



REVISED AGENDA - COMMITTEE OF THE WHOLE

Thursday, September 3, 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

Due to the COVID-19 Pandemic, public access to City Hall is not permitted. This meeting may be viewed on the City's webcast at www.victoria.ca

Pages

A. APPROVAL OF AGENDA

B. CONSENT AGENDA

Proposals for the Consent Agenda:

- C.1 - Minutes from the meeting held July 23, 2020
- F.1 - 1802 Cook Street and 1056 North Park Street - Temporary Use Permit Application No. 00015 (North Park)
- F.3 - 2800 Bridge Street - Development Permit with Variance Application No. 00139 (Burnside)
- F.4 - Victoria Housing Reserve Fund Application Update: 11 Chown Place (Burnside)
- G.2 - Proclamation - United Way Month
- G.3 - Proclamation - Jaswant Singh Khalra Day
- I.1 - Council Member Motion: Rodenticides in the City of Victoria

C. READING OF MINUTES

C.1 Minutes from the meeting held July 23, 2020

1

Addendum: Minutes

D. PRESENTATION

D.1 Victoria Police Q2 Report

14

A report regarding the Quarter Two Report from the Victoria Police Department.

E. UNFINISHED BUSINESS

*E.1 Council Member Motion: Newspaper Boxes in Downtown

15

Addendum: New Item

Motion from the August 6, 2020 COTW Meeting:

"That the following item be postponed to the September 3, 2020 Committee of the Whole meeting:

J.3 Council Member Motion: newspaper boxes in Downtown"

F. LAND USE MATTERS

- *F.1 1802 Cook Street and 1056 North Park Street - Temporary Use Permit Application No. 00015 (North Park) 22

Addendum: Correspondence and Presentation

A report regarding a Temporary Use Permit for a period of three years to allow for the distribution of cannabis as an ancillary use to harm reduction service.

- *F.2 43, 45 and 55 Gorge Road East and 2827, 2829, and 2831 Irma Street - Update on Rezoning Application No. 00720 (Burnside) 63

Addendum: Correspondence and Presentation

A report regarding an updated rezoning application to allow for an amenity contribution for traffic calming devices along Irma and Lotus Street.

- *F.3 2800 Bridge Street - Development Permit with Variance Application No. 00139 (Burnside) 75

Addendum: Presentation

A report regarding a Development Permit with Variance Application to allow for a raw materials receiving and storage facility (silo). A variance is required for height. Staff are recommending that this application proceed to public hearing.

- F.4 Victoria Housing Reserve Fund Application Update: 11 Chown Place (Burnside) 129

Addendum: Presentation

A report regarding providing an updated recommendation relating to the Victoria Housing Reserve Fund Application for the affordable housing project proposed for 11 Chown Place.

- F.5 Tenant Assistance Policy - Renters Advisory Committee Amendment for Moving Costs 136

A report regarding amendments to the Tenant Assistance Policy to modify the provisions around moving expenses.

G. STAFF REPORTS

- *G.1 City Response on Sheltering During the Pandemic 158

Addendum: Report and Attachments

A report regarding the City response to impacts associated with sheltering in public parks during the current pandemic and seeking approval for addition funding for Bylaw Services resources.

- *G.2 Proclamation - United Way Month 167**

Addendum: New Item

A report regarding the proclamation for United Way Month, September 2020.

- *G.3 Proclamation - Jaswant Singh Khalra Day 170**

Addendum: New Item

A report regarding the proclamation for Jaswant Singh Khalra Day, September 6, 2020.

H. NOTICE OF MOTIONS

I. NEW BUSINESS

- *I.1 Council Member Motion: Rodenticides in the City of Victoria 173**

Addendum: New Item

A Council Member Motion regarding the proposed recommendation to ban the use of anticoagulant rodenticides on all City of Victoria owned properties.

- *I.2 Council Member Motion: Engagement to Inform City of Victoria Policy Re Encampments 175**

Addendum: New Item

A Council Member Motion regarding the proposed facilitation of engagement with people sheltering and camping in the City's parks.

- *I.3 Council Member Motion: Additional Policing Resources to Support Public Safety 179**

Addendum: New Item

A Council Member Motion regarding the proposed recommendation to provide additional policing resources in the City of Victoria for the remainder of 2020.

- *I.4 Council Member Motion: Approving Attendance at UBCM 2020 181**

Addendum: New Item

A Council Member Motion regarding the proposal for Councillor Loveday to attend the Union of BC Municipalities convention.

J. ADJOURNMENT OF COMMITTEE OF THE WHOLE



MINUTES - COMMITTEE OF THE WHOLE

July 23, 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
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**19 Pandemic, public access to City Hall is not permitted. This meeting may be
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PRESENT: Mayor Helps in the Chair, Councillor Alto, Councillor Loveday,
Councillor Potts, Councillor Thornton-Joe, Councillor Dubow,
Councillor Young

**PRESENT
ELECTRONICALLY:** Councillor Isitt

STAFF PRESENT: J. Jenkyns - City Manager, S. Thompson - Deputy City Manager /
Director of Finance, P. Bruce - Fire Chief, T. Zworski - City
Solicitor, T. Soulliere - Director of Parks, Recreation & Facilities, B.
Eisenhauer - Head of Engagement, K. Hoese - Director of
Sustainable Planning and Community Development, A. Meyer -
Assistant Director of Development Services, C. Havelka - Deputy
City Clerk, J. O'Connor - Deputy Director of Finance, C. Mycroft -
Manager of Executive Operations, R. Batallas - Senior Planner, R.
Bateman - Planner, M. Fedyczkowska - Legislation & Policy
Analyst, AK Ferguson - Committee Secretary, P. Bellefontaine -
Assistant Director, Transportation

A. APPROVAL OF AGENDA

Moved By Councillor Alto
Seconded By Councillor Dubow

That the agenda be approved.

Amendment:
Moved By Councillor Alto
Seconded By Councillor Dubow

That the following items be added to the consent agenda:

- C.1 - Minutes from the Special Committee of the Whole meeting held June 4, 2020
- C.2 - Minutes from the meeting held June 25, 2020
- C.3 - Minutes from the meeting held July 2, 2020
- C.4 - Minutes from the meeting held July 9, 2020

- E.3 - 3020 Douglas Street and 584 Burnside Road
- F.4 - Proclamation - Hibashuka Remembrance Week

CARRIED UNANIMOUSLY

On the main motion as amended:

CARRIED UNANIMOUSLY

B. CONSENT AGENDA

Moved By Councillor Dubow
Seconded By Councillor Alto

That the following items be approved without further debate:

CARRIED UNANIMOUSLY

C.1 Minutes from the Special Committee of the Whole meeting held June 4, 2020

Moved By Councillor Dubow
Seconded By Councillor Alto

That the minutes from the Special Committee of the Whole meeting held June 4, 2020 be adopted.

CARRIED UNANIMOUSLY

C.2 Minutes from the meeting held June 25, 2020

Moved By Councillor Dubow
Seconded By Councillor Alto

That the minutes from the Committee of the Whole meeting held June 25, 2020 be adopted.

CARRIED UNANIMOUSLY

C.3 Minutes from the meeting held July 2, 2020

Moved By Councillor Dubow
Seconded By Councillor Alto

That the minutes from the Committee of the Whole meeting held July 2, 2020 be adopted.

CARRIED UNANIMOUSLY

C.4 Minutes from the meeting held July 9, 2020

Moved By Councillor Dubow

Seconded By Councillor Alto

That the minutes from the Committee of the Whole meeting held July 9, 2020 be adopted.

CARRIED UNANIMOUSLY

E.3 3020 Douglas Street and 584 Burnside Road - Victoria Housing Reserve Fund Application (Burnside)

Committee received a report dated July 9, 2020 from the Director of Sustainable Planning and Community Development regarding a Housing Reserve Fund Grant application from the Victoria Cool Aid Society to assist in the phased construction of two buildings consisting of 154 affordable housing units.

Moved By Councillor Dubow

Seconded By Councillor Alto

That Council approve a grant from the Victoria Housing Reserve Fund to the Victoria Cool Aid Society in the amount of \$450,000 to assist in the construction of the 154-unit Crosstown affordable housing project at 3020 Douglas Street and 584 Burnside Road East, subject to the following conditions:

1. The execution of a Housing Fund Grant Agreement in a form satisfactory to the Director of Sustainable Planning and Community Development and the City Solicitor; with terms for the eligible use of the grant, reporting requirements, repayment, indemnification, and communication protocols;
2. The applicant fulfills the applicable requirements of the Victoria Housing Reserve Fund Guidelines;
3. That the passage of this resolution creates no legal rights for the applicant or any other person, or obligation on the part of the City, until and unless all agreements are fully executed by the City; and
4. \$225,000 shall be payable to the applicant upon execution of the Housing Fund Grant Agreement and the remaining balance of \$225,000 shall be payable

CARRIED UNANIMOUSLY

F.4 Proclamation - Hibashuka Remembrance Week

Committee received a report dated July 20, 2020 from the Deputy City Clerk regarding the Proclamation for Hibashuka Remembrance Week.

Moved By Councillor Dubow

Seconded By Councillor Alto

That the Hibashuka Remembrance Week Proclamation be forwarded to the July 23, 2020 Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

E. LAND USE MATTERS

E.1 956 Heywood Avenue - Development Permit with Variances Application No. 00126 (Fairfield)

Committee received a report dated July 9, 2020 from the Director of Sustainable Planning and Community Development regarding a Development Permit with Variances Application to allow for the construction of a four-storey building with six dwelling units located at 956 Heywood Avenue. The variances are related to reduced setbacks, parking, increase site coverage and height.

Committee discussed:

- *How setbacks are measured.*
- *How the applicants took the ADP motion into account.*
- *Concerns with the amount of density on this size of site.*
- *Concerns with neighbours not receiving notice of the CALUC meeting.*
- *The threshold for staff not supporting an application.*

Moved By Councillor Potts

Seconded By Mayor Helps

That, subject to the preparation and execution of the following legal agreements in a form satisfactory to the City Solicitor:

- a. A Housing Agreement to ensure a future strata cannot restrict the rental of units, to the satisfaction of the Director of Sustainable Planning and Community Development; and
- b. A Section 219 Covenant to secure a car-share membership for each unit, to the satisfaction of the Director of Engineering and Public Works.

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

“That Council authorize the issuance of Development Permit with Variances Application No. 00126 for 956 Heywood Avenue, in accordance with:

1. Plans date stamped May 26, 2020.
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
 - i. reduce the vehicle parking from 9 stalls to 6 stalls and visitor parking from 1stall to zero stalls;
 - ii. increase the height from 12m to 12.98m (main roof) and 14.81m (roof access);
 - iii. reduce the front setback from 10.50 metres to 6.63 metres;
 - iv. reduce the rear setback from 7.71 metres to 1.52 metres;
 - v. reduce the side setbacks from 7.71 metres to 1.37 metres (building) and 0.93m(window screens);
 - vi. increase the site coverage from 30 percent to 64 percent.
3. Registration of legal agreements on the property's title to secure the car share memberships, to the satisfaction of the Director of Engineering and Public Works.

4. Final plans to be generally in accordance with plans date stamped May 26, 2020.
5. The Development Permit lapsing two years from the date of this resolution.”

FOR (6): Mayor Helps, Councillor Alto, Councillor Isitt, Councillor Loveday, Councillor Potts, and Councillor Dubow

OPPOSED (2): Councillor Thornton-Joe, and Councillor Young

CARRIED (6 to 2)

E.2 1908, 1916, 1920 Oak Bay Avenue - Rezoning Application No. 00694 and Development Permit with Variance Application No. 000551 (South Jubilee)

Committee received a report dated July 9, 2020 from the Director of Sustainable Planning and Community Development regarding a Rezoning and a Development Permit with Variances Application to allow construction of a four-storey, mixed-use building with approximately 35 dwelling units. The variances are related to reduced setbacks, reduced number of vehicle parking spaces and increased distance between entrances and short-term bicycle parking.

Committee discussed:

- *Concerns with shadowing of the neighbours.*

Moved By Councillor Alto

Seconded By Mayor Helps

Rezoning Application No. 00694

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendments that would authorize the proposed development outlined in Rezoning Application No. 00694 for 1908, 1916, and 1920 Oak Bay Avenue, that first and second reading of the Zoning Regulation Bylaw Amendments be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Consult with the community through the South Jubilee CALUC in accordance with the Land Use Procedures Bylaw requirements (which has updated procedures during the COVID-19 pandemic) to seek feedback on the potential of adding a storey for rooftop access for common outdoor amenity space.
2. Revisions to plans to add a rooftop amenity space, if deemed feasible, to the satisfaction of the Director of Sustainable Planning and Community Development.
3. Preparation and execution of legal agreements to:
 - a. ensure that a future strata cannot restrict the rental of units to non-owners, to the satisfaction of the Director of Sustainable Planning and Community Development;
 - b. secure the following transportation demand management measures, to the satisfaction of the Director of Engineering and Public Works:
 - i. \$25,000 towards the construction of a crosswalk
 - ii. one car share membership per dwelling unit
 - iii. one car share membership per commercial unit

- iv. one hundred dollars in car share usage credits per membership
- v. electric vehicle readiness for all underground parking stalls
- vi. four electric vehicle charging stations
- vii. 24 electric bike charging stations
- viii. one bicycle repair station;
- c. secure a Statutory Right-of-Way of 3.35 meters along the Oak Bay Avenue to the satisfaction of the Director of Engineering and Public Works; and
- d. to secure the following, to the satisfaction of the Director of Engineering and Public Works:
 - i. public realm improvements to Oak Bay Avenue and Redfern Street; and
 - ii. removal and disposal of existing storm drain main along the frontage in its current alignment, including excavation, backfill above the spring line of the new pipe, and surface restoration.

Development Permit with Variance Application No. 000551

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00694, if it is approved, consider the following motion:

“That Council authorize the issuance of Development Permit with Variances Application No. 000551 for 1908, 1916, and 1920 Oak Bay Avenue, in accordance with:

1. Plans date stamped July 6, 2020
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
 - i. reduce the front setback (south) for the upper storeys from 6.00 m to 2.34 m;
 - ii. reduce the rear setback (north) from 6.00 m to 5.32 m;
 - iii. reduce the interior lot line setback (west) from 2.40 m to 0.15 m;
 - iv. reduce the flanking street setback (east) from 2.40 m to 0.72 m;
 - v. reduce the number of commercial vehicle parking spaces from 26 to 10;
 - vi. reduce the number of residential vehicle parking spaces from 44 to 43;
 - vii. increase the distance between entrances and the short term bicycle parking from 15 m to 48.1 m;
 - viii. increase the number of storeys from 4 to 5;
 - ix. increase the height from 14.98 m to 18.00 m.
3. The Development Permit lapsing two years from the date of this resolution.”

CARRIED UNANIMOUSLY

F. STAFF REPORTS

F.1 Proposed Adjustments to Parking Fees

Committee received a report dated July 15, 2020 from the Deputy City Manager and Chief Financial Officer regarding the reinstatement of parking fees in the City of Victoria.

Committee discussed:

- *what the loss of revenue might be should on-street metered rates and time limits are not reinstated.*

Moved By Councillor Alto

Seconded By Councillor Loveday

That Council adjust parking fees as follows effective August 4, 2020 unless otherwise specified:

1. Extend reduced rates for Broughton Street, View Street and Johnson Street parkades:
 - a. Daily rate - \$1 per hour with the 1st hour free
 - b. Monthly rate - \$85
 - c. Daily maximum \$9 for View and Johnson; \$5 for Broughton
 2. Yates Street Parkade
 - a. Reinstate regular hourly rates
 - i. 1st hour free
 - ii. 2nd and 3rd hour \$2
 - iii. 4th hour and beyond \$3
 - iv. reduced daily maximum of \$14.50
 - b. Increase the monthly rate to \$175 effective September 1, 2020
 3. Centennial Square Parkade
 - a. Reinstate regular hourly rates
 - i. 1st hour free
 - ii. 2nd and 3rd hour \$2
 - iii. 4th hour and beyond \$3
 - iv. reduced daily maximum of \$14.50
 - b. Increase the monthly rate to \$130 effective September 1, 2020
 4. Reinstate regular on-street metered rates and time limits as per map in Appendix A
 5. Reduced parking lot rates:
 - a. Royal Athletic Park - \$1 per hour with a \$5 daily maximum
 - b. Royal Theatre and Wharf Street parking lots - \$2 per hour with a \$12 maximum
 6. Reinstate enforcement of all unmetered time-limited zones
- That Council forward this motion to the daytime Council meeting of July 23, 2020.

Amendment:

Moved By Councillor Alto

Seconded By Councillor Thornton-Joe

That Council adjust parking fees as follows effective August 4, 2020 unless otherwise specified:

1. Extend reduced rates for Broughton Street, View Street and Johnson Street parkades:
 - a. Daily rate - \$1 per hour with the 1st hour free
 - b. Monthly rate - \$85
 - c. Daily maximum \$9 for View and Johnson; \$5 for Broughton
2. Yates Street Parkade
 - a. Reinstate regular hourly rates
 - i. 1st hour free

- ii. 2nd and 3rd hour \$2
 - iii. 4th hour and beyond \$3
 - iv. reduced daily maximum of \$14.50
- b. Increase the monthly rate to \$175 effective September 1, 2020
- 3. Centennial Square Parkade
 - a. Reinstate regular hourly rates
 - i. 1st hour free
 - ii. 2nd and 3rd hour \$2
 - iii. 4th hour and beyond \$3
 - iv. reduced daily maximum of \$14.50
 - b. Increase the monthly rate to \$130 effective September 1, 2020
- 4. **Reinstate regular on-street metered rates and time limits as per map in Appendix A reinstate time limits as per map in Appendix A**
- 5. Reduced parking lot rates:
 - a. Royal Athletic Park - \$1 per hour with a \$5 daily maximum
 - b. Royal Theatre and Wharf Street parking lots - \$2 per hour with a \$12 maximum
- 6. Reinstate enforcement of all unmetered time-limited zones

That Council forward this motion to the daytime Council meeting of July 23, 2020.

FOR (7): Mayor Helps, Councillor Alto, Councillor Isitt, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, and Councillor Dubow

OPPOSED (1): Councillor Young

CARRIED (7 to 1)

Amendment:

Moved By Councillor Alto

Seconded By Councillor Loveday

That Council adjust parking fees as follows effective August 4, 2020 unless otherwise specified:

- 1. Extend reduced rates for Broughton Street, View Street and Johnson Street parkades:
 - a. Daily rate - \$1 per hour with the 1st hour free
 - b. Monthly rate - \$85
 - c. Daily maximum \$9 for View and Johnson; \$5 for Broughton
- 2. Yates Street Parkade
 - a. Reinstate regular hourly rates
 - i. 1st hour free
 - ii. 2nd and 3rd hour \$2
 - iii. 4th hour and beyond \$3
 - iv. reduced daily maximum of \$14.50
 - b. Increase the monthly rate to \$175 effective September 1, 2020
- 3. Centennial Square Parkade
 - a. Reinstate regular hourly rates
 - i. 1st hour free
 - ii. 2nd and 3rd hour \$2
 - iii. 4th hour and beyond \$3
 - iv. reduced daily maximum of \$14.50
 - b. Increase the monthly rate to \$130 effective September 1, 2020

4. ~~Reinstate regular on-street metered rates and time limits as per map in Appendix A~~ ~~reinstate time limits as per map in Appendix A.~~ Reinstate time limits as per map in Appendix A
5. Reduced parking lot rates:
 - a. Royal Athletic Park - \$1 per hour with a \$5 daily maximum
 - b. Royal Theatre and Wharf Street parking lots - \$2 per hour with a \$12 maximum
6. Reinstate enforcement of all unmetered time-limited zones

That Council forward this motion to the daytime Council meeting of July 23, 2020.

FOR (2): Councillor Alto, and Councillor Thornton-Joe

OPPOSED (6): Mayor Helps, Councillor Isitt, Councillor Loveday, Councillor Potts, Councillor Dubow, and Councillor Young

DEFEATED (2 to 6)

Amendment:

Moved By Councillor Thornton-Joe

Seconded By Mayor Helps

That Council adjust parking fees as follows effective August 4, 2020 unless otherwise specified:

1. Extend reduced rates for Broughton Street, View Street and Johnson Street parkades:
 1. Daily rate - \$1 per hour with the 1st hour free
 2. Monthly rate - \$85
 3. Daily maximum \$9 for View and Johnson; \$5 for Broughton
2. Yates Street Parkade
 1. Reinstate regular hourly rates
 1. 1st hour free
 2. 2nd and 3rd hour \$2
 3. 4th hour and beyond \$3
 4. reduced daily maximum of \$14.50
 2. Increase the monthly rate to \$175 effective September 1, 2020
3. Centennial Square Parkade
 1. Reinstate regular hourly rates
 1. 1st hour free
 2. 2nd and 3rd hour \$2
 3. 4th hour and beyond \$3
 4. reduced daily maximum of \$14.50
 2. Increase the monthly rate to \$130 effective September 1, 2020
4. Reinstate regular on-street metered rates and time limits as per map in Appendix A
5. Reduced parking lot rates:
 1. Royal Athletic Park - \$1 per hour with a \$5 daily maximum
 2. Royal Theatre and Wharf Street parking lots - \$2 per hour with a \$12 maximum
6. Reinstate enforcement of all unmetered time-limited zones

That Council forward this motion to the daytime Council meeting of July 23, 2020.

That #4 be referred to the Downtown Victoria Business Association board meeting and return to the Aug 6 Council meeting.

CARRIED UNANIMOUSLY

On the main motion as amended:

CARRIED UNANIMOUSLY

Committee recessed at 10:37 a.m. and returned at 10:43 a.m.

F.2 2020 Strategic Plan Grants - Second Stream for COVID-19

Councillor Loveday withdrew from the meeting at 10:44 a.m. due to a conflict as he works with the Victoria Poetry Project.

Councillor Isitt withdrew from the meeting at 10:45 a.m. due to a non-pecuniary conflict he is a Director of the Red Cedar Café.

Committee received a report dated July 17, 2020 from the Deputy Director of Finance regarding the second stream of Strategic Plan Grants relating to economic recovery after COVID-19.

Committee discussed:

- *Concerns with funding programs outside the City and using taxpayer dollars*
- *Concerns with funding computer programs, videos and apps*

Committee recessed at 12:03 p.m. and returned at 12:08 a.m.

Moved By Councillor Dubow

Seconded By Mayor Helps

That Fernwood Neighborhood Society be granted \$20,000

CARRIED UNANIMOUSLY

Moved By Mayor Helps

Seconded By Councillor Potts

That FED the Society be granted \$9,000.00

CARRIED UNANIMOUSLY

Moved By Councillor Potts

Seconded By Mayor Helps

That Red Cedar Cafe be granted \$10,000

CARRIED UNANIMOUSLY

Moved By Councillor Dubow
Seconded By Mayor Helps

That North Park Neighbourhood Association be granted \$50,699.00

CARRIED UNANIMOUSLY

Moved By Councillor Potts
Seconded By Councillor Alto

That Greater Victoria Acting Together be granted \$30,000.00

CARRIED UNANIMOUSLY

Moved By Councillor Potts
Seconded By Mayor Helps

That \$500 be removed from the Coastal Research Education and Advocacy Network and added to the Disaster Aid (Soap for Hope)

CARRIED UNANIMOUSLY

Moved By Councillor Potts
Seconded By Councillor Alto

That the remaining \$51.00 be allocated to disaster Aid (Soap for Hope)

CARRIED UNANIMOUSLY

Moved By Mayor Helps
Seconded By Councillor Alto

That Council approve the Proposed Amounts (in column #4) in the table below.

Organization	Amount Requested	Eligible Amount	Proposed Amount	% of Budget
				Percent of Budget Allocated
Action Committee of People with Disabilities	\$ 96,107.00	\$ 92,983.00	\$ 32,300.00	12.92%
Coastal Research Education and Advocacy Network	\$ 25,000.00	\$ 25,000.00	\$ 15,000.00	6.00%
Community Social Planning Council of Greater Victoria	\$ 15,000.00	\$ 15,000.00	\$ 7,000.00	2.80%
Creatively United for the Planet	\$ 15,000.00	\$ 15,000.00	\$0.00	0.00%
Disaster Aid (Soap for Hope)	\$ 60,000.00	\$ 60,000.00	\$ 8,351.00	3.34%
FED Urban Agriculture	\$ 10,000.00	\$ 10,000.00	\$ 9,000.00	3.60%

Society				
Fernwood Neighbourhood Resource Group Society	\$ 50,000.00	\$ 50,000.00	\$ 20,000.00	8.00%
Greater Victoria Acting Together	\$ 44,000.00	\$ 44,000.00	\$ 29,500.00	11.80%
Here in Canada	\$ 20,000.00	\$ 20,000.00	\$0	0.00%
Jewish Community Centre of Victoria	\$ 4,000.00	\$ 4,000.00	\$ 1,500.00	0.60%
Leadership Victoria Society	\$ 10,000.00	\$ 10,000.00	\$ 3,200.00	1.28%
LifeCycles Project Society	\$ 13,400.00	\$ 13,400.00	\$ 4,200.00	1.68%
North Park Neighbourhood Association	\$ 50,699.00	\$ 50,699.00	\$ 50,699.00	20.28%
Pacific Training Centre	\$ 20,000.00	\$ 20,000.00	\$ 8,000.00	3.20%
PISE (Pacific Institute for Sport Excellence)	\$ 60,000.00	\$ 60,000.00	0	0.00%
Red Cedar Café	\$ 20,000.00	\$ 20,000.00	\$10,000.00	4.00%
Swan Lake Christmas Hill Nature Sanctuary	\$ 100,000.00	\$ 100,000.00	0	0.00%
Theatre SKAM Association	\$ 8,000.00	\$ 8,000.00	\$ 7,000.00	2.80%
Victoria Immigrant and Refugee Centre Society (VIRCS)	\$ 20,000.00	\$ 20,000.00	\$16,500.00	6.60%
Victoria Community Micro Lending Society	\$ 6,530.00	\$ 6,530.00	\$5,300.00	2.12%
Victoria Compost and Conservation Education Society (Compost Education Centre)	\$ 190,780.00	\$ 190,780.00	0	0.00%
Victoria Poetry Project Society	\$ 13,020.00	\$ 13,020.00	\$ 10,700.00	4.28%
Victoria Rainbow Kitchen	\$ 11,750.00	\$ 11,750.00	\$ 11,750.00	4.70%
Total	\$ 863,286.00	\$ 860,162.00	\$ 250,000.00	100.00%

CARRIED UNANIMOUSLY

F.3 City Hall West HVAC Replacement Operational Impacts - Verbal

The Director of Parks, Recreation and Facilities provided a verbal report to Committee regarding the potential replacement of the HVAC system of City Hall West in early December and complete in March. Some departments and all the Committee and Council meetings will have to relocate while the replacement is underway.

Committee discussed:

- *Whether this is the right time to complete this work.*
- *What would be the implication of postponing the work.*
- *Whether there would be a financial implication for postponing the work.*
- *The funding source for the project*
- *Whether there are other projects that could be completed during the shut down.*
- *Whether areas outside the building will need to be vacated.*
- *Whether the work will align with the accessibility working group concerns with air quality.*

Moved By Councillor Loveday

Seconded By Mayor Helps

That the report be received for information.

CARRIED UNANIMOUSLY

I. ADJOURNMENT OF COMMITTEE OF THE WHOLE

Moved By Councillor Alto

Seconded By Councillor Thornton-Joe

That the Committee of the Whole Meeting be adjourned at 1:05 p.m.

CARRIED UNANIMOUSLY

CITY CLERK

MAYOR



VICTORIA POLICE DEPARTMENT

Memorandum

DATE: September 3, 2020
TO: Victoria Mayor & Council
FROM: Chief Cst. Del Manak
SUBJECT: Quarter Two Report

VicPD is pleased to share our online Quarter Two Report. This link will go live for public viewing once we have shared it with both Councils:

<https://vicpd.ca/about-us/publications/quarterly-reports/2020-q2/>.

Previous VicPD Quarterly Reports are available on our website at www.vicpd.ca and are built from the Community Safety Report Card. The Community Safety Report Card includes updated performance metrics and more relevant data on which our business decisions are made and is in keeping with the Framework Agreement.

August 31, 2020

Councillor Charlayne Thornton-Joe
1 Centennial Square
Victoria, BC
V8W 1P6

RE: Newspaper Boxes in Downtown

Dear Councillor Thornton-Joe,

This is a follow up to my letter to Mayor and Council of July 17th regarding newspaper boxes in downtown.

Since that initial letter I have met with several of the publishers of the various publications that use these boxes as part of their distribution network. I believe we have come up with a workable plan that will keep the benefits of these publications being freely available to the public while reducing the overall number of boxes and their appearance.

The agreed upon plan of action includes:

- Black Press has joined the DVBA as an associate member, together we will work to maintain the appearance of the 10 boxes they currently operate within our boundaries on public property;
- The Clean Team will remove any graffiti from the boxes as they appear, Black Press will focus on maintaining the appearance of their boxes;
- Mark Goodwin, who utilizes many of the other boxes in the core, has identified approximately 30 boxes that can be immediately removed; he will do this and the DVBA will cover the cost out of our Clean & Safe budget;
- Mark will also ensure that we limit the concentration of boxes in any one spot, thus freeing up valuable sidewalk space;
- Over the next few months, the DVBA will monitor the situation to confirm if this plan improves the streetscape, or if other measures need to be investigated.

To that end, the DVBA is supportive of your motion to remove these boxes outright being withdrawn as we work on these other solutions.

Yours truly,



Jeff Bray
Executive Director



Council Member Motion
For the Committee of the Whole Meeting of August 6th 2020

To: Committee of the Whole **Date:** July 31 2020
From: Mayor Helps and Councillor Thornton-Joe
Subject: Newspaper boxes in Downtown

BACKGROUND

Mayor and Council received a letter from the DVBA regarding newspaper and magazine boxes in the downtown. It was expressed at the DVBA Board meeting that many of the boxes are:

1. In Disrepair
2. Unused
3. Unlicenced

With use of the internet and libraries, these boxes are no longer needed and most are often empty or filled with garbage (See attached photos). Additionally, there is no fee for use of public space and no licensing regime. Companies are benefitting from public space without paying for it, including using boxes for advertising, whereas small business owners have to pay a fee for sandwich boards and also must receive a licence. The boxes clutter our downtown streets and detract from a high quality public realm.

RECOMMENDATION

That Council request that staff ask the companies to remove newspaper boxes from city-owned property and if they do not, that staff remove the boxes off of public property.

Respectfully submitted,

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

Mayor Helps

A handwritten signature in black ink, appearing to read "Charlayne Thornton-Joe".

Councillor Thornton-Joe

List of Attachments:

- Attachment A: Letter from the DVBA dated July 17, 2020
- Attachment B: Photographs



Downtown Victoria Business Association
20 Centennial Square
Victoria, BC
V8W 1P7
(250)386-2238
info@downtownvictoria.ca

July 17, 2020

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

Re: 'newspaper distribution boxes' and their detrimental affect on the downtown appearance

It is our understanding that these distribution boxes for free magazines and papers have no approval from the City allowing them to be installed on public sidewalks. The organizations pay no fees to allow the sidewalk clutter (unlike sandwich board signs and other regulated street installations) and rarely maintain the pick-up boxes.

The DVBA Clean Team reports frequently needing to pick up magazines which have been scattered by careless or mischievous people. There is rarely a workday where none of our workers have to remove graffiti from the boxes, as they are a frequent target of vandalism.

We would like to ask the City to remove these pick-up boxes. Due to COVID-19, sidewalk space is especially important (to allow for proper social distancing in line-ups) and the boxes interfere with shared use of the sidewalk. When lines are waiting the boxes become an obstacle. And they are unsightly clutter which contributes to the perception of some visitors that downtown is "messy."

Thank you for your time and your prompt attention to this matter.

Sincerely,

A handwritten signature in blue ink, appearing to read "Jeff Bray".

Jeff Bray
DVBA Executive Director

Attachment B: Photographs







Moved By Councillor Thornton-Joe
Seconded By Mayor Helps

That the following item be postponed to the September 3, 2020 Committee of the Whole meeting:

J.3 Council Member Motion: newspaper boxes in Downtown

CARRIED UNANIMOUSLY

DRAFT

Committee of the Whole Report

For the Meeting of September 3, 2020

- the proposal is inconsistent with the Mixed-Use Residential Commercial & Institutional (2 to 3 storeys) designation in the *North Park Local Plan*, as it does not encourage a strong shopping presence with a positive street relationship. However, the proposal is consistent with increasing the provision of a range of human services and responding to identified gaps in service
- the proposal is inconsistent with the *Storefront Cannabis Retailer Rezoning Policy*, as there is a property zoned for storefront cannabis retailer 37m from the subject property.

BACKGROUND

Description of Proposal

The proposal is to temporarily permit the distribution of cannabis as an ancillary use to a harm reduction service. The harm reduction service is a permitted use within the professional office category in the current CR-4 Zone, Upper Cook Commercial-Residential District. However, under the *Zoning Regulation Bylaw* providing cannabis to patrons on-site is technically defined as a storefront cannabis retailer, which is not a permitted use. The applicant is seeking a Temporary Use Permit, for a period of three years, to continue a pilot project that gives members cannabis to reduce opiate use and assist with symptoms of withdrawal.

Sustainability

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

Active Transportation

The applicant has not identified any active transportation impacts associated with this Application.

Public Realm

No public realm improvements beyond City standard requirements are proposed in association with this Temporary use Permit Application.

Existing Site Development and Development Potential

The site is presently a collection of adjoined one to two storey buildings with commercial uses on the ground floor and residential on the upper storey. A harm reduction service without provision of cannabis is permitted under the current CR-4 Zone, Upper Cook Commercial-Residential District.

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, on April 6, 2020 the application was referred for a 30-day comment period to the North Park CALUC. In addition, the applicant attended a CALUC meeting on January 16, 2020. A letter dated January 22, 2020 and an email dated July 22, 2020 are attached to this report.

In an attempt to address neighbourhood feedback, the applicant has identified in the Letter to Mayor and Council (Attachment D) that a street ambassador completes regular walks of the block to ensure clients are appropriately using the area and discourages congregation on the

sidewalks. The recommendation would secure this position as a condition of the Temporary Use Permit, to which the applicant is amenable.

ANALYSIS

Official Community Plan

The *Official Community Plan* (OCP) identifies the property within the Large Urban Village designation, within which commercial uses and community services frame the sidewalk. In addition, Section 15: Community Wellbeing aims to address problematic substance abuse through a coordinated method using a Five Pillars approach that:

1. Prevents problematic substance abuse;
2. Reduces harm to individuals and communities from the sale and use of both legal and illegal substances;
3. Provides a range of support services, specialized care facilities and treatment programs for people who have addictions;
4. Supports access to safe, affordable and quality housing; and,
5. Delivers enforcement services to support community peace, public order and safety.

North Park Local Plan

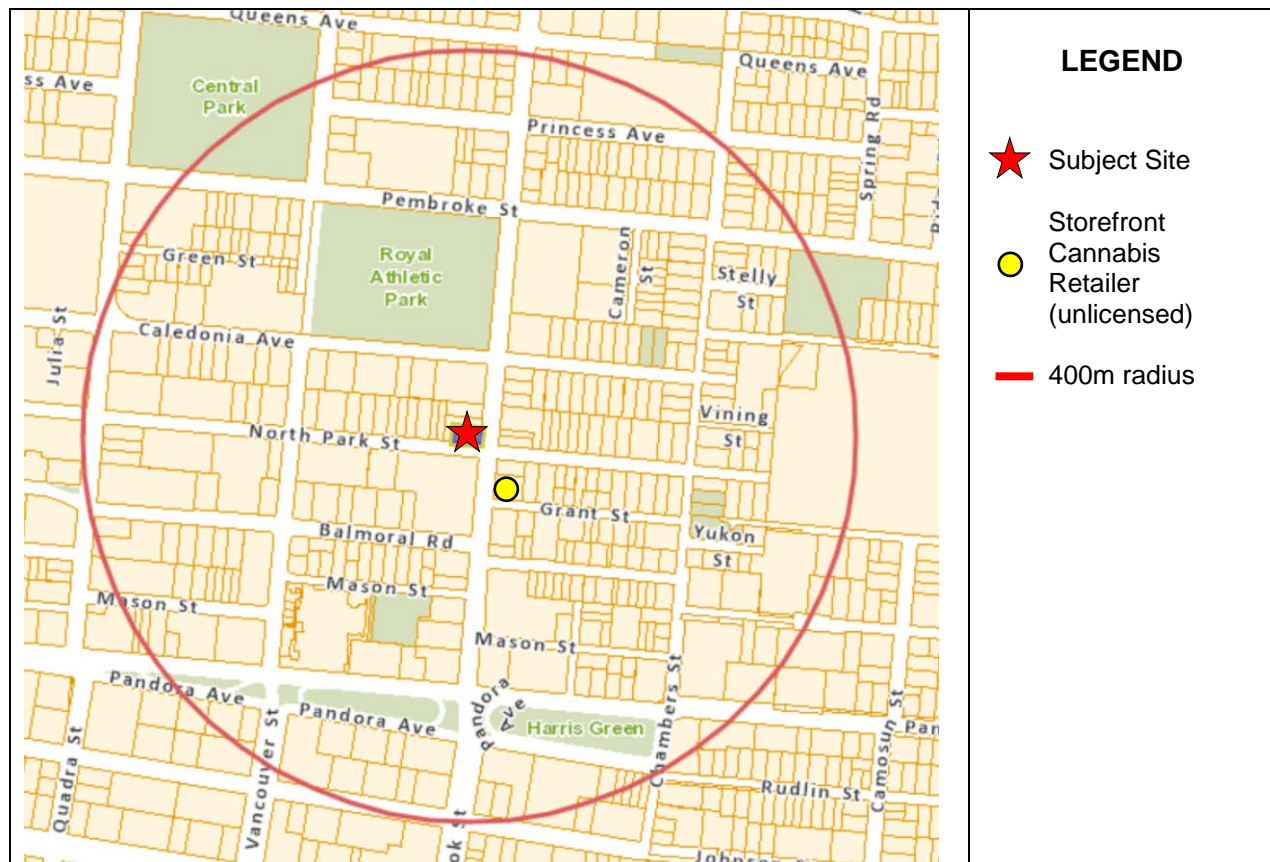
The *North Park Local Plan* identifies the site as Mixed-Use Residential Commercial and Institutional (2 to 3 storeys), which envisions a strong shopping presence with positive street relationships for pedestrians. The proposal is inconsistent with this policy as it has no shopping presence and currently has a negative street relationship for pedestrians. Conversely, the *Plan* also encourages increasing the provision of a range of human services and response to identified gaps in service, while furthering a safe, secure, healthy, and accessible environment, so in this regard, the application is consistent with the *North Park Local Plan*.

Storefront Cannabis Retailer Rezoning Policy

The application is to permit the provision of cannabis as part of a harm reduction service that is piloting the substitution of cannabis for opioids to address problematic opioid abuse. The *Zoning Regulation Bylaw* defines a storefront cannabis retailer as “premises where cannabis is sold or otherwise provided to a person who attends at the premises”. Therefore, the *Storefront Cannabis Retailer Rezoning Policy* is applicable and the requirement for a Rezoning or Temporary Use Permit is triggered.

The proposal is inconsistent with the *Storefront Cannabis Retailer Rezoning Policy* as there is one property within 400m of the subject property that has storefront cannabis retailer as a permitted use: 1725 Cook Street is 37m away; however, it does not have a provincial license nor does it appear to be operational. There are no public or independent elementary, secondary, or high schools within 200m of the property.

In this instance, staff recommend that Council consider varying from the *Storefront Cannabis Retailer Rezoning Policy*, as the proposal is for a pilot project that is an ancillary component to a harm reduction service, rather than a for-profit cannabis retailer. In addition, the property within 400m that is zoned for storefront cannabis retailer does not have a provincial license and is not operational.



CONCLUSIONS

The proposal is consistent with the Large Urban Village designation and the Five Pillars approach to substance abuse within the *Official Community Plan*. The proposal is inconsistent with the Mixed-Use Residential Commercial and Institutional (2 to 3 storeys) designation in the *North Park Local Plan*, but is consistent with the objective to increase the provision of human services and respond to gaps in service. Finally, the proposal is inconsistent with the *Storefront Cannabis Retailer Rezoning Policy*, as there is a property 37m away that is zoned for storefront cannabis retail. Staff recommend that Council consider supporting the application, since the proposal is for a temporary pilot project, the applicant is willing to secure a street ambassador, and the substitution of cannabis for opioids could help address problematic substance abuse. However, an alternate motion has been provided for Council's consideration.

ALTERNATE MOTION

That Council decline Temporary Use Permit Application No. 00015 for the property located at 1802 Cook Street and 1056 North Park Street.

Respectfully submitted,

Michael Angrove
Senior Planner
Development Services Division

Karen Hoese, Director
Sustainable Planning and Community
Development Department

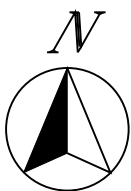
Report accepted and recommended by the City Manager:



Date: August 24, 2020

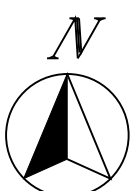
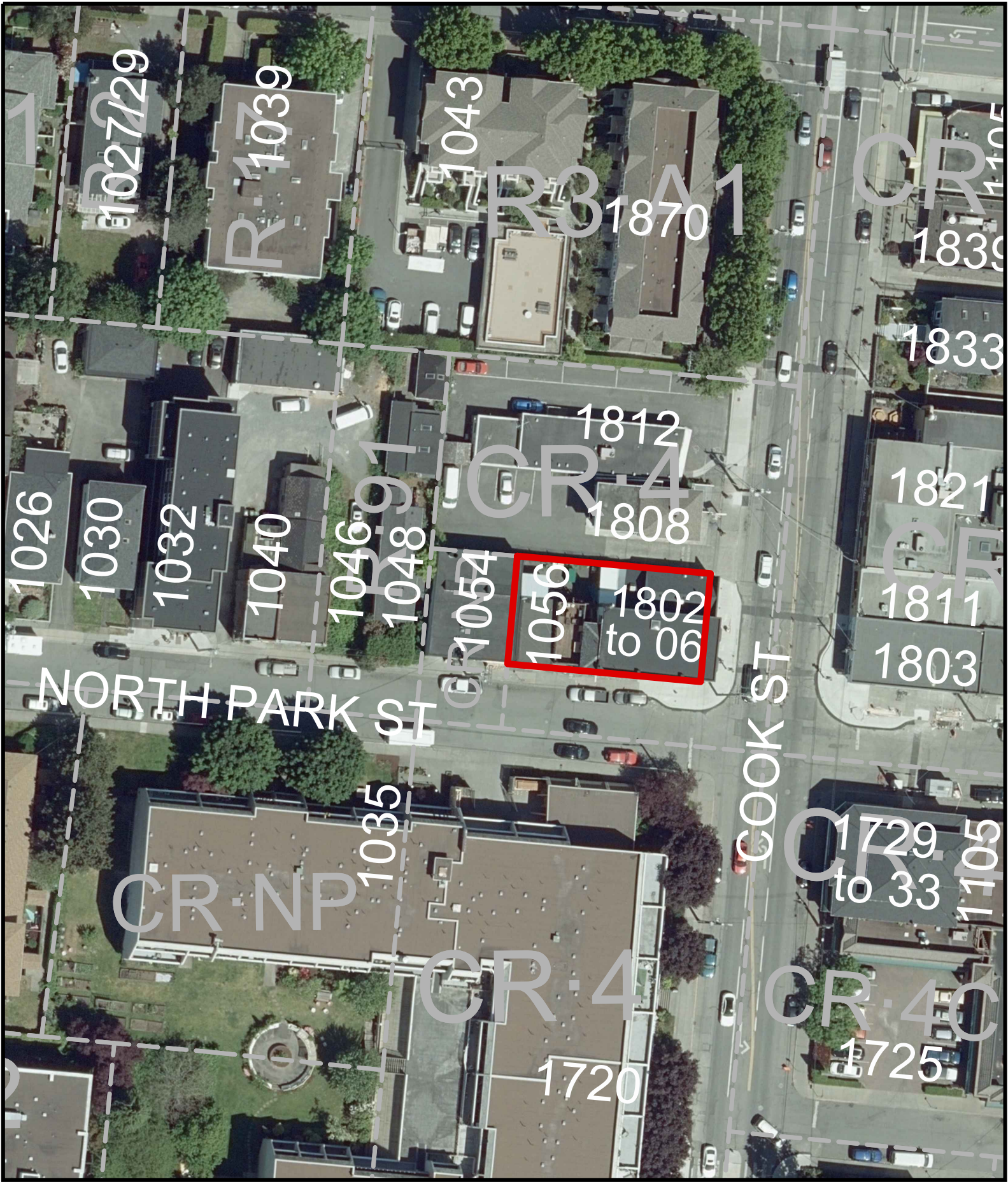
List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped February 19, 2020
- Attachment D: Letter from applicant to Mayor and Council dated February 18, 2020
- Attachment E: Letters from the Community Association Land Use Committee dated January 22, 2020 and July 22, 2020
- Attachment F: Correspondence (Letters received from residents).



