

MINUTES OF THE
SPECIAL GOVERNANCE & PRIORITIES COMMITTEE MEETING
HELD THURSDAY, FEBRUARY 6, 2014, AT 2:00 P.M.

1. THE CHAIR CALLED THE MEETING TO ORDER AT 2:00 P.M.

Committee Members Present: Mayor Fortin in the Chair; Councillors Alto, Coleman, Gudgeon, Helps, Isitt, Madoff, Thornton-Joe and Young.

Staff Present: J. Jenkyns – Acting City Manager; R. Woodland – Director of Legislative & Regulatory Services; M. Moodrey – Recording Secretary.

Staff Present for a Portion of the Meeting: D. Day – Director of Sustainable Planning and Community Development; K. Friars – Director of Parks, Recreation and Culture; B. Warner, Director of Finance.

2. DECISION REQUESTS

2.1 Review of 2013 – 2015 Strategic Plan and Priorities

Committee received a report dated January 29, 2014 from the Acting City Manager regarding the review of 2013 – 2015 Strategic Plan and Priorities. Councillors were asked at the January 16, 2014 Governance and Priorities Committee meeting to provide the Committee and staff with information regarding any new initiatives that they would like to propose, adding to work plans and budgets for 2014 and 2015.

Nine proposals were received and reviewed by staff. Two of the initiatives proposed changes to the capital budgets for 2014 and/or 2015. Any decisions regarding changes to 2014 capital funding should be made in the context of the entire 2015 capital budget, including other capital project priorities (e.g. Fire Hall #1, Point Ellice Bridge and Crystal Pool) and staff capacity to complete additional capital works. Shifting previously-allocated capital funds has impacts on the Plan.

2.2 Proposed Initiatives

2.2.1 Shift One Percent of Capital Expenditures for 2014 and 2015 to Pedestrian and Cycling Infrastructure

There was a motion at the January 16, 2014 Governance and Priorities Meeting that Committee postpone consideration of Councillor Isitt's motion until such time as all priorities can be reviewed.

Action: Councillor Helps moved that the following motion be lifted from the table:

Committee recommends that Council direct City staff to shift \$250,000 within the capital funding budget in 2015, to enhance pedestrian and cycling infrastructure.

Committee discussed the following issues:

- This is about looking for \$250,000 within the current capital budget to enhance the cycling and pedestrian infrastructure, recognizing that this expenditure stays within the 3.25% budget limit.
- Although active transportation is supported by Council, there is a need to know where the money is coming from so that other priority projects, including transportation infrastructure, do not suffer.
 - Staff will bring a report forward in the autumn, which will outline what the City constructed in 2014 plus the details for the 2015 capital budget, including how the \$250,000 will be spent on the pedestrian and cycling infrastructure. At that time, staff will report to this Committee the impact of this shift.

Action:

Councillor Isitt moved that the motion be amended as follows:
Committee recommends that Council direct City staff to:

1. shift \$250,000 within the capital funding budget in 2015, to enhance pedestrian and cycling infrastructure; and
2. **provide a report to Committee on the allocation of the budget.**

On the Amendment

CARRIED UNANIMOUSLY 14/GPC071

On the Main Motion as Amended

CARRIED UNANIMOUSLY 14/GPC072

2.2.2 Victoria High School Sport Facility Refurbishment Project

The objective of this initiative is to assist the Vic High Alumni Association (Alumni Association) and Victoria High School (School) in their efforts to upgrade the current School's field and track to include a new all-weather field, aluminum bleachers, a new running track, lights, bleachers, and a field house. The features proposed will enable field and sport use outside school hours, building capacity through community access.

This project relates to the 2013-2015 Strategic Plan and Council priority of "enhancing community well-being."

The Alumni Association is planning a major fundraising initiative in 2014 to coincide with the school's 100th anniversary. A commitment from the City at this time would boost these fundraising efforts and provide leverage for other funding. To determine whether the City will move in this direction, it is essential to obtain funding from the Federal government and Provincial government.

