		
		Lowest PIP-DAG Paid	<b>\$2,877.50</b>		
		Lowest Est Fees	<b>\$3,850.00</b>		
		Highest Est Fees	<b>\$7,017.60</b>		
	Est'd Fees	\$0-\$4,000	1	16.5%	
	2015-2019	<b>\$4,001-\$5,000</b>	<b>4</b>	<b>67.0%</b>	<b>67.0%</b>
		\$5,001-\$7,017.60	1	16.5%	
			<b>6</b>	<b>100.0%</b>	<b>67.0%</b>

### 2.5 MAXIMUM FUNDING AMOUNTS FOR BIP + PIP INCREASED TO \$100,000.00

In July 2019 the VCHT Board approved an increase for BIP from up to \$50,000.00 maximum in 50%-50% matching funds to up to \$100,000.00 maximum in 50%-50% matching funds, effective immediately. The VCHT Board also approved an increase for PIP from up to \$50,000.00 maximum in 75%-25% co-funding to up to \$100,000.00 maximum for 75%-25% co-funding, effective immediately.

The VCHT Board approved the doubling of the maximum funding award amounts to reflect actual cost increases that occurred since BIP started 30 years ago. The maximum amount of \$50,000.00 per building was established in 1989/1990 and had not been raised since that time largely due to concern that there was never a good time to seek a substantial increase in BIP Capital funds from City of Victoria. During this 30 year period inflation rose at the rate of 1.75 and local construction costs doubled. In effect the increase to \$100,000.00 in maximum funding in today's dollars is equivalent in value to \$50,000.00 in maximum funding in 1989/1990 dollars.

In July 2019 the Board also passed two motions: 1) to request an increase from the City of Victoria in the 2020 budget for direct-award Capital funding for BIP; and, 2) within the next year, to prepare a



## Board Policy Discussion: DAG + PIP-DAG Maximum Funding

comprehensive report for City of Victoria toward a possible further increase in 2021, including but not limited to, engaging a cost consultant to prepare an analysis of costs and the value of incentives applied against increasing construction costs, and costs related to the 2018 BC Building Code.

The City of Victoria's 2020 budget process is already underway. At its October 2019 meeting the VCHT Board is expected to review the 2020 budget for submission to the City of Victoria, including a request for an increase in Capital funds based on projected demand and costs using the new maximum amount of \$100,000.00 for BIP and PIP funding. These budget figures will need to be amended if there is a decision by the VCHT Board to change DAG and/or PIP-DAG maximum funding amounts.

### 3.0 POSSIBLE OPTIONS FOR DISCUSSION

As requested by the VCHT Board at its July 2019 meeting, the purpose of this report is to provide a follow up review of the maximum funding amounts for DAG and PIP-DAG in parallel to the maximum funding increases for BIP and PIP.

Below are three options for discussion with regard to DAG and/or PIP-DAG maximum funding amounts.

#### 1. Maintain Maximum DAG Funds at \$2,000.00 + PIP-DAG Funds at \$3,000.00

Make no changes to DAG + PIP-DAG funding levels at the present time. Current projections for DAG + PIP-DAG funding awards in 2020 and 2021 without any increases are shown below.

DAG			PIP-DAG		
\$ 26,000.00	13 DAGs x \$2,000	2019/2020	\$ 12,000.00	4 DAGs x \$3,000	2019/2020
\$ 24,000.00	12 DAGs x \$2,000	2021	\$ 9,000.00	3 PIP-DAGs x \$3,000	2021
<b>\$ 50,000.00</b>	BIP Budget <i>base level</i>		<b>\$ 21,000.00</b>	PIP Budget <i>base level</i>	

#### 2. Increase Maximum DAG Funds to \$3,000.00 + PIP-DAG Funds to \$4,500.00

Based on consultant costs in the past 5 years, assume the average consultant fee on BIP projects to be approximately \$6,000.00 x 50% = \$3,000.00 maximum for DAG funding. Assume the average consultant fee on PIP projects to be approximately \$6,000.00 x 75% = \$4,500.00 maximum for PIP-DAG funding. Current projections for DAG + PIP-DAG funding awards in 2020 and 2021 with these increases in maximum funding are shown below.

DAG			PIP-DAG		
\$ 39,000.00	13 DAGs x \$3,000	2019/2020	\$ 18,000.00	4 DAGs x \$4,500	2019/2020
\$ 36,000.00	12 DAGs x \$3,000	2021	\$ 13,500.00	3 PIP-DAGs x \$4,500	2021
<b>\$ 75,000.00</b>	BIP Budget <i>+\$25,000.00</i>		<b>\$ 31,500.00</b>	PIP Budget <i>+\$10,500.00</i>	

#### 3. Consider a Two-Tier Approach to Maximum DAG + PIP-DAG Funding Levels for Smaller and Larger Projects

Current DAG and PIP-DAG maximum funding amounts appear to be generally adequate for smaller projects with consultant fees under \$5,000.00, whereas maximum funding for DAG and PIP-DAG may be considered inadequate on larger projects where consultant fees range from \$5,001.00-\$10,000.00 or more.

Below are cost impacts in 2020 and 2021 if maximum funding levels remain the same for DAG and PIP-DAG for consultant fees under \$5,000.00 but increase to funding awards up to \$5,000.00 on larger DAG and PIP-DAG projects where consultant fees are up to \$10,000.00.

## Board Policy Discussion: DAG + PIP-DAG Maximum Funding

Some disadvantages of this option are 1) it is potentially the most costly option, 2) it favours larger projects, 3) it may push consultant fees up to take advantage of higher incentive levels, and 4) it may create more complex communication with owners and more administrative challenges.

Calculations below are based on the highest possible amounts of incentive for DAG and PIP-DAG under a two-tier approach, which in reality is not likely to occur on every project. These highest possible amounts are used for sake of comparison to demonstrate the potential differences from the other options provided above.

<b>DAG</b>			<b>PIP-DAG</b>		
\$ 6,000.00	3 DAGs x \$2,000	2019/2020	\$ 3,000.00	1 PIP-DAGs x \$3,000	2019/20
\$ 50,000.00	10 DAGs x \$5,000	2019/2020	\$ 22,500.00	3 PIP-DAGs x \$7,500	2019/20
\$ 60,000.00	12 DAGs x \$5,000	2021	\$ 22,500.00	3 PIP-DAGs x \$7,500	2021
<b>\$ 116,000.00</b>	<b>BIP Budget</b>	<b>+\$66,000.00</b>	<b>\$ 48,000.00</b>	<b>PIP Budget</b>	<b>+\$27,000.00</b>



September 24, 2019

Susanne Thompson  
Director of Finance  
City of Victoria  
#1 Centennial Square  
Victoria, BC V8W 1P6

Re: 2020 Grant Funding Request

Dear Ms. Thompson,

The Victoria Heritage Foundation (VHF) respectfully submits our 2020 direct-award funding request as approved by our Board of Directors on September 24, 2019. The 2020 request of **\$226,803** (increase of \$5,963) is consistent with our 2018 and 2019 requests with a 2.7% cost of living increase. This amount represents VHF grants to homeowners, education awareness projects and our operating costs. Costs for heritage conservation work have increased dramatically in recent years. Skilled trades shortages, building code and seismic requirements and hazardous material abatement have all contributed to significantly higher costs. VHF plans to monitor and analyze the continued demand and costs for grants.

Victoria has long recognized that heritage conservation is critical to maintaining its image as a vibrant city of distinctive neighbourhoods. The City of Victoria established the Victoria Heritage Foundation (VHF) in 1983 to administer a financial grant program to support the conservation of existing Heritage-designated houses and encourage future designations. The program has thrived for 36 years, with 89% of the City's 420 designated houses receiving at least one grant towards restoration, enhancement and vital maintenance. Continued support for the grant program upholds the City's Official Community Plan policy commitment to enable and support heritage conservation through incentives.

Attached is the list of grants approved for 2019. VHF is able to fund up to 50% of project costs to a maximum of \$25,000, although many projects exceed this amount. 2019 grant funding leveraged over **\$176,827** in private investment. The 50% ratio matches VHF's historical 1983-1990 matching grants and brings our funding in line with other heritage programs including those of the Victoria Civic Heritage Trust. We hope to be able to maintain this percentage in the future.

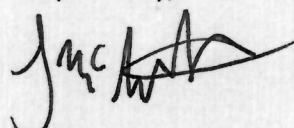
VHF's 2018 Annual Report includes Financial Statements that document our yearly expenditures and budget allocations. The Annual Report was distributed to Mayor and Council and key City staff in July and can be viewed on our website. In 2018, members and volunteers contributed over 1,320 volunteer hours towards the success of the Victoria Heritage Foundation.