1056 North Park Street / 1802 Cook Street
Temporary Use Permit #00015





1056 North Park Street / 1802 Cook Street
Temporary Use Permit #00015





1056 North Park

Solid Outreach
- Mark WilsonTemporary Use
Application

DATE	ISSUED FOR
DEC 18, 2014	PRELIMINARY TEMPORARY USE APPLICATION

Cover

SHEET ISSUE DATE
Jan 23, 2020

PROJECT NUMBER 1942

DRAWN BY MM

CHECKED BY DE

A1

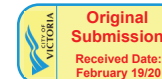
SCALE As indicated

SITE DATA		
PROPERTY OWNER		
CIVIC ADDRESS	1056 NORTH PARK, VICTORIA	
LEGAL DESCRIPTION	CURRENT LOT 1, SUBURBAN LOT 13, VICTORIA CITY, PLAN 25545	
ZONE	CR-4	
PROJECT DESCRIPTION	TEMPORARY USE	
SITE AREA (1056A)	70.3m ² / 843.3 SF	
FLOOR AREA	42.4m ² / 456.1 SF	

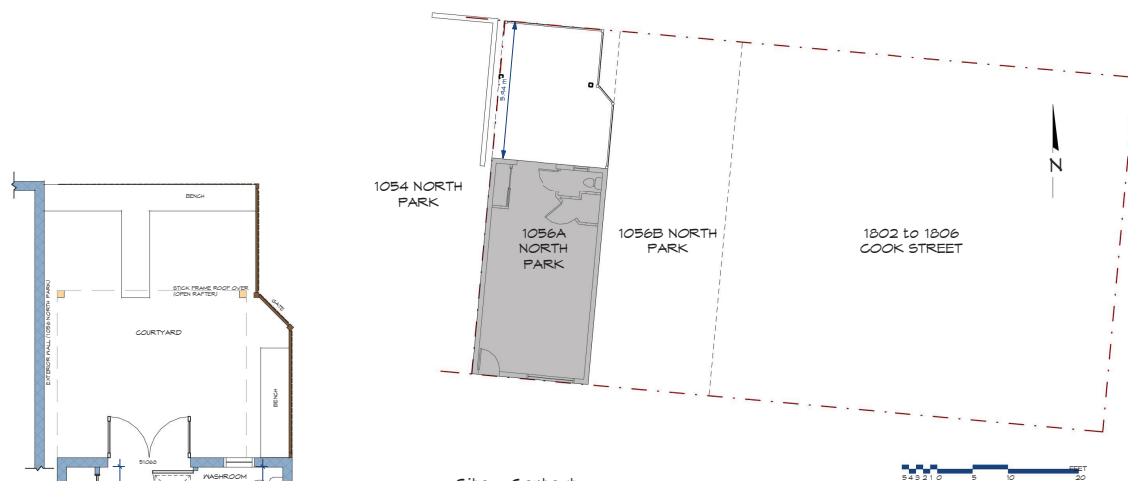
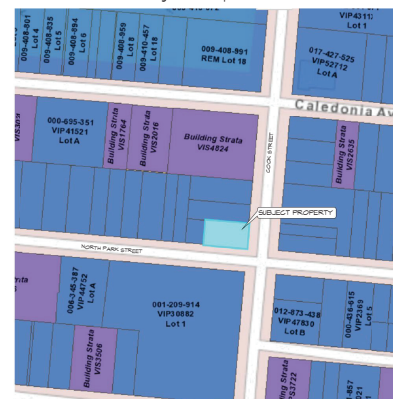
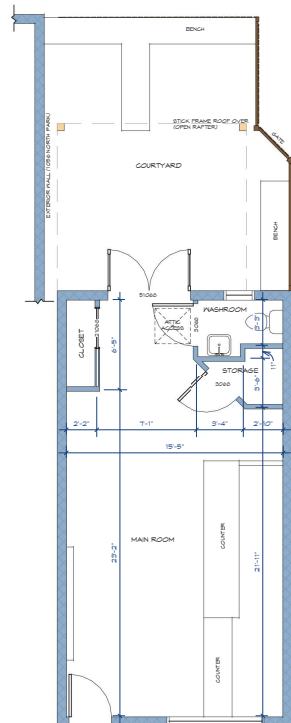
PART 4.61- CR-4 ZONE, UPPER COOK COMMERCIAL-RESIDENTIAL DISTRICT			
	ALLOWED	EXISTING / PROPOSED	CONFORMS?
USES	USES (a) to (m) per CR-4 zoning	TEMP USE, Health Service including the provision of cannabis to patrons on-site	NO
HEIGHT	The height of the building must not exceed 12m nor 4 storeys	N/C	YES
FLOOR AREA	The floor area of every dwelling unit, excluding balconies, must be at least 33 m ² , measured from interior wall surfaces.	N/A	N/A
	The floor area of drycleaning, clothes-dressing and laundrette businesses must not exceed 210 m ²	N/A	N/A
FLOOR AREA RATIO	Floor space ratio must not exceed 1.4 to 1	0.54 to 1	YES
FRONT SETBACK	0m	0m	NO
REAR SETBACK	0m	5.94m	NO
SIDE YARD	1/4 of the height of a building that is over 4m in height, from an internal boundary for a side yard	N/A	YES
LANDSCAPING	That part of a lot lying within a required setback area from a street must be graded and landscaped unless that area is set aside only for the movement of motor vehicles.	N/C	NO
PARKING	Must be located in a rear yard	0	NO
	Subject to the requirements under section 7 For landscaping in the setback area from a street that adjoins a side yard	N/A	N/A

N/C = No change
N/A = Not applicablePLEASE NOTE THAT DATA PROVIDED ABOVE IS ONLY IN CONTEXT OF THE 1056A NORTH PARK UNIT, AND DOES NOT INCLUDE SITE/ZONING DATA FOR 1056B, AND 1802-1806 COOK ST.**FLOOR PLAN KEYNOTES:**

- INTERIOR MEASUREMENTS DETAILED ONLY. NO EXTERIOR DIMENSIONS TAKEN, EXTERIOR MEASUREMENTS ARE ASSUMED.



VICINITY MAP - Courtesy LTSA map

① Site - Context
1 : 100**FLOOR AREA**

Name	Area m ²	Area SF
MAIN FLOOR	42.4	456.1

② Floor Plan - Existing
1 : 50

③ South Elevation (NO SCALE)

S O L I D OUTREACH SOCIETY

NEX OUTREACH HEALTH EDUCATION HARM REDUCTION

1056 North Park St * V8T 1C6 * 250 – 891 – 9299 * info@solidvictoria.org

Feb 18 2020

Re: temporary rezoning application for 1056 North Park

Dear Mayor and Council,

This is a rezoning application for a "Temporary use permit (3yrs) for Health Service delivering comprehensive harm reduction for individuals with substance use disorder, including provision of cannabis to members onsite."

Description of Proposal

This rezoning is to address city zoning requirements for one part of our overall programs: *to allow us to distribute free and at-cost cannabis products to individuals to assist with withdrawal and/or reducing opiate use during the ongoing overdose emergency.* All our other peer-to-peer harm reduction services including support groups, access to safer use supplies and assistance accessing health services and income supports, are covered under the current commercial zoning at this address.

This proposal includes no changes to the infrastructure of this address. It is solely to meet city requirements for distribution of cannabis, while recognizing that our low-barrier therapeutic model for cannabis distribution is incompatible with current city zoning regulations that are limited to recreational retail uses.

The language of our rezoning request is intended to address a gap in current municipal zoning regulations that is geared towards recreational selling of cannabis, and which only allows distribution of cannabis with a 'cannabis retail storefront' zoning designation. This cannabis retail storefront designation is unsuitable to our service, which is aimed specifically at serving individuals who are currently denied access by recreation-oriented regulatory framework for cannabis which disallows subsidized and low-cost access to cannabis. (We are currently working with the province to address this regulatory issue for accessible cannabis).

A good analogy for this proposal is the difference between a liquor store as a retail service, and a managed alcohol program as a health service. We are seeking rezoning that is reflective of our distribution of cannabis as an overdose prevention tool that is a component of our low-barrier health services that serves individuals who often do not access health services elsewhere in Victoria.

This is a pilot overdose prevention project we are undertaking in consultation with researchers at UVic's Canadian Institute for Substance Use Research (see report attached), and with Chief Medical Health Officer Richard Stanwick (see letter of support attached). At this point, there is promising evidence showing the role of cannabis substitution in reducing the risk of illicit drug overdoses among those at most risk (see M-J Milloy 2020) and improving the health and wellbeing of individuals who use the program (see Pauly, Urbanosky and Nichol, 2019).

Community plan

Our service is compatible with community plan values of:

- Inclusivity and Accessibility: Respect and respond to the perspectives, values and needs of Victoria's many individuals, groups and communities.

- Individual Well-Being: Help ensure that all residents have secure access to basic needs, such as food, housing and services, as well as the skills and abilities required to flourish.
- Adaptive and Responsive: Remain flexible and adaptive and ensure that mechanisms are in place to deal with changing, unpredictable circumstances.

Benefits and amenities

Primary benefits to community include life-saving overdose prevention services for low-income and precariously housed residents. Further benefits include health benefits to individuals who use cannabis to limit and manage their use of illicit drugs.

Need and demand

The need for effective low-barrier overdose prevention services is acute in the blocks around our service. This location is walking distance from Pandora 900-block and downtown, where many low-income individuals who use illicit drugs reside. There is no current zoning at other locations that meets this particular requirement for Health Services including distribution of cannabis to individuals with substance use disorder. Under the current regulatory framework, any location where we provide this service would require a similar rezoning.

Neighborhood and Impacts

The cannabis substitution service enabled by this rezoning serves individuals who already reside in this neighborhood and within walking distance of this neighborhood. Impacts may include increased foot traffic on North Park via Vancouver 9am – 4pm Mon-Sat. Impacts also may include increased risk of loitering, petty theft and other infractions related to lack of income and housing in the surrounding area.

If we are not successful in rezoning to allow our cannabis substitution program to continue, this could result in a reduction of daily walk-ins to some degree. However, this will also negatively impact the health and well-being of those who continue to access our service, as individuals who access our services will be compelled to use available illicit street drugs due to lack of access to subsidized cannabis products that meet their needs for relief of psychic and physical pain. We are not convinced that suspending this program will reduce neighborhood impacts outlined above, though it may reduce somewhat the number of individuals accessing our service. It appears to us that opposition of some neighbors to our rezoning application is based on an opposition to the very presence of a service for people who are street-involved in the neighborhood (an issue that is not addressed by the rezoning process), and not specifically to our services or to the current rezoning application for our cannabis substitution program.

To address the neighborhood impacts outlined above, we have a street ambassador who does a regular block walk to ensure appropriate use of sidewalks by individuals who may be accessing our services. We also encourage members to stay inside our service at all times to discourage congregation on the street. Our service is designed to create a sense of belonging and community for individuals who do not have this – a sense of belonging that encourages mutual aid and mutual respect towards each other and to others in our community. This is always a process, but we believe we are assisting in creating this sense of working together with respect for all residents of North Park, including individuals who lack appropriate housing in our neighborhood.

Sincerely,

Mark Willson, Director of Programs
on behalf of SOLID board of directors

December 17, 2019

TO WHOM IT MAY CONCERN

Re: S.O.L.I.D. Outreach Temporary Use Permit Application

I am writing today in support of the temporary use application recently submitted to your office by S.O.L.I.D., a local organization providing support, education, and advocacy for our community members who use illicit substances. We understand that this application is currently under review by your office and I welcome the opportunity to share my support with you during the review process.

On April 14, 2016 Dr. Perry Kendall, Provincial Health Officer, under the *Public Health Act of British Columbia*, declared a Public Health Emergency because of the unparalleled number of deaths from opioid ingestion. Since that declaration, thousands of individuals have died in British Columbia from opioid overdose. This crisis has spawned a variety of responses such as making previously restricted naloxone readily available to the public and the creation of overdose prevention sites that were previously not allowed by law. Through community-based efforts by healthcare providers, people with lived experience, and elected officials, the number of fatal and non-fatal opioid overdoses has been blunted. Leveling an upward trend is not enough. Further progress to reduce the rate of overdoses has been realized through enhancements in care and treatment, drug testing and other facility-based interventions. Despite these efforts, the number of overdoses and overdose deaths remain unacceptably high.

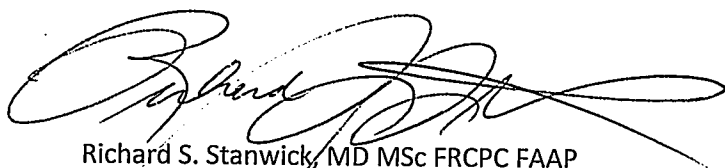
Our province supports the provision of pharmaceutical grade opioids under medical supervision as a form of harm reduction by ensuring both safety of supply and the opportunity to link people to care where they are receiving that safe supply. This accepted approach to harm reduction has been adopted locally by S.O.L.I.D., an organization of people with lived experience of substance use. S.O.L.I.D. provides harm reduction supplies, naloxone training, peer support, and other services. It also has been seeking out less dangerous means of addressing opioid dependency including withdrawal symptoms. They have gained experiential knowledge on using cannabis, a now legal product in Canada, as an alternative to opioid substitution that successfully addresses withdrawal, pain management, and at times replaces the ingestion of opioids. Their Cannabis Substitution Program only engages established opioid users and provides an opportunity to connect these individuals with supportive services including support groups, harm reduction supplies, supervised consumption services and linkage to care, if desired. The potential

benefits of this harm reduction initiative has attracted the attention of University of Victoria researchers and the interest of Island Health. It is notable that promising evidence is emerging from research studies on the potential efficacy of so-called cannabis substitution programs in providing equitable access to cannabis and reducing the risk of illicit drug overdoses among those at highest risk. Indeed, emerging evidence suggests that cannabis has a potential role as part of a broader strategy to support people who use other substances.

The Cannabis Substitution Program at S.O.L.I.D. faces a number of possible impediments to fully exploring the potential of this novel approach. An early and very significant one is that S.O.L.I.D. does not have the appropriate zoning for employing this cannabis alternative to individuals with established opioid dependency. The application submitted to your department aims to address this first of what likely will be a number of barriers to achieving mainstream harm reduction. Other challenges going forward will include ensuring a safe and sanctioned supply of product, as is being done with medically supervised pharmaceutical grade opioids.

As the physician tasked with serving our region as the Chief Medical Health Officer, I would be supportive of S.O.L.I.D.'s temporary use permit application with the City of Victoria be given serious consideration. Complying with legislation is a requirement for Island Health to engage and to work with S.O.L.I.D. in exploring and evaluating the potential of cannabis substitution to reduce overdose deaths in our region.

In conclusion, meeting legal requirements of the site is central to S.O.L.I.D., their research associates and health partners investigating a novel form of harm reduction for a contaminated and deadly drug supply on our streets.



Richard S. Stanwick, MD MSc FRCPC FAAP
Chief Medical Health Officer

c.c. Dawn Nedzelski, Chief Nursing Officer, Island Health
Sophie Bannar-Martin, Regional Manager, STOP HIV, Bloodborne Diseases/Harm Reduction,
Island Health
Bernie Pauly, Scholar in Residence, Island Health

A peer-run cannabis substitution program: Experiences and outcomes over the first year

Emily Nichol, BA

Research Associate, Canadian Institute for Substance Use Research, University of Victoria

Karen Urbanoski, PhD

Canada Research Chair in Substance Use, Addictions, and Health Services, Assistant Professor, Public Health and Social Policy, Scientist, Canadian Institute on Substance Use Research, University of Victoria

Bernie Pauly, RN, PhD

Professor, School of Nursing, Scientist, Canadian Institute for Substance Use Research, University of Victoria

In conjunction with **SOLID Outreach**

Research Funding Acknowledgement: Bernie Pauly's Island Health Scholar in Residence Award provided partial funding for this evaluation (2018/2019).

Updated September 8, 2019



**University
of Victoria**

Canadian Institute
for Substance
Use Research

Institut canadien
de recherche sur
l'usage de substances

Summary

High rates of overdoses in BC and elsewhere in North America over the past few years have made plain the shortcomings and lack of preparedness of health and social service systems for addressing the needs of people who use drugs. In response to these and other concerns, peer-run organizations are playing a lead role in shaping harm reduction and other support services in their communities. One example is the development and implementation of grassroots Cannabis Substitution Programs (CSP) – dispensing cannabis for therapeutic use by their members to substitute for the use of other drugs. [SOLID Outreach](#), a non-profit peer-run harm reduction organization in Victoria, BC, has been operating a CSP since December 2017. As part of an ongoing program of research conducted in collaboration with SOLID Outreach, we undertook an evaluation of the CSP in 2019. We conducted a secondary analysis of program records on participant experiences and their perceptions of positive and negative effects on their health and wellbeing, collected over the first year of program operations. The analysis identified a number of themes in people’s experiences of the program; primarily, participants reported accessing the CSP because they were interested in reducing their use of other substances, and many reported positive effects in this area. As peer-run organizations continue to shape community responses to substance use and overdoses, opportunities to evaluate the implementation and outcomes of such grassroots efforts should not be lost. While additional work is needed to investigate the differential effects of various cannabinoids and products, results from this evaluation add to a growing body of research pointing towards cannabis as a promising substitution agent in this population.

Introduction

Overdose deaths have been escalating in North America for over a decade (Rudd, Aleshire et al. 2016, National Institute on Drug Abuse 2019, Special Advisory Committee on the Epidemic of Opioid Overdoses 2019). The illicit drug overdose crisis in North America has had devastating impacts on individuals, families and communities including premature loss of life and even lowering life expectancy (Haskins 2019, Office of The Provincial Health Officer 2019). There were 11 500 opioid-related deaths in Canada between 2016-2018, of which 94% were deemed to be accidental (Government of Canada, 2019). The province of British Columbia (BC) is experiencing the highest rate of overdose deaths in the country with 1525 deaths in 2018. The province saw a dramatic rise in overdoses from 5.9 per 100,000 in 2012 to 30.3 per 100,000 in 2017 (British Columbia Coroner's Service May 15, 2019) prompting the BC Provincial Health Officer to declare a public health emergency in April, 2016 (BC Centre for Disease Control 2017, BC Ministry of Health April 14, 2016). Three years later, this state of emergency remains in effect. The high rate of overdose deaths continues unabated with an estimated four deaths per day in BC. Overdoses are the top cause of unnatural death in the province with illicit fentanyl detected in 87% drug overdose deaths in BC (British Columbia Coroner's Service May 15, 2019). Victoria, BC is one of the top three townships in the province impacted by overdose deaths.

For decades, people who use drugs have taken action to implement harm reduction measures in order to save lives and to improve health and well-being for members of their community (Friedman, de Jong et al. 2007). Collins et al (Collins, Clifasefi et al. 2012) describes two approaches to implementing harm reduction: top down and bottom up. There are many examples internationally, nationally and regionally where people who use drugs have driven harm reduction innovations through grassroots and drug user activism. For example, the establishment of harm reduction services to prevent HIV and overdoses by people who use drugs include needle exchange, supervised and assisted injection (Wood, Kerr et al. 2003, Kerr, Oleson et al. 2004, McNeil, Small et al. 2014). In response to the current overdose epidemic, grassroots activism and drug user organizing established "pop-up" unsanctioned sites in a few major cities in BC prior to legal sanctioning by the Ministry in 2016 (Wallace, Pagan et al. 2019). Zero deaths have occurred at any OPS and there is emerging evidence of deaths averted by harm reduction interventions (Irvine M, Kuo M et al. in press). It is anticipated that without such measures the rate of overdose deaths would be even higher. However, additional measures are needed to reduce the rate of overdose deaths. There have been calls by BC Provincial Health Officer for urgent decriminalization (Office of Provincial Health Officer, 2019) and the Health Officers Council of BC (2017) and Vancouver Police (2017) for safer supply initiatives.

The ongoing high rate of overdose deaths in BC is associated with an unsafe drug supply associated with the presence of fentanyl. Providing alternatives to the current unsafe drug supply is critical to take further action on overdose deaths. Initiatives to address the unsafe drug supply include the provision of drug checking strategies to reduce consumption of contaminated drugs as well as substitution programs that allow for individuals to substitute safer drugs in the context of a contaminated supply. Cannabis, a newly legal substance in Canada, has potential as a substitute for currently illegal drugs and as a strategy to reduce overdose deaths (Wiese and Wilson-Poe 2018). Lucas (2017) suggests that the rationale for cannabis substitution during an overdose epidemic is threefold "1) prior to opioid introduction in the treatment of chronic pain; 2) as an opioid reduction strategy for those patients already using opioids, and 3) as an adjunct therapy to methadone or suboxone treatment in order to increase

treatment success rates” (p.1). A time-series analysis conducted by Bachhuber et al. (2014) showed that US states allowing for medical cannabis use had a 24.8% lower mean annual overdose rate compared with other states. In this paper, we provide background re the history of cannabis in Canada, therapeutic uses and harms of cannabis, cannabis substitution programs and then describe the SOLID cannabis substitution program and findings of this peer run cannabis substitution program as a harm reduction strategy to reduce overdoses.

Background

History of Cannabis Use

The therapeutic benefits of cannabis have been documented in various cultures for centuries, recorded in historical texts with physical evidence of use dating back thousands of years in different regions around the world (Russo, 2007). Century-old accounts describe the use of cannabis in religious practices and rituals as well as the medicinal properties of the plant as an analgesic, anti-convulsant, appetite stimulant, mood booster, and anti-inflammatory (O’Shaughnessy, 1843; Von Bibra, 1855).

Despite increased popularization of cannabis for medical use in the 19th century (Grinspoon and Bakalar, 1993), an era of drug prohibition led to outlawing of cannabis in Canada in 1923 (Riley, 1998). The Canadian era of drug prohibition began prior to 1923 with the passing of the Opium Act in 1908. The 1908 Opium Act, was a race-based policy rooted in xenophobia used to target Chinese immigrants in British Columbia (Boyd, 2017). Criminalization of drugs became a tool of racial oppression, with harsh fines and lengthy sentences enforced by institutions with entrenched prejudicial values.

While research shows that cannabis use is similar across racial groups (National Survey on Drug Use and Health, 2013), Black and Indigenous peoples have historically been overrepresented in the prison system for possession across the country (Browne, 2018). Prior to cannabis legalization in Canada, a 2017 *Toronto Star* investigation found that despite the fact that White people represented over half of the population of Toronto, Black people were three times more likely to be arrested for possession of cannabis with no prior criminal record (Ranken and Contenta, 2017). Noting that discrimination leads to lack of access to private spaces creating higher visibility on the street, Gordon (2006) contends that drug enforcement of minority groups was a means of social control, and a tangible way to “other” certain social groups who are already racialized, potentially impoverished or marginalized in other ways.

In the past, scientifically inaccurate portrayals of cannabis as a gateway drug (leading to the use of “harder” drugs, like cocaine and heroin) have predominated (Kandel, 2003). Media campaigns based on the gateway narrative sensationalized cannabis use in an attempt to stigmatize behaviour (Yzer et al., 2003). The public health resistance to endorsing mainstream use of cannabis for recreational and medicinal purposes has long been a matter of political interest rather than policy borne out of scientific evidence linked to associated harms (Boyd, 1991). While there are still many unknowns, the available evidence points toward *both* benefits and harms associated with cannabis use that are based on an analysis of different situations and circumstances. As societies move toward more balanced approaches to policy and regulation of cannabis, misconceptions of cannabis use are being dismantled, creating new opportunities to better support communities that may benefit from its therapeutic properties.

Therapeutic Uses and Harms

A number of robust systematic reviews are available evaluating the evidence base for the therapeutic use and harms of cannabis use (for example, see National Academies of Sciences, 2017; World Health Organization, 2016). We provide a brief summary here to establish the context of the evaluation.

Several studies have found that the primary reason patients access medical cannabis is to treat chronic pain (Reiman, 2009; Haroutounian et al., 2016; Piper et al., 2017; Lucas and Walsh, 2017). There is evidence to suggest that cannabis is as, if not more, effective than opioids for pain, with the added benefit of less severe side-effects (Lau et al., 2014). Patients also report accessing medical cannabis for other concerns include anxiety, depression, and sleep problems, demonstrating a mounting interest in using cannabis to treat mental health conditions (Walsh et al., 2017). Cannabis has also been used as an effective appetite stimulant for people living with HIV and those undergoing treatment for cancer (Whiting et al., 2015).

While risks of overdose are minimal with cannabis, there are some potential harms associated with cannabis use. Individuals may experience temporary memory and psychomotor function impairment (Crean, Crane, and Mason, 2011) with potential for long term respiratory and bronchial problems when smoke inhalation is the primary method of administration (Tetrault et al., 2007). It should be noted that cannabis may not be suitable across all demographics and conditions, particularly for youth who are more susceptible to long-term cognitive impacts on the developing brain (Ammerman et al., 2015) and individuals with a pre-disposition to psychosis (Le Bec et al., 2009; Shah et al., 2017) as well as pre-existing respiratory problems when smoking is the main mode of consumption. While decreasing substance use of any kind is encouraged during pregnancy, literature surrounding cannabis use in pregnant women is contested, with mixed findings that while women report using cannabis to treat morning sickness, maternal cannabis use poses potential risks to the fetus (Mark and Terplin, 2017).

Cannabis Substitution Programs

The concept of substitution comes from economics theory describing how the availability of one product affects public demand for another as a result of decriminalization, increased availability and access (Hursh et al., 2005). In the context of substance use, substitution refers to “a conscious choice made by users to use one drug instead of, or in conjunction with another based on: perceived safety, level of addiction potential, effectiveness in relieving symptoms, access and level of acceptance” (p. 654, Lau et al., 2005). There is long history of therapeutic services that draw from substitution effects in the context of substance use, and a broad evidence base to support them. Examples include nicotine replacement therapy and opioid agonist therapy (predominantly buprenorphine/naloxone or methadone). There is growing interest and evidence supporting a role for cannabis as a promising substitution for other drugs, including alcohol and opioids.

The importance of evidence-based strategies for reducing harms of substance use cannot be overstated. On top of high levels of morbidity and mortality related to alcohol in Canada (costing Canadians an estimated \$15 billion annually), BC and North America are experiencing high levels of overdoses associated with strong synthetic opioids in the illicit drug supply. While service providers and organizations have responded to open supervised consumption and overdose prevention sites, and to enhance the reach and distribution of naloxone, rates of death are not declining. With high morbidity and mortality associated with illicit drug use, cannabis has the potential to be an effective harm reduction strategy to support those who use drugs (Wiese and Wilson-Poe 2018).

As noted, there is growing evidence supporting the substitution effects of cannabis for other substances? A self-report survey from medical cannabis dispensaries in Canada found that 41% of respondents reported using cannabis in place of alcohol, and 36.1% reported substituting cannabis for illicit drugs (Lucas et al., 2013). Common reasons patients favoured cannabis over other substances included perceptions of better symptom management and minimal withdrawal (Mikuriya, 2004; Reiman, 2009). Rieman and colleagues (2017) found that 80% of medical cannabis users reported cannabis to be more effective than opioid-based pain medication for treating chronic pain conditions, and were able to use less opioids as a result. Interestingly, jurisdictions that have legalized cannabis appear to show substantial reduction in rates of prescription drug use (Bradford and Bradford, 2016).

As noted earlier, a time-series analysis conducted by Bachhuber et al. (2014) showed that US states allowing for medical cannabis use had a 24.8% lower mean annual overdose rate compared with other states. Additionally, population health studies illustrate benefits of legal cannabis for public health and safety, with demonstrated effects of reduced rates of suicide (Anderson, Rees, and Sabia, 2014), automobile fatalities (Santaella-Tenorio et al., 2017) and violent crime (Morris et al., 2014) associated with substitution of cannabis for alcohol and other harmful substances. Together, this emerging body of evidence points toward a potential role for cannabis as part of a broader strategy to support people who use other drugs.

Stigma and Access to Cannabis

Despite increasingly progressive policy, stigma surrounding cannabis use has persisted. The most commonly cited barriers to acquiring cannabis are stigma and cost, signifying a need for better access to a safe supply, particularly for those in lower income brackets (Belle-Isle et al., 2014). Qualitative research examining what patients like least about medical cannabis have yielded similar findings, with patients noting difficulties accessing cannabis when on a fixed income, and internalized concerns such as “feeling like a criminal” (p. 572, Piper et al., 2017). While there is a dearth of recent literature examining physician support for prescribing cannabis in Canada since legalization, US studies have found that patients report feeling a lack of physician support and concealing their cannabis use due to perceived judgement (Lau et al., 2015; Piper et al., 2017). In a 2015 Canadian needs assessment, physicians expressed desire for knowledge regarding dosing and treatment plans, suggesting gaps in clinical knowledge that could potentially inhibit patient access (Ziemianski et al., 2015).

Shifting the conversation around cannabis from one based solely on harms to a more balanced one that also incorporates therapeutic properties has the potential to improve public perceptions, increasing access and availability. For example, in a discussion about the remedies of ayahuasca, Tupper (2008) presented a metaphor considering drugs as tools to create space for policy that realistically assesses risks and benefits of a substance by shifting focus away from a deficit perspective which views all drugs as inherently dangerous. Conceiving of cannabis as an “exit drug” or a “gateway to healing” could open up the space for opportunities for improved individual and population health, supporting a compassionate approach to treating problematic substance use (Lucas, 2012). This puts into clear perspective the use of cannabis as a harm reduction strategy for people who are currently using illicit drugs.

SOLID Outreach’s Cannabis Substitution Program

As part of their broader role in outreach, advocacy, and health education in support of people who use drugs in Victoria, and in response to the ongoing public health emergency involving overdoses, [SOLID Outreach](#) started a CSP in December 2017. The program was initiated by SOLID Outreach as a community, peer-based approach to supporting the health and well-being of their community of people with lived/living experiences of substance use. The purpose of the program was to test cannabis's potential as a substitution for more harmful substances, to improve health outcomes and reduce the risk of overdose. It is run by peers for peers. SOLID approached cannabis suppliers to enlist support for the program, and to request a free supply of cannabis. The majority of SOLID members live in poverty, and many are homeless or at risk homelessness. Because of this it was very important to the success of the program that cannabis be offered free of charge to participants. Participating suppliers came from local, provincial, and national sources. Initially, the program was offered on weekends, and participants could access joints and edibles. By mid 2018, the program had expanded operations to 5 days/week, making cannabis available free of charge on weekdays. SOLID staff also refined the program and its eligibility, to maximize access to those who were using cannabis to replace other drugs.

Over the course of its first year of operations, participants were asked to complete questionnaires that asked about their history of drug use and previous experiences with cannabis. Forms also invited participants to comment on how the program has affected their drug use, other effects that they have noticed, and what they hope to gain from the program.

Early on in the development of the CSP, our research team, located at the Canadian Institute for Substance Use Research (CISUR), were consulted by SOLID Outreach to assist with design of an internal evaluation to support the implementation of the CSP and examine its effects. The evaluation consisted of a secondary analysis of data collected on program forms from 172 participants who accessed the CSP during 2018. We used mixed quantitative and qualitative analysis to characterise participants' reasons for using the CSP and their perceptions of positive and negative effects on their health and wellbeing. This research was approved by the Research Ethics Board at the University of Victoria.

Findings

Substance use and reasons for entering the program

Participants reported using a variety of substances when they entered the CSP, most commonly illicit opioids (including heroin, fentanyl, and a variety of prescription opioids), followed by amphetamines, cocaine, and alcohol (Table 1).

Table 1: Substances reported by CSP participants at intake

Substances	n
Opioids (excluding methadone/methadose)	70
Crystal methamphetamine or speed	69
Cocaine	51
Alcohol	46
Methadone/methadose	25

Anti-depressant/Anti-anxiety (Valium, Xanax, Mirtazapine, Trazodone, Aventyl, Paxil, Lorazepam, Venlafaxine, Prozac, Sertraline, Effexor)	19
Club Drugs (LSD, MDMA, PCP, Ketamine, GHB)	16
Anti-psychotic (Seroquel, Clopixon, Quetiapine)	7
Benzodiazepines (unspecified)	2
Adderall	2

* not mutually exclusive; one person could report multiple substances

People reported being interested in the CSP for a variety of reasons, most prominently to support them in **reducing or stopping their use of other substances** (Table 2). Commonly expressed sentiments were “I want to be opioid free” and “to keep me away from hard drugs.” Some participants identified wanting to reduce their use of pharmaceuticals (prescribed or otherwise), believing cannabis to be a healthier, safer alternative. One participant stated, *“I think it's better for my body to put as little amount of prescription pills in my body as I can. Also to stop using any other drugs. I'd like to only be using cannabis.”*

Table 2: Reported reasons for accessing CSP

Reasons	n
To get off drugs, reduce drug use/overdoses	75
Pain management	50
Improved health, better sleep and appetite	23
Reduce anxiety/depression symptoms	22
Save money	20
To find best way to consume	12
Be happier, more social, fewer mood swings	7
Reduce PTSD/ADD/ADHD symptoms	6
Reduce use of pharmaceuticals	6
Reduce stress	5
Get social support	5

* not mutually exclusive; one person could report multiple reasons

Interest in using cannabis to **treat both physical and mental health conditions** was also prevalent among participants. Fifty participants hoped cannabis would be an effective pain management strategy, with several participants listing some form of pain medication as part of their current drug use (as noted in Table 1). Similarly, nearly 10% of participants reported being prescribed an anti-depressant or anti-anxiety medication, with 22 participants hoping to relieve symptoms of anxiety and depression. A handful of participants reported wanting to reduce stress. Participants shared optimism in the program, stating *“to help me cope,” “to maintain balance,”* and *“to be happy once again”* as reasons for wanting to join the CSP. To improve overall health including better sleep and appetite were also common responses.

Echoed among participants was the **desire to save money**. One person stated, “I’m on PWD [Persons with Disabilities support] so I cannot afford to supply myself with cannabis.” Others similarly shared “no income” and “can’t afford it” as reasons for accessing the CSP. Some participants felt that using cannabis would help them to be happier, be more social, and have fewer mood swings, while others wanted to find the best way to consume and learn more about the therapeutic benefits of cannabis, expressing interest in cannabis as a form of treatment but having little knowledge about it.

Program outcomes

Participants were generally positive about their experiences in the program and perceived a variety of improvements to their health and well-being (Table 3). Participants were not unanimous in endorsing any given effect. Below, we summarize the diversity of outcomes that people reported over their involvement with the CSP.

Table 3: Reported program outcomes

Outcomes	n
Reduced use of other drugs	58
Better sleep	47
Better pain management	41
Better appetite, healthier eating	39
Less anxiety, less stress	15
Better mood, fewer mood swings	13
Better control of withdrawal symptoms	13
Fewer cravings	11
Reduced use of pharmaceuticals	6
Better general health	5
Better social interactions	3
More energy	3
Better money management	2
More creativity	1

* not mutually exclusive; one person could report multiple outcomes

Of the 71 participants who answered the question regarding **changes in drug use**, 58 attributed a decrease in drug use to the CSP. While some participants found that their drug use declined minimally, others noted that it was eliminated entirely. One person stated, “I have cut down on cocaine to once a week. I have been weaning down on Methadose...since the legalization of cannabis, it is not so stigmatized.” Another shared, “Over the years I have pretty much tried everything under the sun. My main choice is crystal meth and weed. But since starting the program, my meth use has gone way down to nothing.” Others said, “I have been clean for 5 days. This program works,” and “my drug use is down 100%.” Regarding withdrawal, several participants identified reduction in symptoms and described cannabis as an important aid in reducing their use of other drugs. As an effective pain management strategy, some participants noticed that they did not need to rely as much on their drug of choice. One person said that they “reduced [their] alcohol use 2/3rds because of less pain” while others stated, “drinking has lessened, using less painkillers with no withdrawals physical or mental” and “I used to have

to take Morphine 4 times daily. Now I am completely off Morphine. I would end up using again if it wasn't for cannabis. The edibles have been a big help." Others attributed their success in the program to a reduction in the use of pharmaceuticals after having regular access to cannabis. One participant stated, "I have ceased self-medicating with side effect heavy pharmaceuticals and also resist peer pressure daily to consume illicit drugs." While the vast majority of participants noted positive changes in drug use, one person found that cannabis use led to increased consumption of alcohol.

Several participants commented on **improvements in the length and quality of their sleep** upon being in the CSP, reducing the need for use of other drugs. One participant explained "it can give me a better alternative than opioids to help get and stay asleep. Also helps calm my nerves and anxiety I get from lack of proper sleep." Similarly, another respondent stated, "sleeping is better so less use of pain meds." In addition to reduction in drug use, adequate sleep resulting from cannabis use appeared to help participants in other domains of their life. For instance, one participant noted, "I am able to sleep 8 hours successfully - insomnia is regulated. This helps with work, social, and progress." Some participants identified having sleep conditions with symptoms that cannabis was able to alleviate; for instance, insomnia and sleep apnea became less severe for those who used cannabis at night.

Many participants noticed **changes in their appetite and diet** as a result of using cannabis. Common responses involved being able to eat on a regular schedule, regulating weight, and having a stronger appetite. One person with an abdominal hernia that caused nausea reported that cannabis helped them to sustain a healthy intake of food. For others, cannabis was found to improve diet and consumption of healthy food. Cannabis also was perceived to help with low appetite caused by depression and prescription medication containing side effects of nausea.

Others cited **improvements in mental health** and reduced use of psychiatric medications (perceived as a positive outcome). It was noted that cannabis eliminated the need for prescription drugs, with statements such as, "I don't need to take a benzodiazepine drug every time I have a panic attack; I just keep smoking and eating cannabis and it works better" and, "I no longer take any anxiety meds and I'm also on a taper off Methadone." While some participants noticed no change in their mental health, many reported improvements to their overall wellbeing, with a reduction in the intensity of their depression and/or anxiety. One participant found that daily cannabis use helped them cope with PTSD triggers and resulting emotional pain. General stress was eased, with participants indicating that cannabis had a relaxing effect on mood. Some participants identified that certain strains had more positive effects than others, with a desire to learn about the nuances of THC and CBD dosing. One patient reported having an episode of psychosis initiated upon smoking cannabis.

Better overall mood was described by participants, with some perceived cognitive improvements such as enhanced memory, logical thinking and decision-making abilities. Participants reported having a clearer mind and more positive social interactions, with fewer mood swings or bouts of anger. Some participants found that the community at SOLID and their involvement in the program provided solace, as a result of feeling connected to others in similar life circumstances. The weekly check-ins were seen as a positive way to process emotions. Improvements in mental health led to major life improvements in some cases, exhibited by one person who stated, "I am able to keep housing, and am now holding down up to 10 hours of work, volunteer or community work. I am stabilizing my friendships and building community." One person noted that they felt using cannabis helped stimulate their creativity.

For participants who reported struggling with chronic conditions or various physical ailments, cannabis was perceived to **help substantially with pain management**. Headaches, back pain, joint pain, pressure

from hernias, pain from nerve damage, and general body aches and discomfort were assuaged with the use of cannabis. Participants reported higher energy levels, with more time spent being active and productive.

Finally, a number of participants reported **reduced financial stress**. One person stated, *“Being of PWD, I usually don’t have much money by month end, so being able to access THC daily is a relief”* while another shared *“Cannabis really helps me with my depression and ADD. I am on Disability so I don’t have money.”* Having access to free cannabis meant being able to prioritize both health and food necessities for one participant who stated, *“with cheaper and some free-of-charge cannabis, I have already started to buy better food. It is a bit of a toss-up between being in pain or being hungry sometimes.”* A few participants noticed that having access to free cannabis meant that they did not need to spend money on other drugs, resulting in less financial strain associated with reduced use of illicit substances.

Discussion

SOLID Outreach’s CSP was developed in response to the national overdose epidemic which has seen hundreds of lives lost in recent years. To better support PWUD, SOLID Outreach sought to bring free cannabis to a community of people with fixed incomes, many of whom are homeless, to ensure low-barrier access to a safe supply. The purpose of the program was to test cannabis’s potential as a substitution for more harmful substances, to improve health outcomes and reduce the risk of overdose. Collectively, participants had an extensive history of illicit drug use over time, exacerbated by the effects of mental illness, poverty, homelessness, racism, and stigma associated with drug use. The CSP provided a reprieve, with most participants reporting a reduction in their drug use ranging from minimal to no longer using. Reductions in drug use may be attributable to participants’ having fewer cravings and withdrawal symptoms associated with their drug of choice, and experiencing alleviation of other health conditions that have been linked to drug use (such as chronic pain and poor sleep). Several participants reported improved sleep which created a domino effect of improvements in other areas of their life, in addition to having a healthier appetite and diet. Changes in mental health were seen with many participants experiencing less anxiety, depression, and PTSD, as well as better mood. Such improvements for some meant no longer needing to rely on pharmaceuticals for mental health conditions, a finding that warrants further attention to assess effects in the longer term.

Another important area in which the CSP may exert its effects is in lowering the high levels of social exclusion and dislocation that is experienced by people who use drugs. This can be expected to translate into other tangible benefits to health and wellbeing, such as those named above. A few participants noted improved social interactions with less mood swings, and found the community at SOLID to be a critical source of social support and comradery. Encouraging interactions with supportive, non-judgemental staff at SOLID were found to be a positive aspect of the CSP.

One of the key strengths of the CSP, designed by peers for peers, is that it has successfully explored cannabis substitution within the context of the realities faced by people who use drugs and live in poverty. Such services and supports for those who experience numerous barriers to health have the potential to generate improvements in overall population health by reducing health inequities. Many participants reported homelessness and low income as stressors in their life, and found the CSP benefited them by eliminating the concern of being able to afford cannabis. By having access to a safe supply at no cost, participants were able to experience health benefits of cannabis use, reallocate their

earnings to things like food, and save money that would have otherwise been spent on illicit substances, resulting in less financial stress.

Participants exhibited incredible self-awareness in understanding what perpetuated their drug use. Trauma, anxiety, big life transitions such as homelessness, death of a loved one, or job loss were listed as reasons for using illicit drugs, and were associated with periods of higher use. Overwhelmingly, participants found that cannabis was an effective substitute for managing life stressors, and identified a preference of cannabis over other substances when given the choice. While some participants perceived cannabis use to be less stigmatized than other drugs, others expressed desire for changes in continued negative attitudes about cannabis consumption within a harm reduction context. Acceptance by the broader community was indicated as being an important part of access for some. Of participants that were asked about how the program could be improved, most said greater availability during the week.

This evaluation is not without limitations. Within the confines of this evaluation, we were unable to access a control or comparison group of people who did not access the CSP. As a secondary analysis of existing program data, we were limited to using what was available; repeated assessments of individuals to assess within-person changes over time was not possible with available data. Those who had negative experiences with the program would be more likely to drop-out, and not provide data. Further study of this program is warranted.

Despite these limitations, this evaluation generated valuable information that will be helpful to SOLID Outreach as the CSP evolves over time. More generally, as peer-run organizations continue to shape community responses to substance use and overdoses, opportunities to evaluate the implementation and outcomes of such grassroots efforts should not be lost. They contribute to the rapidly growing body of evidence on cannabis post-legalization in Canada, as well as to our knowledge of different approaches to responding to the high rates of overdoses. They generate hypotheses for further research and help to direct research into areas that are valued by the community.

Conclusion

This study demonstrates the effectiveness of a peer-run cannabis substitution program initiated as a harm reduction approach to support people who use illicit drugs and alcohol. Run by and for people who use drugs, the CSP is a unique, low-barrier community service offering cannabis at no cost in an accessible location. Participants involved in the study reported long-term substance use and related problems, made worse in the context of poverty, racism, and mental illness. Key reasons for accessing the CSP were to reduce drug use and risk of overdose, as well as to help with physical pain and mental health. Key outcomes of the program aligned with its primary objective to reduce drug use and risk of overdose. Impressively, the vast majority of participants found cannabis to be an effective substitute for illicit drugs and alcohol, as well as pharmaceuticals for some. Fewer cravings and better management of withdrawal symptoms were reported. Other health improvements were seen in conjunction with cannabis use, including effective pain management, better sleep and appetite, and improved mental health. Benefits of social support and positive engagement with staff were noted. Of concern was that one person experienced psychosis associated with cannabis use, and one person found that their drinking increased in combination with their cannabis use. Desire for greater availability during the week and changes in societal attitudes about cannabis use illustrate the value of the CSP to the community, as explicitly stated by those accessing the service. While additional work is needed to investigate the differential effects of various cannabinoids (e.g., THC, CBD) and products (e.g., edibles, concentrates,

dried herb), results from this evaluation add to a growing body of research pointing towards cannabis as a promising substitution agent in this population.

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NORTH PARK NEIGHBOURHOOD ASSOCIATION

Mayor Helps and Council
City of Victoria
No. 1 Centennial Square
Victoria, BC
V8W 1P6

January 22, 2020

Re: Temporary Use (3 years) Permit for 1066 North Park St/1802-06 Cook St. for Health Service (SOLID)

Dear Mayor Helps and Council;

The North Park Land Use Committee (CALUC) held a public meeting on January 16 of this year to review an application for a Temporary Use (3 years) Permit at the above noted address. **Forty** people registered their attendance at the door.

Based on our understanding the applicant, SOLID, is applying for a 3 year Temporary Use Permit for a Health Service that delivers comprehensive harm reduction to individuals with substance abuse disorders. Part of the treatment includes the onsite supervised provision of cannabis. The use has been operating in contravention of the City's Zoning Bylaw since opening in July of 2019, and the applicant is now trying to remedy the situation by applying for the Temporary Use Permit.

Mark Wilson and Jack Phillips of the SOLID Outreach Society began the meeting by outlining the history of SOLID from its founding in 2003 to its quick expansion in 2015 with the outbreak of the opioid overdose crisis. A handout titled "Cannabis Access and Use During a Community Wide Overdose Crisis" was handed out as information to attendees.

A number of North Park residents and North Park Village business owners voiced opinions regarding the proposal. The NPNA also received several emails regarding the proposal as well.

Comments and concerns expressed at the meeting and by email include:

- A dramatic increase in crime, including property crimes, vandalism, and illicit drug use in the Village and surrounding residential area, including business washrooms, that seems to have coincided with SOLID's opening at the subject site.
- An increase in discarded syringes in the area surrounding the subject site as well as illicit drug use.
- Personal accounts of threats, assaults, violent robbery, and defecation on private property in the vicinity of the subject site were heard.
- People observed openly smoking and using drugs in the immediate vicinity of the subject site including the deck of the building where SOLID operates.
- That SOLID seems to work as a "magnet" drawing drug users from the 900 block of Pandora to North Park Village.
- The correlation between the arrival of SOLID at its current location and the recent spike in crime may not be demonstrable.

- Displacement of persons from the 900 block of Pandora cited as a possible contributing factor.
- Several residents suggested that SOLID's location in North Park is not well suited to the neighbourhood, citing the proximity of: George Jay School and school children who walk through the area where SOLID operates; family and affordable seniors housing in the 1000 block of North Park St; Logan's Pub and liquor store and Ocean Grown cannabis dispensary in the Village; Anawin House, a transition house for those recovering from homelessness and drug addiction; and, the recently approved development of a home for persons with anxiety disorders a couple of doors down on North Park St.
- Fear expressed of losing local businesses in the Village as a result of increased crime etc.
- Questions were raised concerning the City's Zoning Bylaws and the need for a City Planner to attend future meetings to explain them.
- Various pleas and appeals for increased compassion for this marginalized population were also heard, including that the Temporary Use Permit be allowed for a one year minimum but not 3 years.
- Appeal to the City to help find a suitable location for SOLID.

SOLID representatives Mark Wilson and Jack Phillips denied allegations of on-site illicit drug dealing and expressed a willingness to co-operate with neighbours in solving future issues as they arise. They also suggested that if they were not serving the community as they are, the present situation would deteriorate rather than improve.