Community support has been fairly good, which includes support from the School District and all contributing Schools (Central, Lansdowne and James Bay).

This project has been on Council's unfunded list of capital projects for a number of years. There is no funding to allocate to this project in the 2015 capital budget. Funding this project from the 2015 capital budget would mean that other capital

projects identified by Council as priorities would not go ahead. If funding were made available, a significant amount of staff time would also be required.

- Action:** Councillor Alto moved that Committee recommends that Council:
1. confirms its support for the Victoria High School Sport Facility Refurbishment Project, in principle.
 2. commits to a financial contribution in 2015 that matches the amount raised by the Vic High Alumni Association to a maximum of \$250,000.
 3. commits to continue working with the Vic High Alumni Association and Victoria High School to support other partnerships and to move the project forward in the future.

Committee discussed the following issues:

- The overall budget is five million dollars, identified in five phases that will take approximately two years for each phase.
 - Council would need to consider and determine how much time staff should spend on this project.
 - If Council supports the \$250,000 in the 2015 capital budget, there will be an impact on identified priorities that are not currently funded.
- This project may not come together if the City does not indicate support at an early stage.
 - This project would be in competition with similar type projects the City has applied for funding with the Federal government and Provincial government, (e.g. City greenways, harbour pathways and recreational facility).
 - Staff has had discussions related to developing an overall plan and concept. One of the concerns is that the City has not had any discussions related to community access and the type of joint use agreement that would be used.
- The City has an opportunity to participate in this project and make it work provided that the Federal government, Provincial government, Alumni Association, School, and community come up with \$4.75 million.
- Whether the Council wishes to add conditions to City funding, such as design approval or community consultation;
- The understanding that the proposal will come from the School District 61, Victoria High School, and Alumni Association. The process starts and staff time is required, when the project sponsors submit the development application to the City to approve a design for land use. Prior to the submission of the application, the project sponsors are responsible for the designs, community consultations and doing all the work a private developer would do in order to advance their application for land use.
- An essential piece of this project has been community access, so this would have to be part of the application. As a part of the development plan, a joint-use agreement would be a fundamental part of their application.

- Action:** Councillor Isitt moved that the motion be amended as follows:
that Committee recommends that Council:
1. confirms its support for the Victoria High School Sport Facility Refurbishment Project, in principle;

2. commits to a financial contribution ~~in 2015~~ that matches the amount raised by the Vic High Alumni Association to a maximum of \$250,000,
3. commits to continue working with Vic High Alumni Association and the Victoria High School to support other partnerships and to move the project forward in the future.

CARRIED UNANIMOUSLY 14/GPC073

Action:

Councillor Isitt moved that the motion be amended as follows: that Committee recommends that Council:

1. confirms its support for the Victoria High School Sports Facility Refurbishment Project, in principle.
2. commits to a financial contribution that matches the amount raised by the Victoria High Alumni Association to a maximum of \$250,000, **subject to:**
 - a. **Community consultation for the project; and**
 - b. **Council approval of the final design of the project.**
3. commits to continue working with the Victoria High Alumni Association and Victoria High School to explore other partnerships and move the project forward.

CARRIED UNANIMOUSLY 14/GPC074

Action:

Councillor Alto moved that the motion be amended as follows: that Committee recommends that Council:

1. confirms its support for the Victoria High School Sports Facility Refurbishment Project, in principle.
2. commits to a financial contribution that matches the amount raised by the Victoria High Alumni Association to a maximum of \$250,000, subject to:
 - a) Community consultation for the project; and
 - b) Council approval of the final design of the project.
3. commits to continue working with the Victoria High Alumni Association and Victoria High School to explore other partnerships and move the project forward.
4. **No City staff or resources would be undertaken without Council approval.**

- With this amendment (4th bullet), we are hamstringing and micromanaging staff. We cannot amend away City expenditure and staff time.

DEFEATED 14/GPC075

For: Councillor Alto

Against: Mayor Fortin, Councillors Coleman, Gudgeon, Helps, Isitt, Madoff, Thornton-Joe and Young

- Committee discussed the concern that the project be led by the school and its partners and to ensure community access to the facility.