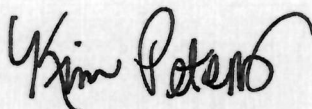
VHF undertakes educational projects including our comprehensive website, neighbourhood heritage walking tour brochures and the award-winning four-volume series *This Old House: Victoria's Heritage Neighbourhoods*, furthering knowledge and awareness of Victoria's built heritage. Our nine walking tour brochures are reprinted annually as required. In 2019 our newest brochure was completed for the Oaklands neighbourhood. A FAQ brochure was produced. VHF also assists the City's planning department with research for potential new designations when requested.

The Victoria Heritage Foundation is appreciative of the continued support from the City of Victoria. We would be pleased discuss this request at any time. Thank you for your consideration.

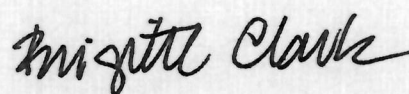
Respectfully,



Theresa McFarland,  
Board President



Kim Peters, BCom, CPA, CMA  
Treasurer



Brigitte Clark,  
Executive Director

cc: Andrea Hudson, Acting Director, Sustainable Planning & Community Development  
Alison Meyer, Assistant Director, Sustainable Planning & Community Development  
John O'Reilly, Senior Heritage Planner, VHF Board  
Sarah Potts, Council Liaison, VHF Board



2019 VHF HOUSE GRANTS			
ADDRESS		PROJECT	GRANT
27	Olympia	replace 5 windows, woodwork repairs	\$12,500
1135	Catherine	re-roof	\$12,500
1320	Rockland	storms	\$12,500
643-45	Niagara	chimney, re-roof	\$9,664
2744	Avebury	repair 2 chimneys	\$4,410
135	Medana	windows	\$4,315
1964	Fairfield	conservation report	\$1,500
1260	Denman	re-roof	\$6,248
1052	Amphion	prep + paint, original colours, MPDA	\$13,739
629	Niagara	rebuild chimney	\$2,615
1444-48	Pembroke	window repairs	\$1,322
1261-63	Richardson	prep + paint, MPDA inspection	\$13,563
1270	Balmoral	restore front façade, engineer	\$12,933
1857-59	Fern	window repairs	\$1,419
1231	Montrose	shingle repairs, original colour consult	\$4,455
1924-26	Belmont	prep + paint, MPDA inspection	\$13,635
1001	Terrace	window, door repairs	\$1,082
601	Trutch	1 storm, shingles, stucco	\$2,584
43	Lewis	7 storms	\$1,353
1490	Fairfield	4 storms	\$1,079
2251	Lydia	re-roof	\$5,775
865	Academy	stone wall repairs	\$1,916
2645	Fernwood	2 sets new windows	\$10,889
602	Gorge E	structural bracing & shoring	\$7,361
110	Medana	re-roof	\$12,500
1448	Pembroke	window repairs/new lower sashes	\$4,970
26 GRANTS		@ 50% FUNDING	\$176,827

8 projects exceeded the VHF \$25,000 annual maximum  
MPDA – Master Painters & Decorators Assoc.





VICTORIA  
HERITAGE  
FOUNDATION  
  
2018  
  
ANNUAL  
REPORT





623 Avalon Rd  
James Bay

built: 1899  
for: Thomas & Agnes Booz

Heritage-designated: 1977



### VHF Grants

2001	seismic specs	\$313
2002	storm drain	\$1,108
2006	re-roof	\$3,588
2017	prep & paint part	\$5,578
2018	12 storm windows	\$3,421



photo: VHF House Grants files

1948

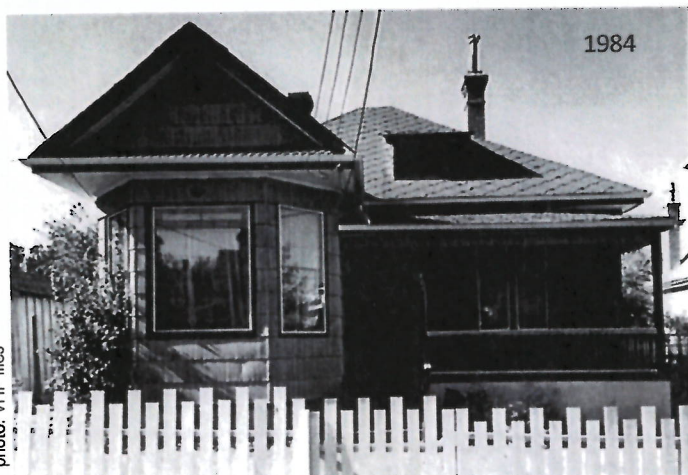
photo: collection Jean Greenaway



photo: VHF House Grants files

1984

photo: VHF files



2017

photo: VHF/Veronica McEllister





**2018 REPORT FROM  
VICTORIA HERITAGE FOUNDATION PRESIDENT  
Theresa McFarland**

The Victoria Heritage Foundation (VHF) has been responsible for administering the City of Victoria's residential grant program for heritage-designated houses since 1983. The economic incentives residents receive assist with the appropriate maintenance, repairs and rehabilitation of heritage homes. As a result, the City of Victoria is known for its charming and distinct heritage neighbourhoods and streetscapes.

In 2018, the VHF completed numerous projects with a goal to educate the public about the important role heritage houses play in our communities and the benefits of the grant program administered by the VHF. These included developing a VHF FAQ document and completing the Oaklands Walking Tour brochure and This Old House - Volume Two: James Bay. The VHF also successfully increased the amount home owners received for their grants in 2018, bringing the percentage up to 40%.

The VHF sincerely wishes to thank former City of Victoria Councillor Pamela Madoff who, over the last 25 years, has contributed countless hours to the VHF as council liaison. The VHF is grateful that Pamela remains as a Board Member and continues to share her time and expertise with the organization.

The Board would like to welcome its new council liaison, Councillor Sarah Potts and thank Senior Heritage Planner Merinda Conley and Heritage Planner John O'Reilly for their continued support.

The work of the House Grants and Education Committees are fundamental to the functioning, decision-making and administration of the VHF. These committees are only possible because of the generosity of the many volunteers who dedicate their valuable time, expertise and enthusiasm to the organization. On behalf of the Board, I would like to sincerely thank you for your contribution.

A handwritten signature in black ink, appearing to read "Theresa McFarland".

## A BRIEF HISTORY OF THE VICTORIA HERITAGE FOUNDATION

The Victoria Heritage Foundation (VHF) is a not-for-profit organization under the Societies Act that supports owners of Heritage Designated buildings in the City of Victoria which were originally intended as single-family houses.

In 1978 the City of Victoria began allotting direct grants to heritage homeowners, through a system of tax rebates. In 1982 it was learned that the Municipal Act did not allow for such grants to be given directly to private individuals. The City then became the first municipality in BC to establish an arms-length, not-for-profit society, to administer City grant funds for Heritage Designated buildings. The Victoria Heritage Foundation was established in May 1983 to act on the City's behalf, using annual funds provided by the City, to disperse grants to owners of Heritage Designated residences towards rehabilitation costs.

The original 1983 Purposes of the Society, which just mandated the conservation of Heritage Designated houses, were amended by City Council to read:

- a) To promote, at the discretion of the Foundation, the conservation of buildings originally intended as single family or duplex residences, including ancillary buildings, which are protected heritage properties, situated within the boundaries of the City of Victoria, in the Province of British Columbia; and.*
- b) To undertake projects as defined by the Board of Directors of an educational nature for the promotion of the conservation of built heritage.*
- c) To raise funds to fulfill the objectives of the society.*

VHF began by sharing a space in the Carr House with the Hallmark Society. The office was then moved briefly to space at the University of Victoria. In January 1987 the VHF office was located on the top floor of the St. Ann's Academy building until 1988 when rehabilitation initiatives at St. Ann's began. Since then VHF has operated from the home offices of the Executive Director.

## HOUSE GRANTS PROGRAM

In 1983 the Victoria Heritage Foundation assumed responsibility for administering the City's funding program to promote the conservation of Victoria's built heritage through the House Grants Program, husbanded carefully by the House Grants Committee.

This was the first such funding program in the Province of British Columbia, and it is still the most comprehensive program for houses. VHF's House Grants Program allocates grants on a priority basis for: structural work such as foundations and seismic upgrading, roofs, chimneys, gutters and drainage systems, exterior rehabilitation including preparation and painting, woodwork, windows and doors. Outbuildings, fences, gates and masonry walls, and specific interior features may be eligible if they are also designated and funding is available.