Upon summation of the numerous challenging and negative experiences in the vicinity of the subject property, and how they seem to have coincided with SOLID's arrival in the area, many agreed that it would **not** be helpful to have zoning in place to permit SOLID to remain on the property even on a temporary basis.

Recommendation

In light of the comments, views and concerns expressed at this meeting it is the recommendation of the North Park Neighbourhood Association, as represented by its Board, that the application to allow a 3 year Temporary Use Permit for Health Service at the subject site be **rejected** by Mayor and Council.

Sincerely;

Harold Stanley
NPNA Board Member and CALUC representative.

From: [Eleni Gibson](#)
To: [Michael Angrove](#)
Cc: [Board; Sarah Murray, NPNA Community Coordinator](#)
Subject: Re: TUP00015 - 1802 Cook St/A-1056 North Park St
Date: July 22, 2020 1:30:10 PM
Attachments: [image001.gif](#)
[image002.png](#)
[image003.gif](#)
[image004.gif](#)
[image005.gif](#)
[NPNA CALUC It Jan 16 2019.docx](#)

Hi Michael,

Thank you for your prompt response.

The board has asked that I reiterate their position on this issue, and to note that the CALUC letter (attached) was written before the COVID-19 pandemic and there have been recent developments in the neighbourhood that relate directly and indirectly to this TUP application:

- Establishment of 4 temporary indoor sheltering locations to comply with the Province's order to transition unhoused residents from Pandora Green and Topaz Park; 3 of these locations have been purchased by BC Housing and are likely to become permanent housing for these tenants;
- A large number of tents have appeared in Central Park to house the growing number of people experiencing homelessness for whom indoor sheltering options have not yet been identified;
- The shutdown of Pandora Green camping as of May 18th. Remediation (to address the drug paraphernalia left behind) of the area has yet to be done, with no indication of when or how this will happen.
- An increase in crime across Victoria since the COVID-19 pandemic began, compared to the same time last year:
 - Business break and enter +567%
 - Theft of Auto +42%
 - Theft from Auto +26%
 - Mischief + 4-%
 - Robbery +56%
 - (source: <https://vicpd.ca/2020/05/08/vicpd-releases-covid-19-crime-statistics/>)
- Finally, as the death rates from overdoses have soared, the Province has issued safe supply guidelines and Island Health is now able to provide the free safe supply to drug and alcohol users.

While these events are independent of the activity at SOLID, they all illustrate the concentration of services for those experiencing homelessness and addiction in our neighbourhood. While these services are needed and necessary for Victoria and the region, this concentration is leading to a perception of increased crime and reduced safety by residents, which is backed up by police data. The NPNA would like to restate its opposition to a Temporary Use Permit being granted for SOLID.

Thank you,

Eleni Gibson, MCP
Land Use Planning Advisor

North Park Neighbourhood Association

2 [REDACTED] | <http://npna.ca/>

On Thu, Jul 16, 2020 at 2:42 PM Michael Angrove <mangrove@victoria.ca> wrote:

Hi Eleni,

We required additional information from the applicant after submission. We have now received the information and I am writing the Committee of the Whole report, but since Council breaks for August it isn't likely to go to COTW until September.

Thanks,

Mike Angrove

Senior Planner

Sustainable Planning and Community Development
City of Victoria
1 Centennial Square, Victoria BC V8W 1P6

T 250.361.0285 F 250.361.0386

Please think before you print



From: Eleni Gibson [REDACTED]

Sent: July 16, 2020 2:14 PM

To: Michael Angrove <mangrove@victoria.ca>; Development Services email inquiries <DevelopmentServices@victoria.ca>

Subject: TUP00015 - 1802 Cook St/A-1056 North Park St

Hi Michael/Development Services,

I'm working for the North Park Neighbourhood Association on land use issues, and I'm hoping to get an update on one of your files. TUP00015 is for the provision of Cannabis use on-site at 1802 Cook St/A-1056 North Park St. The general consensus of those who attended the CALUC meeting was for Council to reject the application, but there has been no updates on the file since March. It was our understanding that Temporary Use Permits were generally dealt with quickly to avoid illegal use if Council ends up rejecting an application.

Do you have any updates on the timeline of this application?

Thank you,

Eleni Gibson, MCP

Land Use Planning Advisor
North Park Neighbourhood Association

Heather McIntyre

From: Christine Warde [REDACTED]
Sent: January 6, 2020 12:32 PM
To: [REDACTED] Victoria Mayor and Council
Subject: Solid Outreach proposal

Categories: Awaiting Staff Response

Hi good folks of our fine city!

We just received the proposal for Solid Outreach moving around the corner onto Cook Street.

As a property owner, business owner, and a general non-commercial citizen, I want to whole-heartedly support the proposal.

Solid being in our diverse neighbourhood has not impacted our business one bit (unlike Logan's!), and I think they are fulfilling an essential and very important role for those with addiction issues.

Having a larger space will give them more opportunity in their care plans, and to be able to help more people at once, which is integral to keeping these folks supported, and more importantly, alive.

They deserve as much support as can be garnered for them, and I hope that people that are uncomfortable with certain parts of our society, and neighbourhood, don't slam down the proposal out of fear or innocent ignorance.

Thank you for your consideration.

Sincerely,

Christine

North Park Bike Shop | 1833 Cook Street | Victoria, BC | ([REDACTED])

Bay St. Castle Building Centres
220 Bay St., Victoria, BC V9A 3K5
Phone: [REDACTED]
Fax: [REDACTED]

Bay St.
castle

Cook St.
castle

Cook St. Castle Building Centres
1720 Cook St., Victoria, BC V8T
Phone: [REDACTED]
Fax: [REDACTED]

To whom it does concern,

We are unable to endorse the rezoning application submitted by Solid for the building at the corner of Cook St. and North Park St. While we recognize the need for a variety of prescribed health treatments, North Park and adjacent areas have become saturated with an uneven proportion of these treatment facilities. All agencies, government and private, at all levels should be looking at other areas of opportunity. If the goal is to provide treatment and care for **all** areas of Victoria then housing, injection sites, marijuana dispensaries, long and short term care should be in **all** areas of Victoria. It is already challenging to conduct business in the neighborhood. This rezoning and subsequent licensing would not be a benefit to the North Park neighborhood.

Regards,



Vicki Hagel
Owner and Operator
Cook Street Castle

Heather McIntyre

From: Ben Jestico [REDACTED]
Sent: January 21, 2020 6:45 PM
To: [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
Subject: ValueOurVillage - North Park - Concerns Regarding SOLID Outreach Society Temporary Permit Application
Categories: Awaiting Staff Response

Hello,

My name is Ben Jestico and my wife and I live at 19-1019 North Park Street. Unfortunately, I was unable to attend the recent North Park Community Association meeting on January 16, 2020, but I see on the agenda that the SOLID Outreach Temporary permit application was discussed and is currently under review with the City.

I would like to voice my concerns around this application. My wife and I are young working professionals in our early 30s and we purchased our townhome in early 2017. In the first two years of living in the North Park Community we were very supportive of the City's approach to densify downtown and the surrounding areas and we were very open to land use changes proposed. We were also very happy with the mixed land use and dynamic makeup of the North Park area and feel it represents what makes our city so appealing. We hope to one day start a family that will also grow up in this community and add to the culture and character of North Park.

That being said, since SOLID Outreach has begun operating, we have seen a noticeable negative impact on our community. Our car has been broken into multiple times over the last year and there have been multiple instances of SOLID members causing disturbances and displaying threatening behaviour on our block. We are concerned about our safety and the safety of others including young children and seniors who walk along our block every day. We live next to a subsidized housing complex operated by Pacifica Housing, which is home to families who need additional housing support including those with disabilities and newcomers to Canada. We enjoy the diversity and dynamic makeup of our community but feel like these vulnerable populations may also be negatively impacted by SOLID's continued operation.

We enjoy living downtown and are not oblivious to the fact that many individuals face significant challenges and struggles with addiction, and we were aware of the dynamic makeup of this community before we purchased our home. We are supportive of the work that Our Place and other nearby services in our community continue to do for these vulnerable members of our City. However, while noble in cause, I believe that SOLID's continued operation will bring more issues into our North Park community than it can actually support, and it may not be providing sustainable, realistic solutions to these vulnerable members of our community.

In conclusion, we do not support SOLID Outreach's Temporary Permit Application and do not think that the current location is suitable for the services that SOLID is offering.

Thank you,

Ben Jestico

Brittany Schina

19-1019 North Park Street

Victoria, BC

August 31, 2020 – International Overdose Awareness Day

Re: temporary re-zoning application for 1056 North Park Street

Dear Mayor and Council Members,

This letter is in support of the re-zoning application by SOLID Outreach Society to allow for the continued provision of cannabis products from 1056 North Park Street as part of SOLID's broader harm reduction programming.

As a community partner who has worked with SOLID for many years, it has been such a privilege to watch SOLID grow and develop as an organization, particularly over the past 5 years. SOLID has significantly increased their reach in the community to combat the ongoing deadly overdose crisis. Their innovative efforts to increase accessibility of cannabis products to people put at severe risk of overdose due to criminalization is part of a continuum of care that we need to save lives and improve quality of life for many of Victoria's residents.

My experience of spending time at the SOLID offices at 1056 North Park is that it is a positive community hub where services are run effectively and efficiently- a high volume of individuals access the cannabis program and I have witnessed no evidence of neighbourhood disturbance. On the contrary, it is clear that people accessing SOLID for cannabis support are grateful, respectful and invested in the service's success and continuity.

I urge you to offer your support to SOLID's work by granting their re-zoning request and by acknowledging the critical leadership they demonstrate each day in working for a more equitable and just community.

Sincerely,

Heather Hobbs
Project Manager
Victoria SAFER Initiative (launching September 2020)
A Project of AVI Health and Community Services

September 2, 2020

Attention: Lisa Helps and Victoria City Council

Re: Rezoning application for a “temporary use permit (3yrs) for Health Service delivering comprehensive harm reduction for individuals with substance use disorder, including provision of cannabis to members onsite” by SOLID Outreach Society.

I am writing to you in full support of the temporary use application submitted by SOLID Outreach Society to support their ongoing work in providing the Cannabis Substitution Program to people who use drugs (PWUD).

With the increasingly toxic illicit drug supply and unacceptably high number of overdose deaths in BC, it is imperative that the City of Victoria supports ongoing efforts of low barrier, harm reduction agencies like SOLID. As detailed by Island Health’s Chief Medical Health Officer, Richard Stanwick, and in a report by researchers at University of Victoria and the Canadian Institute for Substance Use Research note, this grassroots initiative led by this peer organization has shown promising, positive effects as a substitution agent. In light of the opioid poisoning crisis, it’s crucial that we listen to peer organizations, like SOLID, and PWUD to inform what types of services are needed to reduce the morbidity and mortality associated with substance use. Approving this zoning application will allow them to continue the incredible work they are doing, which benefits our entire community.

I urge you to prioritize the lives of our neighbours, mothers, children, and friends over any politics that would hinder the approval of this application and further potentiate overdose deaths in our community.

Sincerely,



Courtney Amoraal, RN
Nurse Manager for PHS Community Services Society
Victoria InnerCity COVID Response (VICCR) Executive and Steering Committee
Harm Reduction Activist
Email: [REDACTED]
Phone: [REDACTED]

Rezoning Application for 1056 North Park Street



1

Aerial Photo



2

Subject Site



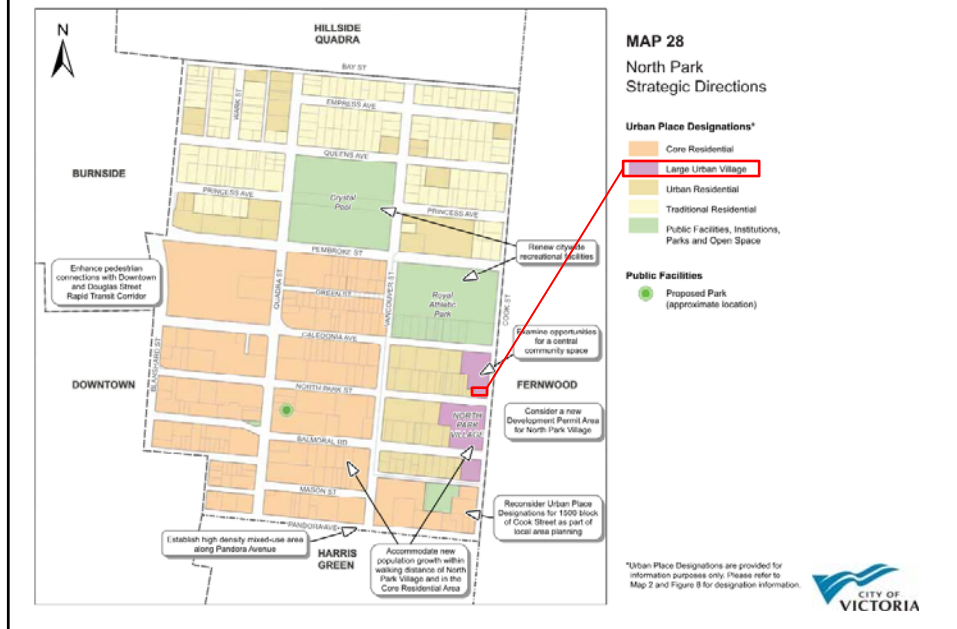
3

Neighbouring Properties



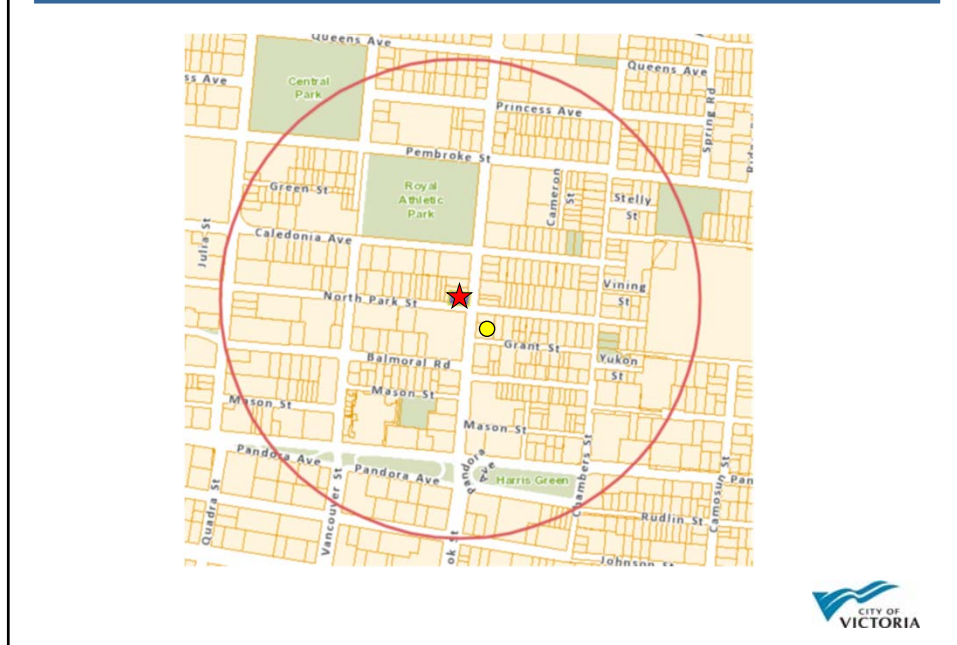
4

Official Community Plan



5

Distance from Other Retailers



6



Committee of the Whole Report

For the Meeting of September 3, 2020

To: Committee of the Whole **Date:** August 20, 2020

From: Karen Hoese, Director, Sustainable Planning and Community Development

Subject: **Update on Rezoning Application No. 00720 for 43, 45 and 55 Gorge Road East and 2827, 2829 and 2831 Irma Street**

RECOMMENDATION

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00720 for 43, 45 and 55 Gorge Road East and 2827, 2829 and 2831 Irma Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council, and that a Public Hearing date be set once the following conditions are met:

1. Preparation and execution of the appropriate legal agreements executed by the applicant in order to secure the following:
 - i. a housing agreement to ensure the residential rental units remain rental in perpetuity;
 - ii. statutory right-of-ways of 4.82m on Grant Street and 1.38m on Irma Street be registered on title to the satisfaction of the Director of Engineering and Public Works;
 - iii. construction of a public plaza on the corner of Gorge Road East and Irma Street to the satisfaction of the Director of Community Planning and Sustainable Development and Director of Engineering and Public Works;
 - iv. purchase of two car share vehicles with assigned parking spaces on-site, 121 car share memberships for the life of the building along with \$100 usage credit for each membership and 6 commercial parking spaces assigned to residential visitors after business hours and on weekends to the satisfaction of the Director of Community Planning and Sustainable Development; and
 - v. preparation of the appropriate legal agreement to ensure the appropriate construction methodology would not impact the health of the Garry Oak trees to be retained.
2. The applicant confirms that all the current tenants have reviewed the Tenant Assistance Plan and had an opportunity to identify their individual needs and that the applicant update the Tenant Assistance Plan accordingly to the satisfaction of the Director of Community Planning and Sustainable Development.

3. **An amenity contribution of \$17,500.00 towards the Local Amenities Reserve Fund for the installation of traffic calming devices along Irma and Lotus Streets to the satisfaction of the Director of Engineering and Public Works is secured in the zone.**

PURPOSE

The purpose of this report is to present Council with an updated recommendation for the Rezoning Application for the properties located at 43, 45 and 55 Gorge Road and 2827, 2829 and 2831 Irma Streets that requests an amenity contribution for traffic calming devices along Irma and Lotus Streets to the satisfaction of the Director of Engineering and Public Works.

BACKGROUND

The purpose of Rezoning Application for the properties located at 43, 45 and 55 Gorge Road and 2827, 2829 and 2831 Irma Street is to rezone from the R1-B Zone, Single Family Dwelling District Zone, to a new zone in order to increase the density and allow for a six-storey, mixed-use building consisting of commercial and residential uses. On July 9, 2020, Council approved the following motion:

“That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00720 for 43, 45 and 55 Gorge Road East and 2827, 2829 and 2831 Irma Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council, and that a Public Hearing date be set once the following conditions are met:

1. *Preparation and execution of the appropriate legal agreements executed by the applicant in order to secure the following:*
 - i. *a housing agreement to ensure the residential rental units remain rental in perpetuity*
 - ii. *Statutory Right-of-Ways of 4.82m on Grant Street and 1.38m on Irma Street be registered on title to the satisfaction of the Director of Engineering and Public Works*
 - iii. *construction of a public plaza on the corner of Gorge Road East and Irma Street to the satisfaction of the Director of Community Planning and Sustainable Development and Director of Engineering and Public Works.*
 - iv. *purchase of two car share vehicles with assigned parking spaces on-site, 121 car share memberships for the life of the building along with \$100 usage credit for each membership and 6 commercial parking spaces assigned to residential visitors after business hours and on weekends to the satisfaction of the Director of Community Planning and Sustainable Development.*
 - v. *preparation of the appropriate legal agreement to ensure the appropriate construction methodology would not impact the health of the Garry Oak trees to be retained.*
2. *The applicant confirms that all the current tenants have reviewed the Tenant Assistance Plan and had an opportunity to identify their individual needs and that the applicant update the Tenant Assistance Plan accordingly to the satisfaction of the Director of Community Planning and Sustainable Development.”*

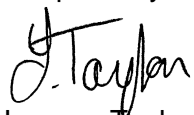
Staff carried out a brief Traffic Impact Assessment (TIA) to evaluate the potential traffic impacts of the proposed six-storey, multi-unit residential development on Irma and Lotus Street. The results of this TIA indicated that the proposed development would have minimal impacts on these streets. The intersection of Irma Street and Gorge Road East would continue to operate at an acceptable level of service with this proposed development.

However, in response to concerns raised by nearby residents related to potential traffic impacts, the applicant is willing to provide an amenity contribution of \$17,500 towards traffic calming devices on Irma and Lotus Streets to the satisfaction of the Director of Engineering and Public Works. The traffic calming devices would be constructed at the time the frontage works adjacent to the development are completed, should Council approve the Rezoning Application.

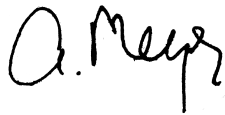
CONCLUSIONS

The recommended motion would allow staff to secure an amenity contribution of \$17,500 in the Local Amenity Reserve Fund, towards the construction of traffic calming devices along Irma and Lotus Streets to the satisfaction of the Director of Engineering and Public Works. Therefore, staff recommend that Council consider supporting the recommendation.

Respectfully submitted,



Leanne Taylor
Senior Planner
Development Services Division



Karen Hoese, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



Date: August 24, 2020

List of Attachments

- Attachment A: Letter from applicant dated August 13, 2020.



August 13, 2020

Leanne Taylor, Senior Planner
Sustainable Planning and Community Development
City of Victoria
1 Centennial Square
Victoria, BC V8W 1P6

RE: Development Permit and Rezoning Application – 43-55 Gorge Road East and 2827-2831 Irma Street, Victoria, BC

Dear Leanne Taylor,

I am writing to you to confirm PC Urban's position regarding the traffic calming solution along Irma and Lotus Street.

To help address some of the concerns we've heard from nearby residents on Lotus and Irma, PC Urban is willing to provide a voluntary amenity contribution of \$17,500 towards traffic calming solutions as outlined by Mr. Steve Hutchinson, Transportation Planner in the Engineering and Public Works Department at the City of Victoria.

This proposal includes (5) speed bumps (at a cost of \$3,500 each) placed along Irma and Lotus Street at locations deemed best by the City of Victoria's Engineering Department, installed when PC Urban is undertaking the construction of the frontage works along Irma Street. The installation may be carried out by the contractor hired by PC Urban or by the City of Victoria, depending on timing. Any further costs for the traffic calming would be paid by the City of Victoria, as discussed with Mr. Hutchinson.

Should our project for the above noted address be granted the rezoning permit and development permit we are seeking, we would secure this amenity of \$17,500 prior to the issuance of the building permit.

Should you have any further questions please feel free to reach out to me to discuss.

Sincerely,

PC Urban (Acquisition) Corp

Chris Karu
Development Manager

Lisa Helps (Mayor)

From: Chris Karu [REDACTED]
Sent: June 30, 2020 7:03 PM
To: Lisa Helps (Mayor)
Cc: Robert Cadez
Subject: Gorge + Irma - PC Urban Response to Staff Report
Attachments: 20-06-30 -- Letter to Mayor and Council - Staff Requests.pdf

Follow Up Flag: Flag for follow up
Flag Status: Flagged

Good Evening Mayor Helps,

We are excited to have our project at 43-55 Gorge Road East and 2827-2831 Irma Street on the Committee of the Whole agenda this Thursday July 2nd.

After months of work with Staff as well as engaging with the community, we feel that our project as presented offers an excellent opportunity to bring 153 condo-quality secured-market rental homes to the Burnside Gorge neighbourhood.

However, there remain 3 requests from Staff that would reduce the viability of our project, significantly delay the delivery of these homes and in our opinion do not enhance the project. I have outlined in greater detail our position in the attached letter for your review, but in short Staff are requesting that we:

1. Situate the building further away from the two bylaw-protected Garry oak trees;
 - Our certified arborist with over 30 years experience has a detailed plan to ensure the long-term health of these trees with the current building configuration. To redesign the building and lose floor area would not only delay our project but could put the viability of providing the 153 rental homes at risk.
2. Retain the Douglas-Fir tree on Irma;
 - The retention of this Douglas-Fir (which has been severely trimmed to allow for Hydro poles) will require a different location for the parkade ramp closer to the intersection at Gorge Road and Irma Street. This will negatively affect the building architecture, increase traffic conflicts at the intersection, reduce parking for the retail component, and cause the building to be built higher due to the steep grade change across the site.



-
3. Increase the rear yard setback
 - The 2.93 metre setback to Gorge Road Hospital occurs at only one point on the site and there are other areas with a greater setback (at one point over 12 metres). Increasing the setback to 6 metres would compromise the central courtyard, result in lost floor area, and again significantly delay our project. We appreciate the need to be respectful of other buildings, which is why we have increased our setback to our neighbours at the south, but

the Vancouver Island Health Authority has told us they have no plans to redevelop the site anytime soon.

We have worked hard to incorporate all Staff comments over the last 12 months through multiple re-designs and numerous meetings. The project "as-is" provides the best balance in achieving multiple City of Victoria objectives including more rental housing, new neighbourhood retail and excellent urban design all while protecting 5 by-law protected trees, providing 34 new trees to be planted, and being respectful of neighbours in our design.

We believe that adjusting the building configuration for the Garry Oaks and rear setback while also retaining the Douglas-Fir would significantly compromise a building that ADP commented as one of the best rental buildings they have reviewed. **Thus we respectfully request that you consider approving the project "as-is" to ensure the delivery of 153 condo-quality, secured market rental homes are brought to the Burnside Gorge Community.**

PC Urban's Director of Development Robert Cadez will be available to answer any questions during COTW this Thursday.

Thank you,



Chris Karu
Development Manager
Suite 880, 1090 West Georgia Street
Vancouver, BC V6E 3V7

[Redacted signature block containing four lines of blacked-out text]

www.pcurban.ca

Please consider the environment before printing this email

June 30, 2020

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

RE: Development Permit and Rezoning Application – 43-55 Gorge Road East and 2827-2831 Irma Street, Victoria, BC

Dear Mayor Helps, Council and Staff,

We would like to thank the City of Victoria Planning Department for their continued assistance and guidance in helping shape our project and bring forward for your review of what we think is an excellent proposal for 153 condo-quality rental homes – with 50% family-sized homes, all secured in perpetuity.

We are excited that our proposal is on the Committee of the Whole agenda this Thursday July 2nd after tireless efforts from Staff and our design team. Together with Staff we have created a building that not only provides much needed rental housing and neighbourhood retail, but does so through a street-enhancing architectural design.

However, we understand from the Staff report that concerns remain regarding 3 items:

- 1) Situating the building further away from the two bylaw-protected Garry oak trees;
- 2) Retaining the Douglas-Fir tree on Irma; and
- 3) Increase the rear yard setback.

We have outlined below why we believe that addressing these concerns have their own issues, but ultimately, we are respectfully requesting that Council advance the application “as-is”. We have been working with Staff since June of 2019 to refine this project with over 10 re-designs addressing these concerns (and others) which have continually jeopardized the viability of this project. Revisiting these issues will result in a further reduction in building massing (as well as costly delays and design costs) which will further threaten the feasibility of providing 153 rental homes which the City of Victoria is in dire need of.

Protecting the Two Garry Oak Trees

PC Urban has retained Julian Dunster of Dunster and Associates as the project arborist. Mr. Dunster is a Registered Consulting Arborist, a Registered Professional Forester, and a Registered Professional Planner, and in addition to two degrees in forestry, he holds a Doctorate in Regional Planning and Resource Development. Mr. Dunster has over thirty years of hands on experience from assignments all over the world.

After numerous discussions with Mr. Dunster and our design team, it was determined that the two Garry Oak trees can be retained in good health with the pruning that has been suggested in the arborist report. There are detailed instructions from the arborist on how the building configuration and construction can succeed while also maintaining the long-term health of the Garry Oak trees, which is the stated goal of Staff.

Scaling the building back to accommodate the full canopy of the trees would not only delay the delivery of these rental homes, but it could further jeopardize the economic viability of this project. As mentioned

earlier, we have worked with Staff for over 12 months on various configurations of the building and after previous reductions in building area the project is currently at it's smallest area where it makes financial sense to provide rental homes (instead of strata market housing.)

To maintain the full canopies of the two Garry Oak trees would come at the expense of a reduced building area and further delays. We are confident in our arborist's assessment that pruning the backside of the trees to allow the current building configuration will allow for the long-term health of the trees, and accordingly urge council to review Mr. Dunster's report.

Retention of the Irma Street Douglas-Fir

The retention of the Douglas-Fir (tree #16 in the arborist report) on Irma street (pictured below) which was described by the certified arborist as "Overall good condition but the west face is severely cut back to allow for hydro wire clearance".



This tree was initially proposed to be retained in a previous design. However, Staff requested that the location of the parkade entry ramp be moved further away from Gorge Road East to allow for a more accessible entry to the parkade that would not impede traffic at the intersection.

As such PC Urban redesigned the building moving the ramp to the current location which has led to an enhanced overall building design for the following reasons:

- The 3 metre grade change on the site from north to south limits the options to have a functional parkade ramp that maintains the required distance from the street to the parkade without raising the building height
- By locating the ramp further from the intersection traffic congestion from this entry point is eased, which is a community concern that we have heard
- With the ramp further south, a consistent townhome expression has been designed along Irma Street which provides an enhanced pedestrian experience and architecture that assists the transition to the single-family homes further along Irma Street

- Allows the building lobby to be located closer to the corner of Gorge Road East and Irma Street, which was another request from Staff to further animate the corner and provide a better access point for the building
- The current parkade design is the most efficient with the ramp in its current location, allowing for the number of parking stalls currently provided (121)

Retaining this severely compromised tree would further complicate the project in a number of ways:

- The parkade ramp would have to be located closer to the intersection which would create traffic concerns
- The parkade would have to be redesigned to accommodate the root protection zone of the tree resulting in a loss of parking stalls and a higher construction cost which further jeopardizes the viability of this project
- The townhome expression along Irma Street would be altered and would create an inconsistent rhythm, which we believe to be of lower urban design value
- A redesign of the building would further delay the delivery of 153 rental homes for the neighbourhood.
- Moving the parkade ramp closer to Gorge would result in the parkade protruding from the ground more and an increase in building height.

Increasing the Rear Setback

When initially designing the building PC Urban explored the largest setbacks possible for the site, per Staff requests. Delivering rental housing with the large neighbourhood-serving retail provided in the current proposal has been a challenge given construction costs, land price, asymmetrical site layout, and continual redesigns and delays.

However, PC Urban has worked with Staff to further reduce the setbacks to the southern neighbour which already has a building in place to respect and design around. The rear setback however is in contemplation for the Gorge Road Hospital as a Special Planning Area. PC Urban has reached out to senior management at the Vancouver Island Health Authority to discuss our project and it's impacts on their site. No concerns were identified with our proposal and when asked about potential timelines for the development of their site, VIHA noted they are years away from considering redeveloping their lands.

Finally, the 2.93 metre setback currently proposed is only at one corner of the building and in other areas is as large as 12 metres.

Referring our application back to Staff to address a rear setback of a corner (where other areas have a much larger setback) with a redesign to accommodate a building that has not even been contemplated will further delay our project and will incur additional design costs. As such we respectfully request that Council not send back our project to Staff for this request.

Conclusion

This project has already been designed to accommodate as many Bylaw protected trees as possible, including the large Garry Oak on Gorge Road East, another Garry Oak and Maple Tree at the eastern corner of the site, and a Holly Oak and Douglas-Fir on the neighboring property to the south. In addition, we are proposing 34 new trees to be planted including 16 replacement trees, ten small-canopy Japanese maples, and eight new street trees. We have also revised our design over 10 times since June 2019 to accommodate Staff concerns regarding the Garry Oak trees and setbacks.

We believe that the retention of the trees we've committed to, the significant number of new trees that will be planted on site, and the overall benefits of our project to the community and neighbourhood in the form of 153 rental homes significantly outweigh the greater community benefits of retaining the Douglas-Fir on Irma Street, further reducing the massing of the building to further accommodate the Garry Oaks and increasing the rear setback.

As such, we kindly request that Council strongly consider advancing the project application “as-is” to ensure that the delivery of these secured rental homes is not further delayed and this project can address the broader City objective of delivering family housing in the Burnside Gorge Neighbourhood Plan and OCP.

Sincerely,

PC Urban (Acquisition) Corp

A handwritten signature in black ink, appearing to be 'Chris Karu', with a stylized loop and a long horizontal stroke.

Chris Karu
Development Manager

From: Yahoo Mail [REDACTED]
Sent: August 7, 2020 3:53 AM
To: Leanne Taylor <ltaylor@victoria.ca>
Subject: Re: re application no. 00135

This development is completely insane and destructive to any and all natural life

On Thursday, August 6, 2020, 1:06:47 p.m. PDT, Leanne Taylor <ltaylor@victoria.ca> wrote:

Hello Mr. Shebib,

Here is a [link](#) to the rezoning application on the City's Development Tracker, which includes the most recent plans.

If you have any other questions, please do not hesitate to contact me.

Thanks,

Leanne

Leanne Taylor, MCIP, RPP
Senior Planner
Sustainable Planning and Community Development
City of Victoria
1 Centennial Square, Victoria BC V8W 1P6

T 250.361.0561 F 250.361.0386



From: Yahoo Mail [REDACTED]
Sent: August 6, 2020 12:13 PM
To: Leanne Taylor <ltaylor@victoria.ca>
Subject: re application no. 00135

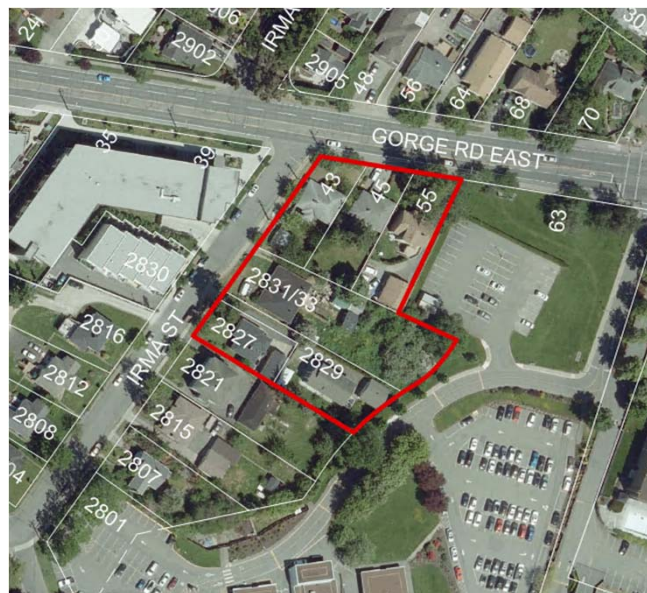
Could I please have plans re this development dated May 22 2020

David shebib 2831 irma st. [REDACTED]

**Rezoning Application No. 00720
and
Development Permit Application No. 00135
for
43, 45 and 55 Gorge Road East
2827, 2829 and 2831 Irma Street**



1



2



Committee of the Whole Report

For the Meeting of September 3, 2020

To: Committee of the Whole **Date:** August 20, 2020

From: Karen Hoese, Director, Sustainable Planning and Community Development

Subject: Development Permit with Variance Application No. 00139 for 2800 Bridge Street

RECOMMENDATION

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

“That Council authorize the issuance of Development Permit with Variance Application No. 00139 for 2800 Bridge Street, in accordance with:

1. Plans date stamped June 18, 2020.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variance:
 - i. increase the height of a raw materials receiving and storage facility (silo) from 15m to 31.83m.
3. Registration of a legal agreement on the property's title to restrict the illumination levels and hours of operation (to midnight) of the light installation on the north elevation of the raw materials receiving and storage facility (silo), to the satisfaction of the Director of Community Planning and Sustainable Development.
4. The Development Permit lapsing two years from the date of this resolution.”

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Community Plan*. A Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit with Variance Application for the property located at 2800 Bridge Street. The proposal is for a raw materials receiving and storage facility (silo). The variance is related to height.

The following points were considered in assessing this application:

- The subject property is within Development Permit Area 16: General Form and Character, which encourages the integration of industrial buildings in a manner that is complementary to the established place character of the neighbourhood. The area consists predominantly of marine and light industrial uses and therefore, the proposal is compatible with the current context and the future vision of this industrial waterfront area.
- The *Burnside Gorge Neighbourhood Plan* supports heavy industry near the waterfront and encourages ongoing mitigation measures such as soundproofing and screening, to help reduce impacts on the surrounding business district from heavier industrial uses. The proposed silo and conveyor equipment are completely enclosed in order to reduce noise and dust impacts.
- The applicant is proposing an innovative and energy-efficient light art installation on the north elevation of the proposed silo.
- The applicant is requesting a variance to increase the height of the silo from 15m to 31.83m. The variance is supportable given that the proposed industrial design would enhance the visual appearance of the industrial waterfront area and have minimal impacts on the neighbouring properties.

BACKGROUND

Description of Proposal

The proposal is for a raw materials receiving and storage facility (silo). Specific details include:

- a contemporary-style industrial structure consisting of an angled roofline and exterior finishes, including powder coated and galvanized perforated metal siding screen, steel casing, metal roof and fabric covers
- an art light installation on the north elevation, which includes a LED lighting system consisting of 3,400 individually controlled LED lights behind a perforated metal screen
- a new barge unload conveyor and lift frame, bucket elevator and an aggregate loading conveyor to support the proposed silo.

The proposed variance is related to increasing the height of the silo.

Sustainability

The applicant submitted a Sustainability Assessment (attached) prepared by Synergy Enterprises. The key sustainability features include the following:

- reduced building footprint, through the use of a silo to store raw materials
- stormwater capture, treatment and re-use
- transportation of raw materials by barge, which the applicant indicates removes more than 2,500 heavy trucks from the road per year and reduces carbon dioxide emissions
- recycling of waste concrete
- production of low carbon concrete through use of Carbon Cure technology
- shoreline rehabilitation.

Existing Site Development and Development Potential

The site is presently occupied with a concrete plant.

Data Table

The following data table compares the proposal with the existing M-3 Zone, Heavy Industrial District. An asterisk is used to identify where the proposal does not meet the Zone standard.

Zoning Criteria	Proposal	M-3 Zone
Site area (m ²) – minimum	12,553.20	n/a
Density (Floor Space Ratio) – maximum	n/a	3:1
Total floor area (m ²) – maximum	n/a	n/a
Height (m) – maximum	31.83*	15
Setbacks (m) – minimum	0.00	0.00
Vehicle parking – minimum	18	18
Loading Space (m) – minimum		
Width	4	4
Length	9	9
Height	n/a	4.30
Setback from street	>3	3
Access from street	>5	5
Bicycle parking stalls – minimum		
Class 1	0	n/a
Class 2	0	n/a

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, on February 20, 2020 the application was referred for a 30-day comment period to the Burnside Gorge CALUC. The Burnside Gorge CALUC mentioned to staff that a letter will be provided; however, it was not received at the time of writing this report.

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

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan, 2012* (OCP) identifies this property within Development Permit Area 16 (DPA 16): General Form and Character. The DPA 16 encourages the integration of industrial buildings in a manner that is complementary to the established place character of the neighbourhood. This area consists predominantly of marine and light industrial uses; however, north and west of the subject property and across Selkirk Waters is Selkirk Village, which is a mixed-use development and contains residential uses. The subject property also abuts Garbally Landing, which is a migratory bird sanctuary. A letter dated August 14, 2020 from the Friends of Victoria Harbour Migratory Bird Sanctuary is attached to the report.

The applicant is proposing a contemporary-style industrial structure and an artistic light installation on the north elevation in order to enhance its visual interest and introduce an innovative approach to celebrate the industrial architecture along the waterfront. Even though the proposal for a light installation on the silo came from consultation with the neighbourhood (preference for a light installation instead of a mural), the applicant is willing to register a covenant on title that would restrict the illumination levels and hours of operation (to midnight) of the light installation, to the satisfaction of the Director of Community Planning and Sustainable Development.

Burnside Gorge Neighbourhood Plan

The *Burnside Gorge Neighbourhood Plan* designates the subject property Marine Industrial. The Plan supports heavy industry near the waterfront and encourages ongoing mitigation measures such as soundproofing and screening, to help reduce impacts on the surrounding business district from heavier industrial uses. The proposed silo and conveyor equipment are completely enclosed in order to reduce noise and dust impacts.

Tree Preservation Bylaw and Urban Forest Master Plan

There are no Tree Preservation Bylaw impacts with this application.

Regulatory Considerations

Height Variance

The applicant is requesting a variance to increase the height of the silo from 15m to 31.83m in order to provide sufficient storage capacity of raw materials and maintain a relatively small building footprint for improved operations on the site. To mitigate the potential visual impacts of a higher structure within the industrial waterfront area, the applicant is proposing a modern industrial design approach that includes an angled metal roofline and high-quality industrial materials. The applicant provided several views (attached) to demonstrate how this structure would fit in with the neighbourhood context at several vantage points, including the Railyards, Selkirk Waterfront, and Johnson Street Bridge as well as at the intersections of Gorge Road and Bridge Street, Gorge Road and Jutland Road and Bay and Turner Street.

Other Considerations

The Advisory Design Panel (ADP) reviewed the Development Permit with Variance Application at their meeting on July 22, 2020 (minutes attached) and provided the following recommendation for Council's consideration:

"That the Development Permit with Variance Application No. 00139 for 2800 Bridge Street be approved as presented."

CONCLUSIONS

The proposal for a raw materials and storage facility is consistent with the applicable industrial design guidelines. The applicant has demonstrated how the proposed silo would enhance the industrial waterfront area in a more sustainable manner compared to the conventional ways of storing raw aggregate materials for processing purposes. The proposed height variance is also supportable given the design features on the structure that would soften its visual impact. Staff recommend for Council's consideration that the application proceed for an Opportunity for Public Comment.

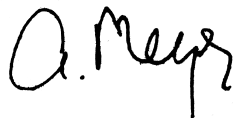
ALTERNATE MOTION

That Council decline Development Permit with Variance Application No. 00139 for the property located at 2800 Bridge Street.

Respectfully submitted,



Leanne Taylor
Senior Planner
Development Services Division



Karen Hoese, Director
Sustainable Planning and Community
Development Department

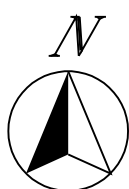
Report accepted and recommended by the City Manager:



Date: August 27, 2020

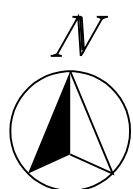
List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans dated June 18, 2020
- Attachment D: Letter from applicant to Mayor and Council dated February 7, 2020
- Attachment E: Sustainability Assessment dated September 24, 2020
- Attachment F: Correspondence from the applicant and Department of Fisheries and Oceans dated August 6, 2020
- Attachment G: Advisory Design Panel report dated July 15, 2020
- Attachment H: Minutes from the Advisory Design Panel meeting dated July 22, 2020
- Attachment I: Correspondence.