Action:

Councillor Isitt moved that the motion be amended as follows: that Committee recommends that Council

1. confirms its support for the Victoria High School Sports Facility Refurbishment Project, in principle.
2. commits to a financial contribution that matches the amount raised by the Victoria High Alumni Association to a maximum of \$250,000, subject to:
 - a. community consultation for the project by **School District 61 or its designate;**
 - b. Council approval of the final design of the project; and
 - c. **entering into a joint use agreement between the City and School District 61.**
4. commits to continue working with the Victoria High Alumni Association and Victoria High School to explore other partnerships and move the project forward.

On the Amendment:
CARRIED UNANIMOUSLY 14/GPC076

On the Main Motion, as amended
CARRIED 14/GPC077

For: Mayor Fortin, Councillors Alto, Coleman, Isitt, Madoff, Thornton-Joe and Young
Against: Councillor Helps and Gudgeon

2.2.3 Public Consultation Policy as an Alternative to Creating Parks Zone

The lack of a city-wide “parks” zoning category, which identifies parkland, has raised concerns regarding opportunities for public consultation on changes to City-owned lands used for parks and open space. A policy is required for a public consultation process for the proposed development of parkland where a public process is not required under the existing zoning on the property.

The initiative links with the 2013-2015 Strategic Plan aligns with the strategic area “Our Government” and the strategy “Enhance information sharing among Council, staff and the public to promote citizen and staff engagement and facilitate informed decision making.” In October 2012, Council directed staff to develop the public consultation policy, so there is a need to confirm that this work will be completed in 2014-2015. In lieu of creating a Parks Zone, this policy would give confidence to the public that consultation would be a requirement should development be considered on public land being used for park purposes.

Action: Councillor Madoff moved that Committee recommends that Council: direct staff to complete the work that was undertaken in 2012 to develop a public consultation policy.

Committee discussed the following issues:

- Committee to direct staff to report back in autumn of 2014.
- A bylaw that binds Council to consult the public regarding development in parks would have more teeth.
 - Clarification between a bylaw and a policy: There are some parks in the City that have a status of ‘reserved and dedicated parks’; those parks require a formal process, essentially, a petition process before Council can repeal the park’s designation. A bylaw is binding on the activities of the

corporation, so it is mandatory. Policies can be varied, typically with Council's consent.

- This is not a bylaw to designate land for park use but a bylaw that mandates the consultation process that is required and in what circumstances.
- The report says City-owned lands used for parks and open space. It does not say it has to be a designated park or zoned park. It is written that way so it has a very broad connotation.
- The term 'open space' needs to be defined. What we want is that changes to parks and open spaces will require public consultation process if changes to use are contemplated.

Action: Councillor Madoff moved that Committee recommends that Council:
~~direct staff to complete the work that was undertaken in 2012 to develop a public consultation policy.~~
direct staff to report back on a proposed public consultation bylaw that would apply to City parks and green spaces.

On the Amendment:
CARRIED 14/GPC078

For: Councillors Alto, Coleman, Gudgeon, Helps, Isitt, Madoff, Thornton-Joe, and Young
Against: Mayor Fortin

On the Main Motion, as amended
CARRIED 14/GPC079

For: Councillors Alto, Coleman, Gudgeon, Helps, Isitt, Madoff, Thornton-Joe, and Young
Against: Mayor Fortin

2.2.4 Expedite Planning Applications Through One-Time Increase in Resources for Sustainable Planning and Community Development and the City Solicitor's Office

The initiative will address the following issues:

1. The timely processing of development applications for Council's consideration facilitates subsequent development investment in the community; and
2. The volume and complexity of anticipated 2014 - 2015 development applications may lead to delays in the processing of these applications.

The benefits anticipated from this initiative are:

1. Development investment in the community – public amenities, economic opportunities, infrastructure;
2. Facilitate anticipated population growth;
3. Facilitate affordable housing options; and
4. Maintain Victoria as the employment hub for the region, by ensuring it remains competitive for commercial space.