Between 1978 and 1982, under the City's direct tax rebate system, the reimbursement was up to 100%, depending on the cost of the work. From 1983 to 1990, the ratio was 50% for the most part. The rate then declined steadily, due to the increase in new house designations and applications, with no corresponding increases in the City grant until 2000. This resulted in a considerable reduction over the years in the actual ratio of grant to cost.

Grants are a percentage of total project costs and can vary from year to year based on the number of applications, cost of projects and the grant VHF receives from the City. In 2018 the grants were set at 40% of a maximum annual project cost of \$25,000 and \$25,000 of grant funds per 10 years per house. In 40 years, VHF and the City of Victoria have contributed to 1,365 projects for the rehabilitation and maintenance of 374 Heritage Designated and Covenant houses.



## EDUCATION PROGRAM

The Education Committee became active in 1985. In 1997, at the request of the Education Committee, the Board sought permission from the City to look at the building plans stored in the City Hall attic, in order to produce a more fully researched update of our 1991 “James Bay Neighbourhood Heritage Walking Tour” brochure. These plans had never been catalogued and were found to contain a wealth of valuable historical information. Cataloguing of the building plans started in January 2000 with a great number of volunteers. The plans were completed in 2006 and volunteers continued to catalogue plumbing, water or building permits.

In 1999 the VHF’s Education Committee began updating of the City’s *This Old House* book, first published in 1978, and reprinted in 1984 and 1991. The Committee began by cataloguing the residential building plans, with the help of a \$15,000 grant from BC Heritage Trust. Work on *This Old House* began in 1999 with a student grant from Heritage Canada Foundation. VHF’s Education Committee members and volunteers began their concentrated efforts towards this book in 2000. By 2003, it was realized that the new book would require several volumes to cover the then-600 buildings on the City’s Heritage Register in the residential neighbourhoods, including churches, schools, commercial, institutional and apartment buildings (this number has now climbed to over 717). The fourth and final volume of *This Old House* was published in late 2009. The series has received four awards for outstanding achievement in Heritage Advocacy. The Victoria Heritage Foundation has an ongoing goal to update all four volumes as they sell out and new designations are added to the Heritage Register.

In 2002, VHF agreed with the City of Victoria’s Heritage Planner to undertake the research for the new Heritage Designation and Register requests to the City, as the work also needed to be done for the TOH project. Two separate contracts from the City for doing Statements of Significance on 28 houses also ensued in later years.

The first “Neighbourhood Heritage Walking Tour” brochure was initiated in 1991. To date there are nine “Neighbourhood Heritage Walking Tour” brochures, covering sections of Fairfield, Fernwood, James Bay (2), North Park, Hillside-Quadra, Burnside, Vic West and Oaklands.

VHF’s do-it-yourself brochures were named “Your Old House” at the suggestion of heritage consultant and founding VHF Board Member Don Luxton. The first four were written and produced in 2000 in collaboration with the Heritage Society of BC (now Heritage BC) and with funding from BC Heritage Trust (now Heritage Legacy Fund). The Vancouver Heritage Foundation joined as a later partner in the process.

A series of lectures began through collaboration with Historic Seattle in 1998. Originally the Craftsmen Bungalow Society of Victoria took the major initiative for this, but VHF picked it up after four years, and the Craftsmen Bungalow Society of Victoria, an unincorporated group of Arts & Crafts enthusiasts, donated their residual profits to the VHF Education Committee.

“Your Old House Rehabilitation Workshops” have been coordinated in various ways since 1990, and since 1996, VHF has partnered with the Saanich Heritage Foundation.

*This history of the Victoria Heritage Foundation is based on a report written in 2009 by Jennifer Nell Barr, Executive Director of VHF from 1986-2008.*

## ORGANIZATION

### Board of Directors

The VHF Board of Directors is comprised of up to 15 members including the City's Heritage Planner and a representative from City Council. The Board meets one evening per month at City Hall to oversee the work of its Committees and to administer its programs. Board members should be informed of the programs and projects of the Board, as well as those of its Committees and other complementary organizations. They promote the Victoria Heritage Foundation in the community, demonstrate leadership and look for opportunities, while maintaining a long-range outlook.

### House Grants Committee

House Grants Committee members are appointed by the Board. The Committee consists of volunteer inspectors that include professionals, trades people, homeowners and other interested persons, who have house construction, rehabilitation or related experience. House Grant Committee members meet one evening a month to draft policies and review grants. They provide the essential function of House Grant Inspectors, guiding both the homeowner and the Board regarding appropriate rehabilitation work. Inspectors make site visits before, during and after project completion. From February to April, new grant applications are reviewed and the yearly list of accepted projects is established. Members perform on-site inspections to ensure the work is being done according to the approved application. Upon project completion, inspectors provide reports to the Committee, Executive Director and the Board. VHF has established clear guidelines and priorities for approving applications. The House Grants Committee annually reviews policy issues and the program's "Application Guidelines & Conditions", and "Rehabilitation Requirements".

### Education Committee

Education Committee members are appointed by the Board. The Education Committee promotes the preservation and public awareness of built heritage in Victoria. Projects to date have included: the production of educational booklets entitled "Your Old House" for rehabilitation and maintenance of elements of old houses; the development of "Neighbourhood Heritage Walking Tour" brochures; the cataloguing the City of Victoria's house plans & permits, and historical research and architectural descriptions on properties requesting Heritage Designation or Registration. The Committee has also produced and updated the four volumes of *This Old House*, detailing properties in the residential neighbourhoods on Victoria's Heritage Register. The Education Committee has sponsored special events such as lectures by renowned experts and Your Old House Workshops.

### Staff

The administration and day-to-day operations of VHF are carried out by the Executive Director. This is a part-time contract position. While the VHF's mailing address is at Victoria City Hall, the Executive Director operates from a home office.

### Volunteers

Volunteers are the backbone of this organization. Board members, Committee members and other volunteers continue to donate many hours to the work of VHF. Some volunteers work on specific or ongoing projects, while others volunteer as needed for special events. Volunteers are not required to attend meetings, although they are occasionally invited to meet Committee members and report on their projects. New volunteers and ideas for promoting the work of the Victoria Heritage Foundation in the community are always welcome.

## 2018 BOARD & COMMITTEE MEMBERS, CITY OF VICTORIA LIAISON, STAFF & VOLUNTEERS

### Board of Directors

Doug Koch, VHF President, retired city planner (until June 2018)  
 Theresa McFarland, VHF President, heritage officer, BC Government (since June 2018)  
 Andrew Rushforth, VHF Vice-President, structural engineer  
 Kim Peters, VHF Treasurer, chartered professional accountant (since May 2018)  
 Aureleo Reyes, VHF Treasurer, chartered professional accountant (resigned April 2018)  
 Stephen Lyons, VHF Legal Advisor, lawyer  
 Colin Gareau, Director, realtor (since February 2018)  
 Maggie Graham-Bell, Director, conservator consultant  
 Ben Schweitzer, House Grants Committee co-chair, project manager  
 Keith Thomas, Education Committee chair, researcher  
 Jeff Sheldrake, executive director, BC Government (since November 2018)  
 Pamela Madoff, Council liaison (until November 2018) Director (since November 2018)  
 Sarah Potts, Council liaison (since November 2018)  
 Merinda Conley, senior heritage planner  
 John O'Reilly, heritage planner

### House Grants Committee

Christine Belzile, joiner RSE  
 Graham Leavett-Brown, retired structural technician  
 Veronica McEllister, architectural technologist  
 Davyd McMinn, carpenter/woodworker  
 Sean Nowak, joiner/woodworker  
 Lee Ottewell, licensed building inspector  
 Andrew Rushforth, structural engineer  
 Ben Schweitzer, project manager

### Education Committee

Jennifer Barr, retired heritage consultant  
 Jackie Krismer, retired teacher  
 Theresa McFarland, Education Committee Chair, heritage officer, BC Government (until June 2018)  
 Audrey Prendergast, retired librarian  
 Nick Russell, heritage researcher  
 Keith Thomas, Education Committee Chair, researcher (since June 2018)  
 John Veillette, retired museum collections manager

### VHF Contract Staff

Brigitte Clark, executive director

### Other Volunteers

John Adams	Mark Aitken	Colin Barr
Janet Cross	Ron Greene	Russell Fuller
Donald Luxton	Dorothy Mindenhall	Margaret Narain
Susan Nickum	Sherri Robinson	Sharon Russell
Stuart Stark	Janet Stevens	Ken Sudhues
Leona Taylor	Margot Todd	Julia Trachsel
Drew Wavervyn	Greg Windwick	

## 2018 HOUSE GRANTS PROGRAM

The Victoria Heritage Foundation's house grants help offset the higher costs of rehabilitating a heritage-designated property. VHF grants encourage homeowners to undertake necessary rehabilitation of the building's character-defining elements. The grants also help to ensure that the work is compatible with the character and era of the house and follows the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

2018 saw a continuation of the building boom in Victoria resulting in labour shortages and high construction costs. These factors had an effect on the availability of trades and quality of work for heritage projects.

