



## REVISED AGENDA - COMMITTEE OF THE WHOLE

Thursday, April 8, 2021, 9:00 A.M.

6TH FLOOR BOARDROOM, CAPITAL REGIONAL DISTRICT, 625 FISGARD STREET, VICTORIA, B.C.

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](http://www.victoria.ca)

Meeting will recess for a lunch break between 12:30 p.m. and 1:15 p.m.

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### A. APPROVAL OF AGENDA

### \*B. CONSENT AGENDA

#### Proposed Consent Agenda

- C.1 - Minutes from the Meeting held January 28, 2021
- C.2 - Minutes from the Meeting held March 11, 2021
- E.1.a - 812 Craigflower Road - Referral of Proposed Esquimalt OCP Amendment
- F.3 - Recommendation for Pacificanna at 1881 Fort Street
- F.7 Proclamation - Global Meetings Industry Day

### C. READING OF MINUTES

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### D. UNFINISHED BUSINESS

### E. LAND USE MATTERS

#### E.1. Referral of Proposed Esquimalt OCP Amendment

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#### *Addenda: Added Presentation*

*A report regarding the consideration of a referral from the Township of Esquimalt regarding a proposed Official Community Plan (OCP) amendment at 812 Craigflower Road.*

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|---------|---|----|
| *E.1.b. | 819-823 Esquimalt Road - Referral of Proposed Esquimalt OCP | 56 |
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## Amendment

### ***Addenda: Added Presentation***

*A report regarding the consideration of a referral from the Township of Esquimalt regarding a proposed Official Community Plan (OCP) amendment at 819-823 Esquimalt Road.*

## **F. STAFF REPORTS**

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| <b>F.1.</b>  | <b><u>Renters' Advisory Committee - Term Extension</u></b>  | <b>75</b>  |
|              | <i>A report regarding the membership and tenure of the Renters' Advisory Committee.</i>   |            |
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|              | <i>A report seeking Council authorization for the City to enter into contracts to sell the carbon credits it has accumulated as a supplier of low carbon fuels.</i> |            |
| <b>*F.3.</b> | <b><u>Recommendation for Pacificanna at 1881 Fort Street</u></b>  | <b>98</b>  |
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| <b>*F.4.</b> | <b><u>2021 Financial Plan Update - Police Budget Allocation Formula and Request for Additional Officers to Support Bylaw Services</u></b>                           | <b>113</b> |
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|              | <i>A report regarding updated benchmark measures related to the City's Revenue and Tax Policy and seek direction on 2021 tax rates.</i>                             |            |
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|              | <i>A report regarding the UBCM Strengthening Communities' Services Program.</i>   |            |
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G. NOTICE OF MOTIONS

H. NEW BUSINESS

I. ADJOURNMENT OF COMMITTEE OF THE WHOLE



## MINUTES - COMMITTEE OF THE WHOLE

January 28, 2021, 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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**This meeting may be viewed on the City's webcast at [www.victoria.ca](http://www.victoria.ca)  
Meeting will recess for a lunch break between 12:30 p.m. and 1:15 p.m.**

**PRESENT:** Mayor Helps in the Chair, Councillor Andrew, Councillor Thornton-Joe, Councillor Young

**PRESENT ELECTRONICALLY:** Councillor Alto, Councillor Dubow, Councillor Isitt, Councillor Loveday (joined at 10:19 a.m.), Councillor Potts

**STAFF PRESENT:** J. Jenkyns - City Manager, S. Thompson - Deputy City Manager / Director of Finance, C. Coates - City Clerk, P. Bruce - Fire Chief, T. Zworski - City Solicitor, T. Soulliere - Director of Parks, Recreation & Facilities, B. Eisenhauer - Head of Engagement, J. Jensen - Head of Human Resources, K. Hoese - Director of Sustainable Planning and Community Development, C. Havelka - Deputy City Clerk, J. O'Connor - Deputy Director of Finance, K. Moore - Head of Business and Community Relations, C. Mycroft - Manager of Executive Operations, AK Ferguson - Committee Secretary

### **A. APPROVAL OF AGENDA**

**Moved By** Councillor Thornton-Joe

**Seconded By** Councillor Andrew

That the agenda be approved.

**Amendment:**

**Moved By** Councillor Thornton-Joe

**Seconded By** Councillor Young

That the agenda of the January 28, 2021 Committee of the Whole meeting be amended as follows:

**Consent Agenda:**

- **C.1 - Minutes from the meeting held October 1, 2020**
- **C.2 - Minutes from the meeting held January 7, 2021**



- **E.3 - 430 Powell Street: Rezoning Application No. 00736 and Development Permit with Variances Application No. 00736 (James Bay)**
- **H. 1 - Council Member Motion: Attendance at LGLA Virtual Leadership Forum**

**CARRIED UNANIMOUSLY**

**On the main motion as amended:  
CARRIED UNANIMOUSLY**

**B. CONSENT AGENDA**

**Moved By** Councillor Thornton-Joe  
**Seconded By** Councillor Young

That the following items be approved without further debate.