The initiative links with the 2013 – 2015 Strategic Plan and contributes to Council priorities. This initiative is a priority over the next two years.

Action: Mayor Fortin moved that Committee recommends that Council approve expediting Planning Applications in 2014 - 2015 through a one-time

increase in resources for Sustainable Planning & Community Development and the City Solicitor's Office.

Committee discussed the following issues:

- We are faced with many opportunities and everybody wants to expedite their projects. The lack of planning staff is delaying the opportunity to move the projects forward. The City needs a planner with a fixed-term contract and this would be a one-time term appointment. It would be a good financial return for the City if we help the developers meet their goals. We need to keep this within our 3.25% budget.
 - A term position for legal is also required to complete the work. The two positions are term or contract positions.

CARRIED UNANIMOUSLY 14/GPC080

2.2.5 Great Neighbourhood Initiatives

Councillor Gudgeon provided an overview of the initiative that is modeled on a similar program in Edmonton. The problem or issue that the initiative will address:

1. Feedback from residents and community groups suggests that there is a feeling of discouragement of neighbourhood initiatives due to what residents see as 'road blocks' being erected to stop initiatives that are not seen as part of a department's work plan.
2. There is a pattern of failed communication and understanding. Understandably, initiatives must be funded but there lacks a point that a person can assess whether or not these plans have 'buy in' from all departments. There does not seem to be any accountability. There currently exists mounting frustrations from residents who are trying multiple avenues to see how things can be moved forward. My observation is that some neighbourhoods are perceived as being more 'savvy' and thus an underlying resentment is fostered between and among neighbourhoods themselves.
3. There is a need to determine and ensure that our neighbourhood projects can be effectively implemented across the organization without stoking natural conflicts.

The primary objective of this initiative is to foster better communication and encourage residents to participate in the civic process by making the process seamless and efficient. Ideally, residents can dream big ideas but staff is there to assist them with realistic steps, internal processes and outcomes, thereby ensuring that engaged residents are confident that the City will work with them to see their goals achieved. This will help to engage the 'human capital' and 'the wealth of knowledge' that we are blessed to have living in our city rather than having our very own residents or customers speaking negatively against us. From the City of Victoria's point of view, this will result in less departmental finger pointing and will encourage staff to work together to create positive outcomes for the City and residents alike.

The benefits anticipated from this initiative include:

1. Our citizens, residents and business owners will become champions of the City of Victoria, speaking positively of the organization, and spreading the word that the City does indeed foster a very healthy 'working together' culture;
2. It will foster and encourage collaboration;

3. It will strengthen neighbourhoods, encourage small businesses, and have a direct impact on economic development; and
4. It will enhance customer service and demonstrate a willingness to work together through an equitable, open and transparent process.

This initiative may be effectively achieved with the current staffing complement. There needs to be a realignment of the corporate structure to assign neighbourhood liaisons within each department to meet either regularly or when necessary to discuss and share neighbourhood plans and emerging ideas.

The City of Victoria is approaching a defining moment where our strengths and assets are being realized by the public. This initiative would signal a dramatic positive shift in culture, shifting the conversation to the amazing livability of our historic city. This initiative is in line with the OCP, strategic plan and key initiatives. It will provide great value at low investment relative to some of the other priorities.

Action: Councillor Gudgeon moved that the Great Neighbourhood Initiatives be postponed until the new City Manager commences working for the City of Victoria.

CARRIED UNANIMOUSLY 14/GPC081

2.2.6 Motion to Adopt Four Unfunded OCP Strategies

The motion to adopt four unfunded OCP strategies is from Councillors Alto and Coleman.

Council endorsed the Official Community Plan (OCP) in April of 2012. Section 18 of the OCP deals with 'Emergency Management' and articulates the broad goals of:

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

The OCP Implementation Strategy identified unfunded OCP priority action items (5 year) including key actions related to Emergency Management.