In 2018 VHF made important changes to the painting requirements. Inspection of VHF funded painting projects was done through the Master Painters and Decorators Association. This non-profit quality assurance company provided painters with detailed specifications for painting heritage houses and followed up with site visits and written reports before signing off on completed projects. This resulted in superior paint projects that satisfied both the homeowners and VHF. Four houses were painted in 2018.

The grant percentage in 2018 was increased to 40%. The last time VHF was able to offer this level of funding was in 1991.

VHF and homeowners continue to benefit from the knowledge and commitment of our volunteer house grants inspectors. Their participation is greatly appreciated.

The following page lists 2018 completed grants. A summary of statistics of the City of Victoria's funding assistance program for protected heritage houses over the past 40 years can be found on the last page of this report.

### In 2018:

- 31 projects completed totaling \$166,404 in grants
- homeowners invested a minimum of \$416,010
- maximum eligible project costs was \$25,000
- grants were 40% of project costs
- average grant was \$5,368
- 10 houses were re-roofed
- 7 houses installed wood storm windows

### 2018 HOUSE GRANTS



106 Medana St  
front porch repairs



1261-63 Richardson St  
re-roof



333 Simcoe St  
new windows, storms



## 2018 HOUSE GRANTS

ADDRESS		PROJECT	GRANT \$
126	South Turner	re-roof	\$7,688
623	Avalon	storms	\$3,421
1109	Catherine	cresting, conservatory repairs	\$2,465
106	Medana	front porch repairs	\$4,149
652	Battery	window repairs	\$664
1261-63	Richardson	re-roof	\$10,000
333	Simcoe	new windows, storms	\$7,042
505-07	Springfield	repoint foundation	\$1,155
40	Government	re-roof	\$9,574
1444-48	Pembroke	prep+paint, colours	\$9,998
1203	Yukon	re-roof	\$6,559
1421	Grant	re-roof	\$3,696
589	Toronto	storms	\$5,712
0743	Vancouver	re-roof	\$5,345
2645	Fernwood	stained glass repairs, garage roof	\$1,734
218-20	St. Andrews	re-roof	\$6,942
0942-44	St. Charles	stucco	\$756
0725	Vancouver	prep+paint	\$10,967
1231	Montrose	re-roof, gutters	\$9,082
242	Robert	wdwk repairs, storms, prep+paint	\$4,685
1759	Rockland	re-roof part	\$10,000
1001	Terrace	window repairs	\$1,228
3020	Quadra	stone foundation, brick repairs	\$8,562
1646	St. Francis Wood	new windows & door	\$10,000
140	Government	prep+paint north & west sides	\$5,209
39	Lewis	windows, storms	\$567
601	Trutch	windows	\$1,646
35	Olympia	prep+paint	\$10,613
43	Lewis	11 storms	\$1,432
1490	Fairfield	2 storms	\$490
35	San Jose	re-roof	\$5,023
<b>31 GRANTS</b>		<b>@ 40% FUNDING</b>	<b>\$166,404</b>

## 2018 EDUCATION PROGRAM

The Victoria Heritage Foundation's Education Committee's mandate is, "to undertake projects of an educational nature for the promotion of the conservation of built heritage."

VHF volunteers once again offered the popular guided walking tours of the Fernwood neighbourhood at their annual Fernfest. They also participated in Ross Bay Villa's BC Confederation Day Event.

### This Old House

In 2018 volunteers completed the updating and revising of Volume Two - James Bay. The addition of 200 demolished houses has been very well received and renewed interest in the history of the James Bay neighbourhood and highlights what has been lost over the years. Updating and revising of Volume Three - Rockland, Burnside, Harris Green Hillside-Quadra, North Park & Oaklands was underway. In 2018, volunteers spent over 880 hours on updates and revisions of This Old House. Over 8,100 copies of This Old House have been sold to date.

### Neighbourhood Heritage Walking Tour Brochures

VHF has now produced nine tour brochures. Every year several thousand printed brochures are distributed through Tourism Victoria's Visitor Centre, City Hall, The Central Branch of the Victoria Public Library and locations throughout the neighbourhoods. In 2018 the "Oaklands Rise" brochure, covering a portion of the Oaklands neighbourhood, was completed. The online web map version includes photos of all the properties. The next walking tour is planned for part of the Gonzales neighbourhood.

### Cataloguing City Plans

The Education Committee began cataloguing residential building plans at Victoria City Hall in 2000. This valuable research resulted in a searchable database of the City's building plans and other permits for the residential neighbourhoods and continues to be indispensable for researching This Old House and the walking tour brochures. While VHF volunteers haven't been able to access the plans at City Hall for several years, we are still reaping the benefits of their valuable research. The following page is a look back at the work of the volunteers provided by long time VHF volunteer and researcher Nick Russell.

### Volunteers

VHF members & volunteers contributed **over 1,320 hours** towards the work of the Victoria Heritage Foundation. Their commitment, time and expertise stretches our resources and promotes relationships that support heritage conservation.

We are grateful for the continued support of our members and volunteers, without whom we could not have delivered our programs in 2018.

### This Old House Volumes

1. Fernwood & Vic West (2013)
2. James Bay (2018)
3. Rockland, Burnside, Harris Green, Hillside-Quadra, North Park, Oaklands (2014)
4. Fairfield (2009)

### Neighbourhood Heritage Walking Tours

1. James Bay No 1 - *Emily Carr Walk*
2. James Bay No 2 - *Ogden Pt - Inner Harbour*
3. Fernwood - *Fernwood Village*
4. Hillside-Quadra - *Smith Hill*
5. North Park - *Central Park*
6. Fairfield - *Southwest Fairfield*
7. Burnside - *Burnside-Gorge*
8. Vic West - *Vic West-Gorge*
9. Oaklands - *Oaklands Rise*

## CATALOGUING PLANS-A RETROSPECTIVE

by Nick Russell

To most people, they are just a bunch of boring data. To a crew of devoted heritage volunteers, they are fascinating, frustrating and rewarding statistics and old house descriptions. To future historical and heritage researchers, they will be a goldmine.

It's over a decade since the first volunteers of the Victoria Heritage Foundation crept up a dark stairway to the dust-covered attic of Victoria City Hall, and began cataloguing old house plans from A to Z: Academy, Acton, Adanac, Albany, Albert, Alderman, Alma.... the bundles of plans were stuffed into pigeon-holes all round the room and almost to the ceiling. A thousand? Ten thousand? It would take a decade to find out!

The idea was to identify what plans the City had for residential buildings, and to catalogue them. The plans were clearly at risk (Many a century old, in a fire-trap, and some so fragile they disintegrated as they were unfolded). One or two afternoons a week, teams of two volunteers gathered in a disused, unfinished attic space, with an obsolete computer and a template for plan descriptions. They would gather up an armful of plans from the plans room nearby, then carefully unroll, one by one. They might find a single sheet of paper, showing details of a basement suite added to a house in 1947, with no further information, or they might find a fat bundle documenting all the lives of a Rockland mansion, from 1912, including later suites and perhaps eventually conversion back to single-family status. Sometimes they might find a beautiful, original drawing by one of Victoria's many fine early architects, from Burris to Teague, from James to Wilson. And if they were exceptionally lucky, they would find drawings by Samuel Maclure of a house that nobody knew he'd designed.

One person would "read" the plans, while the other did the data-entry and consulted: Address, Legal description, plumbing permit number, owner....

Some of the volunteers knew little about architecture, but swiftly learnt about quoins, corbels and capitals. One was a retired architect, happy to pass on his expertise. They came to respect builders they had never heard of before—Parfitt Brothers, Luney Brothers, McCrimmon—

While this was going on, the volunteers were able to see the first fruits of their work: The Victoria Heritage Foundation began producing what became a four-volume series, *This Old House....*, incorporating large amounts of the new-found data.



Stacks of plans in City Hall attic. Photo: 2004, Nick Russell



Nick and Sharon Russell cataloguing plans in 2004.