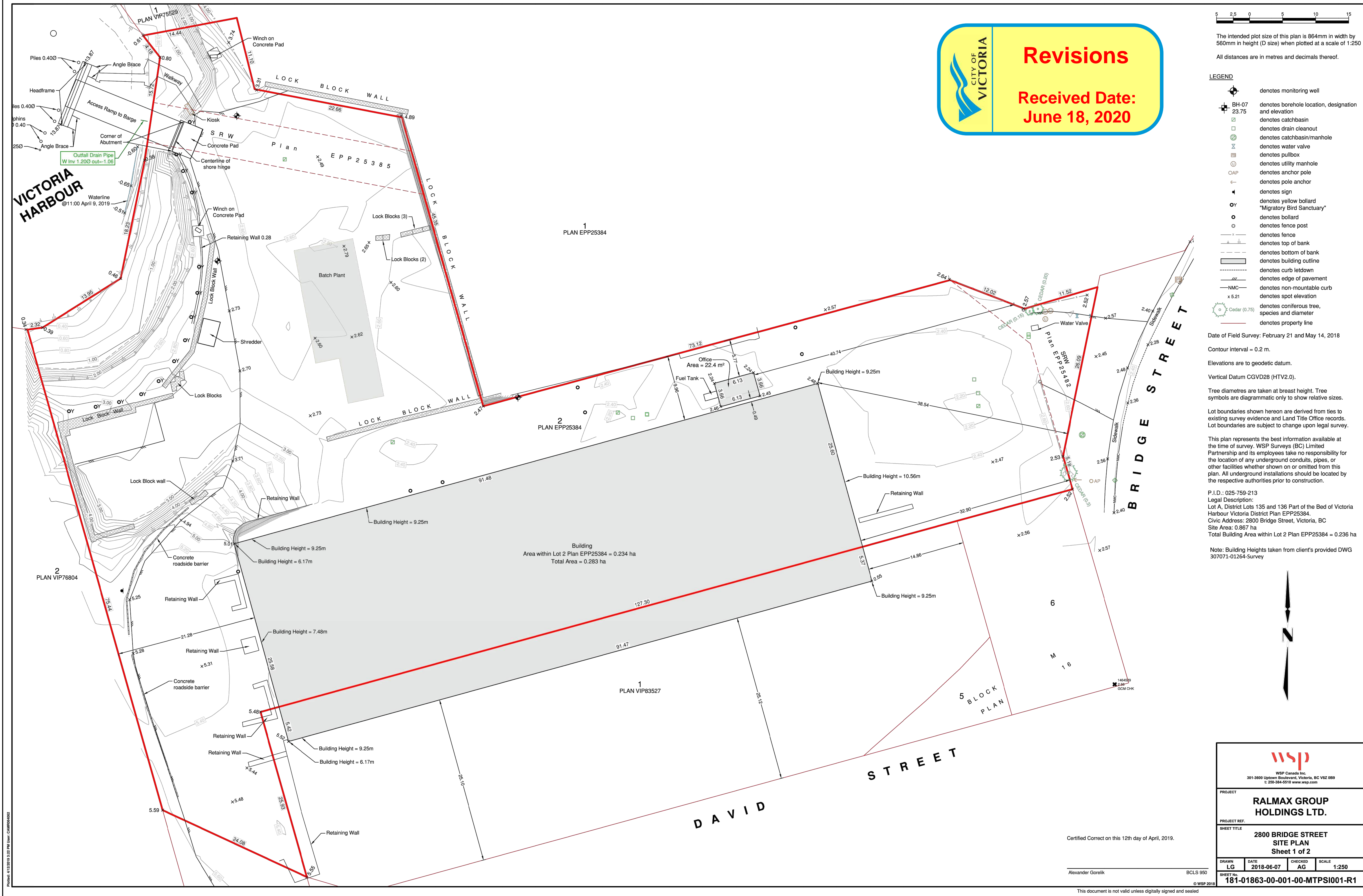


2800 Bridge Street
Development Permit #00139



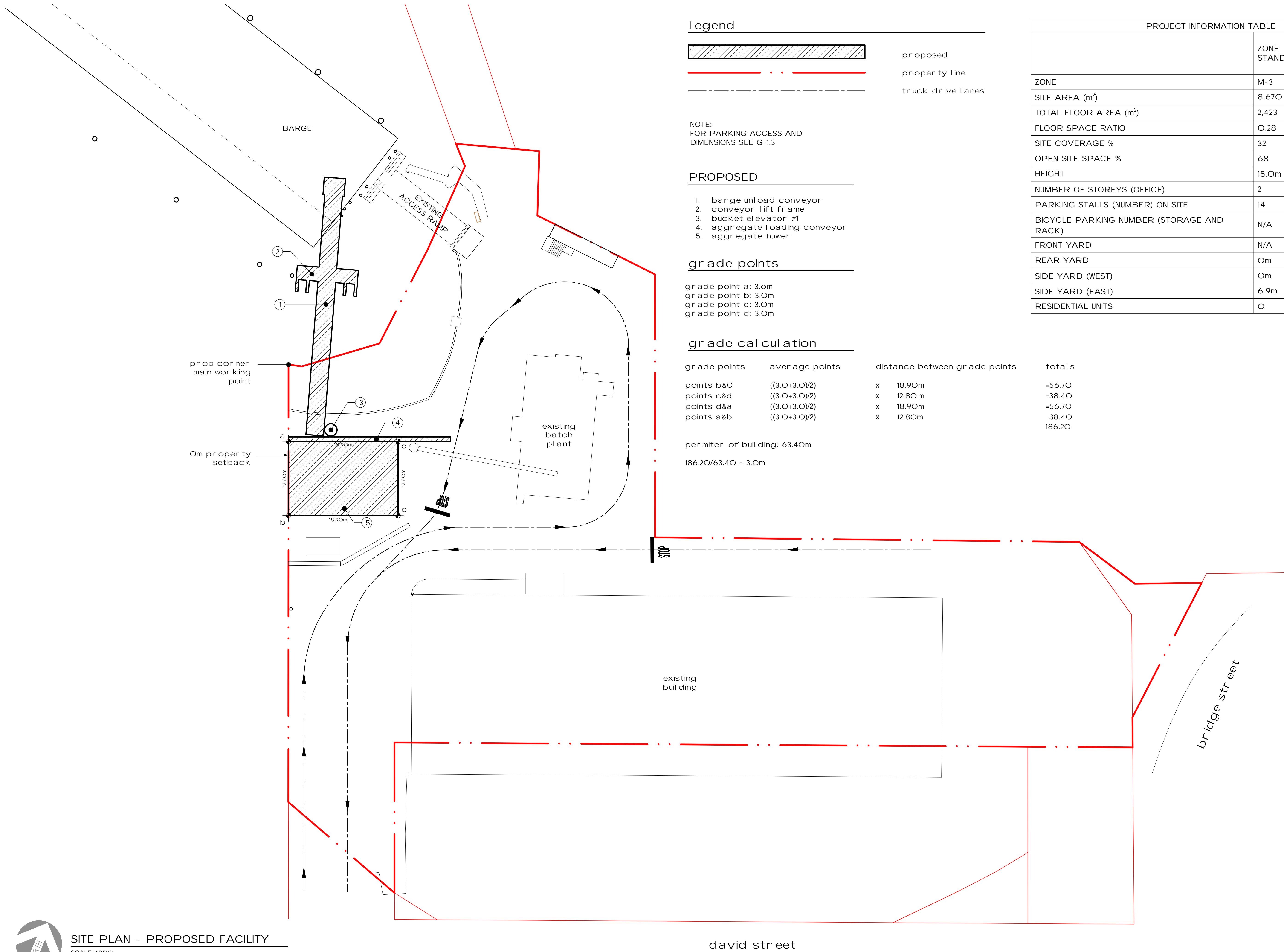


2800 Bridge Street
Development Permit #00139





SCALE: 1:400



Legend

pro posed

pro per ty line

truck drive lanes

NOTE:
FOR PARKING ACCESS AND
DIMENSIONS SEE G-1.3

- PROPOSED**
1. barge unload conveyor
 2. conveyor lift frame
 3. bucket elevator #1
 4. aggregate loading conveyor
 5. aggregate tower

grade points

grade point a: 3.0m
grade point b: 3.0m
grade point c: 3.0m
grade point d: 3.0m

grade calculation

grade points	average points	distance between grade points	total s
points b&c	$((3.0+3.0)/2)$	x 18.90m	=56.70
points c&d	$((3.0+3.0)/2)$	x 12.80m	=38.40
points d&a	$((3.0+3.0)/2)$	x 18.90m	=56.70
points a&b	$((3.0+3.0)/2)$	x 12.80m	=38.40
			186.20

per meter of building: 63.40m
 $186.20/63.40 = 3.0m$

PROJECT INFORMATION TABLE		
	ZONE STANDARD	PROPOSAL - IF DIFFERENT FROM ZONE STANDARD
ZONE	M-3	-
SITE AREA (m²)	8,670	-
TOTAL FLOOR AREA (m²)	2,423	-
FLOOR SPACE RATIO	0.28	-
SITE COVERAGE %	32	-
OPEN SITE SPACE %	68	-
HEIGHT	15.0m	34.83m
NUMBER OF STOREYS (OFFICE)	2	-
PARKING STALLS (NUMBER) ON SITE	14	18
BICYCLE PARKING NUMBER (STORAGE AND RACK)	N/A	-
FRONT YARD	N/A	-
REAR YARD	0m	-
SIDE YARD (WEST)	0m	-
SIDE YARD (EAST)	6.9m	-
RESIDENTIAL UNITS	0	-



PA-PO
INDUSTRIAL SYSTEMS

NOT FOR
CONSTRUCTION,
PERMITTING, OR
REGULATORY
APPROVAL.

RECLAIM SYSTEM
2800 BRIDGE ST
VICTORIA, BC - CANADA

TRIO KLADI-MIX

MAR 2020

N BY JLH
 KED BY RO
 CT No. TRM-019PM021
 IONS

y. #	Date

TITLE
LAYOUT

G

G-1.5

PRELIM DESIGN LOAD DATA - MATERIAL AND STEEL WEIGHT ESTIMATE ONLY - FOR REVIEW

SEISMIC AND WIND LOADS NOT INCLUDED

POINT A - NW CORNER PROPERTY LINE - STARTING POINT

POINT B - CENTER OF 3.05mX3.05m RECEIVING HOPPER - DISCHARGE
POINT OF BARGE UNLOADING CONVEYOR BEARING LOAD/COLUMN 35
KIPS - EIGHT (8) 25.4mm DIAMETER ANCHOR BOLTS (101.6mm
PROJECTION) UPLIFT LOAD ON COLUMNS ON 1 AND 4 - 35,000#

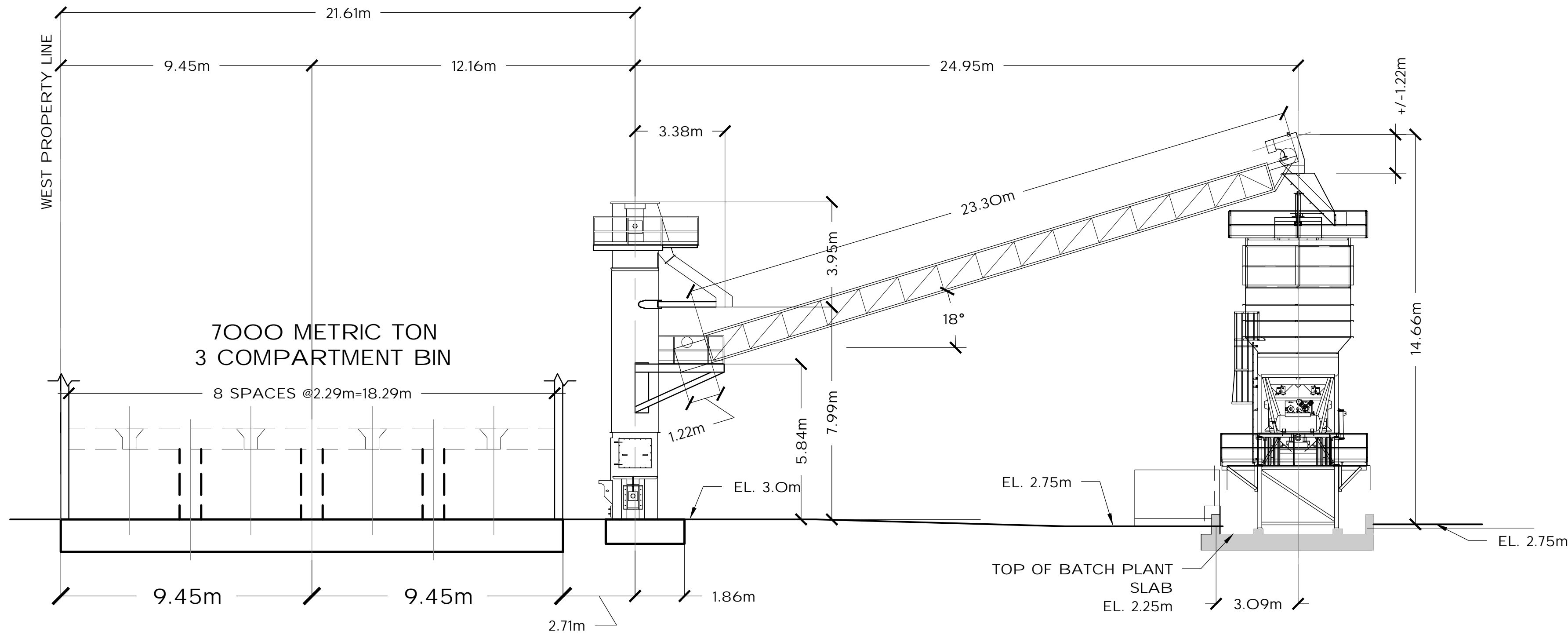
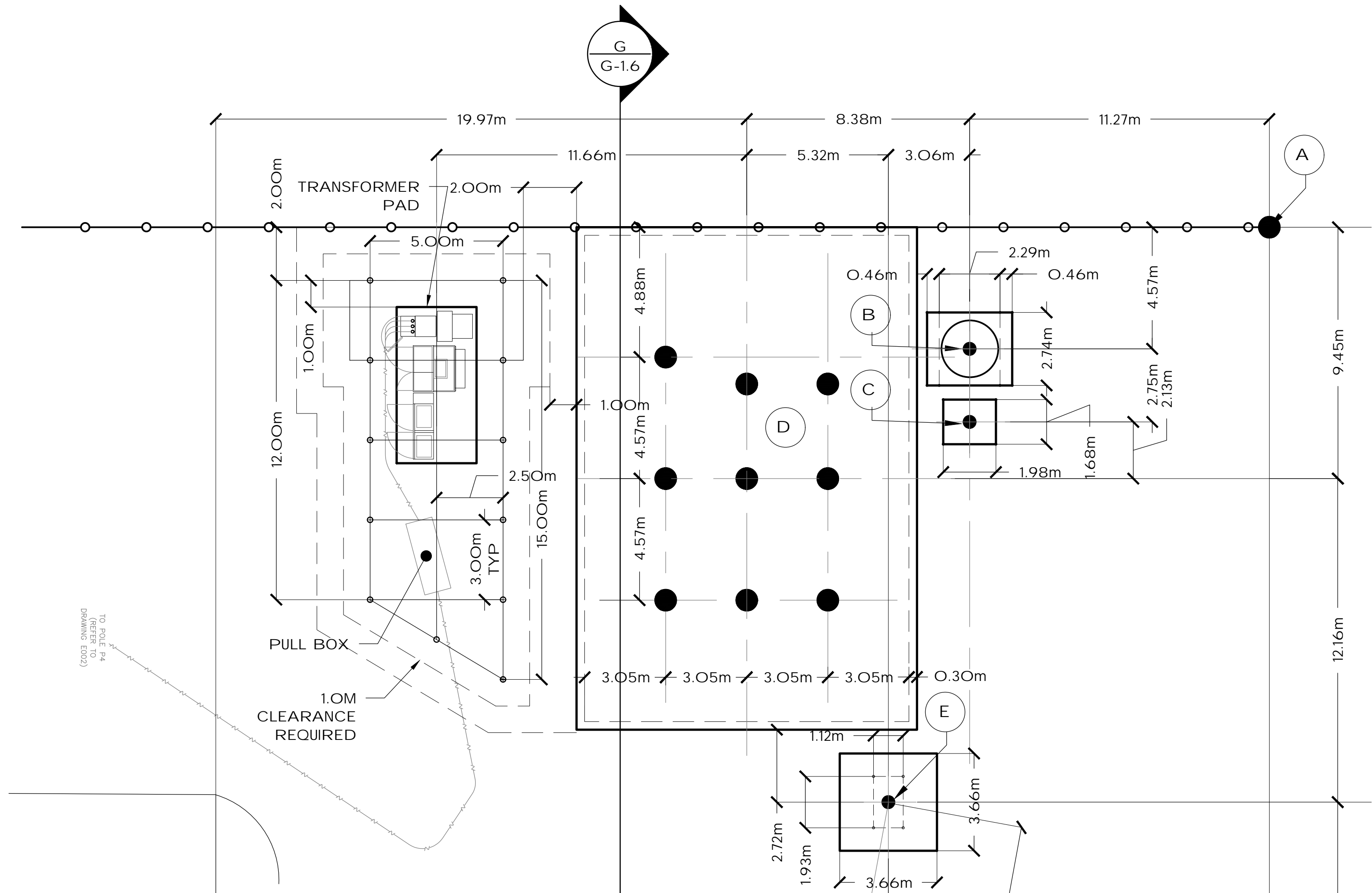
POINT C - 800 METRIC TON PER HOUR BUCKET ELEVATOR. BEARING
LOAD - 75 KIPS - FOUR (4) 38.1mm DIAMETER ANCHOR BOLTS (101.6mm
PROJECTION) UPLIFT AND HORIZONTAL LOADS - NIL

POINT D - 7000 METRIC TON 3 COMPARTMENT LOAD OUT BIN.
BEARING LOAD - 16,100 KIPS (15,400,000# AGGREGATE +
700,000# STEEL) ANCHOR BOLTS - 19.05mm DIAMETER WITH 76.2mm
PROJECTION - C/C TBD - FIELD DRILL AND EPOXY

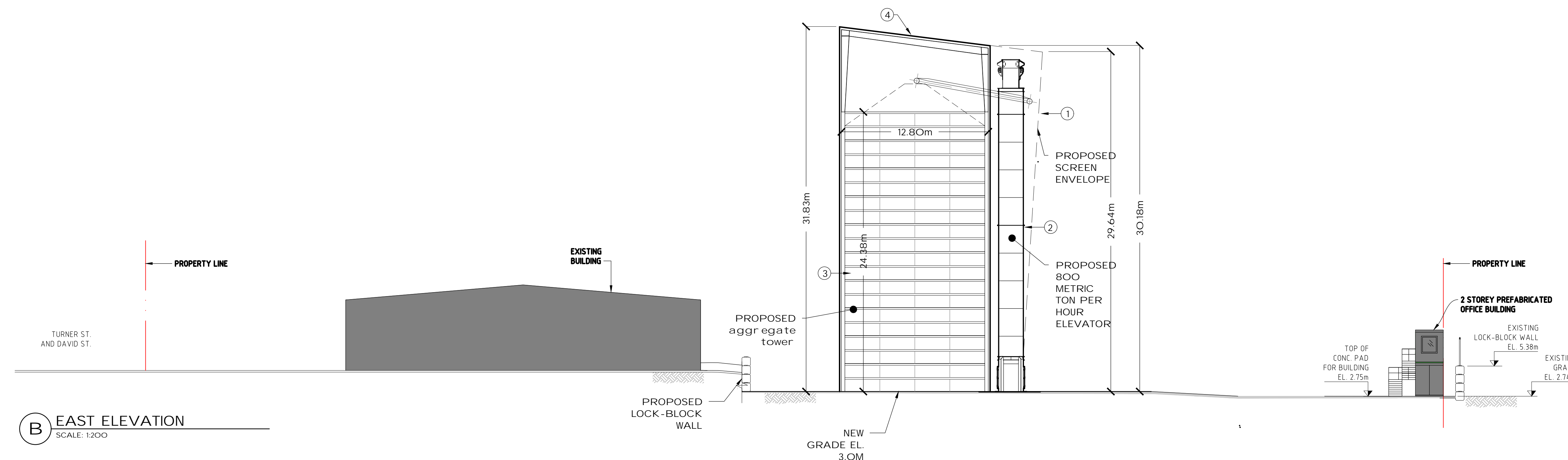
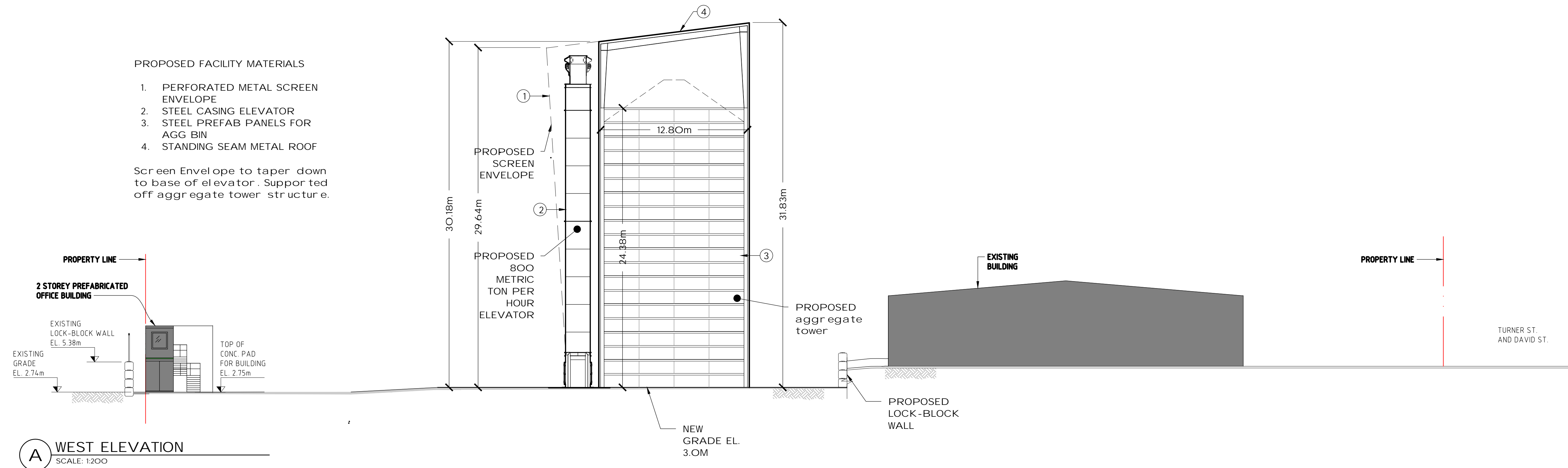
POINT E - 400 METRIC TON PER HOUR BUCKET ELEVATOR. BEARING
LOAD - 40 KIPS

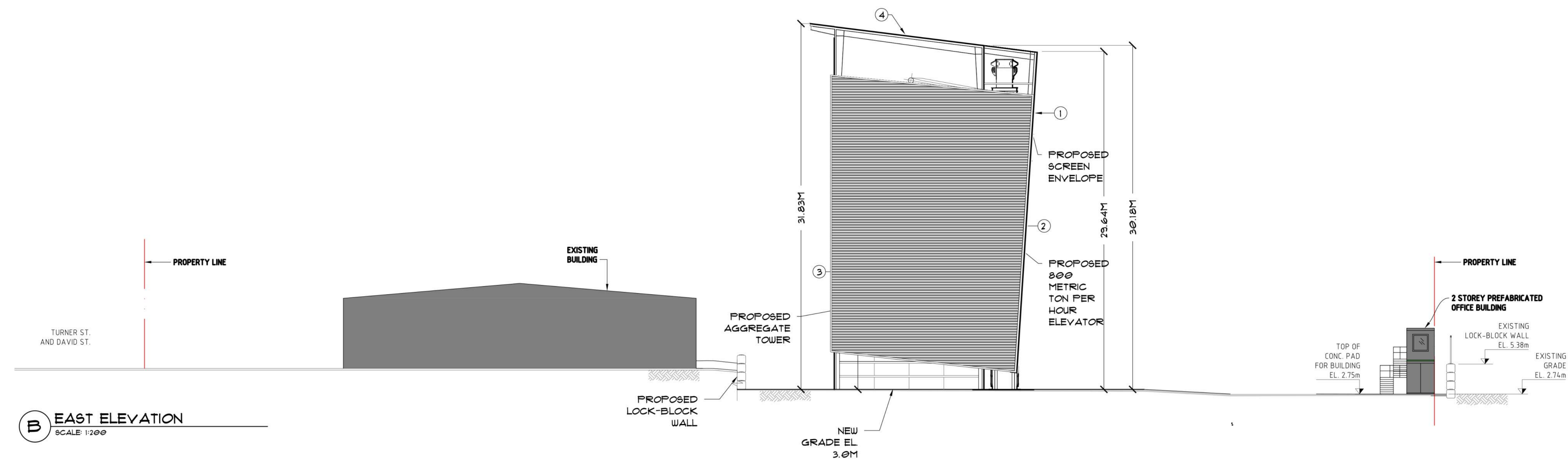
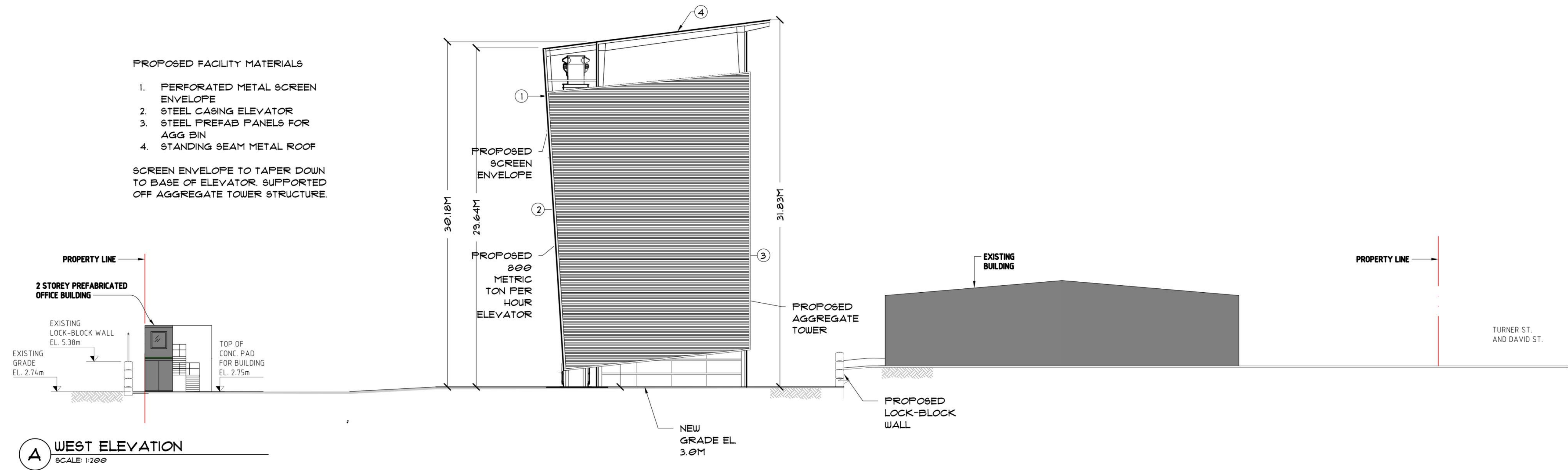
POINT F - HEAD SECTION SUPPORT FOR .76m TRANSFER CONVEYOR.

NOTE: TOP OF ALL CONCRETE FOOTINGS @ ELEVATION OF 3.0 METERS.

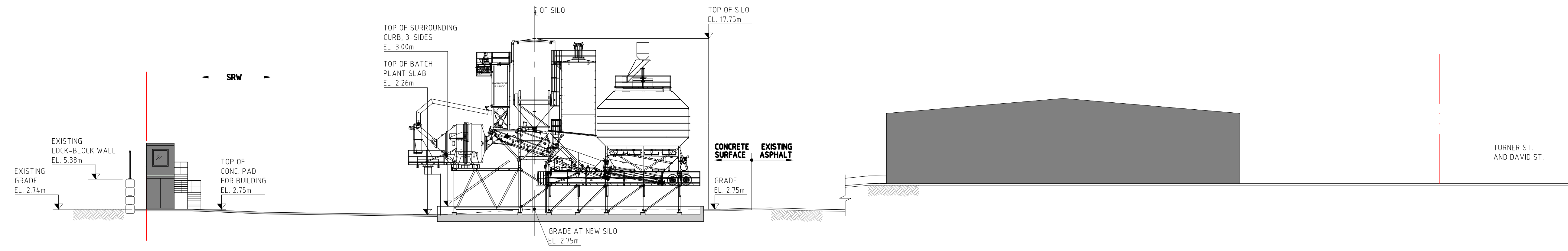


Rev. #	Date

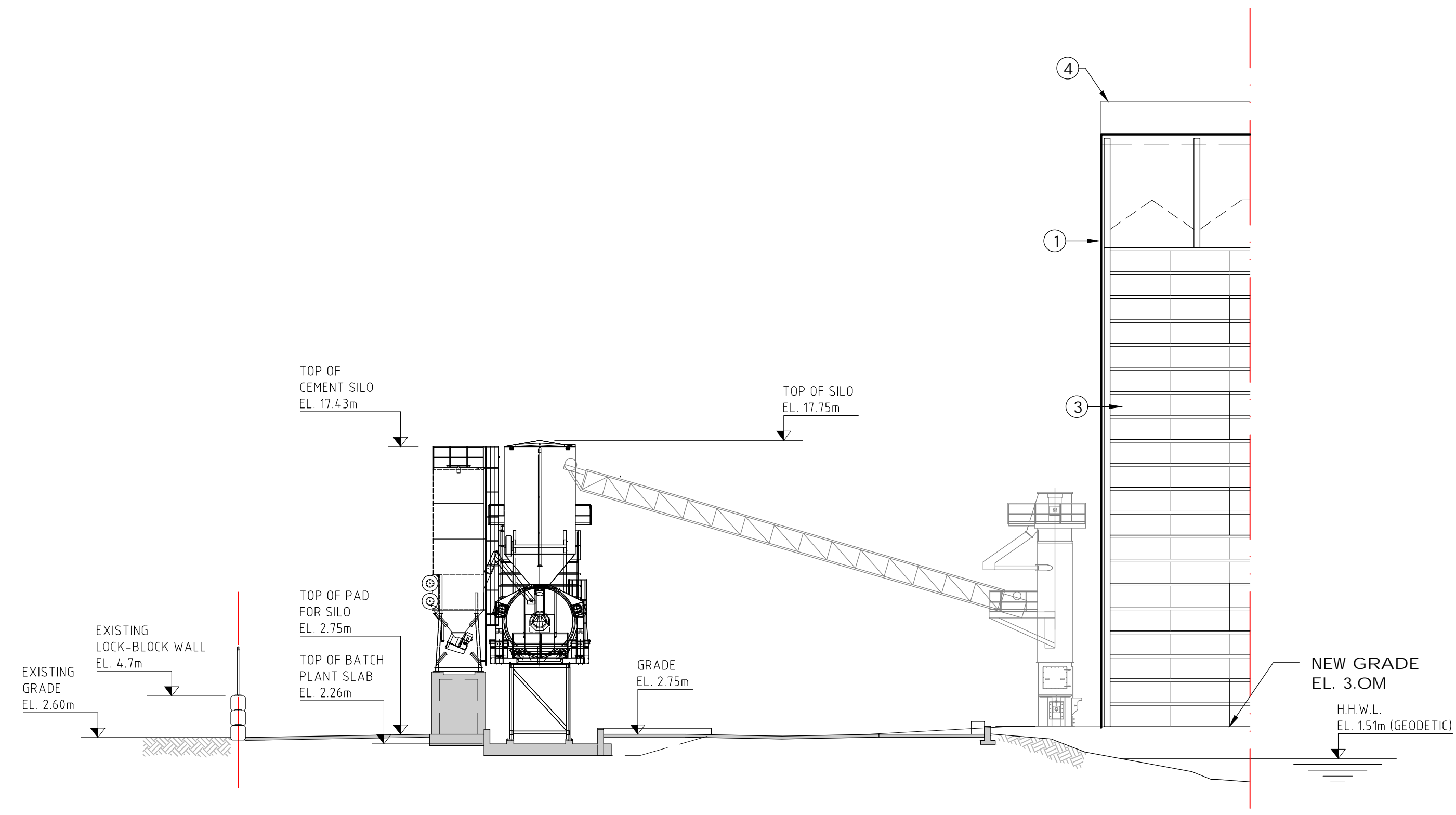




Rev. #	Date



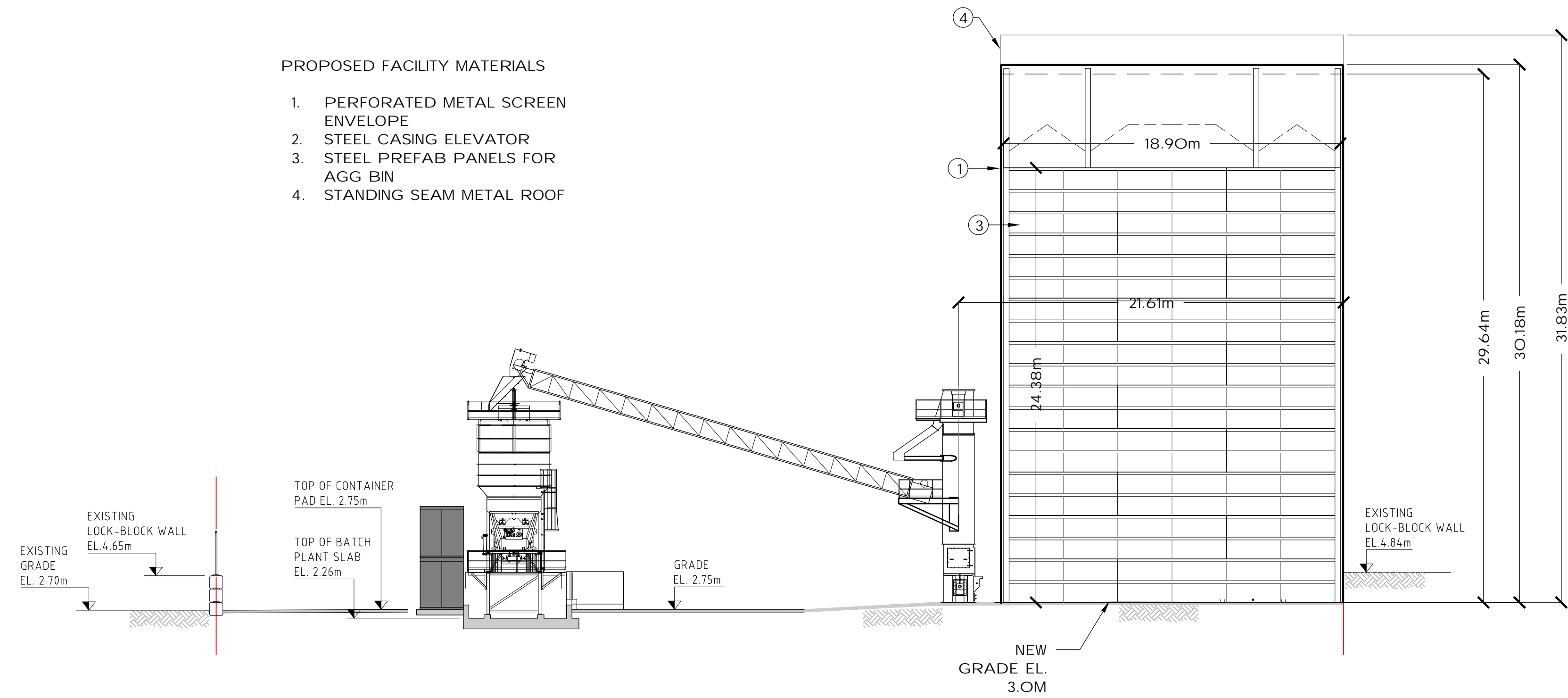
C BATCH PLANT
SCALE: 1:200



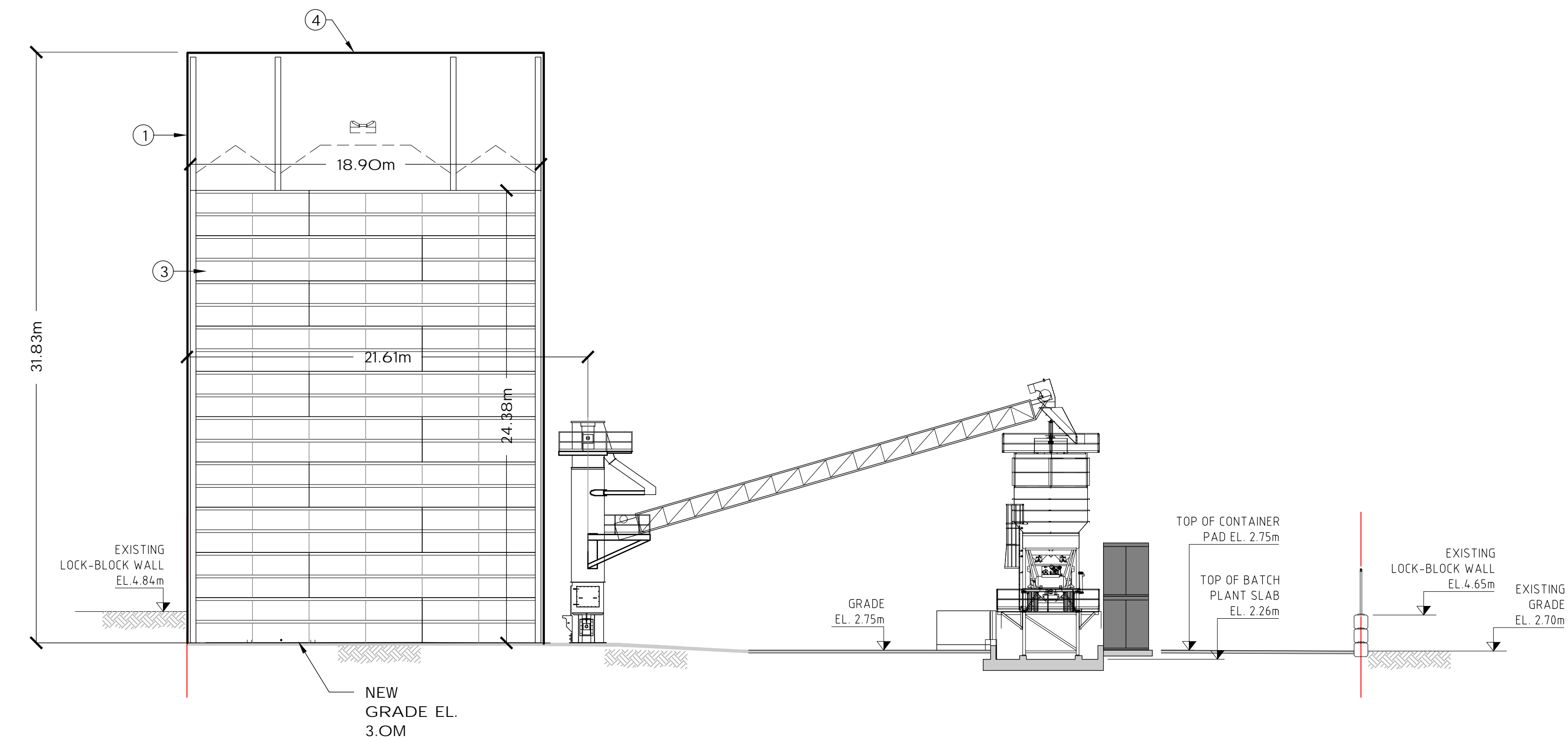
D NORTH ELEVATION
SCALE: 1:200

- PROPOSED FACILITY MATERIALS
1. PERFORATED METAL SCREEN ENVELOPE
 2. STEEL CASING ELEVATOR
 3. STEEL PREFAB PANELS FOR AGG BIN
 4. STANDING SEAM METAL ROOF

Rev. #	Date

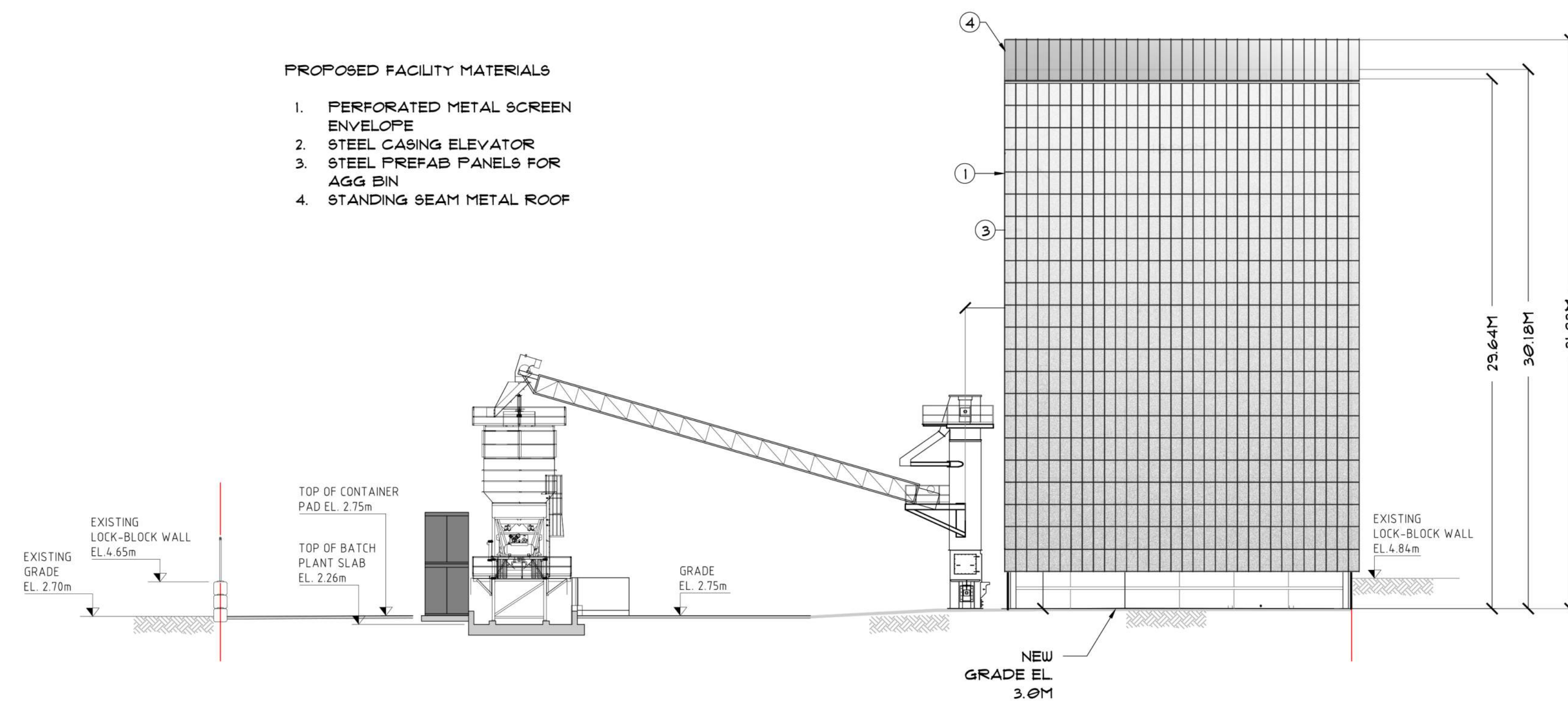


E NORTH ELEVATION
SCALE: 1:200

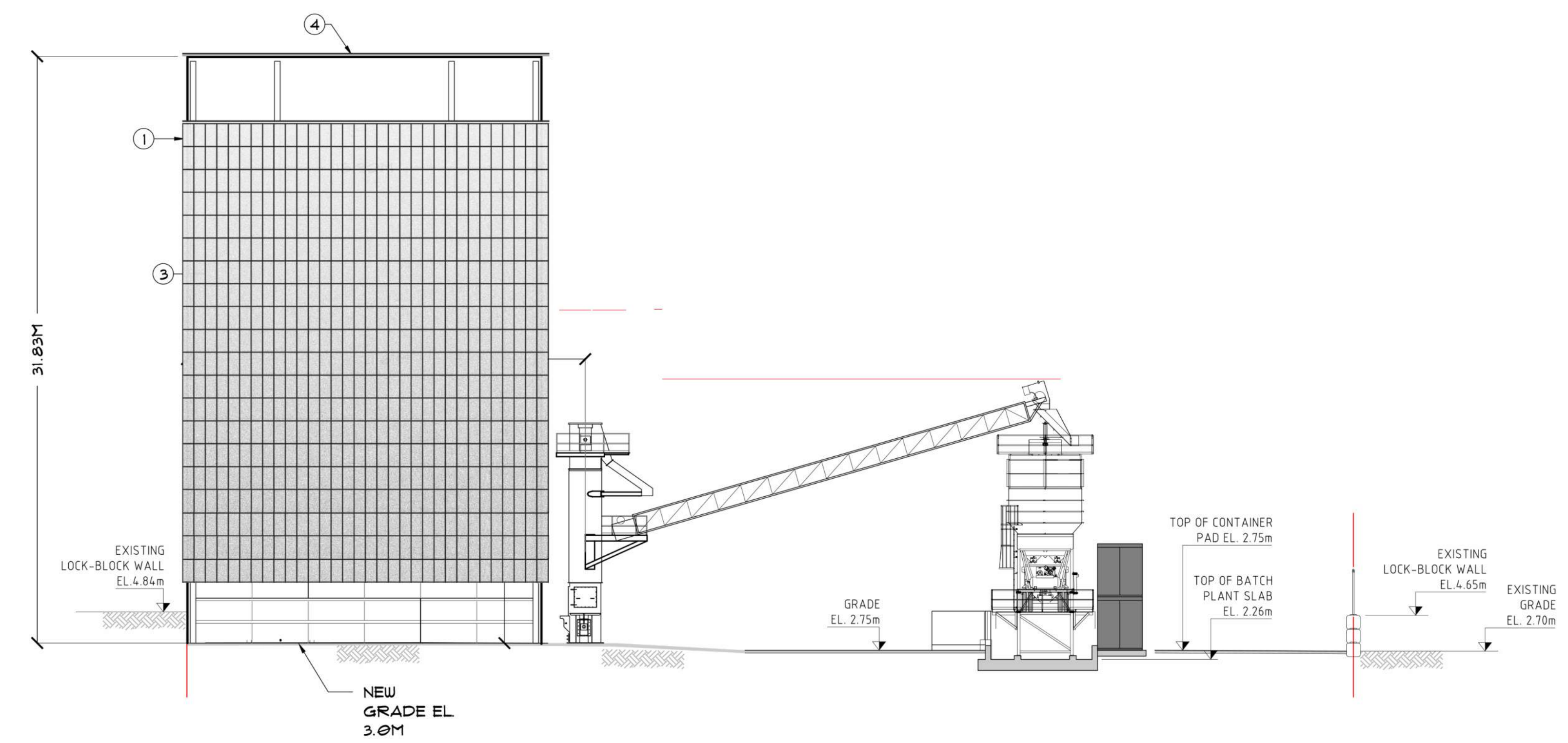


F SOUTH ELEVATION
SCALE: 1:200

Rev. #	Date



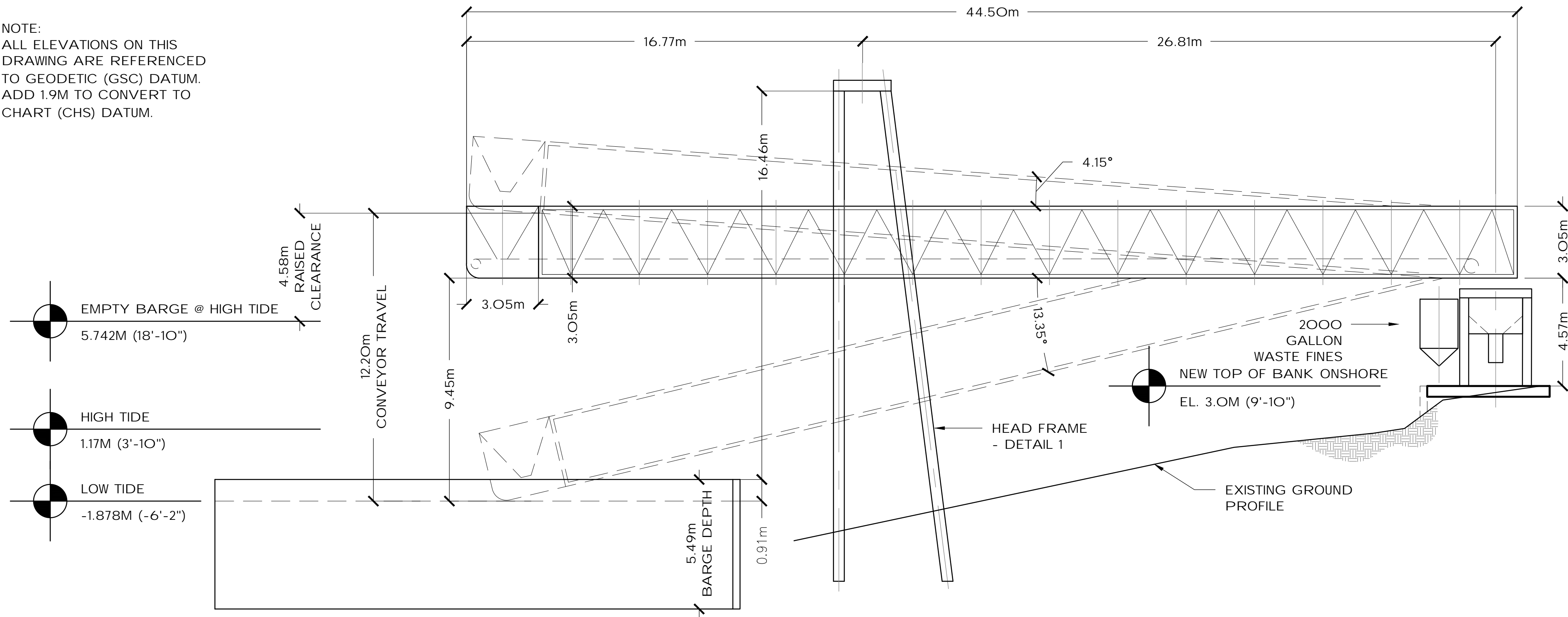
E NORTH ELEVATION
SCALE: 1:200



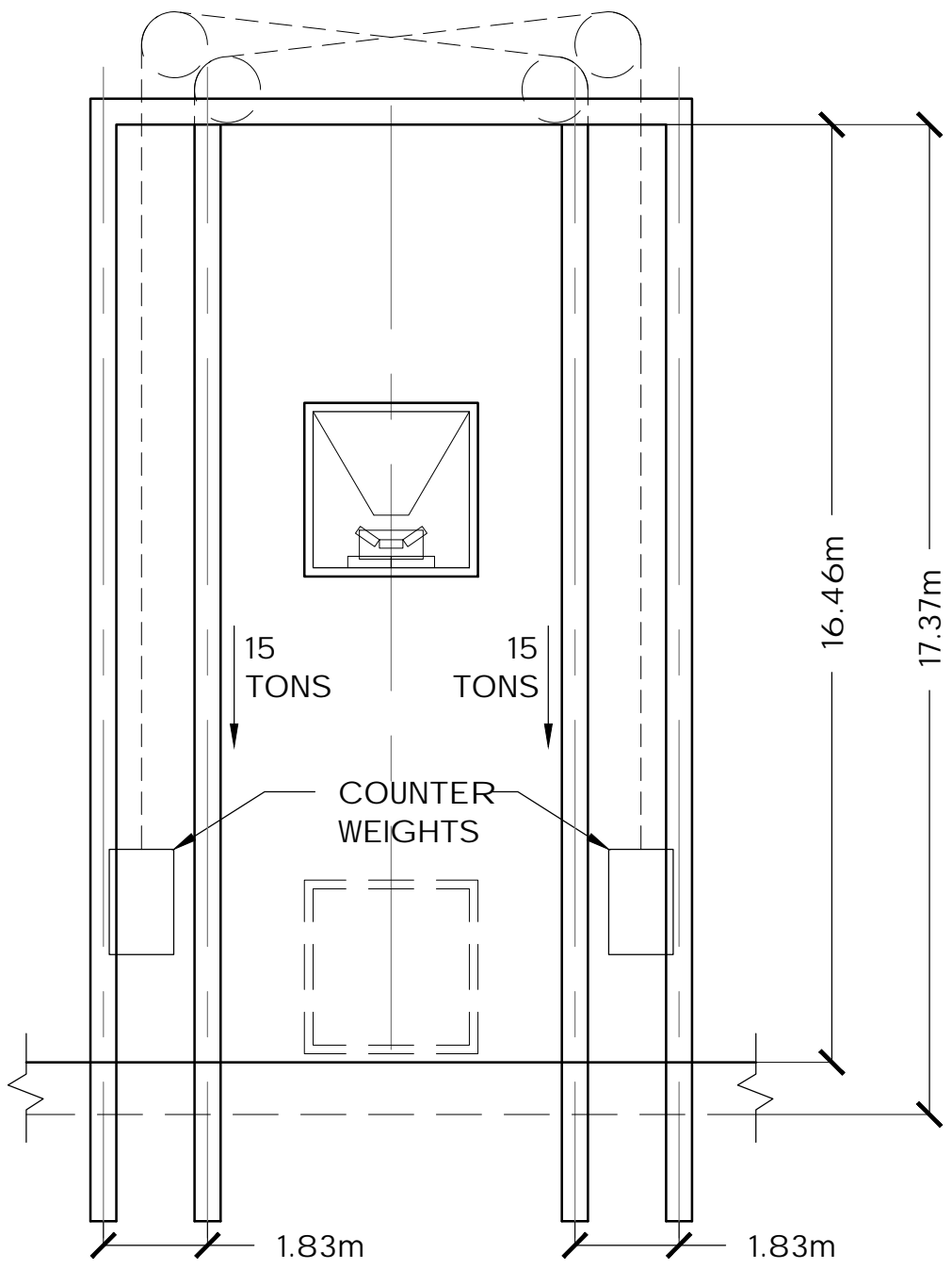
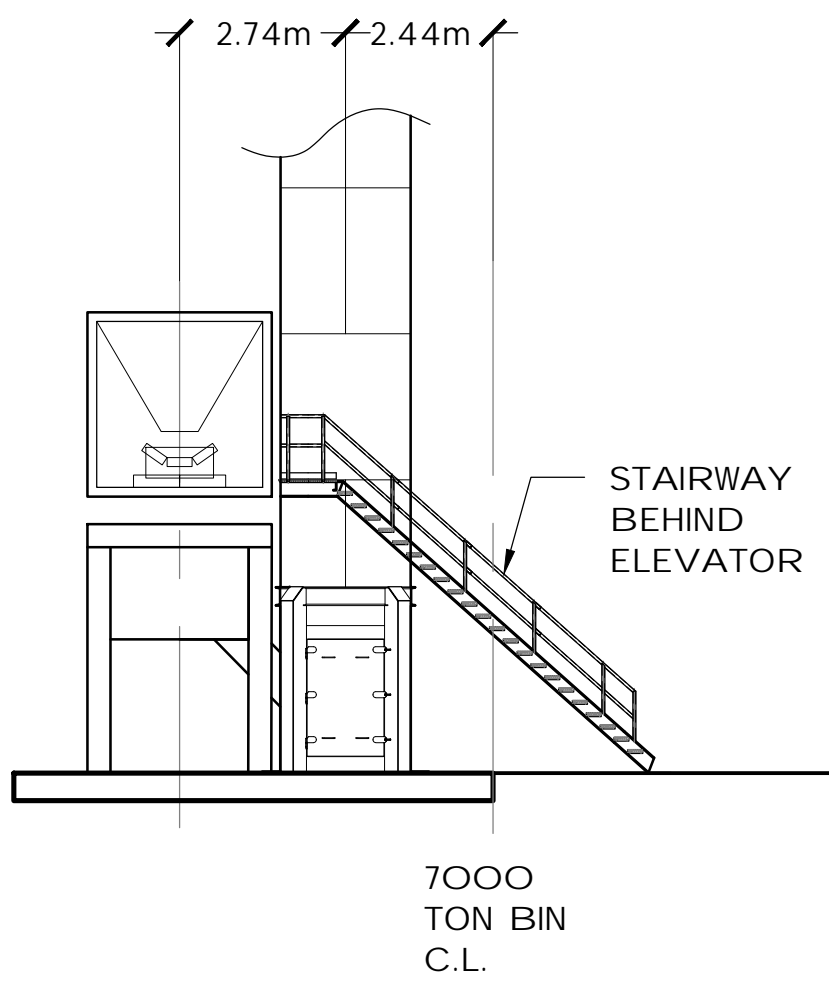
F SOUTH ELEVATION
SCALE: 1:200

Rev. #	Date

NOTE:
ALL ELEVATIONS ON THIS
DRAWING ARE REFERENCED
TO GEODETIC (GSC) DATUM.
ADD 1.9M TO CONVERT TO
CHART (CHS) DATUM.