Action: Councillor Coleman moved that Council adopt the strategy to fund the four identified OCP action items and direct staff to reallocate the necessary funds from the 2014 and 2015 corporate consulting budgets, as follows:

1. Updating Schedule C of the Zoning Regulation Bylaw (related to parking standards and requirements).
2. Establishing a Disaster Debris Removal Policy and Plan.
3. Conducting a Citywide Building and Infrastructure Condition Assessment Study (for public and private property).
4. Developing a Policy for Post-Seismic Standards for Civic Buildings and Infrastructure.

CARRIED UNANIMOUSLY 14/GPC082

2.2.7 Amendments to the Animal Control Bylaw on the section of Dangerous Dogs and on the section of Tying Animals

The two initiatives are:

1. to amend the section of the Animal Control Bylaw for Muzzling from “muzzled with a properly fitted humane device” to “properly fitted with a humane basket muzzle and under the immediate control of a competent person at least nineteen years of age”.
2. to amend the bylaw provision for tying Animals from “A person must not hitch, tie or fasten an animal to a fixed object by a rope, chain or cord that is directly tied around the animal’s neck or to a choke collar” to “A person shall not keep any animal hitched, tied or fastened to a fixed object for more than 90 minutes in any 24 hour period”.

The two initiatives address the following issues:

1. Basket muzzles are the only muzzles that allow the dogs to eat and drink; and
2. The issue of tethering is to address animal cruelty since animals that are confined by tethering often experience stress, can become tangled in the tether and may not have access to water and shelter.

The objectives are:

1. To consider animal welfare when considering public safety; and
2. To protect animals and ensuring that they are confined in a humane way.

The benefits that are anticipated:

1. This initiative will allow dogs that may be deemed or declared dangerous to be in public areas as long as they are properly muzzled but at the same time, that the dog’s welfare is also being considered by allowing it to pant, drink water and eat.
2. This initiative will ensure the humane treatment of dogs, may respond to any noise bylaw concerns due to barking, and ensure public safety from dogs that may become aggressive due to tethering.

Action: Councillor Thornton-Joe moved that Council instructs staff to review and report on proposed amendments to the *Animal Control Bylaw* that would:

1. Amend the bylaw provision for muzzling from “muzzled with a properly fitted humane device” to “properly fitted with a humane basket muzzle and under the immediate control of a competent person at least nineteen years of age”.
2. Amend the bylaw provision for tying animals from “A person must not hitch, tie or fasten an animal to a fixed object by a rope, chain or cord that is directly tied around the animal’s neck or to a choke collar” to “A person shall not keep any animal hitched, tied or fastened to a fixed object for more than 90 minutes in any 24 hour period”.

Committee discussed the following issues:

- These changes are operational.
- There were issues brought to Council’s attention that effective control and conflicts are seen at the Dallas Road waterfront in the vicinity of the off-leash area. If we are updating the bylaw, is there a wholesale revision to change the bylaw to that effect, of supervision and control? Would a change in wording in

the bylaw make the enforcement more effective for someone who feels at risk in the vicinity of the off-leash area?

- Staff has not heard from Animal Control that this is a problem. The problem is that we have an off-leash area in one of the most frequently visited places in the City by people of all ages. The off-leash area is not delineated by fencing. It is not necessarily a deficiency in the bylaw. It is about people's expectations, and the owner control of their dogs in the City designated off-leash areas.
- When you say that the potential issue of fencing may arise, does that mean staff is working on the pros and cons in fencing the off-leash area?
 - The City has been experiencing an increased number of reports regarding conflicts between dogs and pedestrians. Once the decision is released with respect to the CRD Sewer Project, we plan to engage our staff and community in discussion around better dog management and rules, so we can manage the use of the off-leash areas.
 - This is an opportunity for the City to install a split rail fencing in that area and making the most out of this situation.

CARRIED UNANIMOUSLY 14/GPC083

2.2.8 Update the Burnside Gorge Neighbourhood Plan or Consider Areas that Urgently Need Updating

Many of the initiatives that are being worked in the City affect the Burnside Gorge Neighbourhood. Discussions about Transit and Transit priority and bike lanes, the future redevelopment of the Hydro Site, the increase of supportive and affordable housing, the changes with the Downtown Plan that will affect the North end (fondly known as Midtown by the Burnside Gorge Neighborhood Association) all involve the Burnside Gorge Neighbourhood. The concern is that these decisions and discussions will be made individually without considering the neighbourhood as well.