Janet Stevens and Sharon Russell. Photo: 2011, Nick Russell

**VICTORIA HERITAGE FOUNDATION**

**Financial Statements**

**For the year ended December 31, 2018**

**(Unaudited)**



# *Anthony R. Lobmeier*

## *Chartered Professional Accountant*

### REVIEW ENGAGEMENT REPORT

To The Board of Directors of Victoria Heritage Foundation

I have reviewed the accompanying financial statements of Victoria Heritage Foundation (the "Foundation") that comprises the balance sheet as at December 31, 2018 and the statements of operations and changes in net assets and cash flows for the year then ended, and a summary of significant accounting policies and other explanatory information.

#### *Management's Responsibility for the Financial Statements*

Management is responsible for the preparation and fair presentation of these financial statements in accordance with Canadian accounting standards for not-for-profit organizations, and for such internal control as management determines is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

#### *Practitioner's Responsibility*

My responsibility is to express a conclusion on the accompanying financial statements based on my review. I conducted my review in accordance with Canadian generally accepted standards for review engagements, which requires me to comply with relevant ethical requirements.

A review of financial statements in accordance with Canadian generally accepted standards for review engagements is a limited assurance engagement. The practitioner performs procedures, primarily consisting of making inquiries of management and others within the entity, as appropriate, and applying analytical procedures, and evaluates the evidence obtained.

The procedures performed in a review are substantially less in extent than, and vary in nature from, those performed in an audit conducted in accordance with Canadian generally accepted auditing standards. Accordingly, I do not express an audit opinion on these financial statements.

#### *Conclusion*

Based on my review, nothing has come to my attention that causes me to believe that the financial statements do not present fairly, in all material respects, the financial position of Victoria Heritage Foundation as at December 31, 2018, and the results of its operations and its cash flows for the year then ended in accordance with Canadian accounting standards for not-for-profit organizations.



Victoria, BC  
June 4, 2019

Chartered Professional Accountant

**VICTORIA HERITAGE FOUNDATION**  
**STATEMENT OF FINANCIAL POSITION**

**As at December 31, 2018**

(Unaudited)

	2018	2017
<b>ASSETS</b>		
<b>Current</b>		
Cash (Note 2c)	\$ 139,390	\$ 140,018
Account receivable	1,900	815
GST receivable	2,937	1,449
Prepaid expenses	2,773	2,732
Inventory (Note 2d)	<u>3,495</u>	<u>1,735</u>
	<u>\$ 150,495</u>	<u>\$ 146,749</u>
<b>LIABILITIES</b>		
<b>Current</b>		
Accounts payable and accrued liabilities	\$ 3,378	\$ 2,795
Grants payable	49,804	35,566
Deferred revenue (Note 3)	<u>298</u>	<u>842</u>
	53,480	39,203
<b>NET ASSETS</b>		
<b>Net assets</b>		
Unrestricted net assets	<u>97,015</u>	<u>107,546</u>
	<u>\$ 150,495</u>	<u>\$ 146,749</u>

**On behalf of the board:**

\_\_\_\_\_ Director  
 \_\_\_\_\_ Director

**The accompanying notes are an integral part of  
 these financial statements**

**VICTORIA HERITAGE FOUNDATION**  
**STATEMENT OF OPERATIONS AND CHANGES IN NET ASSETS**

**For the year ended December 31, 2018**

(Unaudited)

	2018	2017
<b>Revenues</b>		
Grant - City of Victoria	\$ 220,841	\$ 210,125
Publication revenue	5,144	2,440
Interest income	<u>983</u>	<u>289</u>
	226,968	212,854
Grants For Heritage House Restoration	<u>168,190</u>	<u>119,751</u>
	<u>58,778</u>	<u>93,103</u>
<b>Expenses</b>		
Insurance	3,173	435
Memberships and dues	256	156
Office	2,704	2,073
Professional fees	2,921	2,069
Education Committee	495	554
Publication costs	4,375	3,609
Sub-contracts	54,882	53,649
Telephone	<u>503</u>	<u>489</u>
	<u>69,309</u>	<u>63,034</u>
<b>Excess (deficiency) of revenues over expenses</b>	(10,531)	30,069
<b>Unrestricted net assets, beginning of year</b>	<u>107,546</u>	<u>77,477</u>
<b>Unrestricted net assets, end of year</b>	<u>\$ 97,015</u>	<u>\$ 107,546</u>

The accompanying notes are an integral part of  
these financial statements

# VICTORIA HERITAGE FOUNDATION

## STATEMENT OF CASH FLOWS

For the year ended December 31, 2018

(Unaudited)

	2018	2017
<b>Cash flows from operating activities</b>	<b>\$ (10,531)</b>	<b>\$ 30,069</b>
Excess (deficiency) of revenues over expenses		
Changes in non-cash working capital	(1085)	8
Accounts receivable	(1,760)	2,890
Inventory	(41)	(2,732)
Prepaid expenses	583	(734)
Accounts payable and accrued liabilities	14,238	(27,342)
Grants payable	(1488)	(776)
Due from government agencies	(544)	(726)
Deferred revenue		
	<u>(628)</u>	<u>657</u>
Cash flows from operating activities	(628)	657
<b>Net decrease in cash</b>	<b><u>140,018</u></b>	<b><u>139,361</u></b>
Cash, beginning of year		
	<u>\$ 139,390</u>	<u>\$ 140,018</u>
Cash, end of year		

The accompanying notes are an integral part of these financial statements



**VICTORIA HERITAGE FOUNDATION**  
**NOTES TO THE FINANCIAL STATEMENTS**

**For the year ended December 31, 2018**

(Unaudited)

**1. Purpose of the organization**

The Victoria Heritage Foundation ("the Foundation") was incorporated June 9, 1983 under the Society Act of British Columbia. The Foundation administers the City of Victoria's funding program for heritage houses. The purpose of the Foundation is to promote the conservation of buildings originally intended as single family or duplex residences, including ancillary buildings, which are protected heritage properties, situated within the boundaries of the City of Victoria, in the Province of British Columbia and to undertake projects of an educational nature for the promotion of the conservation of built heritage. The Foundation is a non-profit organization as described in paragraph 149(1)(l) of the Income Tax Act and therefore is not subject to either federal or provincial income taxes.

**2. Significant Accounting Policies**

The financial statements were prepared in accordance with Canadian Accounting Standards for Not-for-Profit Organizations and include the following significant accounting policies:

**a. Revenue Recognition**

*(i) Grants*

The annual operating grant from the City of Victoria is recognized in revenue once the City advises the Foundation of the expected operating grant for the year.

Publication grants are recognized when the related publications are printed and available for distribution to the public.

*(ii) Publications and services*

Revenue is recognized at the time of shipment or when the service is rendered.

*(iii) Interest income*

Interest income derived from a cash savings account is recognized as received and from a redeemable guaranteed investment certificate is accrued monthly.

**b. Donated Services**

The work of the Victoria Heritage Foundation is dependent on volunteer services. The value of donated services is not recognized in these statements.

**c. Cash**

Cash consists of bank deposits and short-term investments with maturity or redemption dates of less than 90 days. The short-term investment consists of a redeemable guaranteed investment certificate which is recorded at amortized cost, which approximates current market value.

**d. Inventories**

Inventories are measured at the lower of cost and net realizable value. The cost of inventories comprises all costs of purchase, costs of conversion and other costs incurred in bringing the inventories to their present location and condition and is determined using the weighted average cost method. Net realizable value is the estimated selling price in the ordinary course of business, less any applicable variable selling costs.

**e. Use of Estimates**

The preparation of financial statements in conformity with Canadian Accounting Standards for Not-for-Profit Organizations requires management to make estimates and assumptions that affect the reported amount of assets and liabilities at the date of the financial statements and the reported amounts of revenues and expenses during the reported period. These estimates are reviewed periodically and adjustments are made to income as appropriate in the year they become known. Actual results could differ from these estimates.

**VICTORIA HERITAGE FOUNDATION**  
**NOTES TO THE FINANCIAL STATEMENTS**

**For the year ended December 31, 2018**

(Unaudited)

**3. Deferred Revenue**

Deferred revenue represents grants received from the City of Victoria that will be spent in a subsequent year. Deferred revenue is outlined as follows:

	2018	2017
Grant - City of Victoria - This Old House Volume 1	298	538
Grant - City of Victoria - This Old House Volume 3	<u>-</u>	<u>304</u>
	<u>\$ 298</u>	<u>\$ 842</u>

**4. Economic Dependence**

The Foundation is economically dependent on an operating grant from the City of Victoria representing 97.3% of total revenue (2017- 98.7%).

**5. Financial Instruments**

Under the standards for recognizing and measuring financial instruments, all financial assets are classified into one of the following four categories: held for trading, held to maturity, loans and receivables or available for sale. All financial liabilities are classified into one of the following two categories: held for trading or other financial liabilities.