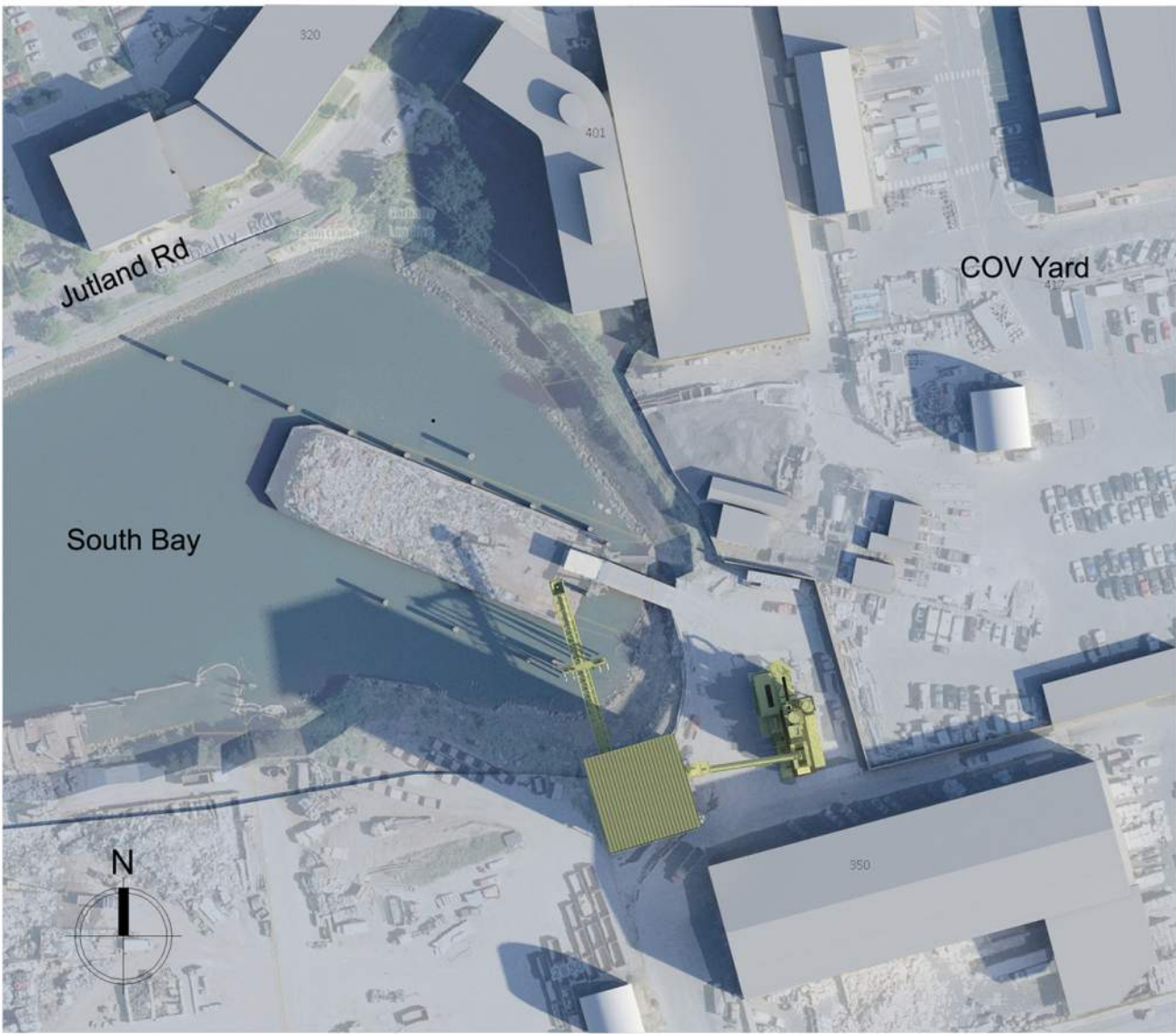
H LIFT CONVEYOR ELEVATION
SCALE: 1:125



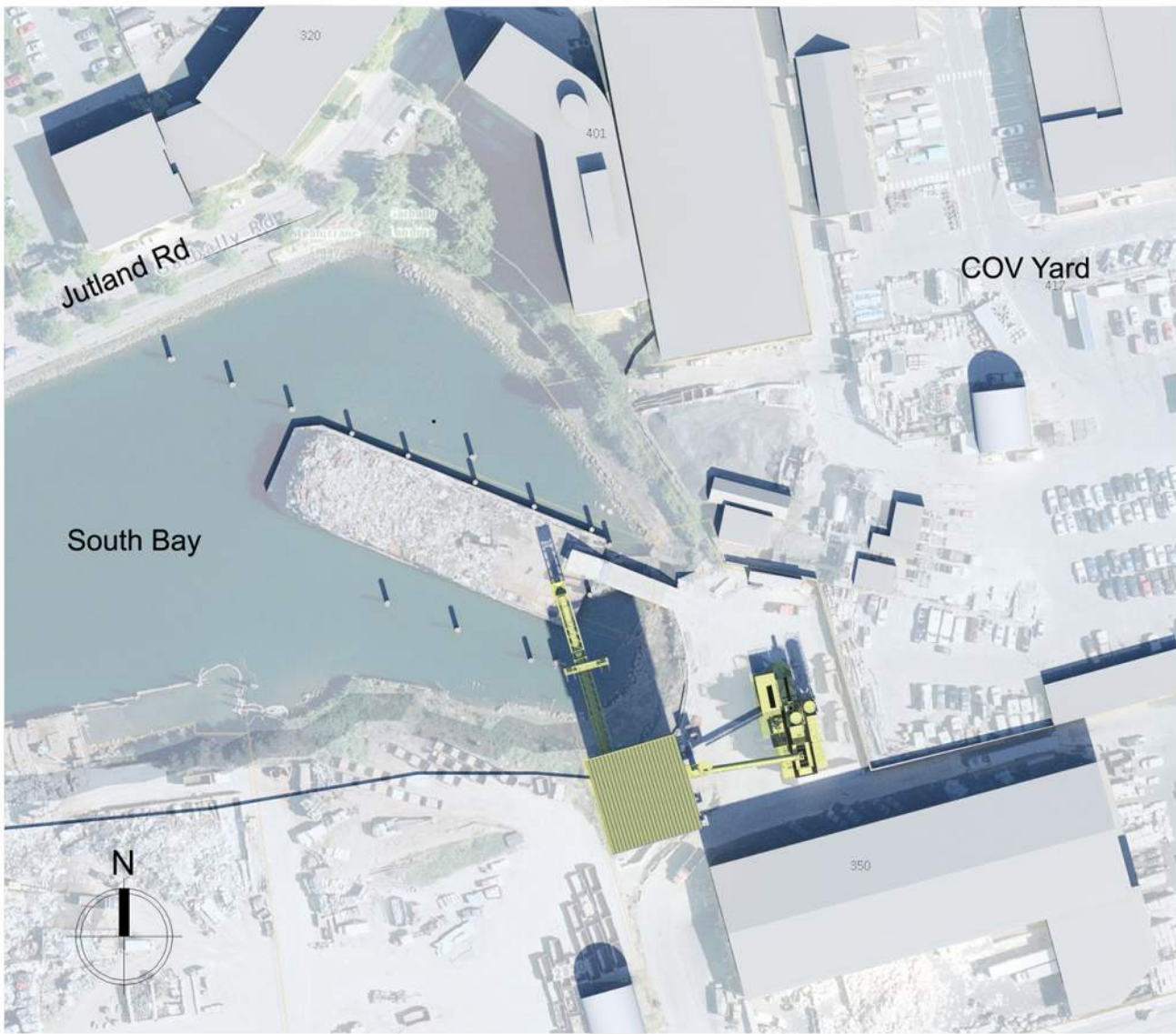
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Rev. #	Date

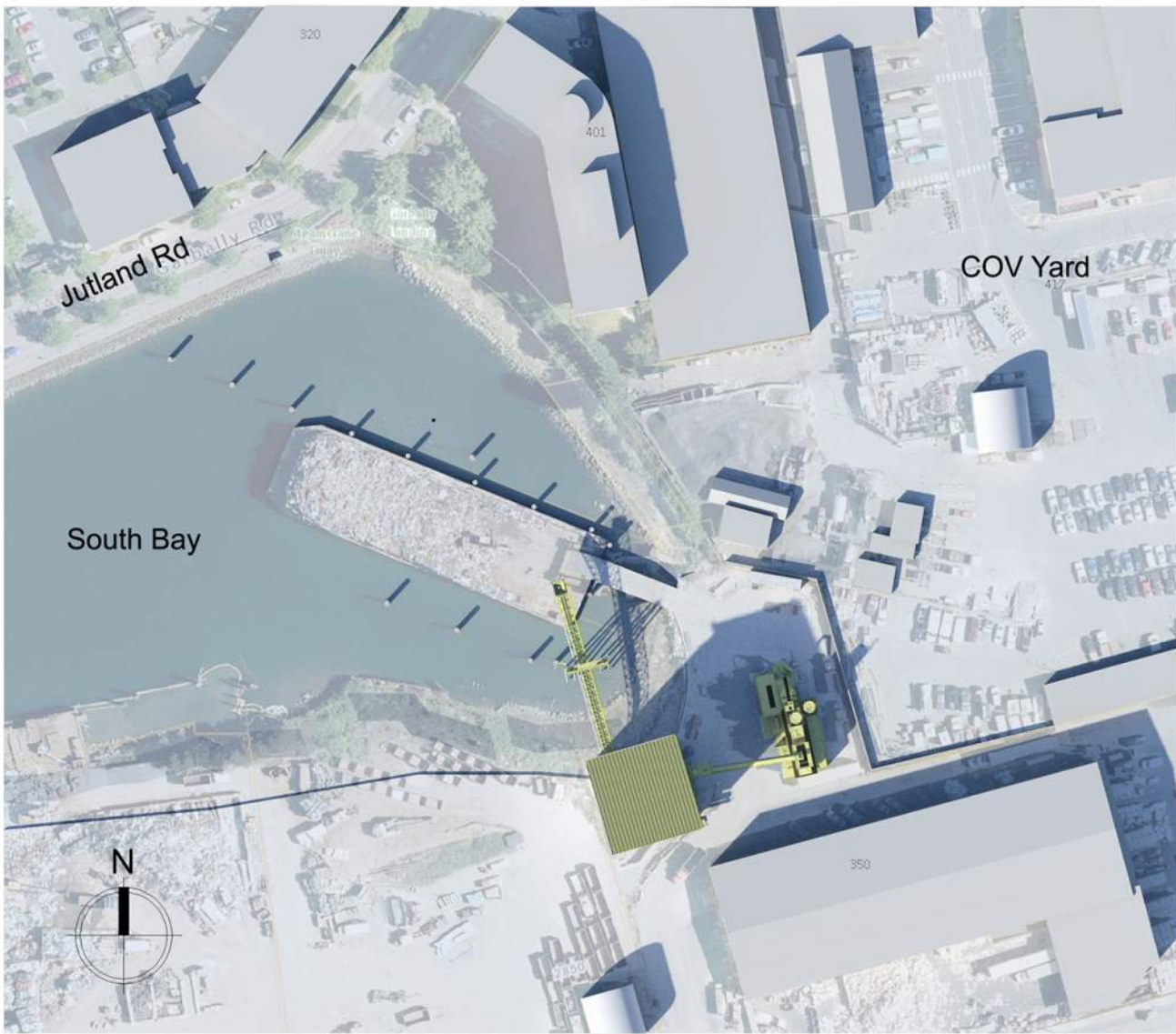
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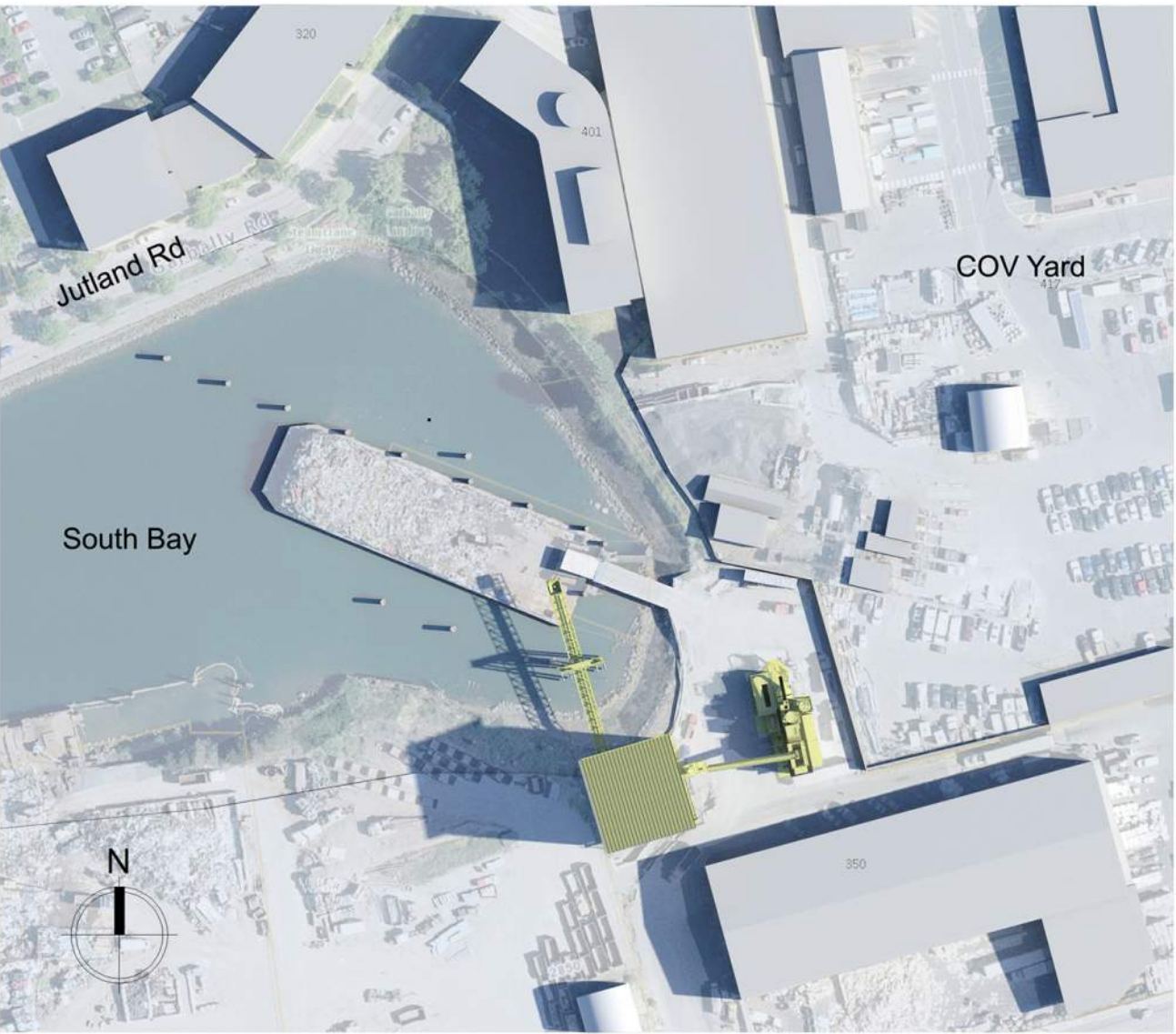
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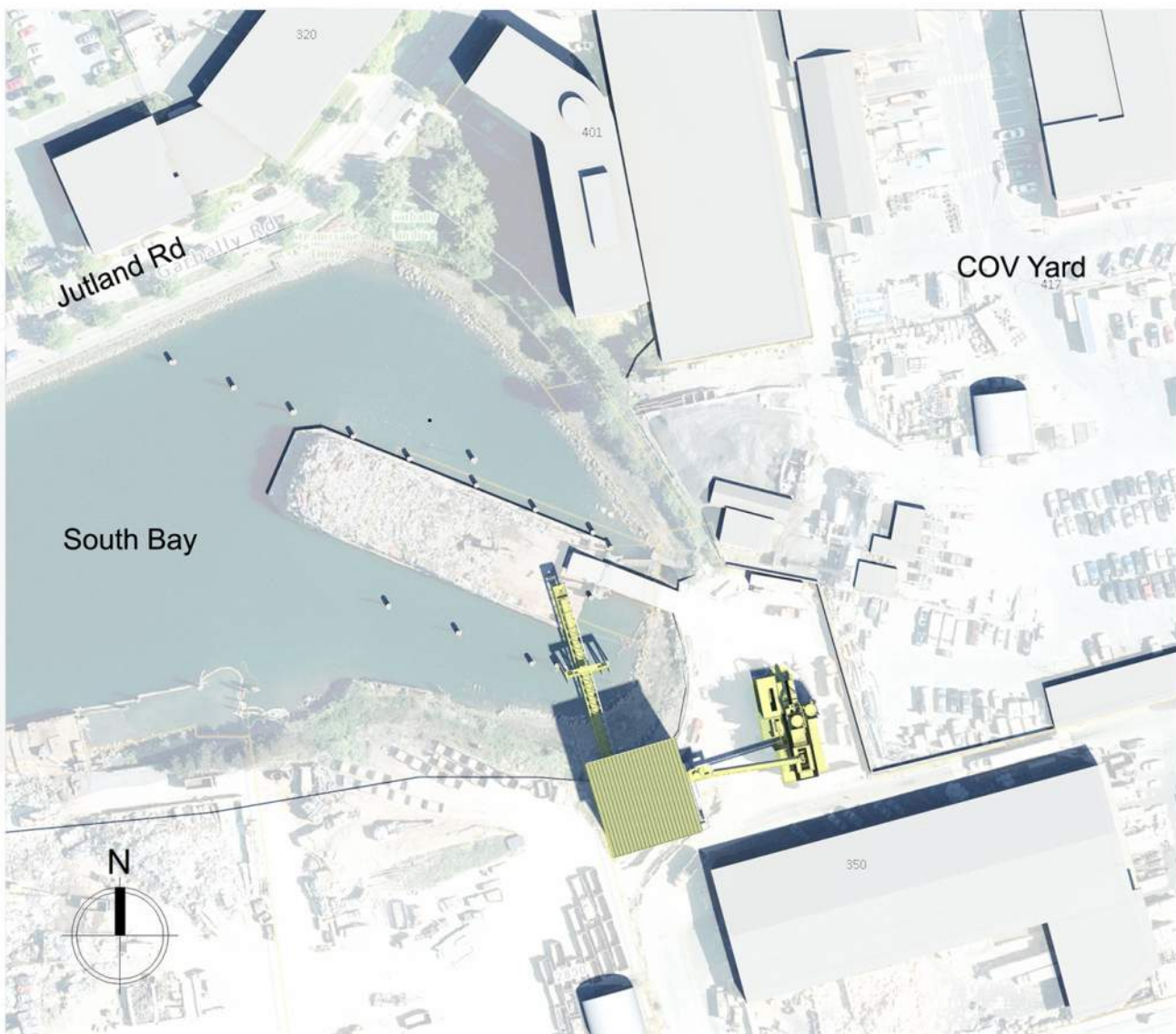
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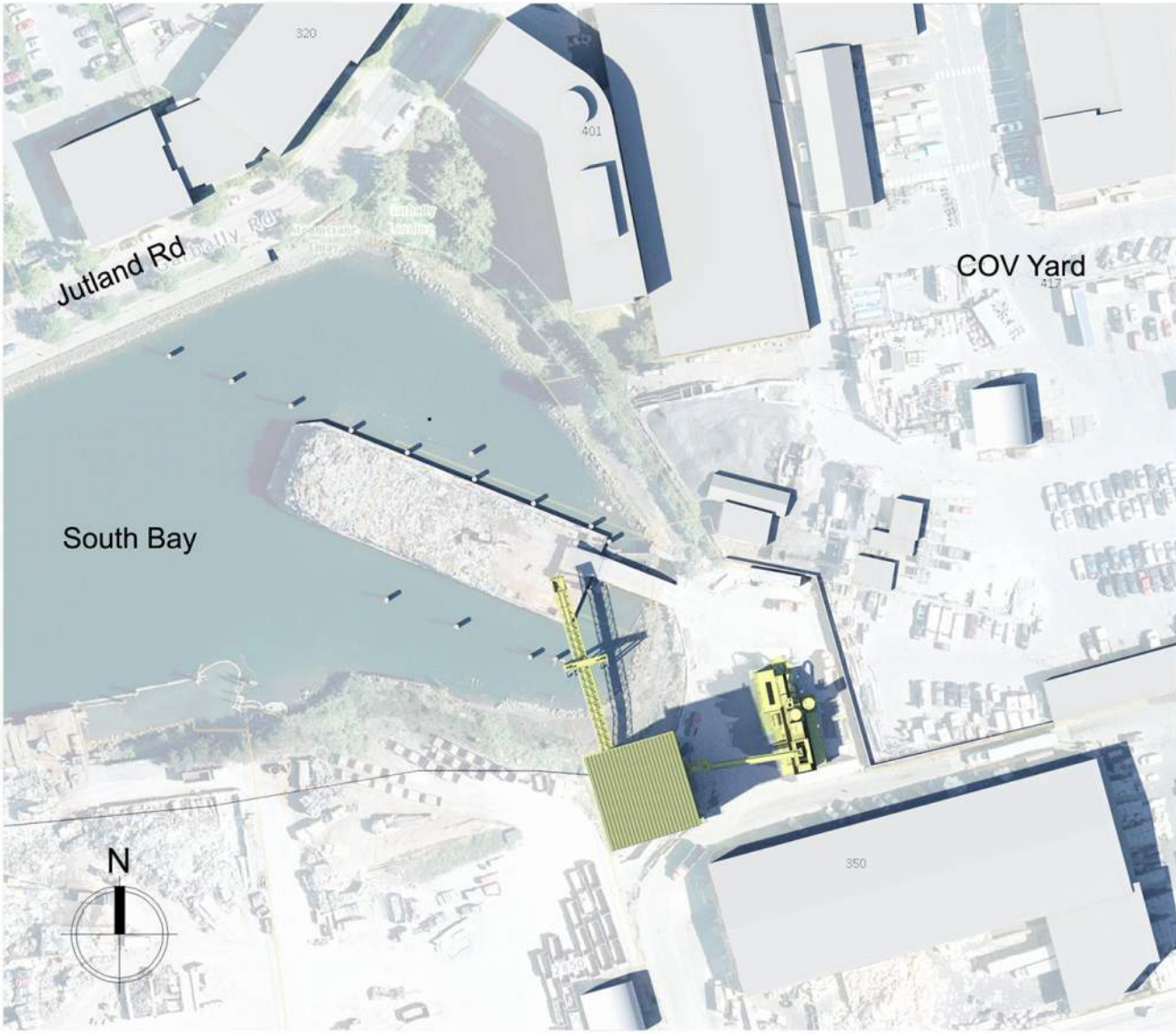
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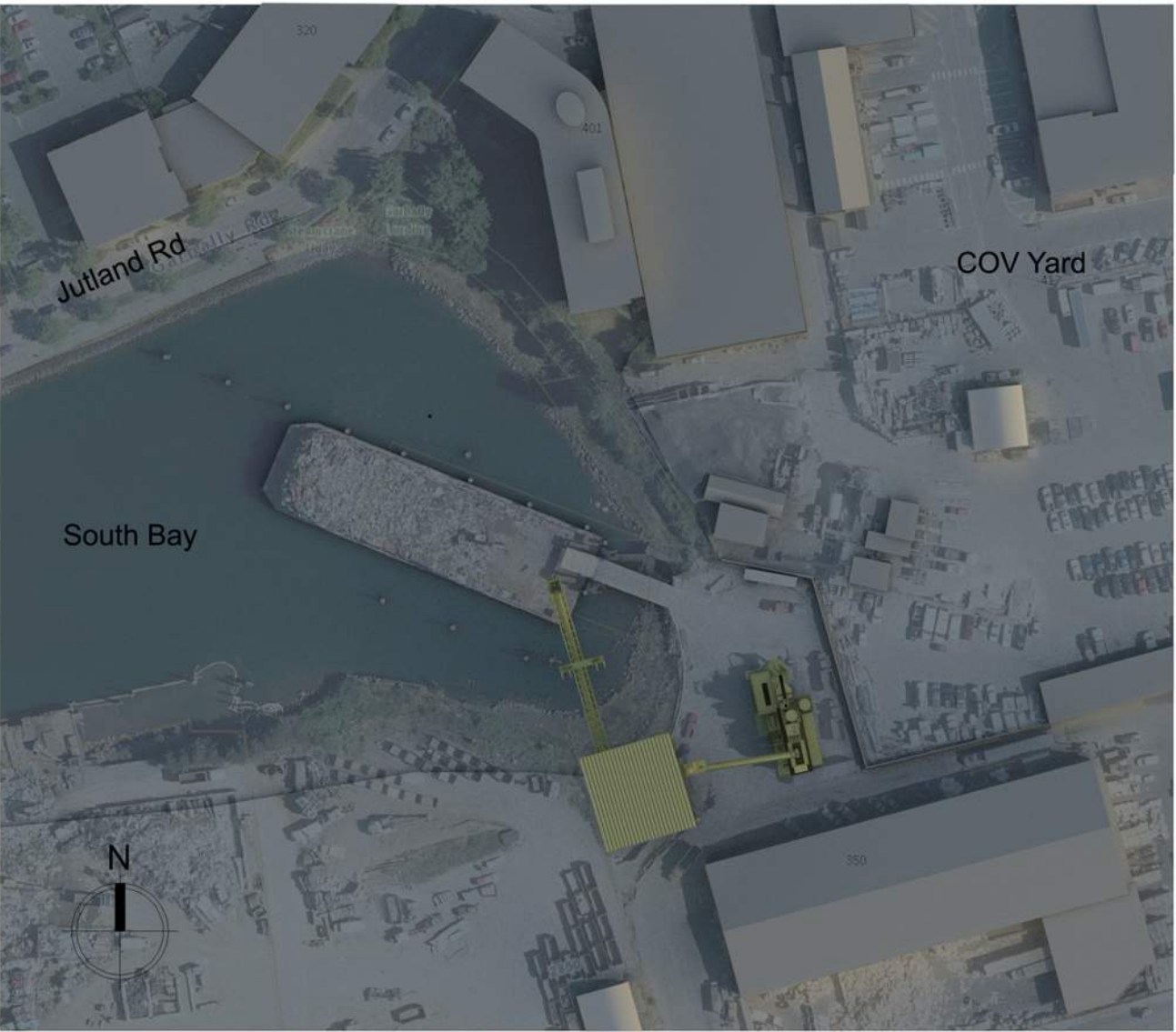
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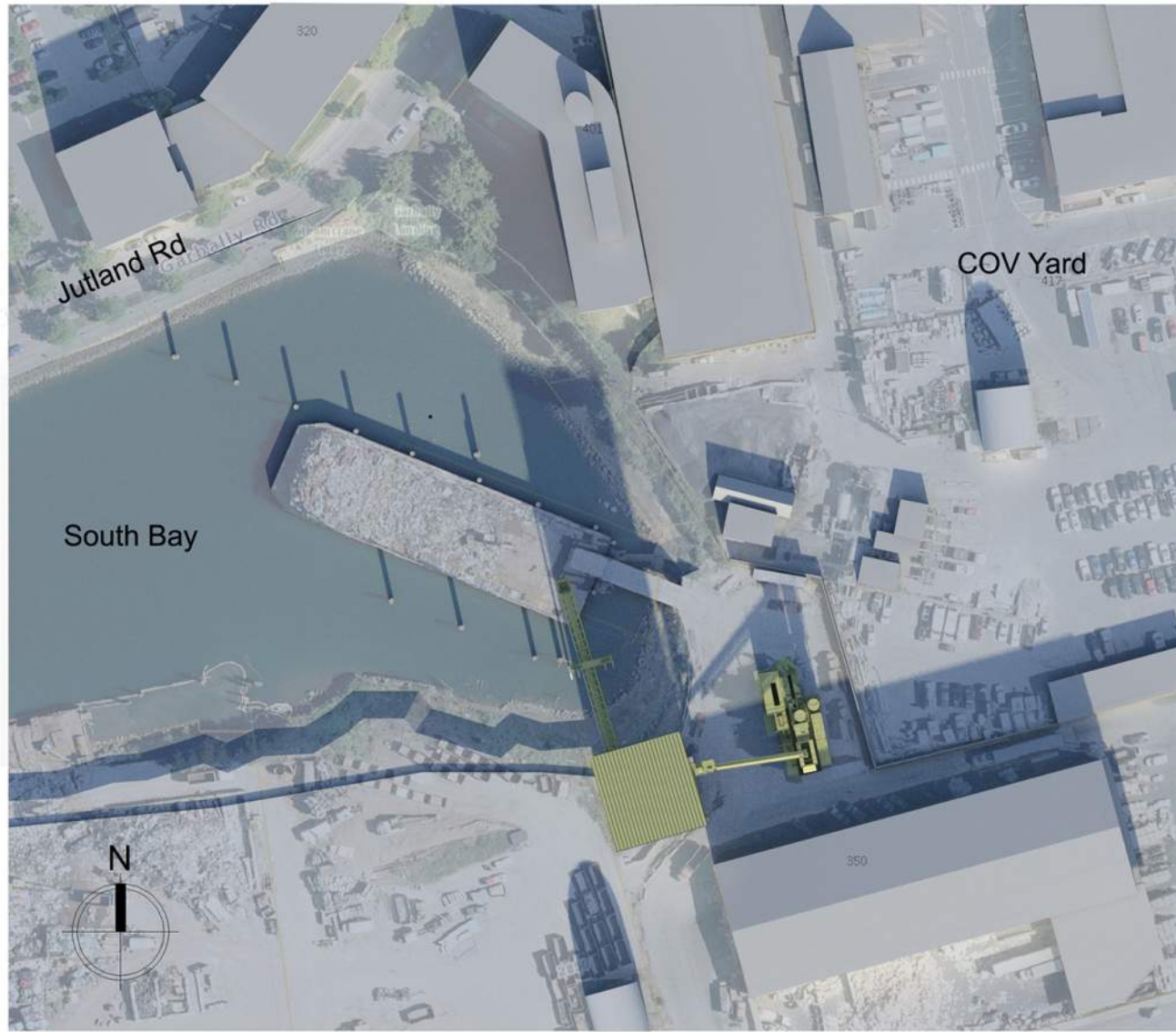
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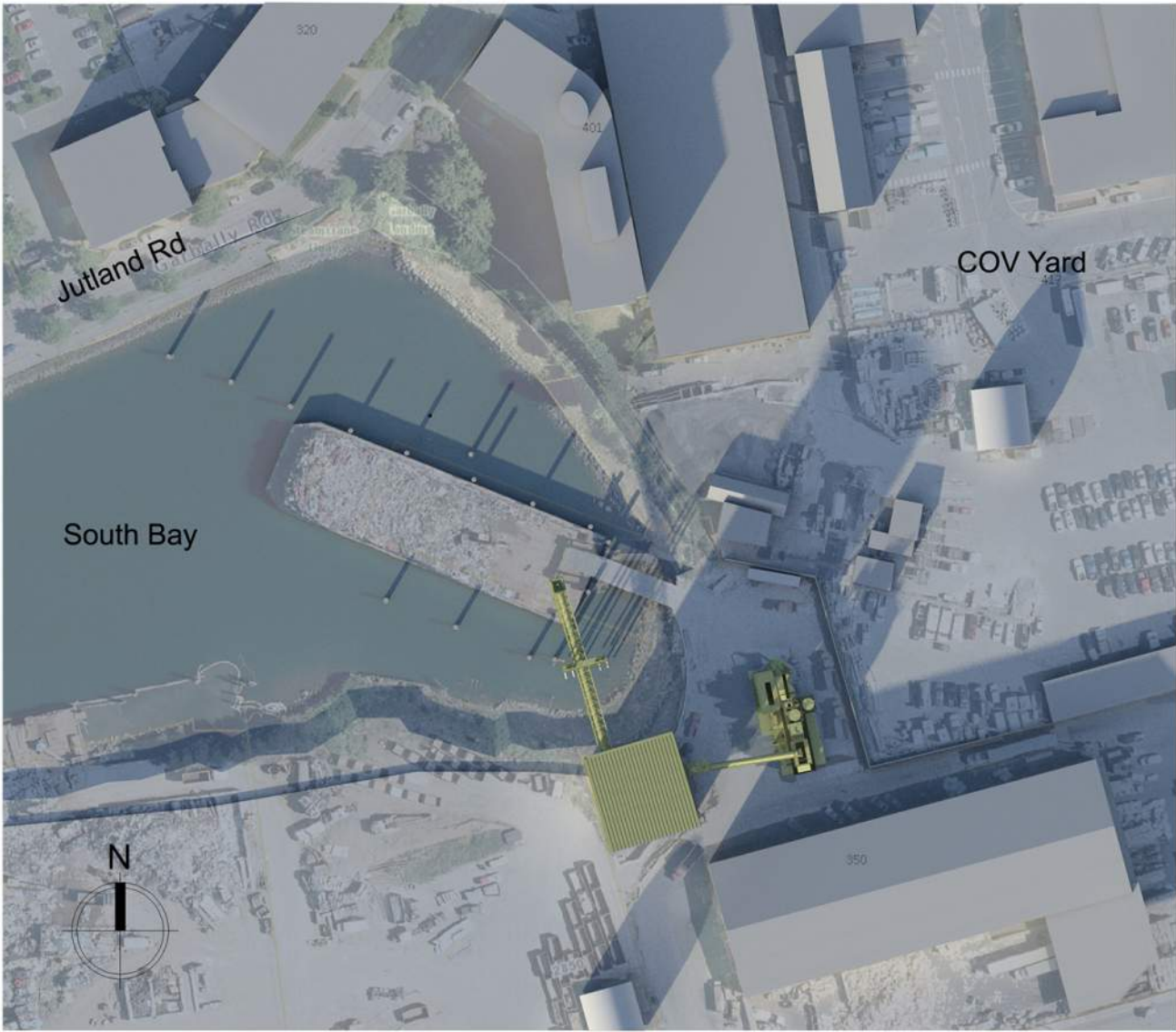
June 21 3:00PM



December 21 9:00AM



December 21 12 Noon



December 21 3:00PM

Rev. #	Date

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

February 7, 2020

Dear Mayor Helps and Members of Council:

RE: Development Variance Permit Application/TRIO Ready-Mix Concrete Raw Materials Storage Facility
 2800 Bridge Street

PROJECT CONTEXT

The property at 2800 is located in the Rock Bay neighbourhood and is recognized in the Official Community Plan (2012) and in the Burnside Gorge Neighbourhood Plan (2017) as 'the City's primary industrial land area.'

Excerpts from the 2017 Burnside Gorge Neighbourhood Plan:

The industrial and general employment land in the Rock Bay area is Victoria's primary reserve of land for businesses engaged in the production, distribution and repair of goods and equipment. It contains 20% of the City's jobs and constitutes 12.5% of the City's (and 80% of Burnside Gorge's) tax base. This land will be increasingly in short supply in our region, according to projections from the Capital Regional District. This district comprises two distinct uses: heavier industries dependent on access to the Upper Harbour, and a diverse district of small businesses related to sectors such as design, artisan production, service, high tech, food and beverage production including breweries, and construction. A variety of businesses are drawn to the areas affordable rents and eclectic character. Central to workforce, customers and work sites and adjacent to downtown, it is an ideal location for companies that cluster here. These businesses provide often well-paying jobs outside of the tourism, government and professional services sectors found downtown, while supporting the broader economy. Protecting and enhancing these lands is a key concern. At the same time, many of the area's buildings do not meet the needs of new businesses, and

reinvestment is needed for to attract and retain businesses. In 2009, the CRD estimated that our region will need an additional 156 acres of industrial land within the core municipalities of Victoria, Saanich, Esquimalt and Oak Bay, providing space for an additional 2,893 employees. Translated into floor area, this equals approximately 1,560,000 sq. feet of floor area developed at 0.23 Floor Space Ratio (FSR).

One of the main goals identified in the Burnside Gorge Neighbourhood Plan: Protect and Enhance Industry

Industry is an important part of Burnside Gorge neighbourhood, as well as for the health of the City and regional economy and tax base. Industrial uses should be protected and updated to reflect today's needs and uses.

The industrial areas in Burnside Gorge are retained. "Industry first" is the guiding principle for future land use, leading to a vibrant mix of producers, artisans, designers and related professions, without displacing industrial uses. Policies include: maintain areas for heavy and harbour-oriented industry near the waterfront; designate the remainder of the Rock Bay area as Industrial Employment lands where the principle of "Industry First" is applied – ground floors of new buildings should be developed as light industrial spaces, with general commercial uses permitted only on upper storeys; designate two Industrial Arts areas, on Bridge Street and south of Pembroke Street, where a few additional uses – such as galleries and limited additional allowances for sales and/or services – would be allowed to connect artisans and producers with regional customers, and to provide day-to-day services to area employees.

The Ralmax Group, owner of Ralmax Properties Ltd, the applicant and parent company of TRIO Ready-Mix (TRIO), are champions of innovation and responsible industry on Victoria's upper harbour. This Development Variance Permit is for a raw materials receiving and storage facility (silo) to be erected adjacent to the existing TRIO concrete plant. Our application responds to the Burnside Gorge Neighbourhood Plan's call to update industrial practices that reflect today's needs and uses; it carefully considers the social, environmental and economic opportunities for the neighbourhood and the city. Through investments in the latest technology, facility design, and changing the way materials are shipped, *"TRIO's plant will set the standard for low-impact concrete production raising the bar and showcasing innovation in the industry."* (Synergy Enterprises, October 2019). Nineteen workers earning wages that sustain households will be employed at the new facility.

The strategic introduction of a storage silo enables barge access that will improve upon traffic flow in the area and reduce ground transportation and associated fuel and emissions. While more detail is included in this application summary, key environmental sustainability features include:

- Reduced land footprint through use of the silo **responds to short supply of employment lands*
- Waterfront access significantly reduces ground transportation requirements and associated fuel and emissions requirements

- Stormwater capture, treatment and re-use
- New reclaimer equipment that allows for recycling of waste concrete
- Lower carbon concrete through use of Carbon cure technology
- Shoreline rehabilitation with EConcrete blocks
- State-of-the-art emissions controls with a 'zero-discharge' goal from the owner (dust and noise abatement)

To achieve the full complement of these important environmental and community benefits, a height variance to accommodate the silo is necessary.

PROJECT DESCRIPTION

Our application refers to a parcel of marine industrial land that is 8,670m² upon which a modern concrete batch plant is located. It is zoned M-3 and has no residential adjacencies. The Development Variance Permit application is for a materials receiving and storage facility (silo) which would be built on approximately 300m² adjacent to the concrete batch plant.

This portion of the property is unoccupied and currently consists primarily of compacted road-base fill material and a roadside concrete barrier. At the property line and the edge of the protected migratory bird sanctuary area, a lock-block wall will be removed, along with concrete curb wall. The proposed silo will rise 31.8m to the high end of the single pitch roofline from an elevation above the harbour of 3m (see Drawing G-1.2 and G1.3). The application does require a height variance. Under M-3 zoning, a maximum height allowance is 15m. There is precedent in the area for this requested height variance. The Lafarge concrete plant on Bay Street, also zoned M-3, includes a silo that stands 29.4 m in height and its base resides 2m above our proposed silo.

The TRIO silo is designed to accommodate 8,000 tonnes of raw materials (sand and gravel) that would be delivered by barge via Victoria harbour to support the existing TRIO concrete plant. The desired silo would be serviced by barge thereby removing more than 2,500 heavy trucks (fuel and emissions reductions) from the roads per year and allow for optimal use of these employment lands that are in short supply in the city of Victoria and throughout the Capital Region (Synergy Enterprises report).

The proposed TRIO silo will utilize the existing barge ramp and water lot for receipt of materials that the TRIO batch plant utilizes. The TRIO silo will also utilize the same BC Hydro transformer installation that services the existing batch plant. The design of the silo allows for dust-control and sound-abatement for barge-delivered raw materials.