The objective of the initiative is to address the changes envisioned by the OCP and Downtown Plan that affects the Burnside Gorge Neighbourhood at the beginning of the process and to include the neighbourhood in the discussions and recognize that many of the decisions being made affect the entire neighbourhood.

The benefit anticipated from this initiative is to have Burnside Gorge involved in the discussions and decisions that are being made, and that these decisions can be made looking at the neighbourhood as a whole.

The initiative links with many aspects of the City's 2013-2015 Strategic Plan such as those found in Our Community, which has strategies that include initiatives examining and improving public transportation options and introducing initiatives to increase affordable rental housing and home ownership opportunities. Also, in the Our Economy section, the future of the Hydro Site and areas of Rock Bay will need to be considered.

Committee discussed the following issues:

- It is very important there are some discussions at the table and we give Burnside-Gorge a chance to provide input on what is happening in their neighbourhood. In turn, City staff needs to provide an update to Burnside-Gorge of what is happening in their neighbourhood.

- From a policy perspective, every neighbourhood needs an up to date Neighbourhood Plan. Council has adopted the Official Community Plan, so rather than updating each of the neighbourhood plans, we focus on the village centres, recognizing that most of the pressures occur in the village centres. We have changed the focus of updating all the neighbourhood plans to focusing on the actual development pressures.
- The Corporate Strategic Plan and Local Area Planning Process will happen at the end of 2015.
- The City needs to assign a planner to this neighbourhood to do a proper master plan and to have adequate community planning process with amenities for areas that growth would most appropriately occur.
- Planning staff should look at the pieces of the puzzle, whether it be transportation, housing, or economic development, we need to have these discussions and find out from the neighbourhood what they need.
 - The OCP identifies a principle that local area planning is based on the area that needs the planning resource. The OCP says that there should be a priority in identifying local area plans. The principle was that once Council assigns this area as a local area plan priority, there will be resources assigned. Part of the consultation will depend on the scope and size of the plan. That goes to the questions of: "Is the surrounding area under a lot of development pressure?" and "Are there infrastructure investments by the City or others that are causing change?" All of those kinds of questions assist in scoping what the local area is.
 - In the consultation to define the scope of those plans, if a neighbourhood is undergoing a fair number of development pressures, infrastructure pressures, or other pressures, that will be one of the things factored into the staff coming back on what the project charter or local area plan looks like in terms of the scope. There may be value in waiting for staff to come back with the strategic local area plan approach. The first priority area that was in the OCP is the whole area and choosing some focus points within it may be the right approach.

Action: Councillor Isitt moved that Council request City staff to provide an update within the next three months, on the status of local area planning priorities, as identified in the Official Community Plan.

CARRIED 14/GPC084

For: Mayor Fortin, Councillors Alto, Coleman, Gudgeon, Helps, Isitt, Madoff, and Thornton-Joe,

Against: Councillor Young

Mayor Fortin excused himself at 4:25 p.m. Acting Mayor Young assumed the Chair.

2.2.9 Recruitment for City Standing Committees and Boards

Committee discussed the following issues:

- With respect to the recruitment process for the City Standing Committees and Boards, the deadline for submissions of all applications was March 19, 2014.

Committee indicated that this is not enough time for the public to respond to the City advertisements,

- Staff commented that the deadline was set for March 19, 2014, to accommodate Council's request for the Standing Committees to be operational as soon as possible.
- Committee directs staff to move the deadline of the recruitment process for City Standing Committees and Boards from February 19, 2014 to February 26, 2014

3. ADJOURNMENT

Action: Councillor Helps moved that Committee adjourn the meeting of February 6, 2014, at 4:36 p.m.

CARRIED UNANIMOUSLY 14/GPC84(a)

Mayor Fortin, Chair