The Foundation's financial assets and liabilities are classified and measured as follows:

Asset/ Liability	Category	Measurement
Cash	Held for trading	Fair value
Accounts receivable	Loans and receivable	Amortized cost
Accounts payable and accrued liabilities	Other financial liabilities	Amortized cost
Grants payable	Other financial liabilities	Amortized cost

Financial instruments measured at amortized cost are initially recognized at fair market value and then subsequently at amortized cost with gains and losses recognized in the statement of operations in the period in which the gain or loss occurs.

**a. Fair Value of Financial Instruments**

The fair value of a financial instrument is the estimated amount the Foundation would receive or pay to settle a financial asset or financial liability as at the reporting date.

The fair values of amounts receivable, accounts payable and accrued liabilities and grants payable approximate their carrying values due to their nature or capacity for prompt liquidation.

**b. Risks and Concentrations**

The Foundation is exposed to various risks through its financial instruments, without being exposed to concentrations of risk. The following analysis provides a measure of the Foundation's risk exposure at the balance sheet date.

**VICTORIA HERITAGE FOUNDATION**  
**NOTES TO THE FINANCIAL STATEMENTS**

**For the year ended December 31, 2018**

(Unaudited)

**5. Financial Instruments (continued)**

**b. Risks and concentrations (continued)**

*(i) Cash flow risk*

The Foundation is exposed to cash flow risk resulting from the possibility that future cash flows associated with a monetary financial instrument will fluctuate in amount. The exposure to cash flow risk arises from its deposits with a major credit union which earns interest at market rates. The Foundation has no interest bearing liabilities.

*(ii) Credit risk*

Credit risk is the possibility that other parties may default on their financial obligations. At year end, the maximum exposure of the Foundation to credit risk in cash was \$139,390 (2017-\$140,018). This risk is minimized by ensuring that the Foundation's funds are held in major financial institutions.

*(iii) Liquidity risk*

Liquidity risk is the risk that the Foundation will not be able to fund its obligations as they come due, including being able to liquidate assets in a timely manner at a reasonable price. The Foundation monitors forecasts of cash flows from operations and maintains its financial assets in the form of cash. Investment income is not a primary source of revenue. The Foundation has not entered into any derivative transactions.

*(iv) Price risk*

The Foundation is not exposed to significant price risks in the form of currency risk, interest rate risk or market risk as it has no material financial assets other than cash.

**6. Remuneration**

On November 28, 2016, the British Columbia Societies Act came into force. Included in the new Act is a requirement to disclose remuneration paid to all directors, the ten highest paid employees and all contractors who are paid at least \$75,000 annually.

During the year, the Foundation paid no remuneration to the Board of Directors, had no employees and had no contractors whose remuneration was in excess of \$75,000.

# 1978 - 2018 FUNDING FOR PROTECTED HERITAGE HOUSES

Year	No. of New Designated Houses	Total Designated Houses	City Funding \$	Administration & Education Costs \$	<sup>1</sup> Total House Grants Paid \$	Admin/Ed. & House Grants Spent \$	No. of House Grants	No. of 1 <sup>st</sup> -time House Grants	House Grant %	Minimum Paid by Designated Homeowners \$
1974	3	3								
1976	8	11								
1977	53	64								
<i>City of Victoria grant program for heritage-designated houses instituted 1978; funded by tax rebates</i>										
1978	11	75	48,866		48,866	48,866	19	18	100	
1979	7	82	55,470		55,470	55,470	27	25	100	
1980	7	89	81,198		81,198	81,198	36	17	100	
1981	3	92	92,591		92,591	92,591	30	7	100	
1982	2	94	35,942		35,942	35,942	12	6	100	
<i>Victoria Heritage Foundation created by Victoria City Council May 1983; City funds VHF through annual grant</i>										
1983	2	96	65,972	3,038	60,584	63,622	23	4	50	60,584
1984	10	106	73,081	20,833	41,849	62,682	21	8	50	41,849
1985	16	122	64,141	30,000	49,494	79,494	26	8	50-75	45,000
1986	16	138	62,404	7,000	49,273	56,273	22	4	50	49,273
1987	11	149	60,000	7,622	52,224	59,846	27	10	50	52,224
1988	8	157	77,000	7,559	68,190	75,749	24	7	50	68,190
1989	12	169	80,000	11,265	68,577	79,842	26	9	50	68,577
1990	8	177	80,000	10,380	74,751	85,131	29	15	50	74,751
1991	15	192	80,000	8,815	74,576	83,391	27	12	40	111,864
1992	6	198	80,000	9,748	65,897	75,645	27	10	30	153,760
1993	8	206	80,100	10,847	71,562	82,409	30	6	33	143,124
1994	6	212	80,100	8,634	74,483	83,117	24	9	45	91,035
1995	10	222	80,100	9,564	69,225	78,789	28	13	35	128,561
1996	9	231	80,100	10,823	73,449	84,272	31	7	35	136,405
1997	9	240	80,100	14,870	65,203	80,073	35	9	25	199,617
1998	5	245	80,100	14,592	62,491	77,083	33	8	25	204,303
1999	20	265	80,100	20,990	58,736	79,726	31	6	25	196,812
2000	16	281	105,000	34,607	70,309	104,916	34	9	25	281,236
2001	18	299	118,000	39,187	78,255	117,442	39	14	29	269,875
2002	14	313	125,000	56,831	71,311	128,142	38	16	25	285,244
2003	12	325	125,000	43,043	73,957	117,000	34	7	25	295,828
2004	9	334	128,775	38,546	74,777	113,323	37	7	20	373,885
2005	7	341	136,351	82,200	83,811	166,011	49	12	20	419,055
2006	6	347	151,059	50,164	91,397	141,561	45	13	25	365,588
2007	11	358	168,746	103,043	123,770	226,813	51	9	27	422,607
2008	11	369	175,809	65,484	114,344	179,828	52	12	23	497,148
2009	5	374	196,139	124,836	98,900	223,736	42	10	25	395,600
2010	8	382	194,452	63,149	85,603	148,752	36	7	25	342,412
2011	6	388	189,368	62,990	135,378	198,368	38	2	30	451,260
2012	8	396	189,368	69,077	157,341	226,418	50	7	30	524,470
2013	8	404	193,931	62,729	181,023	243,752	53	11	35	517,209
2014	6	410	191,734	63,399	172,243	235,642	48	7	35	505,456
2015	1	411	189,368	63,579	131,277	194,856	39	3	35	375,077
2016	7	418	205,000	65,905	143,599	209,504	36	9	34	422,350
2017	0	418	210,125	63,034	124,677	187,711	25	0	38	328,097
2018	2	420	220,841	69,309	166,404	235,713	31	1	40	416,010
<b>Totals</b>	<b>420</b>	<b>420</b>	<b>\$4,820,431</b>	<b>\$1,727,692</b>	<b>\$3,573,007</b>	<b>\$5,000,699</b>	<b>1,365</b>	<b>374</b>		<b>\$9,314,336</b>

<sup>1</sup> House Grant figures differ from Financial Statements, which show House Grants approved for the year, minus cancellations.



photo: VHF / Brigitte Clark



2018

140 Government St  
Woodlands  
James Bay

built: 1861; 1909  
architects: John Wright &  
George H. Sanders (1861);  
Samuel Maclure (1909)

for: James & Phoebe Bissett;  
John & Emma Newbury

Heritage-designated: 1976

photo: collection R. Shandley



circa 1910

photo: Hallmark Heritage Society Archives



1978



#### VHF Grants

1989	upper verandah, windows	\$5,120
1990	re-roof	\$4,925
2001	seismic upgrade	\$2,873
2002	prep & paint	\$2,240
2007	steps, woodwork repairs	\$1,088
2011	re-roof	\$4,012
2012	prep & paint front	\$1,470
2015	repair 2 chimneys	\$202
2018	prep & paint N, W sides	\$5,209





## Oaklands Rise Heritage Walking Tour

VHF's latest heritage walking tour was completed in 2018. The Oaklands Rise tour starts and ends at the Jewish Cemetery near the junction of Fernwood and Cedar Hill Roads. It explores a variety of 20<sup>th</sup>-century architectural house styles along the tree-lined streets of Oaklands. This self-guided 1.8 km (1.1 miles) walking tour briefly describes some history of selected houses on streets either side of Fernwood Rd, between Ryan and Haultain Streets. Some streets lack sidewalks, creating a shared space with a unique, almost rural feel within an urban area.

All nine heritage walking brochures are available from Victoria City Hall, the Tourist Info Centre on the Inner Harbour and the Central Library. The web app versions can be accessed from the VHF website.