Our application considers the following:

Design

The design of the TRIO receiving and storage facility (silo) is innovative and world-class with emphasis placed on optimizing functionality and minimizing impacts on the environment and neighbourhood. The design emulates numerous silos worldwide that enhance the visual interest of the industrial landscape with façades to soften the impact on their surroundings. Waterfront developments require specific considerations for weathering and maintenance. TRIO's silo design utilizes powder coating and galvanizing of perforated metal siding screens and fabric covers for aesthetics on this waterfront design. Through discussions with representatives from the Burnside Gorge Community Association (BGCA), we heard support for investments in new technologies that better protect the environment. We also heard support for the opportunity to integrate a visually interesting industrial skyline into the neighbourhood. Incorporating early feedback, we have selected a LED lighting system consisting of 3,400 individually controlled LED lights on the North wall of the silo behind the perforated metal screen. This system is designed by Limbic Media, a Victoria company that specializes in high-tech interactive art light installations for public spaces. The light-art treatment on the silo allows for flexible timing and color treatments (similar to BC Place stadium).

For information, the plant's moving machinery, truck traffic and raw materials storage are not visible from the harbour and waterfront road and noise abatement is a design priority. The terminal runs at below 50db and truck engines are off while at the facility.

Street Interface

Street access to the TRIO silo will share the same entry with the TRIO Ready-Mix plant, off David Street at the existing crossing at Turner Street. The TRIO plant is beyond the rise and turn in the road. It is anticipated that the TRIO silo will share the TRIO Ready-Mix David Street address.

While the logic of replacing heavy trucks with marine transportation is strong, **TRIO engaged a third-party consultant to undertake a traffic impact study (attached)**. The results indicate that the introduction of the silo improves traffic performance. This is simply a reflection of the road traffic reductions due to barge transport of raw materials.

Environmental Leadership

Responsible industrial practices are of paramount importance to the Ralmax Group, owners of TRIO Ready-Mix. **TRIO engaged a third-party consultant to undertake a Sustainability Assessment of their business (attached)**. This new ready-mix operation (silo and plant) changes the way materials are shipped and the way concrete is mixed. The proposed silo and plant operations enables TRIO to save over 2,000 tonnes of carbon equivalent per year.

- **Air Quality** – The TRIO silo and plant will employ state-of-the-art emissions controls with a ‘zero-discharge’ goal from the owner (Ralmax Group). The receiving and storage facility will have oversized air filtering and the silo is designed to contain any errant dust and arrest any possible dust output. The facility will be equipped with air quality alarms on a programmable logic controller to ensure compliance with all the designed dust containment and zero-discharge initiatives.
- **Harbour Water Quality** – The TRIO silo provides an improvement over current possibilities of raw material deposits being carried to the harbour by wind and rainfall. All surface and structure/roofline runoff water is directed away from the waterfront.

The Victoria Harbour Migratory Bird Sanctuary along with the salt water marsh will be preserved and protected with no water or contaminants discharged to this area. Working in partnership with Jacque Sirois (Friends of Victoria Harbour Migratory Bird Sanctuary) two eagle perches are included in the design, an osprey nest has been installed and wood is currently being milled for Purple Martin nesting boxes to be installed in spring 2020.

- **Surface Water Management** – The TRIO Ready-Mix operation (silo and plant) will collect rainwater from approximately 1,000 square metres of area and direct the surface water to the batch plant where it is collected for the purposes of concrete production and recycling and treatment operations.
- **Process Water** – There is no process water created, used or contained within the proposed TRIO silo.
- **Carbon Cure technology** – The TRIO plant produces lower carbon concrete to meet local demands – work that includes: street repair and maintenance, new road and highway construction, sidewalks, bike lanes, bridges, housing developments, etc.
- **Landscape** – The TRIO silo will not affect any existing trees.
- **Noise** – The Trio silo is sound-abated with minimal noise outside of its enclosures (<50db). The facility utilizes electric prime movers and electric over pneumatic actuation in its reclaiming of aggregate and bulk powder storage. All compressed air exhaust is silenced, and compressor machinery is fully enclosed and sound abated.

CONCLUSION

The proposed TRIO silo and concrete plant will be a state-of-the-art facility offering exemplary waterfront terminus industrial architecture. It will be built to exceed all environmental and safety standards serving as a showcase for responsible industry. It will add visual interest in this area of the

Victoria Harbour and provide strategic support to local businesses and civil development for many decades to come. The addition of the new silo will also result in an increase in tax contribution.

In summary, this responsible industrial Development Variance Permit application meets the following Strategic Goals of the City of Victoria:

Meeting the Strategic Goals of the City of Victoria	
Good Governance and Civic Engagement	<p>Community engagement and outreach plans include:</p> <ul style="list-style-type: none"> Public tours of the batch plant planned March - June 2020 Presentations to: <ul style="list-style-type: none"> Burnside Gorge Community Association; Vic West Community Association harbour committee; Victoria Esquimalt Harbour Society; GVHA Board of Directors; Harbourside Rotary Club.
Reconciliation and Indigenous Relations	<p>Salish Sea Industrial Services Ltd is owned jointly by the Songhees and Esquimalt Nations in partnership with TRIO's parent company, Ralmax. This partnership includes an Indigenous Employment Program that provides work experience and training opportunities for Indigenous workers across all Ralmax companies including TRIO.</p>
Prosperity and Economic Inclusion <p>There is growing recognition of the vital role that industry plays in sustaining a healthy, diversified economy. These are the City's employment lands and they are in short supply. Industrial lands spawn a vibrant supply chain of hundreds of local businesses that fuel more jobs for households and contribute important taxation that in turn help support the quality of life for all residents.</p>	<p>Employment lands are job-creating lands and Union wages contribute to the financial sustainability of households. TRIO Ready-Mix will create employment for 19 direct employees and 10 contractors. This plant sets a new industry standard for responsible business practices.</p> <p>Concrete is a high demand resource that is the foundation to the local and regional transportation network, construction industry and all infrastructure projects.</p> <p>Profits from TRIO Ready-Mix are reinvested in the company, in the employees and in the community.</p> <p>The Ralmax Group, owners of TRIO Ready-Mix responds generously to the needs of the local community. The General Managers of their industrial businesses assist with the cash distribution of more than \$200,000/year in local community initiatives.</p>
Health, Well-Being and a Welcoming City	<p>The Ralmax Group, parent company of TRIO Ready-Mix, has been investing the restoration of the health of the Salish Sea and Victoria's upper harbour for several decades through partnerships with local champions including Veins of Life Society and Peninsula Streams Society. This application has many environmental features and benefits which improve and protect the harbour. (Synergy report)</p> <p>The plant will have state-of-the-art emissions controls with a 'zero-</p>

	<p>discharge' policy and a zero-waste goal.</p> <p>The silo will also introduce new visual interest on the industrial skyline.</p>
Climate Leadership and Environmental Stewardship <i>By introducing more intense uses of industrial harbour lands, we create opportunities to make viable investments in new technologies that better protect the environment while creating industrial viewsapes that are visually interesting and integrated into the cultural spaces of our neighbourhoods.</i>	<p>TRIO receiving and storage facility (silo):</p> <ul style="list-style-type: none"> • optimizes the limited amount of employment lands through responsible design and densification (reduced footprint) • Carbon Cure technology • New reclaimer equipment allows for recycling and reuse of waste concrete materials • Captures stormwater for concrete production, treatment and recycling purposes (prevents run-off of water into the harbour) • Barge accesses reduces ground transportation and associated GHG emissions and fuel use; • Introduction of new bird habitat through collaboration with Friends of Victoria Harbour Migratory Bird Sanctuary • Third party review of environmental practices: Synergy Enterprise report (attachment) • Storage enclosures allow for noise and dust abatement
Sustainable Transportation	<p>Barge access will remove more than 2,500 heavy trucks from the roads per year (reductions in emissions, fuel and wear and tear on the roadway)</p> <p>Traffic improvements in the neighbourhood resulting from barge access. (Traffic Impact study)</p>

Thank you for your thoughtful consideration of our application. Council's leadership in approving our application will set the new standard for low-impact concrete production raising the bar and showcasing innovation in the industry. Should any further information be required, please contact me directly.

Respectfully,

Stephen Hay
 General Manager
 Cell: 250 686 2943

Attachments:

Synergy Enterprises – TRIO Sustainability Assessment
 TRIO Aggregate Silo – Traffic Impact Study

Sustainability Assessment



TRIO
READY-MIX

Concrete Plant at 2800 Bridge St.

Prepared For	Trio Ready-Mix
Name	Stephen Hay
Title	General Manager

Completed By	Heidi Grantner & Jill Doucette
Email	heidi@synergyenterprises.ca
Completed	24/9/2019



Executive Summary

Trio Ready-Mix is constructing a new concrete plant at 2800 Bridge St. in the Rock Bay neighbourhood of Victoria. Cement, a key component of ready-mix concrete, is responsible for 7% of global man-made greenhouse gas emissions, making it the world's second largest industrial source of carbon dioxide, according to the International Energy Agency. Trio's move to a new site provides an opportunity to rethink and redesign the way ready-mix concrete is produced, and the company is implementing the latest technology that will reduce the environmental impact of their operations and products.

Synergy has conducted a review of operations at both the existing plant and the new, and has calculated the potential impact of the environmental initiatives at the new Trio site. This report summarizes the carbon, fuel, water and waste savings that will be realized each year the new plant is in operation. In total, Trio's new site is estimated to save over 2,000 tonnes of carbon equivalent (tCO₂e). The analysis is broken down into sections that mirror the way ready-mix is produced, first examining changes to raw materials, then fuel and energy savings from more efficient transportation & storage. The impact of an improved layout and new equipment on production has been measured, as well as the material savings from recycling & reusing waste concrete using a reclamation system.

Trio's plant will set the standard for low-impact concrete production, raising the bar and showcasing innovation in the industry.

	Existing	New	Savings	Savings (%)
Embedded Carbon (tCO ₂ e)	14,029	11,994	2,034	14.5%
Fuel for Transport (L)	93,243	8,957	84,286	90.4%
Total Water Use (L)	6,396,000	5,295,943	1,100,057	17.2%
Waste Concrete (mt)	8,930	857	8,073	90.4%

Table 1: Summary - Sustainability Assessment

Key Sustainability Features at New Site



Reduced land footprint through use of silos



New reclaimer equipment allows for recycling of waste concrete



Stormwater capture, treatment & re-use



Lower carbon concrete through use of Carbon Cure™ technology



Waterfront access reduces ground transportation and associated fuel and emissions



Shoreline rehabilitation with EConcrete Blocks (pending approval)



166,020

Sqft Smaller



3,047

Fewer Trips



8,073

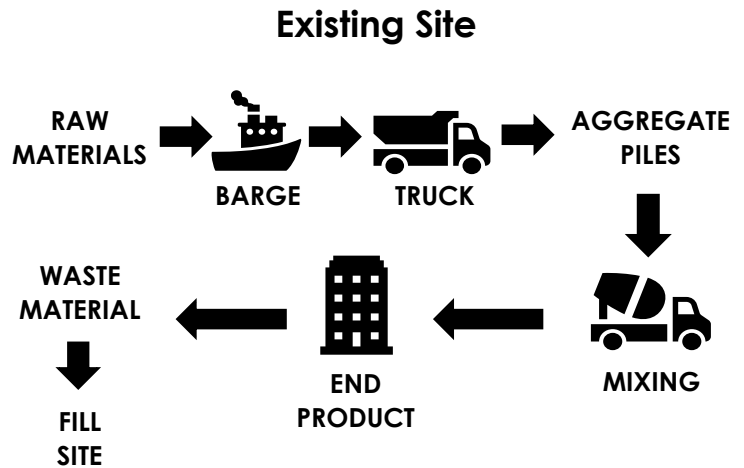
Less Waste (mt)



2,348

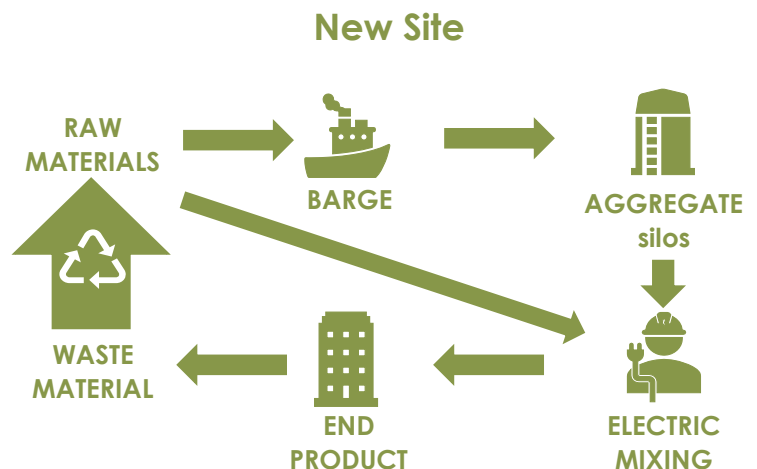
Less tCO₂e

Process Overview



The existing site, located at 1020 Hallowell Rd in Esquimalt, is a conventional concrete ready-mix plant. Raw materials, including sand, aggregate, cement and fly ash are barged from the mainland and trucked to the site. Raw materials are stored in open-air piles around the site; aggregate is regularly sprayed with water to keep the dust down and the material cool. Batches of concrete are mixed in the drums of concrete trucks running at their max rpm for 15 minutes per batch. When waste concrete is returned from client construction sites, the material is poured into pre-cast blocks or laid on the ground in strips where it hardens before being crushed and used for road fill.

**"The entire process will change when we move from the old site to the new.
The way we ship our materials, how we use water, the way we deal with
waste concrete... It will be totally different."
- Stephen Hay, Trio General Manager**



The new site in Rock Bay is located on the Gorge Waterway. The direct barge access avoids shipping raw materials by truck, reducing fuel and associated emissions. Electric pumps and conveyor belts move raw materials from the barge directly into silos, where they are kept cool. A new Central Mixing Unit mixes the concrete more efficiently, and Carbon Cure™ technology reduces the amount of cement in each batch, which in turn reduces embedded emissions. Finally, a reclaimer processes waste concrete and recycles it for use in new batches. This reduces raw materials and saves water.

Raw Materials

Carbon Cure™

The new plant will allow Trio to use different raw materials and newer, more environmentally friendly techniques to make concrete. First, it will use injections of Carbon Cure's™ liquid (recycled) CO₂, which reduces the amount of cement needed per ton of concrete produced. Cement is a crucial ingredient in any concrete mix, acting as the glue that holds it together. It is also the ingredient that has the largest embedded carbon footprint. Making cement requires superheating calcium carbonate, or limestone, which releases carbon dioxide into the atmosphere. Reducing cement use directly reduces emissions.

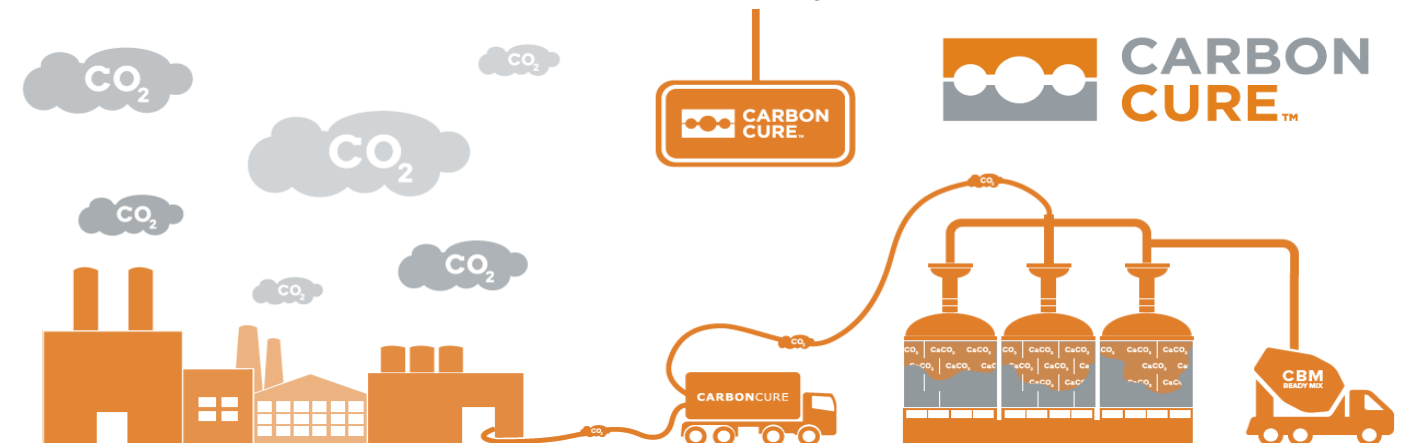


Image courtesy of Carbon Cure™

	Traditional	With Carbon Cure	Savings
Cement / Yr (mt)	14,924	14,178	746

Portland Limestone Cement

In addition to using less cement, the new Trio plant will use a better kind of cement. The company will transition to General Use Limestone (GUL) cement, which is 10% less carbon intensive than General Use (GU) cement due to added limestone. This change is expected to save 1,403 tonnes of CO₂e per year, based on Trio's yearly volume.

	tCO ₂ e / ton	tCO ₂ e / Year
GU Cement	0.94	14,029
GUL Cement	0.85	12,626
Savings	9.4%	1,403



Image courtesy of Canadian Consulting Engineer.com.



-5%

less cement



-746

less cement (mt)



-9.4%

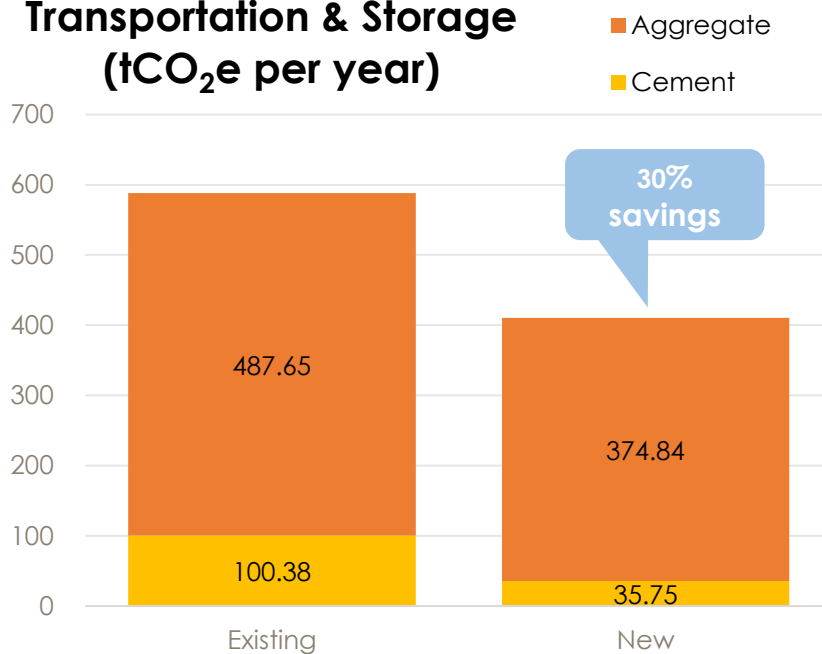
tCO₂e / ton

tCO₂e
Savings/Yr

2,034

Transportation & Storage


Transportation & Storage (tCO₂e per year)



The site's waterfront location will allow raw materials such as cement and aggregate to be shipped directly to the site on a barge. This will save on diesel fuel and the resulting carbon emissions from trucking raw materials, which were previously barged to various locations on Vancouver Island and then shipped to Trio in dump trucks and B-trains. Once at the site, the aggregate will be stored in silos rather than open air piles. These improved arrangements will avoid 3,047 dump truck deliveries per year.

The impact of these changes is significant and estimated to save 176 tonnes of CO₂e per year.

Storing aggregates in silos will also eliminate the need to spray aggregate to keep it cool, saving over 1 million litres of water per year.

 **5,010**
Baths / Yr



The new Trio site showing shipments arriving via barge. The large silo on the left will store aggregate and sand.

	Deliveries / Year	Diesel (L) / Year	Water (L) / Year	tCO ₂ e / Year
Existing Plant	3,047	93,243	1,100,000	588.0
New Plant	0	8,957	0	410.6
Savings	3,047	84,286	1,100,000	177.4



3,047
Fewer Trips



84,286
Less Diesel (L)



1,100,000
Less Water (L)

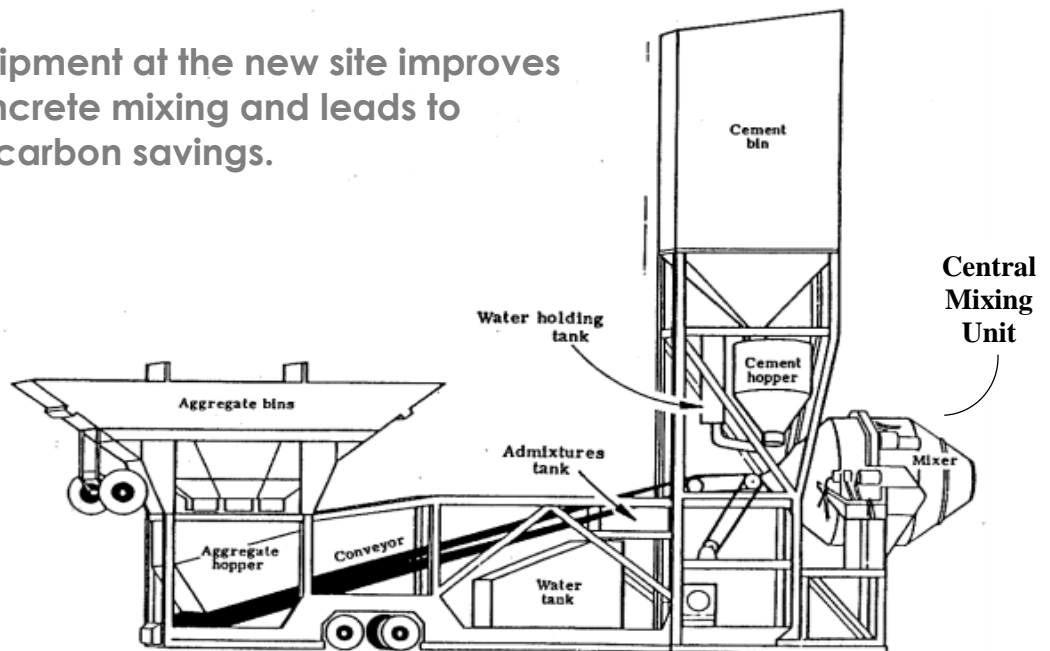
tCO₂e
Savings/Yr

177.4

Production

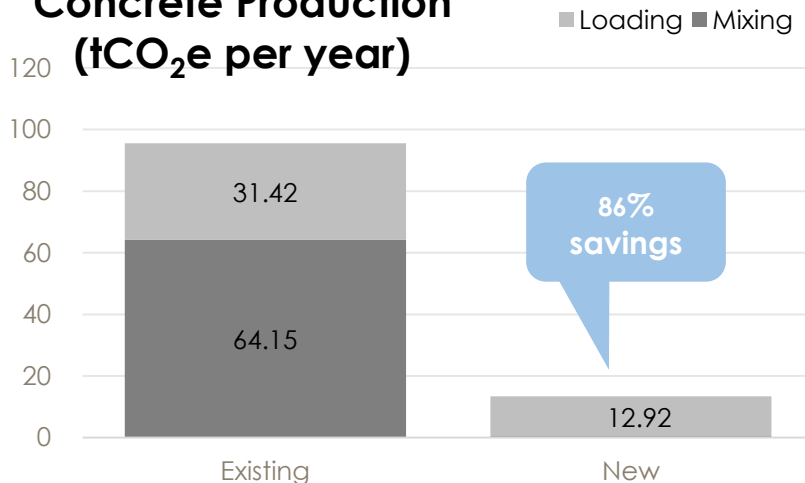
The layout and equipment at the new site improves the precision of concrete mixing and leads to energy, water and carbon savings.

By using a Central Mixing Unit (CMU), Trio avoids having to mix concrete in trucks - saving diesel fuel and associated emissions.



Typical Central Mixing Unit. Image courtesy of State of Minnesota Concrete Manual.

Concrete Production (tCO₂e per year)



Using conveyor belts instead of diesel-powered loaders will save...

11,617
Diesel (L) / Yr

18.5
tCO₂e / Yr

At the existing site, when a batch of concrete is made, a diesel-powered loader picks up aggregate and sand in its bucket from stockpiles around the site. The ingredients are then funneled into the back of a concrete truck, which revs its engine to full speed to mix the batch. This process is fuel-intensive, because the ingredients are heavy and the loader must make many trips.

At the new site, conveyor belts powered by electric motors will deliver the ingredients from the silo to a Central Mixing Unit (CMU). Also powered by electricity, this piece of equipment improves the efficiency and precision of each concrete mix. In total, the new plant will save 121 tCO₂e and 23,700 litres of diesel in the production process.

	500 Fewer Hours		35,336 Less Diesel (L)		-86% Less tCO ₂ e	tCO ₂ e Savings/Yr	82.2
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Recycle & Reuse

When Trio's clients order ready-mix, they often purchase a little extra to avoid the risk of running out. This means that approximately 9,000 metric tonnes of concrete is returned to Trio every year. At the existing site, Trio pours this waste into pre-cast concrete blocks, which are then sold. Any remaining concrete is laid on the ground in strips; once the strips harden, they are crushed and sent to be used as road base.

At the new site, Trio will be able to recycle the waste concrete into new batches, savings the fuel and emissions from operating the crusher and transporting waste concrete to the road base fill site.

The reclaimer, the new piece of equipment that recycles the concrete, uses a series of paddles and augers to remove aggregate and sand from the returned concrete. These raw materials can then be used as inputs in new batches. The process water that is left over is funneled into a tank, where it is agitated to keep the remaining solids in suspension until it can be re-used. If too many solids accumulate in this water, the liquid is fed through a filter press to remove the excess.

By re-using waste, Trio avoids having to purchase as many raw materials and saves fuel and associated carbon emissions from transporting them.

Trio is estimated to save diesel fuel and carbon emissions from not having to crush and transport waste concrete strips.



Re-using recycled concrete will reduce the amount of raw materials purchased, saving fuel and carbon from shipping.



The reclaimer will save 96% of all returned concrete by weight, including 100% of the aggregate, 99% of the sand, and 100% of the water.

	Aggregate	Sand	Cement	Fly Ash	Water
Waste (tonnes)	4,180	3,040	1,064	114	57
Recycled (tonnes)	4,180	3,010	798	86	57
Savings (%)	100%	99%	75%	75%	100%



8,073

Less Waste (mt)



14,623

Less Diesel (L)



96%

Reclaimed

tCO₂e
Savings/Yr

53.9

Estimates & Assumptions

- Estimated 45 nautical miles between Delta & Bamberton (cement shipping distance) & 100 nautical miles from Sechelt to VMD on Bay St.
- 2015 MACK Granite with an MP8 engine gets 5 gal/mile (manufacturer specs, supported by historical fuel use from Trio).

Emissions References

1. 2016/17 B.C. Best Practices Methodology for Quantifying Greenhouse Gas Emissions
<http://www2.gov.bc.ca/gov/content/environment/climate-change/policy-legislation-programs/carbon-neutral-government/measure>
2. Environment Canada's National Inventory Report (1990-2015); Part 2 & 3.
http://unfccc.int/files/national_reports/annex_i_ghg_inventories/national_inventories_submissions/applications/zip/can-2017-nir-13apr17.zip
3. Intergovernmental Panel on Climate Change (Global Warming Potentials)
http://www.ipcc.ch/publications_and_data/ar4/wg1/en/ch2s2-10-2.html
4. Cement Association of Canada Environmental Product Declaration
[http://www.stmaryscement.com/Documents/Canada/CAC%20EPD%20\(GU,%20GUL\).pdf](http://www.stmaryscement.com/Documents/Canada/CAC%20EPD%20(GU,%20GUL).pdf)
5. Smart Freight Centre, GHG Emissions Factors for IWT (2018)
<https://www.smartfreightcentre.org/pdf/GLEC-report-on-GHG-Emission-Factors-for-Inland-Waterways-Transport-SFC2018.pdf>

Glossary of Terms

Term	Description
GHG	Greenhouse Gas (emissions): Atmospheric gasses contributing to the greenhouse effect, including Carbon Dioxide (CO ₂), Methane (CH ₄), Nitrous Oxide (N ₂ O), etc.
tCO ₂ e	Tonnes of Carbon Dioxide Equivalent: GHGs have different warming potentials, measured collectively as CO ₂ equivalent (hence "e")
kWh	Kilowatt-Hour: Common unit for measuring electrical consumption
m ³	Cubic Meter: Unit of measurement equal to 1,000 Litres
mt	Metric Ton
CMU	Central Mixing Unit: Electric-powered drum that mixes concrete in batches
GU	General Use (cement)
GUL	General Use Limestone (cement)
t-km	Tonne-kilometer: A unit of measurement used in shipping

Verified By	Heidi Grantner & Jill Doucette
Email	heidi@synergyenterprises.ca
Completed	24/9/2019

synergy

Leanne Taylor

From: Stephen Hay - Ralmax <stephenhay@ralmax.com>
Sent: August 6, 2020 3:19 PM
To: Leanne Taylor
Subject: DFO Response

Hi Leanne

Nothing on letterhead but the text below is from Scott Northrup of DFO.

“So some not very specific advice as there are no standards published, but the City would have experience from the JSB project. You want to reduce backlighting on the water so predators don’t gain the upper hand. Direct lights down the structure not out to the water. Use shielding to manage directionality. Use lower intensity lighting (?) and spectrums that won’t attract fish.”

I think we have achieved this with the light facing outwards, not down to the water, low intensity lighting combined with the screening.

I hope this helps.

Stephen



Advisory Design Panel Report For the Meeting of July 22, 2020

To: Advisory Design Panel **Date:** July 15, 2020

From: Leanne Taylor, Senior Planner

Subject: Development Permit with Variance Application No. 00139 for 2800 Bridge Street

EXECUTIVE SUMMARY

The Advisory Design Panel (ADP) is requested to review a Development Permit with Variance Application for 2800 Bridge Street and provide advice to Council.

The proposal is for a raw materials receiving and storage facility (silo). A height variance is required to facilitate this development.

The *Official Community Plan* (OCP) Urban Place Designation for the subject property is Industrial Employment. In the Burnside Gorge Neighbourhood Plan, the subject property is designated Marine Industrial. The land use policies and objectives support light and heavy industrial uses at this location.

Staff are looking for commentary from the Advisory Design Panel with regard to:

- building height and views across the harbour
- light art display on north elevation
- any other aspects of the proposal on which the ADP chooses to comment.

The Options section of this report provides guidance on possible recommendations that the Panel may make, or use as a basis to modify, in providing advice on this application.

BACKGROUND

Applicant: Mr. Stephen Hay
Ralmax Group Holdings Ltd.

Architect: Mr. Chris Foyd
Bo-Form

Development Permit Area: Development Permit Area 16, General Form and Character

Heritage Status: No

Description of Proposal

The proposal is for a raw materials receiving and storage facility (silo). The proposal contains the following major design components:

- a contemporary-style industrial building consisting of an angled roofline and exterior finishes, such as powder coated and galvanized perforated metal siding screen, steel casing, metal roof and fabric covers
- art light installation on the north elevation, which includes a LED lighting system consisting of 3,400 individually controlled LED lights behind a perforated metal screen
- a new barge unload conveyor and lift frame, bucket elevator and an aggregate loading conveyor to support the proposed silo.

The following data table compares the proposal with the existing M-3 Zone, Heavy Industrial District.

Zoning Criteria	Proposal	Zone Standard
Site area (m ²) – minimum	12,553.20	n/a
Density (Floor Space Ratio) – maximum	n/a	3:1
Total floor area (m ²) – maximum	n/a	n/a
Height (m) – maximum	31.83	15
Setbacks (m) – minimum	0.00	0.00
Vehicle parking – minimum	18	18
Loading Space (m) – minimum		
Width	4	4
Length	9	9
Height	n/a	4.30
Setback from street	>3	3
Access from street	>5	5
Bicycle parking stalls – minimum		
Class 1	0	n/a
Class 2	0	n/a

Sustainability Features

The applicant submitted a Sustainability Assessment (attached) prepared by Synergy. The key sustainability features include the following:

- reduced building footprint, through the use of a silo to store raw materials
- stormwater capture, treatment and re-use
- transportation of raw materials by barge, which removes more than 2,500 heavy trucks from the road per year and reduces carbon dioxide emissions
- recycling of waste concrete
- production of low carbon concrete through use of Carbon Cure technology
- shoreline rehabilitation.

Consistency with Policies and Design Guidelines

Official Community Plan and

The *Official Community Plan* (OCP) Urban Place Designation for the subject property is Industrial Employment, which supports light industrial uses. The OCP also identifies this property in Development Permit Area 16: General Form and Character. The DPA encourages the integration of industrial buildings in a manner that is complementary to the established place character of the neighbourhood. This area consists predominantly of marine and light industrial uses; however, north and west of the subject property and across Selkirk Waters is Selkirk Village, which is a mixed-use development and contains residential uses. The subject property also abuts Garbally Landing, which is a migratory bird sanctuary.

Burnside Gorge Neighbourhood Plan

The *Burnside Gorge Neighbourhood Plan* (BGNP) designates the subject property Marine Industrial. The Plan supports heavy industry near the waterfront and encourages ongoing mitigation measures such as soundproofing and screening, to help reduce impacts on the surrounding business district from heavier industrial uses. The proposed silo and conveyor equipment are completely enclosed in order to reduce noise and dust impacts.

Design Guidelines for Development Permit Area 16: General Form and Character

- *Advisory Design Guidelines for Buildings, Signs and Awnings* (1981)
- *Design Guidelines for Multi-Unit Residential, Commercial and Industrial Development* (2012)
- *Guidelines for Fences, Gates and Shutters* (2010).

Regulatory Considerations

The applicant is requesting a variance to increase the height of the silo from 15m to 31.83m. To mitigate the potential visual impacts of a higher building within the industrial waterfront area, the applicant is proposing a modern industrial design approach that includes an angled metal roofline and high-quality industrial materials. The proposed light art installation on the north elevation would also enhance the visual interest of this building from across the harbour. However, given the significant height variance, staff invite the Advisory Design Panel's (ADP) input on the proposed height variance.

ISSUES AND ANALYSIS

The following section(s) identify and provide a brief analysis of the areas where the Panel is requested to provide commentary. The Panel's commentary on any other aspects of the proposal is also welcome.

Building height and viewscales across the harbour

The proposed silo will be visible from various vantage points in the area such as Selkirk Village and the surrounding employment lands, Selkirk Trestle and the Railyards. There may be some visual impacts, and the ADP's input on this aspect of the proposal would be welcomed.

Light art display on north elevation

The applicant is proposing a light art installation on the north elevation. The design guidelines do not contain specific guidelines pertaining to artistic lighting displays on a building as proposed; however, the guidelines state that colour shift in the lighting is strongly discouraged and light fixtures should avoid overspill. Even though the applicant is proposing an innovative and energy-efficient approach to the art light display, staff invite the ADP's input on this aspect of the proposal.

OPTIONS

The following are three potential options that the Panel may consider using or modifying in formulating a recommendation to Council:

Option One

That the Advisory Design Panel recommend to Council that Development Permit with Variance Application No. 00139 for 2800 Bridge Street Application be approved as presented.

Option Two

That the Advisory Design Panel recommend to Council that Development Permit with Variance Application No. 00139 for 2800 Bridge Street Application be approved with the following changes:

- as listed by the ADP.

Option Three

That the Advisory Design Panel recommend to Council that Development Permit with Variance Application No. 00139 for 2800 Bridge Street Application does not sufficiently meet the applicable design guidelines and policies and should be declined (and that the key areas that should be revised include:)

- as listed by the ADP, if there is further advice on how the application could be improved.

ATTACHMENTS

- Subject Map

- Aerial Map
- Plans date stamped June 18, 2020
- Applicant's letter dated February 7, 2020
- Sustainability Assessment dated September 24, 2019

cc: Stephen Hay, Ralmax Group Holdings Ltd. Applicant; Chris Foyd, Bo-Form

2.2 Development Permit with Variance Application No. 00139 for 2800 Bridge Street

The proposal is for a raw materials receiving and storage facility (silo).

Applicant meeting attendees:

STEPHEN HAY	RALMAX
CHRIS FOYD	BO-FORM (DESIGNER)

Charlotte Wain (on Leanne Taylors' behalf) provided the Panel with a brief introduction of the application and the areas that Council is seeking advice on, including the following:

- building height and viewscales across the harbour
- light art display on north elevation
- any other aspects of the proposal on which the ADP chooses to comment.

Stephen Hay provided the Panel with a detailed presentation of the site and context of the proposal.

The Panel asked the following questions of clarification:

- Did you research the ombre perforated panel systems?
 - No, we were encouraged to embrace the industrial aspects.
- Will the LED's be on timers?
 - We are currently working with the designer, there will be a cut-off point. We don't want to create light pollution, but it is TBD.
- What is the structure inside that will support the cladding?
 - It's a steel structure that also holds the roof.
- Does the cladding start above ground?
 - Yes, for a visual aspect.
- Did you look at having more openings in the screen? Or is there reason for the complete closure.
 - The way these are assembled are not pleasant looking. We only have control of the outside of the prefabricated metal, which is why.
- What is the finished material?
 - Prefinished aluminium, with a light grey metallic finish.
- Is there any control of what could be done in the future with the lights?
 - This lighting system can really do anything so there are a lot of options once it's in place.
- Is this considered signage, or are there restrictions with these lights?
 - Yes, before it goes to Council, I assume the City would make some documentation on it.
- Is there a reason why the shrouding became a box?
 - Yes, it's not a round silo like most, it's rectangular.
- Have you reviewed this proposal with the neighbourhood?
 - Yes, it was the neighbourhood and Burnside/Gorge Land Use Committee that came up with the light idea.
- Is there opportunity to use the same material on the east and west sides?
 - Yes, but there is a massive added cost and we wanted to stick with those specific sides to tell a story.
- How will you manage the slope of the roof and the rainwater?

- The rainwater structures are on the inside of the structure. You will see one pipe through the perforated panel.
- Was there any consideration to not having it fully screened?
 - The designer lifted the skirt at ground level to allow visibility. The perforated screens were also chosen for that reason.

Panel members discussed:

- Ensuring limited hours of light operation.
- Would like to see more angles to the wall and other aspects to make the proposal more interesting.
- Redesign of openings and exposure on screen.
- Appreciation for the care and attention put into this project.
- Appreciation for the idea of it being celebratory during events within the City.

Motion:

It was moved by Devon Skinner, seconded by Trish Piwowar that Development Permit with Variance Application No. 00139 for 2800 Bridge Street be approved as presented:

OPTIONS

The following are three potential options that the Panel may consider using or modifying in formulating a recommendation to Council:

Option One

That the Advisory Design Panel recommend to Council that Development Permit with Variance Application No. 00139 for 2800 Bridge Street Application be approved as presented.

Option Two

That the Advisory Design Panel recommend to Council that Development Permit with Variance Application No. 00139 for 2800 Bridge Street Application be approved with the following changes:

- As recommended by the Advisory Design Panel

Option Three

That the Advisory Design Panel recommend to Council that Development Permit with Variance Application No. 00139 for 2800 Bridge Street Application does not sufficiently meet the applicable design guidelines and policies and should be declined (and that the key areas that should be revised include:)

- as listed by the ADP, if there is further advice on how the application could be improved.

Opposed: Brad Forth, Joe Kardum

For: Marilyn Palmer, Devon Skinner, Trish Piwowar, Sean Partlow and Ben Smith

Carried 5:2

Stephen Hay
 General Manager, Ellice Recycling & Trio Ready-Mix
 1020 Hallowell Road
 Victoria, BC V9A 7B6

August 14, 2020

re: Some thoughts on your proposed aggregate bin for Trio Ready-Mix at South Bay, Selkirk Water.

Dear Stephen,

Without knowing the details of your proposal, here is some feedback.

Main concern: impact on water quality. I trust that you have addressed this properly.

No particular concern about the location of your silo. This industrial site appears to have no natural shoreline and to have been modified and filled decades ago.

Opportunities: inspired by the massive restorations and cleanups just north of your site on the Selkirk Waterfront in recent decades, and using expert, innovative advice, I suggest that you experiment with:

The creation of a green shore with a tidal marsh where space is available. As this may attract invasive resident Canada Geese, plan for a goose control program.

Keep the floating platform and logs already in the area and possibly add some more. They will attract birds, seals and otters.

In light of the substantial height of your silo, consider installing **one or two perches for Bald Eagles**. Bald Eagles could help disperse the Glaucous-winged Gulls that pollute the roofs of nearby recycling plants.

The very high and large silo also provides an opportunity to build an **Osprey nesting platform** on the roof. (Note: The high light standards at the UVIC's Centennial Stadium and Royal Athletic Park have attracted nesting Ospreys for years). It may be easier than to do this than doubling the height of the low, quickly-installed nesting platform in South Bay two years ago. Also, this well-meaning platform is possibly too close to busy and noisy barge operations to attract Ospreys. The compatibility and proximity of perches for Bald Eagles and a nesting platform for Ospreys should be assessed by experts on birds of prey. These two species cohabit locally and all of this is possible in theory.

Lastly, thanks for installing ~20 well-built, **nesting boxes for Western Purple Martins** in the spring of 2020. In 2021, you need a committed caretaker to open the doors in late spring once the risk of an invasion by House Sparrows and European Starlings is over. Also, some of the nesting boxes closest to your new silo may have to be moved.

Conclusion: You have opportunities to show that industrial activities in a working harbour can be compatible and even enhance nature in the city. Doing so you will also contribute to decades of restorations and cleanups at various locations throughout historic Victoria Harbour Migratory Bird Sanctuary. A very positive story.

Thanks,

Jacques Sirois
Friends of Victoria Harbour Migratory Bird Sanctuary
partner, Greater Victoria NatureHood, Nature Canada (formerly Audubon Soc. of Canada)
vicharbourbirds.ca

542 St. Patrick Street
Victoria, BC, V8S 4X3
t. 250-595-4421



August 25, 2020

Mayor & Council
#1 Centennial Square
Victoria, BC

Dear Mayor and Council:

BG LUC comment on proposal for 2800 Bridge Street

On December 16, 2019, the Burnside Gorge Land Use Committee (BGLUC) held a meeting to review the Trio Ready mix / Ralmax Group proposal for a cement materials receiving and storage facility.

Stephen Hay, Trio Ready Mix and Kathi Springer, Ralmax Group presented.

The proposal requires a height variance from the allowed 15m to 31.83m and a loading lift conveyor of approx. 44m in length at the shoreline. Although the height of the proposed material storage silo is double the zoning allowance there are no adjacent building directly affected as a result of shadowing or privacy. The proposal to include a display lighting option is welcome. The applicant has addressed concerns over possible dust air pollution and Gorge waterway pollution as a result of the operations.

The BGLUC would prefer to see the two SRW's requested by City Planning granted for future uses if at all possible. Possibly a grand-fathering option to allow for the current proposal.

The BG CALUC has no objection to the requested height variance nor the proposal for a cement receiving and storage facility. We recommend this proposal proceed to a public hearing.

Respectfully,



Avery Stetski
Land Use Committee Chair
Burnside Gorge Community Association

cc: Sustainable Planning and Community Development Department
Kathi Springer, Ralmax Group

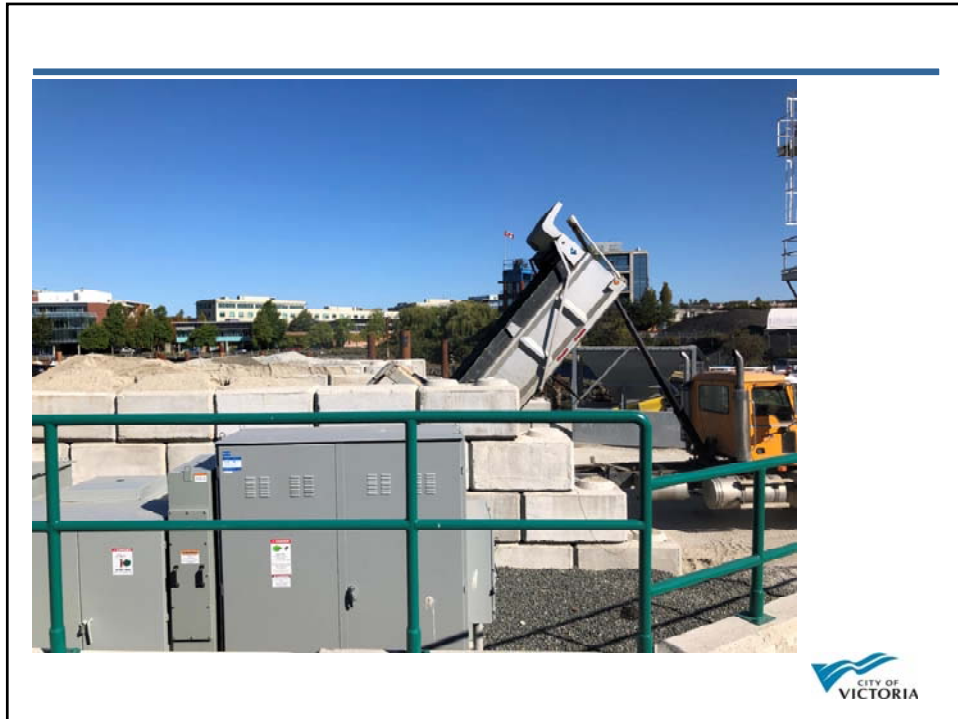
Development Permit with
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for
2800 Bridge Street



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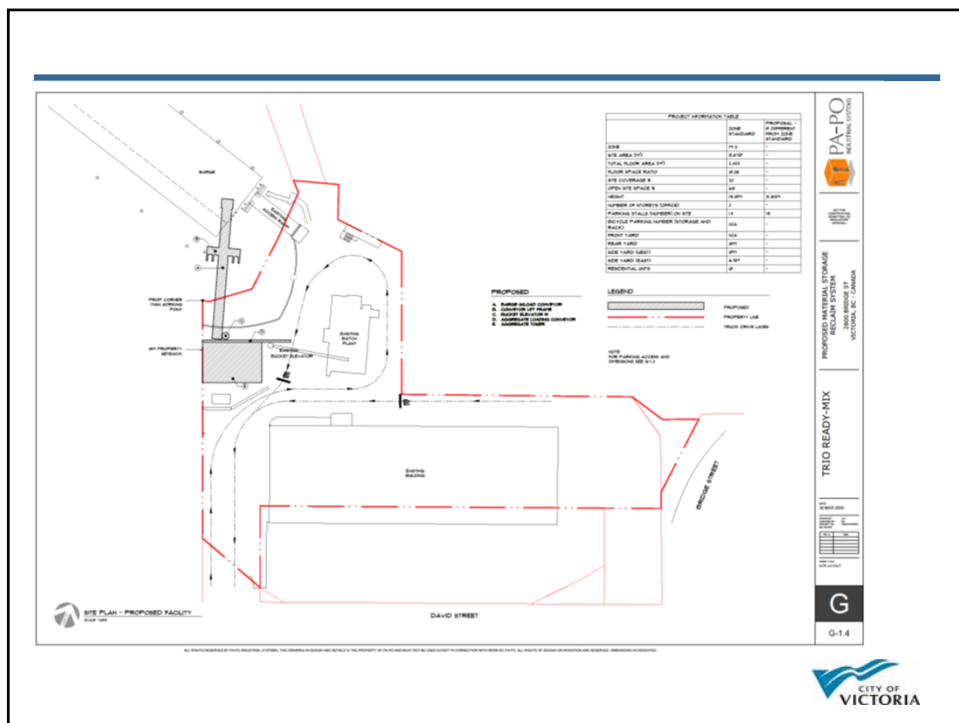
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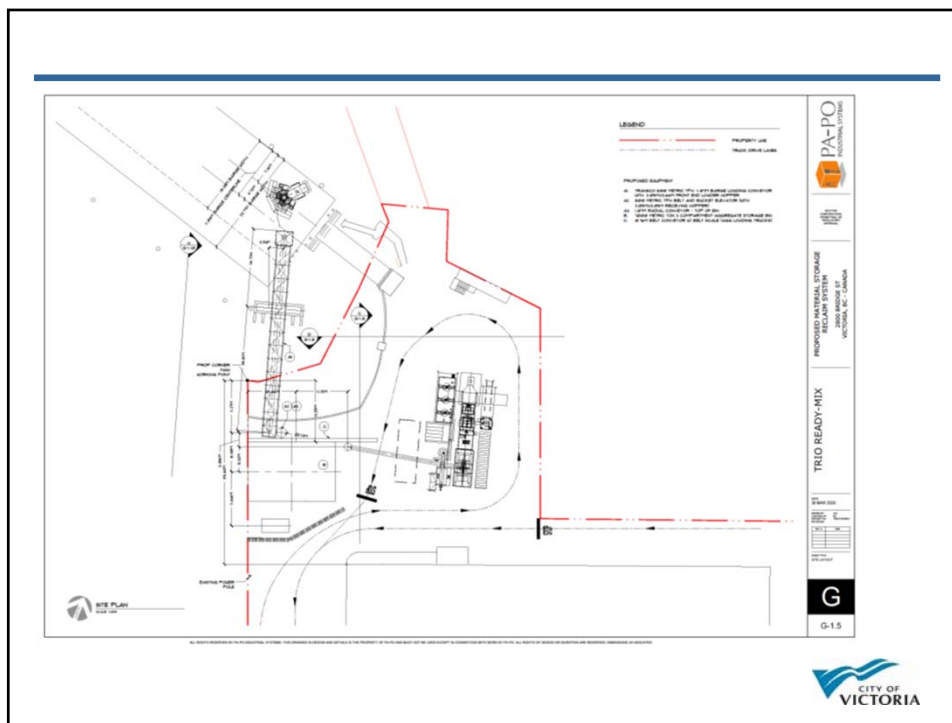
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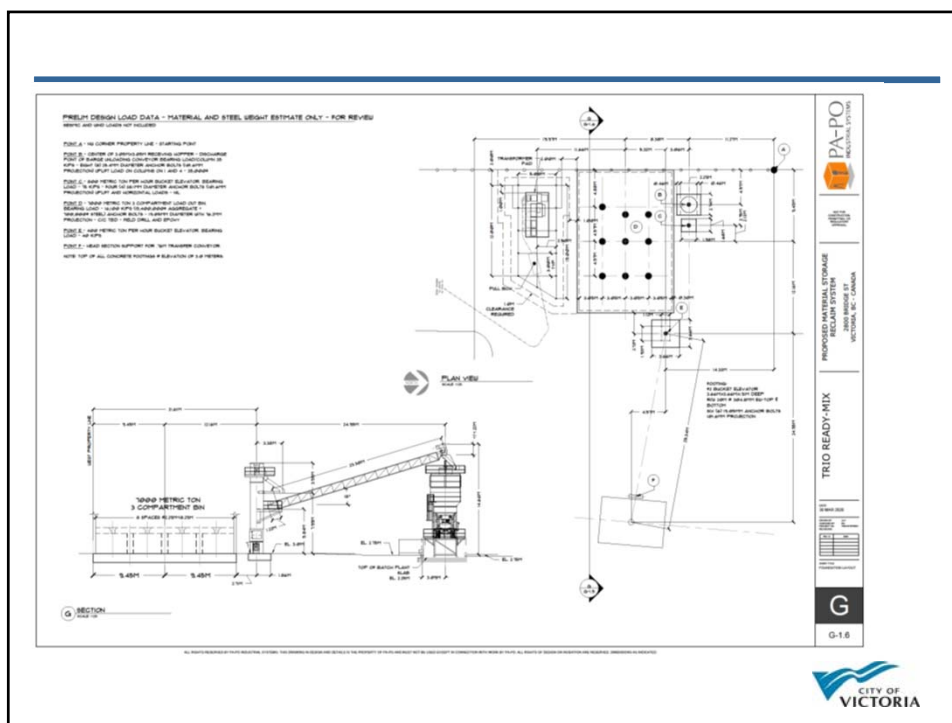
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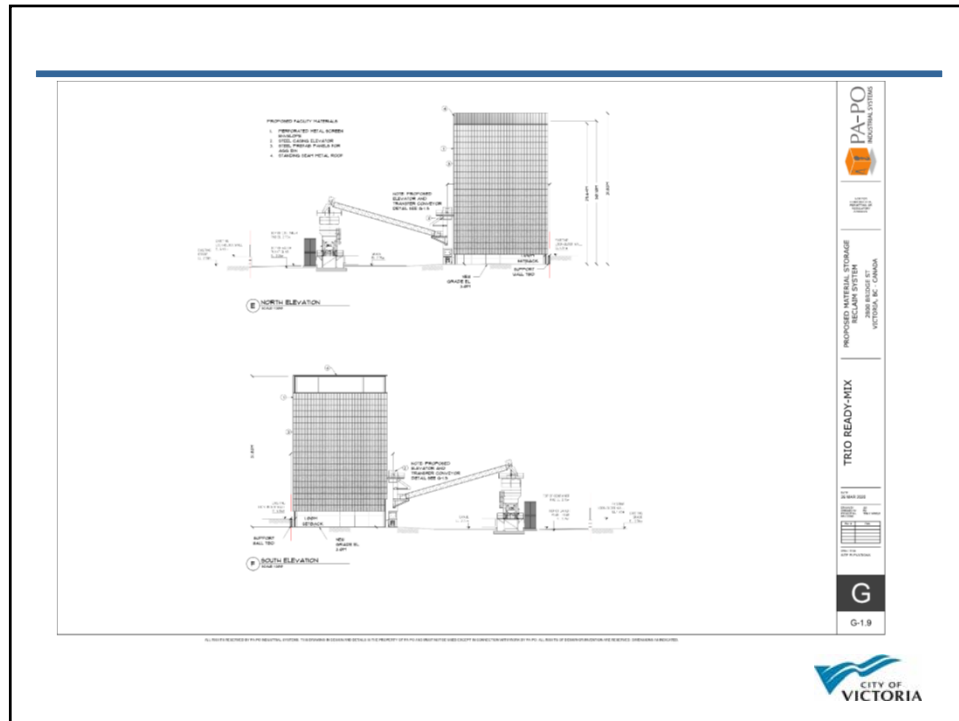
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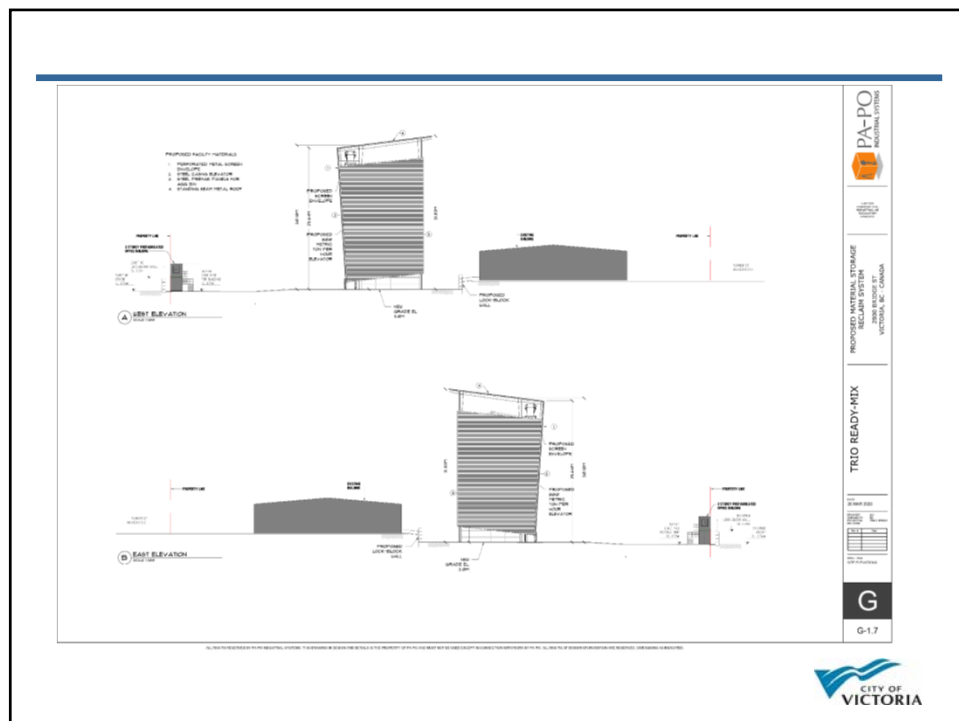
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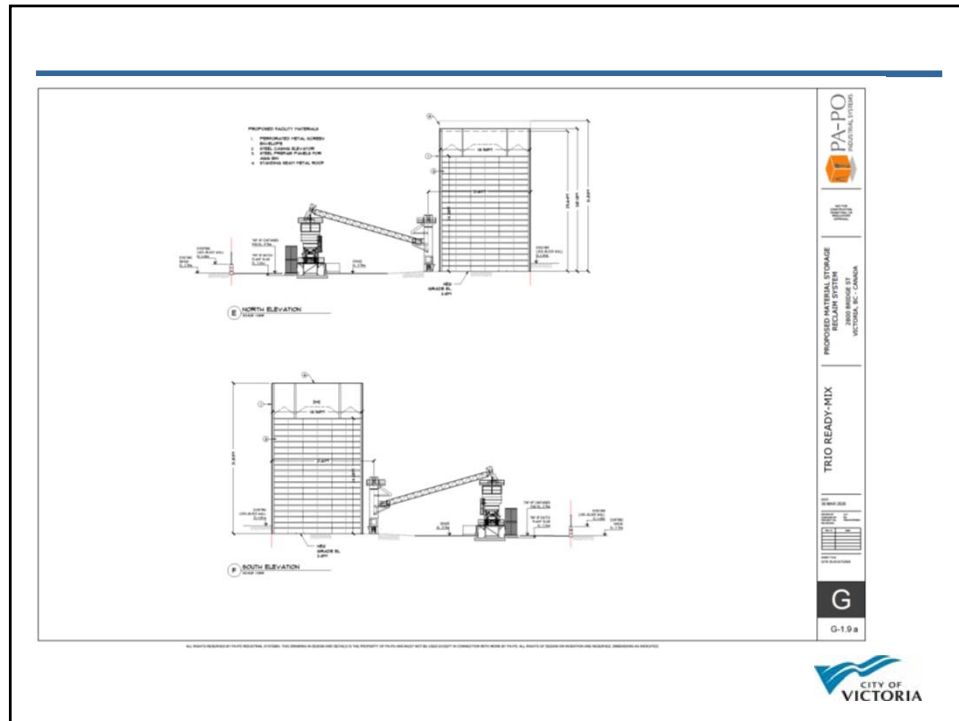
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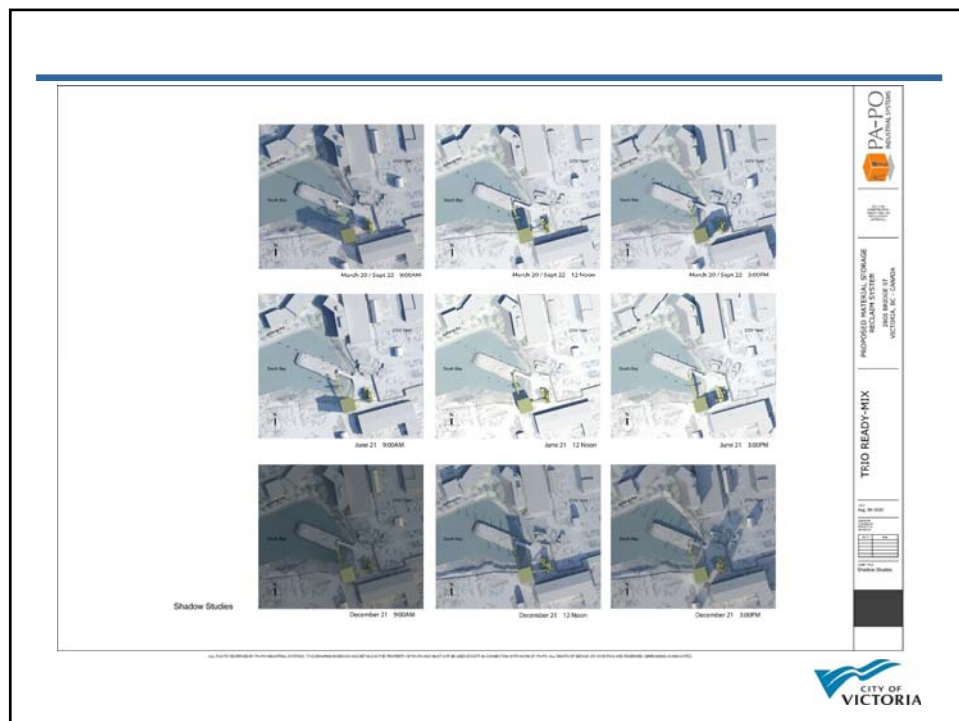
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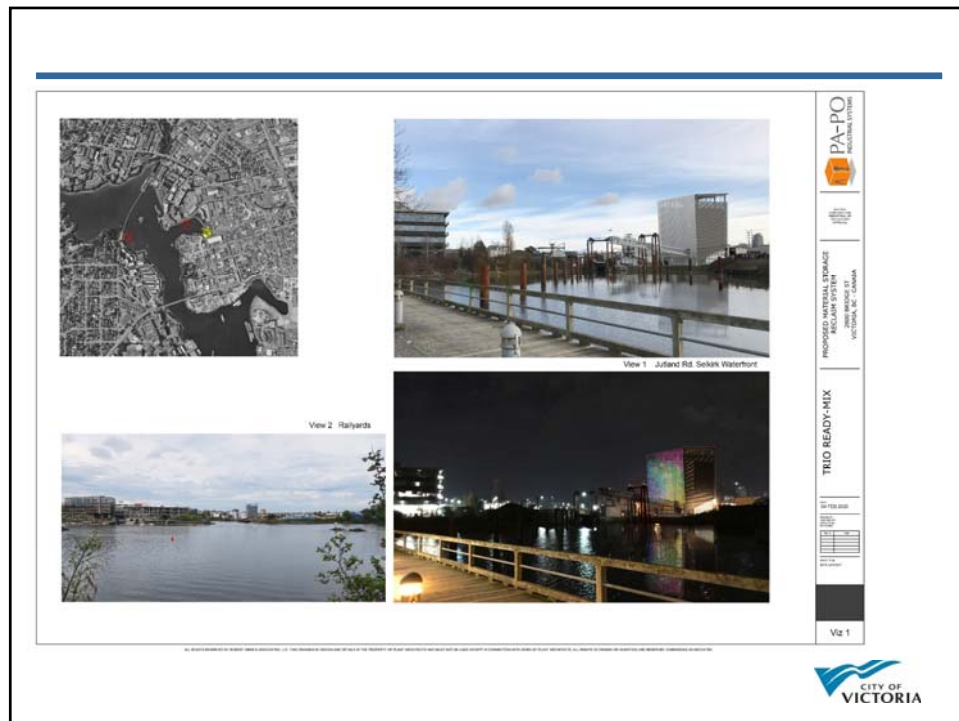
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Committee of the Whole Report

For the Meeting of September 3, 2020

To: Committee of the Whole **Date:** August 13, 2020
From: Karen Hoes, Director, Sustainable Planning and Community Development
Subject: **Victoria Housing Reserve Fund Application Update: 11 Chown Place**

RECOMMENDATIONS

That Council revise the Victoria Housing Reserve Fund (VHRF) grant approved on January 9, 2020 for a 58-unit housing project at 11 Chown Place by rescinding Section 3 of the original motion and replacing it with a revised Section 3 to require that the grant is subject to:

3. The execution of a Housing Agreement, in the form satisfactory to the City Solicitor, to secure 35 new (one bedroom) units to be dedicated for seniors (55+) for a period of 60 years as follows:
 - i) 11 units for very low income level;
 - ii) 13 units for low income level;
 - iii) 11 units for median income level.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with updated recommendations related to a Victoria Housing Reserve Fund (VHRF) grant application in the amount of \$295,000 that was approved by Council on January 9, 2020 to support the construction of a 58-unit senior's housing development at 11 Chown Place by the Gorge View Society.

As part of preparing the required Housing Agreement, the applicant has recently requested a 60-year term for the Housing Agreement instead of 'in perpetuity' to align with the related BC Housing operating agreement. The applicant has also requested that the Housing Agreement should only secure the affordability requirements for the units that are being funded through the VHRF. Both changes would continue to be consistent with the VHRF guidelines and are similar to the terms for other recently approved VHRF Housing Agreements. The proposed changes also provide better alignment with funding and operating requirements from BC Housing, do not impact the approved grant amount, and will continue to result in the construction of affordable rental housing for seniors and families.

PURPOSE

The purpose of this report is to present Council with updated recommendations related to a previously approved VHRF grant application for an affordable housing project at 11 Chown Place, proposed by the Gorge View Society.

BACKGROUND

On January 9, 2020, Council approved a VHRF grant application from the Gorge View Society in the amount of \$295,000 to support the development of a 58-unit affordable housing project for seniors and families at 11 Chown Place. The Council motion directs staff to prepare a Housing Agreement to secure all 58 units as rental in perpetuity as well as the related affordability levels as follows:

That Council approve a grant from the Victoria Housing Reserve Fund to the Gorge View Society in the amount of \$295,000 to assist in the construction of a four-storey 58-unit housing project at 11 Chown Place, subject to the following conditions:

1. The applicant obtaining the required development permit approvals for the construction of a four-storey 58-unit housing project at 11 Chown Place on or before January 30, 2022.
2. The execution of a Housing Fund Grant Agreement acceptable to the Director of Sustainable Planning and Community Development and in the form satisfactory to the City Solicitor; outlining terms for the eligible use of the grant, reporting requirements, repayment, indemnification and construction insurance, and communication protocols.
3. The execution of a Housing Agreement, in the form satisfactory to the City Solicitor, to secure
 - a. 58 new housing units as rentals in perpetuity;
 - b. 49 of the new units (one bedroom) to be dedicated for seniors (55+) as follows:
 - i. 11 units for very low income level;
 - ii. 13 units for low income level;
 - iii. 11 units median income level;
 - iv. 14 units at market rent;
 - c. seven of the new units (two bedroom) to be reserved for occupation by families as follows:
 - i. one unit for very low income level;
 - ii. three units for median income level; and
 - iii. three units at market rent; and
 - d. two of the new units (three bedroom) to be reserved for occupation by families with a median income level.
4. The applicant fulfills the applicable requirements of the Victoria Housing Reserve Fund Guidelines; and
5. That the passage of this resolution creates no legal rights for the applicant or any other person, or obligation on the part of the City, until and unless all agreements are fully executed by the City.

A Housing Agreement to secure all 58 units as rental in perpetuity was approved by Council on June 11, 2020. However, through the process of preparing a second Housing Agreement to secure the affordability levels, the applicant has requested that the grant-related Agreement should only apply to the units that are being funded through the VHRF for a period of 60 years rather than 'in perpetuity'.

ISSUES AND ANALYSIS

Term of Housing Agreement

The current VHRF guidelines stipulate that if a grant is approved, the applicant must *enter into a Housing Agreement securing units funded as affordable in perpetuity, or for a time negotiated and approved by Council motion*. The applicant has requested that the Housing Agreement should secure the approved affordability levels of the funded units for a period of 60 years rather than 'in perpetuity'. This change would align with the VHRF guidelines and the 60-year term of the related BC Housing Operating Agreement that will be in place for the project. A 60-year term is also consistent with other housing agreements securing affordability that have been recently approved by Council.

Securing Affordability for Funded Units

The current Council-approved motion directs staff to prepare a Housing Agreement that secures the affordability requirements for all 58 units, including those that are allocated for seniors and families. However, since the approved VHRF grant only provides funding for 35 (eligible) one-bedroom units for seniors, the applicant has requested that the Housing Agreement should only secure the affordability requirements for the funded units. This is consistent with the VHRF guidelines which require a Housing Agreement to secure the funded units as affordable housing.

In addition, the applicant has committed to enter into a 60-year operating agreement with BC Housing that will secure affordability levels for all units including those that are not funded through the City of Victoria. Therefore, the proposed changes to the terms of the Housing Agreement will provide better alignment with the funding and operating requirements from BC Housing.

OPTIONS AND IMPACTS

Option 1 - Approve the requested changes to the Housing Agreement

Approval of the staff recommendation to reduce the term of the Housing Agreement to 60 years and to only secure affordability levels for funded units is consistent with the VHRF guidelines and would allow the Gorge View Society to advance the construction of the 58-unit affordable housing project. The proposed changes to the Housing Agreement will not impact the approved grant or the provision of affordable units for seniors and families.

Option 2 – Decline the requested Changes to the Housing Agreement

If the proposed changes to the Housing Agreement are not approved by Council, the applicant has identified this may impact their ability to establish a funding and operating partnership with BC Housing, which would compromise the feasibility of the project.

Accessibility Impact Statement

Council's consideration of revised terms for the Housing Agreement does not have accessibility impacts. However, the project will provide a total of 50 accessible one- and two-bedroom units.

2019 - 2022 Strategic Plan

Providing grants to support the development of affordable rental housing supports multiple actions described within Strategic Objective Three: Affordable Housing as well as Strategic Objective Eight: Strong, Liveable Neighbourhoods.

Impacts to Financial Plan

Council's consideration of revised terms for the Housing Agreement does not impact the previously approved \$295,000 grant to the Gorge View Society. The balance of funds available for other affordable housing projects in the Victoria Housing Reserve Fund will not be affected by this amendment.

Official Community Plan Consistency Statement

This project supports several OCP objectives, but specifically policies related to achieving multi-generational neighbourhoods by working collaboratively with other public and private partners to plan for the housing of Victoria's population as it ages.

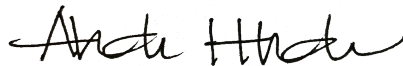
CONCLUSIONS

Approval of revised terms for the VHRF Housing Agreement for 11 Chown Place will better support the development of a proposed 58-unit affordable housing project for seniors and families by the Gorge View Society.

Respectfully submitted,



Robert Batallas,
Senior Planner
Community Planning Division



for Karen Hoese,
Director
Sustainable Planning and Community Development

Report accepted and recommended by the City Manager:



Date: August 24, 2020

Victoria Housing Reserve Fund Application Update

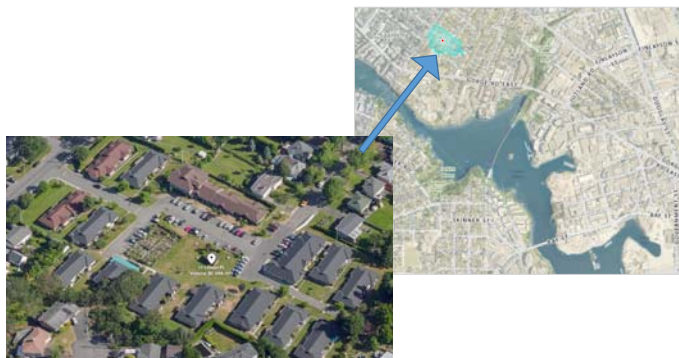
11 CHOWN PLACE



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Background

- January 9, 2020 - Council approved a VHRF grant application from Gorge View Society for \$295,000 to support the construction of a 58-unit affordable housing apartment for seniors and families at 11 Chown Place.



2

Background

- June 11, 2020 – Council approved a Housing Agreement that secures all units as rental in perpetuity.
- A separate Housing Agreement is required to secure affordability requirements for the VHRF grant.
- Applicant has requested that the grant-related agreement should only apply to the units that are being funded through the VHRF for a period of 60 years rather than ‘in perpetuity’.



3

Terms of Housing Agreement

- The current VHRF guidelines require *a Housing Agreement securing units funded as affordable in perpetuity, or for a time negotiated and approved by Council motion.*
- Securing the levels of affordability of the funded units for 60 years rather than in perpetuity would continue to align with the VHRF guidelines.
- A 60-year term is also consistent with the 60-year term of the related BC Housing Operating Agreement for the project as well as other VHRF housing agreements that have been recently approved by Council.
- All other conditions from the original approved grant would remain in place including requirements for a housing fund grant agreement.



4

Recommendations

That Council revise the Victoria Housing Reserve Fund (VHRF) grant approved on January 9, 2020 for a 58-unit housing project at 11 Chown Place by rescinding Section 3 of the original motion and replacing it with a revised Section 3 to require that the grant is subject to:

3. The execution of a Housing Agreement, in the form satisfactory to the City Solicitor, to secure 35 new (one bedroom) units to be dedicated for seniors (55+) for a period of 60 years as follows:
 - i) 11 units for very low income level;
 - ii) 13 units for low income level;
 - iii) 11 units for median income level.





Committee of the Whole Report

For the Meeting of September 3, 2020

To: Committee of the Whole **Date:** August 13, 2020

From: Karen Hoesel, Director, Sustainable Planning and Community Development

Subject: **Tenant Assistance Policy – Renters Advisory Committee Amendment for Moving Costs**

RECOMMENDATION

That Council direct staff to:

1. Amend the *Tenant Assistance Policy* Item 4.2 as follows:

4.2 Moving Expenses and Assistance

One of two options should be provided to displaced tenants, at the discretion of the landlord:

- (1) An insured moving company may be hired by the applicant, with all arrangements and costs covered within Greater Victoria; or
- (2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:
 - \$500 for bachelor and one-bedroom households
 - \$750 for two-bedroom households
 - \$1,000 for three or more bedroom households.

When a tenant is exercising the *Right of First Refusal* (Section 4.4), moving expenses should be provided for both the move out and return to the building.

Tenants may request moving compensation different than that proposed by the Landlord per item 6.0: *Tenants Requiring Additional Assistance*.

2. Review the flat rate compensation amounts at regular intervals to ensure that they are adjusted for inflation and reflective of the market rates for moving costs.

EXECUTIVE SUMMARY

The *Tenant Assistance Policy* was created to mitigate the impacts of residential development leading to evictions of existing tenants and includes provisions for compensation and assistance to tenants by development applicants. One of the components of the *Tenant Assistance Policy* is the provision of funds for moving expenses.

At the Renters Advisory Committee (RAC) meeting of October 29, 2019 members made a motion relating to moving expenses to:

“increase the flat rate compensation for moving costs to allow tenants to choose between the applicant hiring and paying for all moving costs, or the applicant paying a flat fee to tenants to make their own moving arrangements (currently the Tenant Assistance Policy gives this choice to applicants).”

This motion was brought to the Committee of the Whole meeting of February 20, 2020. At that meeting, Council moved to direct staff to bring forward proposed amendments for Council consideration.

Staff sought feedback on the proposed changes with the housing provider community including developers, landlords and non-profit housing providers. Concerns were expressed that the updated costs are not representative of actual moving costs in Victoria and that giving discretion to tenants to choose a flat rate over costs paid by the landlord could cause unnecessary financial burden, for example in instances where the landlord has arrangements/discounts with local moving companies in place.

Through costing with local vendors, staff verified that the existing flat rate structure appears adequate and propose Council consider an alternative approach that meets the intent of the RAC motion but is responsive to the evidenced concerns of applicants who will be paying these fees. The proposed solution is to maintain the existing guidelines (with the added clarification that costs should be fully covered for moves within Greater Victoria) but clarify that per Section 6.0 of the *Tenant Assistance Policy* tenants may request additional assistance, including a higher flat rate than those in the guidelines, at their discretion.

PURPOSE

The purpose of this report is to bring forward a motion from the Renter's Advisory Committee to modify the provisions around moving expenses in the City's *Tenant Assistance Policy*.

BACKGROUND

In March 2018, Victoria City Council adopted a *Tenant Assistance Policy (TAP)* to mitigate the impacts of tenant displacement due to redevelopment. The *Tenant Assistance Policy (TAP)* is meant to augment the provincially regulated *Residential Tenancy Act*, which governs tenant landlord relationships in the Province of British Columbia. One component of the *Tenant Assistance Policy (TAP)* is provisions around providing financial compensation for moving expenses.

At the Renters Advisory Committee meeting of October 29, 2019 following a meeting of its *Tenant Assistance Policy (TAP)* sub-committee, members made a motion which was brought forward to Council at the Committee of the Whole of February 20, 2020. The Council motion with amendments was:

“That Council ratify the following motion and direct staff to report back to Committee of the Whole with proposed amendments to the policy:

That the RAC recommend the TAP moving expenses and assistance compensation be amended to include two compensation options for tenants, at the discretion of the tenant, while increasing the maximum compensation per unit as follows:

Moving Expenses and Assistance: One of two options be provided to tenants, at the discretion of the tenant:

- (1) An insured moving company may be hired by the applicant, with all arrangements and costs covered for tenant's relocation; or
- (2) Flat rate compensation (based on unit size) be provided to the tenant at the rate of:
 - \$500 for a bachelor unit
 - \$750 for a 1-bedroom unit
 - \$1000 for a 2-bedroom unit
 - \$1500 for a 3-bedroom+ unit"

The purpose of moving this recommended change was to address a concern that the existing flat rates were insufficient to cover the actual cost of moving, particularly in larger units, and to give tenants the option of having all their moving expenses covered in instances where this tenant displacement is occurring.

ISSUES & ANALYSIS

Currently, the *Tenant Assistance Policy (TAP)* outlines the following provisions under Section 4.2 Moving Expenses and Assistance:

4.2 Moving Expenses and Assistance

One of two options should be provided to displaced tenants, at the discretion of the landlord:

- (1) An insured moving company may be hired by the applicant, with all arrangements and costs covered; or
- (2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:
 - \$500 for bachelor and one bedroom households
 - \$750 for two bedroom households
 - \$1,000 for three or more bedroom households

When a tenant is exercising the *Right of First Refusal* (Section 4.4), moving expenses should be provided for both the move out and return to the building.

In considering the Renters Advisory Committee's proposed amendment, staff sent proposed changes to the development industry and non-profit housing providers for feedback. A range of responses were received and are included in Attachment 1. Some expressed concern that the proposed changes brought the flat rate costs above the typical rate for moving expenses in Victoria. Others identified the issue that providing tenants with the choice between the flat rate or paid expenses could lead to unnecessary and costly expenditures (for example where the landlord has a relationship or special discount with a moving company, or where a tenant is moving to a location outside Greater Victoria).

Staff sought quotes from local movers and found that the costs established in the *Tenant Assistance Policy (TAP)* are already aligned with the median cost of moving in Victoria (Attachment 2). Moving companies did acknowledge that costs could vary greatly due to the volume or type of belongings a tenant may have.

In consideration of average moving costs and in response to the feedback received, staff believe the current direction in the TAP as general guidance is adequate and equitable. However, to accommodate the varied needs of tenants, including moves that may cost more than the flat rates indicated in the policy, staff recommend adding a provision to section 4.2 *Moving Expenses*, to

indicate that tenants have the option to request alternate moving arrangements per Section 6.0 *Tenants Requiring Additional Assistance*. Section 6.0 states, in part (emphasis added):

“...The City may, at its discretion, request that additional financial compensation or support be provided to tenants requiring additional assistance. Additional supports could include:

- Providing additional compensation in the form of free rent, lump sum payments or a combination of both
- Hiring a Tenant Relocation Coordinator to assist individual tenants
- **Providing professional movers (costs and arrangements covered) and additional funds for moving expenses**
- Working with non-profit agencies to offer alternative accommodation
- Prioritizing rent-geared-to-income tenants for relocation assistance...”

While Section 6.0 is intended to support tenants for whom relocation may be particularly challenging such as long-term tenants paying significantly below-market rent, tenants with a disability, seniors, families with young children and others, this list is non-exhaustive and any tenant may request additional assistance.

This additional provision in Section 4.2 will ensure tenants are aware that personal circumstances can be accommodated and additional support with regards to moving expenses can be requested per Section 6.0 *Tenants Requiring Additional Assistance*. As part of development application processes involving potential tenant displacement, applicants are strongly encouraged to be consistent with City policy, including responding to requests for additional assistance.

Given tenants have discretion to request their landlord fully cover the cost of moving, further clarification is proposed to be included to limit this coverage to moves within Greater Victoria. However, as with the flat rates, tenants may request alternative arrangements, including coverage for moves outside the region. As with other requests for additional assistance, staff will use discretion in determining whether these requests are reasonable and/or should be met by the landlord in order to meet policy.

Additional RAC Input

Staff brought the proposed recommendation to the RAC for feedback at the committee's meeting of August 12, 2020. Members were supportive of this approach given the evidence presented, but made the following motion:

“That the compensation amounts be reviewed at regular intervals to ensure that they are adjusted for inflation and be reflective of the market rates for moving costs.”

Staff believe this motion is supportable and have added a recommendation to Council to consider directing staff to review the flat rates from time to time to ensure they adequately reflect the cost of moving in Victoria.

OPTIONS & IMPACTS

Option One (Recommended)

Maintain the current flat moving rates for guidance and clarify in the TAP under Section 4.2 that fully expensed moves must be within Greater Victoria but indicate that flexibility exists within the policy to accommodate alternative moving arrangements.

This option is recommended because it meets the intent of the RAC motion and is supported by evidence of local moving costs.

Option Two (Not Recommended)

Adopt the proposed amendment to update Section 4.2 of the TAP as follows:

4.2 Moving Expenses and Assistance

One of two options be provided to tenants, at the discretion of the tenant:

- (1) An insured moving company may be hired by the applicant, with all arrangements and costs covered for tenant's relocation; or
- (2) Flat rate compensation (based on unit size) be provided to the tenant at the rate of:
 - \$500 for a bachelor unit
 - \$750 for a 1-bedroom unit
 - \$1000 for a 2-bedroom unit
 - \$1500 for a 3-bedroom+ unit.

This option is not supported by evidence, and current policy already allows for tenants to request alternative arrangements, including higher flat rates if requested.

Accessibility Impact Statement

Increasing moving expenses with the option to provide full coverage of moving costs could positively benefit individuals with accessibility concerns.

2019 – 2022 Strategic Plan

The proposed recommendation supports Strategic Objective 3: *Affordable Housing*.

Impacts to Financial Plan

As compensation increases are to be borne by applicants, the proposed recommendation has no impact on the Financial Plan.

Official Community Plan Consistency Statement

This action is consistent with the goals and objectives in Section 13: *Housing and Homelessness*.

CONCLUSIONS

Updating the *Tenant Assistance Policy* to clarify that renters may request alternative moving arrangements is responsive to both tenants displaced by redevelopment and applicants who will be compensating displaced tenants.

Respectfully submitted,



Lindsay Milburn
Senior Planner, Housing Policy



Karen Hoes
Director, Community Planning and Sustainable
Development

Report accepted and recommended by the City Manager:



Date: August 24, 2020

List of Attachments (if relevant)

ATTACHMENT A: Landlord Feedback on RAC Proposed Amendment
ATTACHMENT B: Comparison of Moving Costs

From: John Reilly [REDACTED]
Sent: May 26, 2020 2:58 PM
To: Lindsay Milburn
Subject: FW: City of Victoria - Proposed Changes to Tenant Assistance Policy

I support these proposed changes.

John

From: UDI Capital Region [mailto:[REDACTED]]
Sent: Tuesday, May 26, 2020 2:32 PM
To: John Reilly [REDACTED]
Subject: City of Victoria - Proposed Changes to Tenant Assistance Policy

[View this email in your browser](#)



City of Victoria - Proposed Changes to Tenant Assistance Policy

The City of Victoria is seeking stakeholder feedback on a proposed change to the **moving expenses** section of the City's [Tenant Assistance Policy](#) (TAP), which provides additional support to renters displaced as a result of redevelopment. The change was initially recommended to Victoria City Council

by the City's [Renters Advisory Committee](#).

If you wish to provide input, please see the proposed changes below. Please advise whether the change is supportable, and/or if you have any comments, concerns, or recommendations, **by end of day Monday, June 1, 2020**.

Changes are highlighted in yellow. For your reference, a comparison of these expenses against a selection of other BC municipalities with tenant assistance policies is included at the end of this email.

CURRENT

4.2 Moving Expenses and Assistance:

One of two options should be provided to displaced tenants, at the **discretion of the landlord**:

- (1) An insured moving company may be hired by the applicant, with all arrangements and costs covered; or
(2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:

- \$500 for bachelor and one bedroom households
- \$750 for two bedroom households
- \$1,000 for three or more bedroom households

When a tenant is exercising the Right of First Refusal (Section 4.4), moving expenses should be provided for both the move out and return to the building.

PROPOSED

4.2 Moving Expenses and Assistance:

One of two options should be provided to displaced tenants, at the **discretion of the tenant**:

- (1) An insured moving company may be hired by the applicant, with all arrangements and costs covered for moves within Greater Victoria; or
(2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:

- \$500 for a bachelor unit
- \$750 for a 1-bedroom unit
- \$1000 for a 2-bedroom unit
- \$1500 for a 3-bedroom+ unit

When a tenant is exercising the Right of First Refusal (Section 4.4), moving expenses should be provided for both the move out and return to the building.

Please forward your responses to Lindsay Milburn at lmilburn@victoria.ca

Upcoming UDI Events

Update: Impact Of The COVID-19 Crisis On The Real Estate Development Market

Wednesday, May 27 at 12:00pm

Our Panel returns to provide an update on how each of their sectors are evolving and what they expect to see next.

Sponsored by [The Condo Group](#)

Save the date - more details to follow



View all our events as well as other industry events on our [website](#).

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One way your UDI Membership works for you**



UDI Capital Region Contact Information

Kathy Whitcher - Executive Director



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From: Adam Cooper [REDACTED]
Sent: May 26, 2020 8:40 PM
To: Lindsay Milburn
Subject: Feedback on Proposed Changes to TAP

Hi Lindsey,

I saw the city was collecting feedback on this and wanted to make two comments

1. I think the change to limit the move area to Greater Victoria is positive
2. I think the additional funds provided are in excess of what it costs to move (I just moved our 3 bed household within greater Victoria and the cost was less than \$1500). I would prefer the city stick to the current rate structure.

Thank you,

ADAM COOPER, MCIP, RPP



301-1106 Cook St, Victoria, BC Canada V8V 3Z9
www.abstractdevelopments.com

From: Lindsay Milburn
Sent: May 25, 2020 4:54 PM
To: Lindsay Milburn
Cc: Margot Thomaidis
Subject: Input Requested: Proposed Change to Victoria's Tenant Assistance Policy

Hello Housing Stakeholders:

We hope you are all keeping as well as can be during this time.

The City of Victoria is seeking stakeholder feedback on a proposed change to the **moving expenses** section of the City's [Tenant Assistance Policy](#) (TAP), which provides additional support to renters displaced as a result of redevelopment. The change was initially recommended to Victoria City Council by the City's [Renters Advisory Committee](#).

If you wish to provide input, please see the proposed changes below. Please advise whether the change is supportable, and/or if you have any comments, concerns, or recommendations, **by end of day Monday, June 1, 2020**.

Changes are highlighted in **yellow**. For your reference, a comparison of these expenses against a selection of other BC municipalities with tenant assistance policies is included at the end of this email.

CURRENT	PROPOSED
<p>4.2 Moving Expenses and Assistance:</p> <p>One of two options should be provided to displaced tenants, at the discretion of the landlord:</p> <p>(1) An insured moving company may be hired by the applicant, with all arrangements and costs covered; or</p> <p>(2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:</p> <ul style="list-style-type: none"> • \$500 for bachelor and one bedroom households • \$750 for two bedroom households • \$1,000 for three or more bedroom households <p>When a tenant is exercising the Right of First Refusal (Section 4.4), moving expenses should be provided for both the move out and return to the building.</p>	<p>4.2 Moving Expenses and Assistance:</p> <p>One of two options should be provided to displaced tenants, at the discretion of the tenant:</p> <p>(1) An insured moving company may be hired by the applicant, with all arrangements and costs covered for moves within Greater Victoria; or</p> <p>(2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:</p> <ul style="list-style-type: none"> • \$500 for a bachelor unit • \$750 for a 1-bedroom unit • \$1000 for a 2-bedroom unit • \$1500 for a 3-bedroom+ unit <p>When a tenant is exercising the Right of First Refusal (Section 4.4), moving expenses should be provided for both the move out and return to the building.</p>

Kind regards,

Lindsay Milburn
Senior Planner - Housing Policy
Sustainable Planning and Community Development
City of Victoria
1 Centennial Square, Victoria BC V8W 1P6

T 250.361.0351



FOR REFERENCE ONLY:

Table 1: Moving Expenses Assistance Per Unit Type and Jurisdiction

<i>Unit type</i>	<i>Victoria (Current)</i>	<i>Victoria* (Proposed)</i>	<i>Burnaby*</i>	<i>Vancouver</i>	<i>Port Moody</i>
Bachelor/studio	\$500	\$500	\$900	\$750	\$750
1-bedroom	\$500	\$750	\$900	\$750	\$750
2-bedroom	\$750	\$1000	\$1200	\$1000	\$1000
3-bedroom+	\$1000	\$1500	\$1400	\$1000	\$1000

**Jurisdictions which give discretion to tenants whether to select a flat rate or landlord arranged and paid moving expenses.*

From: Byron Chard [REDACTED]
Sent: May 26, 2020 2:55 PM
To: Lindsay Milburn
Subject: Proposed Changes to the Tenant Assistance Policy

Hi Lindsay,

In review of the Changes of the Tenant Assistance Policy I am concerned with the change in language to have the selection of a moving company vs a set compensation fee at the discretion of the tenant. This clause provides significant uncertainty about the potential cost exposure to the landlord of which option the tenant will select. Cost uncertainty typically is a trade off with the level of risk vs reward. As there is no parameters to around the moving company (do they pack up the apartment for the tenant, is it a white glove service, who picks the movers, who is liable if goods are damaged during the move?) this passes a material unknown cost to the landlord which is challenging to underwrite and determine the economic viability of the project.

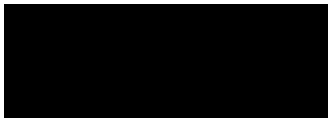
Further, this is a stressful time for many tenants and landlord and it is important the tenants receive clear communication. Based on Chards experience of successfully relocating 80 tenants in the City of North Vancouver, options that the tenant must choice between can cause confusion and at times, additional stress. The ability for the landlord to provide clear direction based on the City policy, from our experience, will reduce the anxiety around this process for all involved.

Please do not hesitate to call me if you would like to discuss either of my points above.

Regards,
Byron

Byron Chard CPA, CA
PRESIDENT & CEO

CHARD DEVELOPMENT LTD.
SUITE 500 - 509 RICHARDS STREET
VANCOUVER, BC V6B 2Z6 [MAP](#)



CHARDDEVELOPMENT.COM

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From: Kaye Melliship [REDACTED]
Sent: May 26, 2020 12:12 PM
To: Lindsay Milburn
Cc: Margot Thomaidis
Subject: RE: Input Requested: Proposed Change to Victoria's Tenant Assistance Policy

Hi Lindsay,

Nice to hear from you. [REDACTED]

We have quite a bit of experience with this, so would like to share the following:

When we have several tenants to move, we work out a deal with a professional moving company. The average bachelor unit move costs us \$252 including tax. Without the deal it would cost the average tenant \$315. The last one bedroom move cost us \$420 and it was an overstuffed unit. Without our deal it would have cost the tenant \$525.

This proposal would potentially double our actual moving costs, both ways, when we have a professional, reliable company available.

So, we think the landlord should have the choice to provide (and pay for) moving and not give the funds to the tenant, who may overpay or pocket the money and use friends instead.

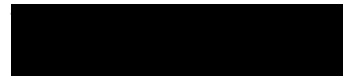
Our input for what it is worth.

All the best,

Kaye Melliship
Executive Director



2326 Government Street
Victoria, BC, V8T 5G5



www.greatervichousing.org

From: Lindsay Milburn <lmilburn@victoria.ca>
Sent: May 25, 2020 4:54 PM
To: Lindsay Milburn <lmilburn@victoria.ca>
Cc: Margot Thomaidis <mthomaidis@victoria.ca>
Subject: Input Requested: Proposed Change to Victoria's Tenant Assistance Policy

Hello Housing Stakeholders:

We hope you are all keeping as well as can be during this time.

The City of Victoria is seeking stakeholder feedback on a proposed change to the **moving expenses** section of the City's [Tenant Assistance Policy](#) (TAP), which provides additional support to renters displaced as a result of redevelopment. The change was initially recommended to Victoria City Council by the City's [Renters Advisory Committee](#).

If you wish to provide input, please see the proposed changes below. Please advise whether the change is supportable, and/or if you have any comments, concerns, or recommendations, **by end of day Monday, June 1, 2020**.