## **Committee of the Whole Report**

### **For the Meeting of January 10, 2020**

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**To:** Committee of the Whole **Date:** January 6, 2020  
**From:** Susanne Thompson, Deputy City Manager/Chief Financial Officer  
**Subject:** 2020 Updated Estimate for New Property Tax Revenue from New Development

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### **RECOMMENDATION**

That Council receive this report for information.

### **EXECUTIVE SUMMARY**

The purpose of this report is to provide Council with an updated estimate for new property tax revenue from new development based on the latest information provided by BC Assessment.

The updated estimate is \$3.5 million; an increase of \$1 million from the original estimate reported to Council on October 17, 2019. Council has already allocated funding to a number of initiatives and the remaining estimated new property tax revenue from new development is equivalent to an approximate 1.81% reduction to the tax increase. Appendix A of agenda item D.2 – Proposed Adjustments to the Draft 2020-2024 Financial Plan - on today's agenda has been updated to reflect this change.

The original estimate was based on BC Assessment's preliminary information released in September 2019 which did not include property adjustments between September and December 2019. This new estimate is likely to change again due to assessment appeals filed by property owners before the assessment roll is finalized in March 2020. The most recent report from BC Assessment indicates that there are significant appeals underway. The above estimate takes into account the potential impact of appeals.

As outlined during the 2020 financial planning process, three asset areas require additional funding to maintain current service levels: roads, facilities, and fleet. Therefore, it is recommended that any remaining funding, once Council has approved funding for any supplementary requests, be transferred to the Buildings and Infrastructure Reserve and the Vehicle and Heavy Equipment Reserve.

Respectfully submitted,

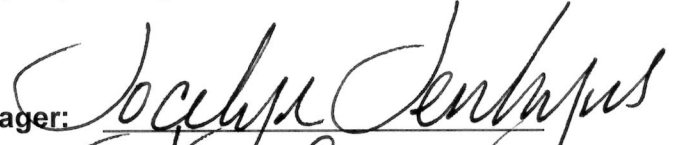


Jo-Ann O'Connor  
Deputy Director of Finance



Susanne Thompson  
Deputy City Manager/Chief Financial Officer

Report accepted and recommended by the City Manager:

  
Date: Jan 9, 2020



## Committee of the Whole Report

### For the Meeting of January 10, 2020

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**To:** Committee of the Whole **Date:** December 18, 2019  
**From:** Susanne Thompson, Deputy City Manager and Chief Financial Officer  
**Subject:** Consolidated Supplementary Request Prioritization

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### RECOMMENDATION

That Council receive this report for information.

### EXECUTIVE SUMMARY

At the December 5, 2019 Committee of the Whole meeting staff provided a report summarizing all items with a budget impact that had been discussed during the financial planning process. The purpose of that report was to provide a consolidated listing to assist Council's decision making in January.

Supplemental budget requests are any requests in addition to what has been included in the draft Financial Plan. Staff bring forward requests in support of areas that are experiencing pressure in delivering current service levels, or for services where the budget allocations have previously been provided on a one-time basis only. These are outlined in Appendix A as the additional priorities brought forward by staff. There are a number of other additional funding considerations that have resulted from the budget deliberations to this point that are Council initiated either through motion or the Strategic Plan. At the December 5<sup>th</sup> meeting, Council members expressed a desire for staff to prioritize the consolidated listing of proposed budget items.

Council provides overarching direction for financial planning through the Financial Sustainability Policy, as well as specific direction on a maximum tax increase through the Strategic Plan. Staff bring forward a draft Financial Plan adhering to that direction. Included within the draft Financial Plan are resource allocations to maintain current services at current service levels.

The Financial Sustainability Policy guides decision-making for funding existing services (Policy 2), and new or enhanced services (Policy 3), as well as use of new tax revenue from new development (Policy 1) as follows:

#### 2. Property Tax Increase

Rising costs of existing services at existing service levels must be recognized. One-time revenues or non-renewable reserves should not be used to fund on-going operating expenses.



### **Policy 2.0**

Each budget cycle, Council will consider the property tax increase required by first covering the projected cost increase for existing services at existing service levels and then considering other enhancements. (Also see Policy 3.)

### **3. New Services and Major Enhancements to Existing Services**

The property tax increase established under Policy 2 allows the City to provide the same level of service to the existing tax base. It is not designed to provide for new services or major enhancements to existing services.

### **Policy 3.0**

New services or enhancements to existing services will be funded by one or a combination of the following:

1. A reduction in the cost of existing services. This may include a reallocation of resources from one area to another.
2. An increase in non-tax revenues.
3. A further increase in property taxes.

### **1. Growth in Property Tax Base**

The City is surrounded by other municipalities and has no ability to expand. However, re-development is occurring that brings in new property tax revenue. This new revenue must be estimated using the best available data. The City recognizes that any new developments or re-developments increase demand on existing infrastructure and may result in the need to expand that existing infrastructure.

### **Policy 1.0**

Conservative estimates of non-market change assessment revenue will be included in the budget based on information provided by BC Assessment, the Planning and Development Department and the Finance Department.

### **Policy 1.1**


To balance infrastructure upgrade needs with ongoing operating funding requirements, the first \$500,000 of assessment growth (non-market change) property tax revenue will be transferred to infrastructure reserves and the remaining balance allocated as determined by Council.

Council has not established overarching criteria for prioritization of additional services. There are numerous competing interests and objectives to be assessed and balanced in order to establish priorities. Therefore, responding to Council's indication of interest for staff to prioritize the Council initiated supplemental requests is not considered appropriate as staff have no guiding principles to follow. These would be more appropriately assessed from a political perspective. In the report backs on these items, staff have indicated the financial implications required to enable proper consideration in the full context of the financial planning process. The funding for these items would either be new tax revenue from new development, a tax increase or a reduction in some other service area. For certainty, staff have prioritized the staff initiated supplemental budget requests that were submitted with the draft financial plan initially. From a staff perspective, these supplemental requests are considered to be the priority items based on service demands being experienced at this time.

As such, staff's recommendation for prioritization is to first fund all items included within the draft Financial Plan and then consider the items listed in Appendix A, which is consistent with the policy

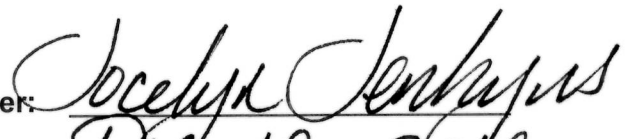
direction established through the Financial Sustainability Policy. The prioritization of expanding services or adding projects are completely within Council's purview for the reasons noted above.

Respectfully submitted,



Susanne Thompson  
Deputy City Manager and Chief Financial Officer

Report accepted and recommended by the City Manager:

  
Date: Dec 19, 2019

**List of Attachments**

Appendix A – Budget Requests Related to Pressures in Delivering Current Services

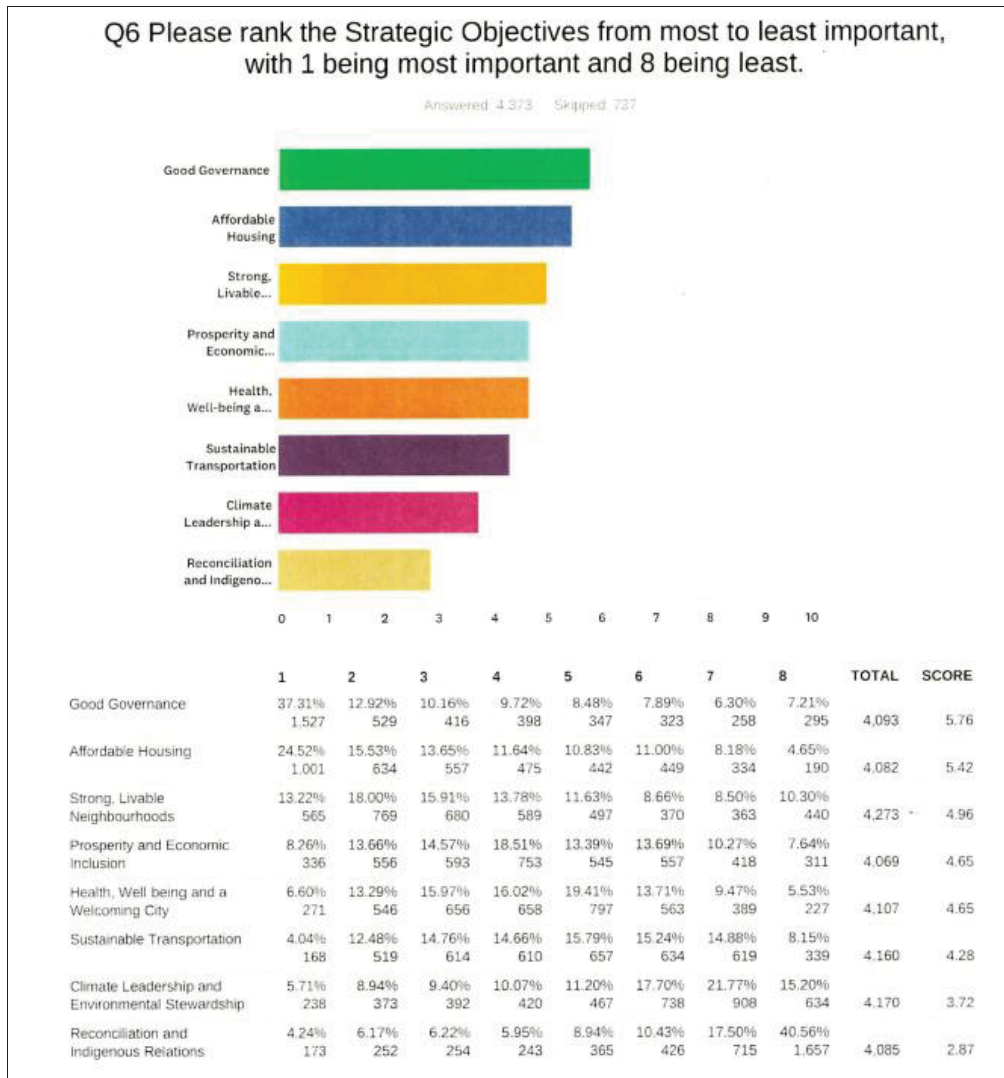
## Appendix A – Budget Requests Related to Pressures in Delivering Current Services

Supplemental Request	On-Going	One Time
<b>Managing Growth and New Development</b>		
Secretary - Planning	\$ 72,500	
Secretary - Legislative Services	\$ 80,500	
Planner - Development Services	\$ 113,500	
Planner - Parks	\$ 113,500	
<b>Strategic Plan Support Services</b>		
Resources Requirements for Legal Services		\$ 84,500
Resource Requirements for Engagement		\$ 75,000
<b>Short-Term Rentals</b>		
Bylaw Position	\$ 73,000	
Bylaw Position	\$ 93,500	
<b>Asset Management</b>		
Asset Management Position	\$ 89,000	
<b>Managing Public Spaces</b>		
Parks Clean Up	\$ 362,000	
Centennial Square	\$ 35,000	
Bylaw Position	\$ 93,500	
<b>Health and Safety</b>		
Health and Safety Position	\$108,000	
<b>Youth Initiatives</b>		
Support Program Implementation		\$ 30,000
<b>Tree Care</b>		
Tree Planting		\$ 140,000
<b>Protocol</b>		
Sister City Delegations		\$ 60,000
<b>Heritage</b>		
Position - Heritage 0.5 FTE	\$ 50,000	
<b>Total</b>	<b>\$ 1,284,000</b>	<b>\$ 389,500</b>

## Summary of Strategic Plan Resource Requirements

The following document provides a summary of the prioritization of Strategic Plan Objectives by respondents of the 2020 budget survey and a summary of budget requirements for the 2020 Financial Plan related to Strategic Plan Initiatives.

### 2020 Budget Survey Responses



## Summary of Strategic Plan Resource Requirements

Strategic Plan Objective	Initiative	FTE	On-going	One-Time	Reserve Contribution
#1: Good Governance and Civic Engagement	Service Delivery Improvement/Equity Lens	3	372,100	100,000	
	Development Applications	1	142,500		
	Youth Initiatives			30,000	
#2 Reconciliation and Indigenous Relations	Reconciliation and Indigenous Relations			366,900	
#3 Affordable Housing	Housing	2	230,800		
#4 Prosperity and Economic Inclusion	Arts and Culture		50,000	125,000	
#5 Health, Well-Being and a Welcoming City	Accessibility and Inclusion	2	280,800	125,000	
	Urban Agriculture		330,800	125,000	
#6 Climate Leadership & Environmental Stewardship	Climate Leadership Plan	2	661,600	375,000	460,000
	Zero Waste Strategy	1	100,000	200,000	
	Sustainability Mobility Strategy	6	655,000		
#7 Sustainable Transportation	Placemaking			8,000	
	Public Realm	0.5		81,700	



## Summary of Strategic Plan Resource Requirements

### Detailed Listing of Strategic Plan Resource Requirements

Strategic Plan Objective	Initiative	Proposed Strategic Plan Resource Requirement	FTE	On-going	One-Time	Reserve Contribution	
#1: Good Governance and Civic Engagement	Service Delivery Improvement Including Equity Lens	Performance Measurement - 1 FTE	1	107,900			
		Performance Measurement - Survey Support			100,000		
		Service Delivery Improvement Including Equity Lens - 2 FTE	2	264,200			
			SUB-TOTAL	3	372,100	100,000	
	Development Applications	Development Services - 1 FTE	1	142,500			
		SUB-TOTAL	1	142,500			
	Youth Initiatives	Youth Program Implementation				30,000	
		SUB-TOTAL				30,000	
		TOTAL	4	514,600		130,000	
	#2 Reconciliation and Indigenous Relations	Reconciliation and Indigenous Relations	Reconciliation Training			136,900	
Truth and Reconciliation Dialogues					80,000		
Indigenous Relations Function					150,000		
TOTAL					366,900		
#3 Affordable Housing	Housing	Housing Ambassador - 1 FTE	1	107,900			
		Tenant Housing Ambassador - 1 FTE	1	107,900			
		Housing and Development Summit			15,000		
		TOTAL	2	230,800			
#4 Prosperity and Economic Inclusion	Arts and Culture	Create Victoria - Cultural Infrastructure Grant Program			100,000		
		Create Victoria - Cultural Spaces Roadmap			25,000		
		Pop-Up Businesses and Art Exhibits		50,000			
		TOTAL		50,000	125,000		
#5 Health, Well-Being and a Welcoming City	Accessibility and Inclusion	Accessibility and Inclusion Recreation Role - 1 FTE	1	52,000			
		TNB2S+ Community Liaison Role - 1 FTE	1	107,900			
		Gender Diversity Training for All Staff			28,000		
		Accessibility Framework Training			25,000		
		SUB-TOTAL	2	159,900		53,000	
	Urban Agriculture	Urban Agriculture - Volunteer Coordinator Grant			50,000		
		Urban Agriculture - Start Up Grants			30,000		
		Pilot - City sponsored spring distributions of gardening materials in partnerships with community organizations				8,000	
		SUB-TOTAL		80,000	8,000		
		TOTAL	2	239,900		61,000	
#6 Climate Leadership and Environmental Stewardship	Climate Leadership Plan	Climate Leadership Plan - Oil to Heat Pump Incentive Program				460,000	
		Climate Leadership Plan - Climate Action Program Investments			565,000		
		Community Energy and Emissions Specialist - 1 FTE	1	108,000			
		Fleet Energy and Emissions Specialist - 1 FTE	1	108,000			
		Building Energy and Emissions Specialist - 1 FTE	1	108,000			
		Training and Development for Staff		10,000			
		Climate Champion Program			50,000		
	Inflow and Infiltration on Private Property		TBD	TBD			
		SUB-TOTAL	3	334,000	615,000	460,000	
	Zero Waste Strategy	Zero Waste Strategy - 1 FTE	1	100,000			
Zero Waste Strategy					200,000		
Sub-Total		1	100,000		200,000		
	TOTAL	4	434,000		815,000	460,000	
#7 Sustainable Transportation	Sustainability Mobility Strategy	Bylaw Services - 1 FTE	1	93,200			
		Bylaw Services - 1 FTE	1	93,200			
		Parking Services - 1 FTE	1	114,000			
		Information Technology - 1 FTE	1	114,000			
		Transportation - 1 FTE	1	142,600			
		Transportation - 1 FTE	1	98,000			
		Sub-Total	6	655,000			
			TOTAL	6	655,000		
#8 Strong, Livable Neighbourhoods	Placemaking	Place-Making - Engagement Costs			8,000		
	Public Realm	Downtown Public Realm - Government Street Phase 1			17,000		
		Government Street Project Management - .5 FTE	0.5		56,700		
		SUB-TOTAL	0.5		73,700		
	Total	0.5		81,700			
Other	Strategic Plan Support Services (for Action Items as Identified in 2019 FP Process)	Legal Services			84,500		
		Engagement			75,000		
		SUB-TOTAL			159,500		