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CURRENT	PROPOSED
<p>4.2 Moving Expenses and Assistance:</p> <p>One of two options should be provided to displaced tenants, at the discretion of the landlord:</p> <p>(1) An insured moving company may be hired by the applicant, with all arrangements and costs covered; or</p> <p>(2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:</p> <ul style="list-style-type: none">• \$500 for bachelor and one bedroom households• \$750 for two bedroom households• \$1,000 for three or more bedroom households <p>When a tenant is exercising the Right of First Refusal (Section 4.4), moving expenses should be provided for both the move out and return to the building.</p>	<p>4.2 Moving Expenses and Assistance:</p> <p>One of two options should be provided to displaced tenants, at the discretion of the tenant:</p> <p>(1) An insured moving company may be hired by the applicant, with all arrangements and costs covered for moves within Greater Victoria; or</p> <p>(2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:</p> <ul style="list-style-type: none">• \$500 for a bachelor unit• \$750 for a 1-bedroom unit• \$1000 for a 2-bedroom unit• \$1500 for a 3-bedroom+ unit <p>When a tenant is exercising the Right of First Refusal (Section 4.4), moving expenses should be provided for both the move out and return to the building.</p>

Kind regards,

Lindsay Milburn
Senior Planner - Housing Policy
Sustainable Planning and Community Development
City of Victoria
1 Centennial Square, Victoria BC V8W 1P6

T 250.361.0351



FOR REFERENCE ONLY:

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<i>3-bedroom+</i>	\$1000	\$1500	\$1400	\$1000	\$1000

**Jurisdictions which give discretion to tenants whether to select a flat rate or landlord arranged and paid moving expenses.*

From: David Hutniak [REDACTED]
Sent: May 27, 2020 12:52 PM
To: Lindsay Milburn
Cc: Margot Thomaidis; David Hutniak
Subject: RE: Input Requested: Proposed Change to Victoria's Tenant Assistance Policy

Hello Lindsay,

We offer the following input:

- Under option 1, insured moving company, its proposed that there be no dollar maximum. This is problematic and could be subject to excessive charges and potential abuse. Fixed amounts, and the new ones noted in point 2 are fair and in fact generous and those should be that basis applied whether the tenant engages a moving company or handles the move on their own. We're trying to deliver affordable rental housing for all renters and we all need to be cognizant of cost-drivers.
- Right of first refusal. While it is not unreasonable to extend the moving cost allowance for the tenant to move out, it is our view that the tenant is already deriving a meaningful benefit via the right of first refusal (RFF) provision. Any new non-RFF tenant moving into that unit would be incurring their own costs to move in. It is by no means unreasonable to expect the RFF tenant to do the same. So we would dispute the need for this additional allowance and cost. Again, we're trying to deliver affordable rental housing for all renters and we all need to be cognizant of cost drivers.

These are the extent of our comments at this juncture.

I hope you and your family are well and safe.

David Hutniak
Chief Executive Officer
LandlordBC - BC's top resource for owners and managers of rental housing



Website: www.landlordbc.ca



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From: Lindsay Milburn <lmilburn@victoria.ca>

Sent: May 25, 2020 4:54 PM

To: Lindsay Milburn <lmilburn@victoria.ca>

Cc: Margot Thomaidis <mthomaidis@victoria.ca>

Subject: Input Requested: Proposed Change to Victoria's Tenant Assistance Policy

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CURRENT	PROPOSED
<p>4.2 Moving Expenses and Assistance:</p> <p>One of two options should be provided to displaced tenants, at the discretion of the landlord:</p> <p>(1) An insured moving company may be hired by the applicant, with all arrangements and costs covered; or</p> <p>(2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:</p> <ul style="list-style-type: none">• \$500 for bachelor and one bedroom households• \$750 for two bedroom households• \$1,000 for three or more bedroom households <p>When a tenant is exercising the Right of First Refusal (Section 4.4), moving expenses should be</p>	<p>4.2 Moving Expenses and Assistance:</p> <p>One of two options should be provided to displaced tenants, at the discretion of the tenant:</p> <p>(1) An insured moving company may be hired by the applicant, with all arrangements and costs covered for moves within Greater Victoria; or</p> <p>(2) Flat rate compensation (based on unit size) provided to the tenant at the rate of:</p> <ul style="list-style-type: none">• \$500 for a bachelor unit• \$750 for a 1-bedroom unit• \$1000 for a 2-bedroom unit• \$1500 for a 3-bedroom+ unit <p>When a tenant is exercising the Right of First Refusal (Section 4.4), moving expenses should be provided for both the move out and return to the building.</p>

provided for both the move out and return to the building.

Kind regards,

Lindsay Milburn
Senior Planner - Housing Policy
Sustainable Planning and Community Development
City of Victoria
1 Centennial Square, Victoria BC V8W 1P6

T 250.361.0351



FOR REFERENCE ONLY:

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2-bedroom	\$750	\$1000	\$1200	\$1000	\$1000
3-bedroom+	\$1000	\$1500	\$1400	\$1000	\$1000

**Jurisdictions which give discretion to tenants whether to select a flat rate or landlord arranged and paid moving expenses.*

From: Kimberley Colpman [REDACTED]
Sent: June 1, 2020 2:32 PM
To: Lindsay Milburn
Subject: TAP

Good day

I reviewed the proposed changes and am **against** this change. There are many aspects to this and isolating only one does provide fair context. Tenants are provided 4 months notice and given first right of refusal to new rental developments. They are also given 1 months free rent, which should more than cover moving expenses. It doesnt mean a landlord dont provide a little more if needed, but this should not be at the discretion of the tenant - they are already considered with the current rules.

Thank you for reaching out,
Kim

Moving Company	Contact	Date Contacted	Bachelor	1-bedroom	2-bedroom	3+bedroom	Notes
Dowell's Moving and Storage	https://www.dowellsmoving.com/local-moving	June 15, 2020	\$510	\$660	\$805	\$1,080	
You Move Me	https://www.youmove.me.com/moving-estimate	June 20, 2020					No response
2 Burley Men	https://2burleymen.ca/	June 20, 2020	\$310	\$510	\$650	\$900	Hourly-based (between 100-120 per hour, depending on size of unit). Eg. 120 per hour (above 1400 sq feet)
Hendra Moving	http://hendramoving.com/?utm_source=google&utm_medium=local&utm_campaign=gmb	July 2, 2020	\$610	\$780	\$1,170	\$1,500	Hourly-based (between 130-170 per hour, depending on size of unit). Eg, \$130 per hour for a bachelor-1 bedroom, \$170 an hour for larger plus parking fees, insurance, and gas
Foster's moving and storage	http://www.fostersmoving.com/	July 2, 2020	\$420	\$577	\$787	\$1,050	
		AVERAGE	\$463	\$632	\$853	\$1,133	
		Average w/out Hendra (outlier)	\$413	\$582	\$747	\$1,010	
		CoV Tenant Assistance Policy Current Moving Compensation	\$500	\$500	\$750	\$1,000	
		CoV Tenant Assistance Policy Proposed Moving Compensation	\$500	\$750	\$1,000	\$1,500	
Group Rate (Discount)							
	Non-profit	June 25, 2020	\$252	\$425			

Committee of the Whole Report

For the Meeting of September 3, 2020

To: Committee of the Whole **Date:** August 31, 2020
From: Jocelyn Jenkyns, City Manager
Subject: City Response to Sheltering During the Pandemic

RECOMMENDATION

That Council

1. Direct the City Solicitor to prepare amendments to the Parks Regulation Bylaw, to the satisfaction of the Director of Parks, Recreation and Facilities, which include
 - a. the following temporary adjustments;
 - i. no prohibition on daytime sheltering in accordance with Council direction of May 21, 2020;
 - ii. Limitation on maximum size of a shelter (limit footprint of sheltering site);
 - iii. Spacing requirements for prevention of fire spread, access for emergency services, and maintain physical distancing to reduce spread of infection;
 - iv. Restrictions on possession of open flame appliances and combustible materials;
 - v. Creation of a buffer around areas where sheltering is prohibited in parks, as well as schools; and
 - vi. A clause repealing the amendments 30 days after the last extension of the Provincial state of emergency; and
 - b. the following permanent adjustment;
 - i. Adding *community gardens* and *horticultural areas* to the list of areas where sheltering is not permitted; and
 - ii. Adding *Summit Park, Moss Rocks Park, MacDonald Park, South Park, Robert Porter Park, David Spencer Park, and Centennial Square* to the list of parks where sheltering is prohibited.
2. Authorize the expenditure of up to \$165,000 in 2020 funded from contingencies for additional Bylaw Services resources, and direct staff to include ongoing annual budget of \$491,000 in the draft 2021 Financial Plan funded by 2021 new property tax revenue from new development.
3. Move to the daytime Council meeting of September 3, 2020.

EXECUTIVE SUMMARY

Homelessness is one of the most pressing urban issues and its impacts in Victoria continue to affect citizens across the community. This situation is further complicated by the devastating effects of the growing opioid crisis and the COVID-19 pandemic.

Responding to the needs of individuals experiencing homelessness requires the contributions of several stakeholders. While the ultimate responsibility for supportive housing lies with other levels of government, the City is an active player in the local response, working collaboratively with representatives of the B.C. government, regional health authority and many community service agencies.

The City has witnessed a marked increase in the volume of outdoor sheltering activity in public space over the past year. At present there are an estimated 275 people living outside. As the level of street homelessness has grown, concerns relating to safety in parks have also increased. There has been a high frequency of incidents over the past several months, including conflicts between individuals sheltering and other citizens as well as additional hazards for City staff. To-date the City has taken several actions to increase health and safety, such as updating signage in parks, expanding access to basic services (i.e. washrooms, water fountains, waste removal), sharing information about community services with individuals sheltering, conducting risk assessments and updating safe work procedures for staff, and enhancing security.

As outlined in this report, staff have noted a suite of potential amendments to the Parks Regulation Bylaw, which would add clarity and help to reduce risks of personal injury and property damage. In addition, staff are proposing to increase the resourcing for Bylaw Services to assist with managing the significantly higher demand for support.

PURPOSE

The purpose of this report is to provide Council with advice regarding the City response to impacts associated with sheltering in public parks during the current pandemic and seek approval for additional funding for Bylaw Services resources. A long-term plan for addressing these issues will be developed and reported on separately.

BACKGROUND

Greater Victoria has been undergoing a homelessness crisis for many years. The number of people experiencing homelessness has consistently exceeded the number of supported and affordable housing and shelters available for them. As a result, individuals have been forced to shelter in municipal parks which has caused local governments to deal with issues that are beyond their ability to resolve. The negative impacts of a growing number of people experiencing homelessness include issues such as, property damage in parks, conflicts between housed and unhoused residents, perceived or actual increases in crime, increased debris, and hazards in public spaces. In the context of a pandemic, the potential for virus transmission is a serious additional risk.

Since the beginning of the pandemic emergency the City has worked collaboratively with a wide range of stakeholders on appropriate assistance for vulnerable members of the community, especially those who are unhoused and, therefore, not able to shelter at home as directed by public

health authorities. Members of the City leadership team have joined representatives of BC Housing and various Provincial ministries, Island Health, the Coalition to End Homelessness, Aboriginal Coalition to End Homelessness, Dandelion Society, Pacifica Housing, Salvation Army, Our Place, Cool-Aid Society, Portland Hotel Society, Mustard Seed, AVI, SOLID, PEERS, Poverty Kills, and University of Victoria to share information and support efforts to address issues relating to street homelessness, on a weekly basis. This investment of time on both short and long-term solutions is valuable and will continue for the foreseeable future.

The provincial government, through BC Housing, has secured temporary housing for most occupants of the previous encampments at Topaz Park and Pandora Green. Unfortunately, the number of people sheltering in parks and other public spaces has continued to increase over the summer.

Earlier this year, based on advice from the public health authorities, the City suspended enforcement of the prohibition on daytime sheltering in the parks. This has allowed for persons experiencing homelessness to shelter in place, assisting them in maintaining physical distancing as recommended by public health authorities. However, it has also contributed to a certain entrenchment of shelters, increased accumulation of possessions, and increased damage to public parks.

ISSUES & ANALYSIS

It is important to note that municipal parks are not designed nor managed with the intention of being used for sheltering. Although sheltering has occurred in limited numbers for years, the volume has grown substantially in recent months. The number of temporary shelters in City parks and other public spaces has more than doubled between June and August and currently totals approximately 275.

The significant increase in sheltering activity during the pandemic has led to various impacts, including,

- Debris and hazardous material such as hypodermic needles, broken glass, and biological hazards
- Conflicts between various other user groups and persons sheltering
- Damage to property
- Incidents of violence and harassment towards City staff
- Criminal activity
- Risk of fire due to open burning for heat, cooking, drug manufacturing and consumption and presence of combustibles, such as gas cans, propane tanks, acetylene torches, and gas-powered equipment
- Damage to natural assets, such as trees, vegetation, garden beds, through cutting, digging, burning, and staking

City staff, primarily Bylaw Officers, have been attempting to deal with the most problematic behaviours, with limited success. The inability of Bylaw Officers to achieve voluntary compliance with rules such as those relating to the protection of environmentally sensitive areas, illustrates the challenge of managing sheltering activities in public parks.

As part of an enhanced response, two immediate term actions are presented below, to assist with mitigating some of the main risks and impacts of this crisis. In addition, staff acknowledge that the City also requires a longer-term strategy which will provide clarity of direction and dedicated resources to more efficiently manage this highly complex issue, in collaboration with the various

partners and those experiencing homelessness.

Bylaw Amendments

The Parks Regulation Bylaw provides an exemption for homeless persons from the general prohibition on erecting shelters in public parks. That exemption is limited to overnight shelters only and includes other limitations as to locations where sheltering is absolutely prohibited. For convenience, a copy of section 16A of the bylaw is attached as Appendix A.

On May 21, 2020, Council directed staff not to enforce the prohibition on homeless persons erecting or maintaining shelters in the parks during daytime to facilitate homeless persons sheltering in place. This direction was consistent with the advice received from public health authorities and subsequent circular to local governments from BC Public Health Officer, Dr. Bonnie Henry, which specifically advised that:

Local governments can help support people experiencing homelessness to reduce health risks and to improve access to essential services, supplies and supports. This may include looking at any bylaws that require people experiencing homelessness to move or leave safe shelter, be that a park or vehicle. Clearing or moving encampments without providing shelter or housing immediately can cause people to disperse throughout the community and break connections with service providers. This increases the potential for infectious disease spread and may lead to isolation, which also poses health and safety risks to vulnerable people.

Unfortunately, suspending enforcement of prohibition on daytime sheltering has resulted in a number of adverse effects, such as enlargement and entrenchment of encampments, which increases the risks of fire and other health impacts to occupants. In addition, large and congested sheltering sites are causing damage to landscaping, fences, trees and other property.

The Parks Regulation Bylaw does not contain any specific rules regarding shelters erected by persons experiencing homelessness beyond the time and location restrictions. As a consequence, the City does not have effective means of managing shelters to mitigate the negative impacts that can be associated with uncontrolled growth of such shelters while the daytime sheltering prohibition is not being enforced. Therefore, it is recommended that the Parks Regulation Bylaw be amended to include the following temporary provisions:

1. No prohibition on daytime sheltering in accordance with Council direction of May 21, 2020;
2. Limitation on maximum size of a shelter (limit footprint of sheltering site);
3. Spacing requirements for prevention of fire spread, access for emergency services, and maintain physical distancing to reduce spread of infection;
4. Creation of a buffer around areas where sheltering is prohibited in parks, as well as schools;
5. Restrictions on possession of open flame appliances and combustibles; and
6. A clause repealing the amendments 30 days after the last extension of the Provincial state of emergency.

Based on the experiences with the organized sheltering site at Topaz Park, operated through BC Housing in the spring, staff have developed recommendations for the physical spacing and size of shelters. Applying a shelter space of up to 3m by 3m (10' by 10') will reduce the impacts on park property and allow for a typical tent footprint. The application of a spacing requirement of 4m between shelters in Topaz Park helped to ensure access for emergency services and reduce the risk of fire spread and virus transmission. Staff have explored both a 2m and 4m spacing between

Attachment B provides an illustration of the difference between these two options for Central Park. Staff recommend applying a minimum buffer of 4m.

In recent weeks, concerns have been raised in the community about the impacts of sheltering on local school operations. At South Park School, issues relating to property damage, human waste and hazardous debris that would pose risks to students, faculty and volunteers have been the focus of staff from both the School District and City. To mitigate against these types of issues, staff recommend applying a prohibition on temporary sheltering in parks within 50m of a school. In the example of South Park School, this limitation would result in a “shelter-free” zone across Douglas Street in Beacon Hill Park (miqan).

Staff are also recommending a restriction on the possession of open-flame appliances and combustibles as a means to reduce the risk of fire and personal injury in parks. Over the past several weeks the Fire department has reinforced the need to address this issue, particularly critical as the density of sheltering activity has increased in certain locations.

Additionally, staff recommend other permanent amendments to the Parks Regulation Bylaw for consideration, including:

1. Adding *community gardens* and *horticultural areas* to the list of areas where sheltering is not permitted; and
2. Adding specific parks to the list of locations where sheltering is prohibited.

The following parks are specifically recommended to be immediately added to the list in Section 16A.2.b,

- Summit Park (Hillside-Quadra)
- Moss Rocks Park (Fairfield)
- MacDonald Park (James Bay)
- South Park (James Bay)
- Robert Porter Park (Fairfield)
- David Spencer Park (Oaklands)
- Centennial Square (Downtown)

Summit Park and Moss Rocks Park are each comprised almost entirely of environmentally sensitive areas. The areas currently available for sheltering are limited, however staff note the potential damage to rare and endangered ecosystems due to sheltering activity, as a high priority consideration for this change.

There are four City parks which also serve as the primary play spaces for local schools, namely MacDonald Park, South Park, Robert Porter Park, and David Spencer Park. These parks contain a variety of play features, sport courts, and open green spaces that students use daily pursuant to a long standing licence agreement between the City and School District 61. The potential impacts of sheltering in this space include debris or hazards where children are playing, and therefore staff recommend permanently prohibiting sheltering in these parks.

Finally, staff recommend that Centennial Square be added to the list of prohibited sites. This prominent urban plaza is primarily comprised of pathways and infrastructure to support public events. The small green spaces available have frequently become congested and heavily damaged by sheltering activity, and conflicts between individuals sheltering have led to serious incidents.

The proposed amendments are anticipated to result in positive outcomes such as, increased clarity for individuals sheltering and overall safer conditions, by aligning the bylaw with guidance from public health authorities during the pandemic, as well as addressing risk of personal injury or property damage posed by fire hazards. The specific bylaw amendments will be developed based on Council directions and submitted for Council's consideration in the near future.

Additional Bylaw Resources

The demand for Bylaw Services over the past year has increased substantially. There has been an increase of more than 50%, in calls-for-service between 2019 and 2020. Further, the average number of cases per officer has increased by 80%. The combined increase for both reactive and planned work is far exceeding the capacity of the existing team.

Since the pandemic began the primary focus for Bylaw Services has been focused on issues associated with homelessness. The result is that many other regulatory bylaws are not being investigated and complaints are going unanswered.

Between May 9 and August 3, the City received some additional temporary support to address some of the increased demand for services funded through EMBC. This provided valuable additional capacity for the City to address the increase in sheltering activity directly related to COVID-19. These resources made it possible to conduct enforcement activity at every sheltering area daily and conduct some level of enforcement. Without those additional three CRD officers on each shift, that same level of service would not have been possible. To regain this lost capacity, staff are seeking approval for the equivalent of five permanent (full-time-equivalent) Bylaw Officers who would replace the shifts that were being provided by the CRD officers.

Finally, it is important to note that these resources will enable Bylaw Services to maintain the current level of service as it directly relates to issues of disorder and concerns associated with public sheltering sites, but will not likely address the backlog in other service demands. The demand for Bylaw Services support is likely to remain high for the foreseeable future.

OPTIONS & IMPACTS

The proposed response to sheltering in the parks recognizes the reality that persons experiencing homelessness need to shelter in the parks and that, during the pandemic, sheltering in place is necessary. However, to better mitigate the problems associated with sheltering in parks, new rules would be introduced to properly govern the sheltering activity and address the most significant side-effects of sheltering. Specifically, the proposed bylaw amendments would include limits on the size of the shelters, mandate minimum distances between shelters, establish buffer zones, and prohibit fire hazards such as open flame appliances and propane tanks. These amendments would be temporary, and the bylaw would include an automatic repeal clause which would come into effect 30 days after the last extension of the Provincial state of emergency that was initially declared on March 18, 2020.

Creation of clear rules for sheltering in the parks alone is not sufficient. Adequate resources, in the form of additional Bylaw Officers, to enforce these rules are also necessary. It is important to note here that "enforcement" in the context of municipal bylaws involves a graduated approach, starting with education and warnings, intended to achieve voluntary compliance, and progresses to more coercive enforcement, such as tickets, etc., only if voluntary compliance cannot be achieved.

Financial Impacts

The financial impact of the proposed new resources for Bylaw Services is \$491,000 annually. This funding is inclusive of five full-time equivalent positions, as well as other required operational expenses. Should Council authorize additional resources, the funding need for 2020 is approximately \$165,000 and could be funded by the remaining 2020 contingency budget. The recommended ongoing funding source starting in 2021 is new property tax revenue from new development. The amount of new property tax revenue from new development in 2021 is still unknown, but it is anticipated that it will be sufficient to fund these additional resources.

This comprehensive and integrated approach is considered the most likely to achieve positive results and is recommended. If Council is not supportive of the recommended approach, direction on an alternative approach is required.

CONCLUSIONS

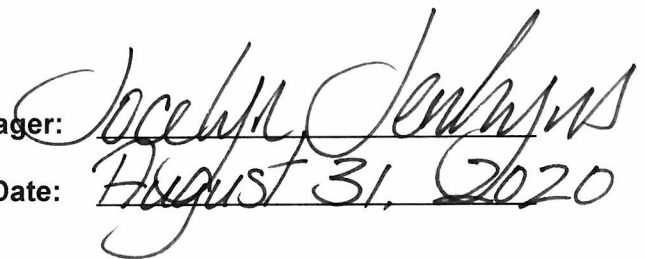
There is no simple solution for addressing the complex issue of homelessness in the city. The current pandemic and growing opioid crisis have exacerbated pre-existing circumstances relating to homelessness, and the impacts are being felt in nearly every corner of the community. Staff recommend that Council support the immediate response to some of the key pressures, as described in this report.

Respectfully submitted,

Jocelyn Jenkyns
City Manager

Report accepted and recommended by the City Manager:

Date:


August 31, 2020

List of Attachments

Attachment A – Section 16A of the Parks Regulation Bylaw
Attachment B – Buffer Zone Illustration

Appendix "A"

Excerpt from the *Parks Regulation Bylaw*

Overnight Shelter

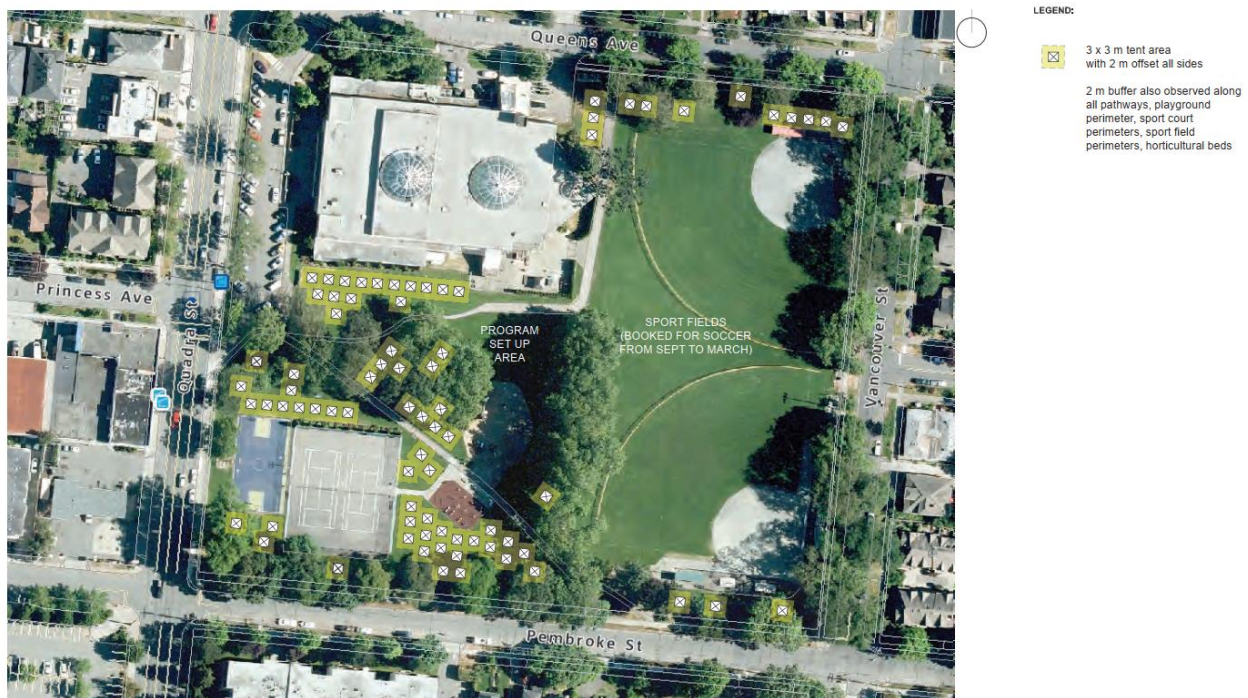
- 16A** (1) Sub-section (2) applies despite the general prohibitions under section 14(1)(d) and section 16(1) of this Bylaw.
- (2) A homeless person must not place, secure, erect, use, or maintain in place, in a park, a structure, improvement or overhead shelter, including a tent, lean-to, or other form of overhead shelter constructed from a tarpaulin, plastic, cardboard or other rigid or non-rigid material:
- (a) subject to sub-section (b), except between the hours of:
 - (i) 7:00 o'clock p.m. of one day and 7:00 o'clock a.m. of the next day when Daylight Saving time is not in effect; and
 - (ii) 8:00 o'clock p.m. of one day and 7:00 o'clock a.m. of the next day when Daylight Saving time is in effect,
 - (b) at any time, in
 - (i) a playground, sports field, footpath or road within a park,
 - (ii) Bastion Square,
 - (iii) Haegert Park,
 - (iv) Cridge Park,
 - (v) Kings Park,
 - (vi) Arbutus Park,
 - (vii) Reeson Park,
 - (viii) Quadra Park,
 - (ix) Coffin Island,
 - (x) an environmentally or culturally sensitive area, or
 - (xi) any area within a park that has been designated for an event or activity under a valid and subsisting permit issued under the authority of this Bylaw.

Impact of Buffer Zones Illustration – Central Park

1) Example with 4 metre buffer between shelters and from prohibited areas



2) Example with 2 metre buffer between shelters and from prohibited areas





Committee of the Whole Report

For the Meeting of September 3, 2020

To: Committee of the Whole
From: Chris Coates, City Clerk
Subject: United Way Month – September 2020

Date: August 31, 2020

RECOMMENDATION

That the *United Way Month* Proclamation be forwarded to the September 3, 2020 Council meeting for Council's consideration.

EXECUTIVE SUMMARY

Attached as Appendix A is the requested *United Way Month* Proclamation. Council has established a policy addressing Proclamation requests. The policy provides for:

- A staff report to Committee of the Whole.
- Each Proclamation request requiring a motion approved at Committee of the Whole prior to forwarding it to Council for their consideration.
- Staff providing Council with a list of Proclamations made in the previous year.
- Council voting on each Proclamation individually.
- Council's consideration of Proclamations is to fulfil a request rather than taking a position.

A list of 2019 Proclamations is provided as Appendix B in accordance with the policy. Consistent with City Policy, Proclamations issued are established as fulfilling a request and does not represent an endorsement of the content of the Proclamation.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Chris Coates".

Chris Coates
City Clerk

List of Attachments

- Appendix A: Proclamation "United Way Month"
- Appendix B: List of Previously Approved Proclamations

“UNITED WAY MONTH”

- WHEREAS** *United Way Greater Victoria brings people together to create positive and lasting social change across Greater Victoria; and*
- WHEREAS** *United Way is a trusted leader, influencer and catalyst for change in our region; and*
- WHEREAS** *United, we accelerate change to improve the lives of our neighbours who need it most, making our local community stronger; and*
- WHEREAS** *United Way’s work is made possible through the generosity of individuals and businesses, in partnership with the labour movement and the public and private sector; and*
- WHEREAS** *COVID-19 has thrown us all into a crisis and more people are living with uncertainty and are struggling; and*
- WHEREAS** *Our care and compassion for one another and our sense of community remains strong with neighbours helping neighbours; and*
- WHEREAS** *United we will rally our energy, time and talents and when we can, our dollars to help our community recover; and*
- WHEREAS** *People can show their local love by participating in United Way’s 2020 fundraising campaign.*

NOW, THEREFORE *I do hereby proclaim September 2020 as “UNITED WAY MONTH” on the HOMELANDS of the Lekwungen speaking SONGHEES AND ESQUIMALT PEOPLE in the CITY OF VICTORIA, CAPITAL CITY of the PROVINCE of BRITISH COLUMBIA*

IN WITNESS WHEREOF, *I hereunto set my hand this September 3rd Two Thousand and Twenty.*

**LISA HELPS
MAYOR
CITY OF VICTORIA
BRITISH COLUMBIA**

Sponsored by:
*Charlotte Brainwood
United Way of Greater Victoria*

Appendix B**Council Meetings****Proclamations**

17-Jan-19	BC Aware Days 2019: Be Secure, Be Aware Days - Jan 28 - February 5
31-Jan-19	Eating Disorder Awareness Week - February 1 to 7, 2019 International Development Week - February 3 to 9, 2019
14-Feb-19	Heritage Week 2019 - February 18 to 24, 2019 Rare Disease Day - February 28, 2019
28-Feb-19	Tibet Day - March 10, 2019
14-Mar-19	Purple Day - March 26, 2019 World Kidney Day - March 14, 2019 World Tuberculosis Day - March 26, 2019
28-Mar-19	Sikh Heritage Day - April 14, 2019 Global Meetings Industry Day - April 4, 2019
11-Apr-19	National Organ and Tissue Donation Awareness Week - April 21 to 27, 2019 Human Values Day 2019 - April 24, 2019 Global Love Day - May 1, 2019 National Dental Hygienists Week - April 6 to 12, 2019
25-Apr-19	Child Abuse Prevention Month - April 2019 St. George Day - April 23, 2019 Huntington Disease Awareness Month - May 2019 Falun Dafa Day - May 13, 2019
9-May-19	Apraxia Awareness Day - May 14, 2019 North American Safe Boating Awareness Week - May 18 to 24, 2019 Phones Away Day - May 23, 2019 International Internal Audit Awareness Month - May 2019
23-May-19	Brain Injury Awareness Month - June 2019 Orca Action Month - June 2019 Orca Awareness Month - Southern and Northern Residents - June 2019 Intergenerational Day Canada - June 1, 2019 Pollinator Week - June 17 to 23, 2019 ALS Awareness Month - June 2019 Myalgic Encephalomyelitis Awareness Day - May 12, 2019 Built Green Day - June 5, 2019
13-Jun-19	Small Business Month - June 2019 International Medical Marijuana Day - June 11, 2019 World Refugee Day - June 20, 2019
27-Jun-19	Pride Week - June 30 - July 7, 2019 Parachute National Injury Prevention Day - July 5, 2019
11-Jul-19	Mexican Heritage Week - July 9 to 14, 2019
25-Jul-19	Clover Point Parkrun Day - August 10, 2019
8-Aug-19	National Polycystic Kidney Disease Awareness Day - September 4, 2019
5-Sep-19	Mitochondrial Disease Awareness Week - September 15 to 21, 2019 Project Serve Day- September 14, 2019 One Day Together - September 7, 2019
12-Sep-19	Manufacturing Month - October, 2019
19-Sep-19	Fire Prevention Week - October 6 to 12, 2019 Small Business Month - October 2019 Performance and Learning Month - September 2019 British Home Child Day - September 28, 2019 World Cerebral Palsy Day - September 19, 2019
10-Oct-19	Waste Reduction Week - October 21 to 27, 2019 Pregnancy and Infant Loss Awareness Day - October 15, 2019 Fair Employment Week - October 7 to 11, 2019
24-Oct-19	National Diabetes Awareness Month and World Diabetes Day - November 2019 and November 14, 2019
14-Nov-19	Adoption Awareness Month - November 2019 Cities for Life / Cities Against the Death Penalty Day - November 30, 2019 Think Local Week - November 18 to 24, 2019
12-Dec-19	National Homeless Persons' Memorial Day - December 21, 2019 South Asian Women in Canada Day - December 24, 2019



Committee of the Whole Report For the Meeting of September 3, 2020

To: Committee of the Whole
From: Chris Coates, City Clerk
Date: August 31, 2020
Subject: Jaswant Singh Khalsa Day– September 6, 2020

RECOMMENDATION

That the *Jaswant Singh Khalsa Day* Proclamation be forwarded to the September 3, 2020 Council meeting for Council's consideration.

EXECUTIVE SUMMARY

Attached as Appendix A is the requested *Jaswant Singh Khalsa Day* Proclamation. Council has established a policy addressing Proclamation requests. The policy provides for:

- A staff report to Committee of the Whole.
- Each Proclamation request requiring a motion approved at Committee of the Whole prior to forwarding it to Council for their consideration.
- Staff providing Council with a list of Proclamations made in the previous year.
- Council voting on each Proclamation individually.
- Council's consideration of Proclamations is to fulfil a request rather than taking a position.

A list of 2019 Proclamations is provided as Appendix B in accordance with the policy. Consistent with City Policy, Proclamations issued are established as fulfilling a request and does not represent an endorsement of the content of the Proclamation.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Chris Coates".

Chris Coates
City Clerk

List of Attachments

- Appendix A: Proclamation "Jaswant Singh Khalsa Day"
- Appendix B: List of Previously Approved Proclamations

“Jaswant Singh Khalra Day”

WHEREAS *Jaswant Singh Khalra devoted his life to the democratic and civil rights of people; and*

WHEREAS *Jaswant Singh Khalra was killed fighting for the human rights and dignity of the Sikhs and others; and*

WHEREAS *September 6th, 2020 marks the twenty-fifth anniversary of Jaswant Singh Khalra’s death; and*

WHEREAS *the anniversary of his death presents an opportunity to recognize his legacy and raise awareness of human rights violations across the globe; and*

WHEREAS *the City of Victoria recognizes the diversity of its community and affords all residents the opportunity to better understand, recognize and appreciate those, such as the Sikhs, who have been impacted by and are dedicated to fighting human rights abuses.*

NOW, THEREFORE *I do hereby proclaim Sunday, September 6th 2020 as “JASWANT SINGH KHALRA DAY” on the HOMELANDS of the Lekwungen speaking SONGHEES AND ESQUIMALT PEOPLE in the CITY OF VICTORIA, CAPITAL CITY of the PROVINCE of BRITISH COLUMBIA*

IN WITNESS WHEREOF, *I hereunto set my hand this September 3rd Two Thousand and Twenty.*

**LISA HELPS
MAYOR
CITY OF VICTORIA
BRITISH COLUMBIA**

Sponsored by:
Sikh Youth of Victoria

Appendix B**Council Meetings****Proclamations**

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**Council Member Report
For the Committee of the Whole Meeting of September 3, 2020**

Date: August 28, 2020
From: Councillor Ben Isitt and Councillor Jeremy Loveday
Subject: Rodenticides in the City of Victoria

Background:

Rodenticides, colloquially referred to as “rat poisons,” are pesticides formulated as tasty baits used to kill rats, mice and other target rodents. While the Provincial government acknowledges that anticoagulant baits “cause death by internal bleeding and present a moderate to high risk of secondary poisoning to other animals that might eat the poisoned rat,” Provincial laws permit their continued use.

Rodenticide use is regulated at the Provincial level and therefore under current legislation the City of Victoria is unable to implement a complete ban on the application of anticoagulant rodenticides throughout the municipality. However, the City has the authority to eliminate their use in municipal facilities and on municipal lands. This is consistent with the approach taken in jurisdictions such as the District of Saanich and the District of North Vancouver.

It is therefore recommended that Council adopt a policy to eliminate the use of anticoagulant rodenticides in municipal facilities and on municipal lands within the City of Victoria, with immediate effect, and lobby the Province of British Columbia to eliminate their use generally across the province through a province-wide ban.

Harmful Impacts

Many of B.C.’s treasured wildlife species face serious risks of anticoagulant rodenticide poisoning. It has been well-documented that these products poison non-target species on all levels of the food chain. Examples include owls, hawks, small birds, earthworms, coyotes and even cougars. It is not uncommon for pets and children to be poisoned.

Non-target species can be impacted by direct (primary) and indirect (secondary) poisoning:

- **Primary poisoning:** Anticoagulant rodenticides are administered in a tamper-proof black box. Rats feed on poison bait blocks inside these boxes. Any animal the same size or smaller than a rat can directly retrieve the poison in this same manner. Many non-target species, including songbirds and shrews, are directly poisoned in this way.
- **Secondary poisoning:** When a rat or other small animal consumes the poison, they are not killed immediately. They can continue to live for days to weeks following the initial consumption. During this time, they continue to feed on the poison (recognizing it as a food source). The highly toxic, persistent, bioaccumulative nature of second-generation anticoagulant rodenticides makes them particularly dangerous to secondary consumers, especially where the prey animal has ingested several doses. Nearing death, poisoned

animals become lethargic and more vulnerable, making for an easy meal for predators. Owls and other birds of prey are at a disproportionately high risk of secondary poisoning because of their dependence on rodents as a food source.

Not only are owls a treasured species in our community, they are natural predators to rats and other rodents. A single owl eats around 3 rats per night, approximately 1000 per year. By allowing the use of anticoagulant rodenticides, we are killing off the natural predators and helping the rat population to grow overall. It is entirely counter-productive.

Recommendation:

That Council:

1. Adopts the policy of introducing a complete ban on use of anticoagulant rodenticides on all City of Victoria owned properties, with immediate effect.
2. Directs staff to communicate this policy direction to residents and businesses, including information on the harmful impacts of anticoagulant rodenticides and the availability of more ecologically sustainable alternatives.
3. Requests that the Mayor write, on behalf of Council, to the provincial Minister of Environment, requesting that the Province of British Columbia introduce a province-wide ban on the use of anticoagulant rodenticides, to increase protection for wildlife species.

Respectfully submitted,



Councillor Isitt



Councillor Loveday

The concentration of individuals experiencing homelessness in Victoria is having significant negative and positive impacts in the community. At neighbourhood association meetings there are housed residents sharing experiences of increased crime and visible problematic behaviours, sharing their fears and anxiety about their day to day neighbourhood experiences. Some are also sharing their appetite to create and support solutions as they tell stories of positive engagement and interactions with their unhoused neighbours.

There are real and perceived threats to safety for individuals living in encampments and to housed individuals attending these sites and those living in surrounding neighbourhoods. There are also stories from people who are unhoused feeling safer and more stable as they are able to shelter in place, without having to pack up their belongings and move away each day.

While encampments are not a solution to homelessness (arguably they are a symptom of the causes of homelessness) right now they are a temporary, or transitional, solution while there is literally nowhere else for people to go.

Organized, Distributed Sheltering and Camping

During recent neighbourhood conversations and community meetings, some housed residents have expressed a willingness to consider more organized sheltering and camping in parks, with adequate supports and management. This is a marked change from opinions expressed in prior years. Whether this is a result of the stresses due to COVID-19, or a natural evolution of community acceptance and generosity, isn't clear.

What is clear is the consistent appetite for encampment guidelines that consider certain parameters: distribution (encampments must be in most if not all neighbourhoods in the city), proximity (distance to schools, playgrounds, community gardens), site size (a maximum number of tents), park size (large enough to allow for other uses), hygiene services (potable water, toilets, showers), health services (visiting or accessible urgent care, harm reduction, mental health services), site management (oversight by an agency), and safety and security (methodology to be determined). We understand that a city staff report is coming forward that may recommend some of these approaches.

Engaging People Currently Sheltering in Parks

People with lived and living experience of homelessness are subject matter experts in what the barriers and gaps in systems and services are, and are able to identify what effective solutions are in place. They know what they need. Before establishing any new camping or sheltering guidelines, views are needed from campers themselves.

This motion proposes an engagement process by which those currently experiencing homelessness, and who are camping and sheltering in city parks, are canvassed for their views on what factors affect and are needed to manage and support successful encampments. This will supplement and inform whatever work city staff propose to do.

Using a Participatory Action Research (PAR) methodology, Peer Support Researchers would work with people/peers who are currently sheltering and living in camps in city parks to develop the project and recommendations.

Outcomes of this engagement process are to collaboratively create solutions for community safety and community harm reduction for all Victorians, create a shared understanding of

people's current lived experience, facilitate community-driven stabilization promoting health and wellness, and inform future encampment guidelines, designs and operations.

The Greater Victoria Coalition to End Homelessness (GVCEH) has expressed interest in facilitating an engagement process to achieve these outcomes. GVCEH has extensive experience in working with unhoused Victorians, and has established its ability to provide facilitation, collaboration, coordination and communications support to community partners and agencies in the homelessness response sector within the Capital Region.

If this engagement process is approved by Council, the GVCEH would appropriately engage people currently sheltering in city parks, and in surrounding neighbourhood areas, in identifying solutions to current challenges (identified by the participants). The research would be led and delivered by Peer Support Researchers.

The solutions generated by the unhoused communities could help inform the development of encampment guidelines, and lead to better management of the sites as they are needed for temporary shelter, thus addressing some of the current challenges being experienced by housed and unhoused residents.

Engagement Process

General Structure

- Employ Peer Support Researcher(s) with lived experience of homelessness
 - Provide training in Peer Support and Peer Support Research methods
- Co-develop a Participatory Action Research Framework for individuals living in camps and surrounding neighbourhoods reduce community harms
- Promote equitable engagement
 - Pay stipends/honoraria
 - Provide healthy snacks
 - Support transportation (bus tickets) when needed
 - Ensure meeting times are not conflicting with services provision/meal access
 - Facilitate sessions, focus groups, and loop back with reports for validation

Timeline

Process to be complete within six (6) weeks of grant being allocated.

What are we trying to find out?

- What people living in camps and surrounding areas want/need to be asked?
- What 'in the meantime' solutions, before adequate housing and supports are available, would work for people?
 - i.e., before housing comes online, how could sheltering be better managed in city parks in the short term?
- How do we support community safety for people sheltering in parks and people living in surrounding areas?
 - What capacity building is needed to do this? i.e., Stipend-based safety work?

Outcomes

1. Citizen-led and community-driven Collaborative Social Development of solutions
 - a. Relationship & Community Building
 - b. Using a strengths-based approach expertise is harnessed
 - c. Doing 'with' not 'for'

2. Basic human needs are met
3. Person-centred and dignified engagement is modeled
4. Community is empowered and engaged through Social Enterprise
5. City hears unhoused residents' input to inform future policy
6. An updated voluntary census of individuals sheltering in parks is taken – those who wish to will be included in the Coordinated Access and Assessment process. Data will also inform service needs.
7. A summary of engagement findings is prepared for the city manager.

Budget

ITEM	AMOUNT	DESCRIPTION
3 Peer Research FTEs	\$ 12,730.50	540 hrs (3 x 30hrs x 6 weeks) @ \$20.50/hr + 15% MERCS
Training	\$ 2,000.00	Up to 4 Peer Support Researchers at \$500 per person
Project Management	\$ 3,942.00	Management & Coordination, Team Training, Data Analysis
Supplies	\$ 2,000.00	Paper, printing, clip boards, pens, food service materials
Stipends/Honorariums	\$ 7,500.00	Surveys/Validation, FOCUS Groups, research meetings etc.
Bus Tickets	\$ 1,687.50	1500 Bus Tickets
Food	\$ 4,800.00	Healthy food, snacks, drinks, coffee (for engagement activities)
Phones	\$ 150.00	2 months phone plan or reimbursements
Laptop	\$ 500.00	Laptop for Peer Research Team
PPE	\$ 1,200.00	Hand sanitizer, masks, gloves etc.
SUBTOTAL	\$ 36,510.00	
Administration (10%)	\$ 3,651.00	
TOTAL	\$ 40,161.00	

Recommendations

1. That Council approve \$40,161.00 from the Financial Stability Reserve to facilitate an engagement with people currently sheltering and camping in the city's parks, and
2. That Council provide a grant to the Greater Victoria Coalition to End Homelessness to facilitate that engagement.

Respectfully Submitted,



Councillor Alto



Councillor Potts



Council Member Motion
For the Committee of the Whole Meeting of September 3 2020

To: Committee of the Whole **Date:** August 31 2020
From: Mayor Helps and Councillor Thornton-Joe
Subject: Additional Policing Resources to Support Public Safety

Background

The September 3rd Committee of the Whole meeting contains a number of agenda items with proposals to help better manage the experience of all members of the public who are using public spaces for various purposes, from recreation to sheltering. Staff are bringing forward recommendations with respect to bylaw changes. Councillors Alto and Potts are bringing forward motions with respect to engagement of people living in encampments. This motion proposes to supplement the other two reports and addresses public safety.

Additional police resources will have the benefit of ensuring greater public safety for everyone, from members of the public recreating in parks, to staff working in parks to vulnerable people living in parks who can and have been preyed upon by others.

The Victoria Police Department has provided the following estimate:

- September 11th to December 31st
- 2 officers 4 hours per day – assuming deployment would be for the morning schedule.
 - 7 days a week = \$94,528
 - 5 days a week = \$67,520
 - 3 days a week = \$40,512

Having VicPD provide additional assistance in the form of a special duty would provide significant relief to Patrol and the Community Services Division and allow them to focus on their primary duties and projects. A continued collaborative and consistent approach with special duty officers, while maintaining police response to all other calls for service, will be beneficial to all our residents.

Recommendations

That Council allocate \$94,528 from the Financial Stability Reserve* to provide additional policing resources in the City of Victoria for the remainder of 2020.

*The proposed revenue source is the financial stability reserve, as the 2020 Contingency was used for COVID related expenses. Some of these expenses may be recoverable through federal-provincial funding for municipalities.

Respectfully submitted,



Mayor Helps



Councillor Thornton-Joe



Council Member Motion
For the Committee of the Whole Meeting of September 3rd, 2020

To: Committee of the Whole

Date: Aug 31, 2020

From: Councillor Loveday

Subject: Approving attendance at UBCM 2020

Recommendation:

That Council approve the attendance and associated registration expenditure of \$367.50 for Councillor Loveday to attend the Union of BC Municipalities convention taking place virtually from September 22-24, 2020

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Loveday", with a stylized flourish at the end.

Councillor Loveday