**CARRIED UNANIMOUSLY**

**C.1 Minutes from the meeting held October 1, 2020**

**Moved By** Councillor Thornton-Joe  
**Seconded By** Councillor Young

That the minutes from the Committee of the Whole meeting held October 1, 2020 be adopted.

**CARRIED UNANIMOUSLY**

**C.2 Minutes from the meeting held January 7, 2021**

**Moved By** Councillor Thornton-Joe  
**Seconded By** Councillor Young

That the minutes from the Committee of the Whole meeting held January 7, 2021 be adopted.

**CARRIED UNANIMOUSLY**

**E.3 430 Powell Street: Rezoning Application No. 00736 and Development Permit with Variances Application No. 00736 (James Bay)**

Committee received a report dated January 14, 2021 from Director of Sustainable Planning and Community Development regarding a proposal to rezone from the R-2 Zone, Two Family Dwelling District, to a site specific small-lot zone in order to subdivide the property and construct two new single-family homes.

**Moved By** Councillor Thornton-Joe  
**Seconded By** Councillor Young

### **Rezoning Application No. 00736**

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00736 for 430 Powell Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

### **Development Permit with Variances Application No. 00736**

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after Public Hearing for Rezoning Application No.00736, if it is approved, consider the following motion:

“That Council authorize the issuance of Development Permit with Variances Application No. 00736 in accordance with:

1. Plans date stamped November 3, 2020.
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
  - i. reduce the rear yard setback from 6.00m to 2.92m to the stairs and 4.75m to the building for Lot 1;
  - ii. reduce the north side yard setback from 2.40m to 2.0m for elevations with windows into habitable rooms for Lot 1;
  - iii. reduce the south side yard setback from 2.40m to 1.2m m for elevations with windows into habitable rooms for Lot 1;
  - iv. reduce the rear yard setback from 6.00m to 3.39m to the stairs and 4.53m to the building for Lot 2;
  - v. reduce the north side yard setback from 2.40m to 1.2m for elevations with windows into habitable rooms for Lot 2; and
  - vi. reduce the south side yard setback from 2.40m to 2.0m for elevations with windows into habitable rooms for Lot 2.
3. The Development Permit lapsing two years from the date of this resolution.”

**CARRIED UNANIMOUSLY**

#### **H.1 Council Member Motion: Attendance at LGLA Virtual Leadership Forum**

Committee received a report dated January 21, 2021 from Councillor Loveday regarding his attendance at the Virtual LGLA Leadership Forum.

**Moved By** Councillor Thornton-Joe

**Seconded By** Councillor Young

1. That Council approve an expenditure of \$210 for Councillor Loveday’s attendance at the Local Government Leadership Academy’s virtual training conference being held the week of Feb 1-5<sup>th</sup>.
2. That this motion be forwarded to the January 28, 2021 daytime council meeting for approval.

**CARRIED UNANIMOUSLY**

*Councillor Isitt withdrew from the meeting at 9:08 a.m.*

**D. UNFINISHED BUSINESS**

**D.1 1140 Government Street: Application for a Structural Change to increase the Occupant Load for the Churchill's Liquor Primary License (Downtown)**

*This item was postponed from the January 14, 2021 Committee of the Whole Meeting.*

Committee received a report dated December 1, 2020 from the Director of Sustainable Planning and Community Development regarding an application by The Churchill for a structural change to increase the occupant load of their existing liquor primary licence.

*Committee discussed:*

- *Concerns with lighting and safety in the area*

*Councillor Andrew recused himself at 9:09 a.m. due to a conflict of interest as his partner works for a business in close proximity to the subject property.*

**Moved By** Councillor Thornton-Joe

**Seconded By** Councillor Young

That Council direct staff to provide the following response to the Liquor Licensing Agency:

1. That Council, after conducting a review with respect to noise and community impacts, does support the application of The Churchill located at 1140 Government Street to increase the occupant load from 90 to 144 people with no change to hours of operation which are 11:00 am to 1:00 am Monday to Saturday and 11:00 am to 12:00 am Sunday.

Providing the following comments on the prescribed considerations:

- a. The impact of noise on the community in the vicinity of the establishment has been considered in relation to the request, and assumptions are that the noise impacts would be negligible as the increased occupant load affects interior space only and the establishment has a reputation of responsible operation. The requested hours of operation in conjunction with the proposed occupant load are not expected to result in negative impacts to the community.
- b. If the application is approved, the impact on the community is expected to be positive economically as the approval supports the business plan and long-term viability of the establishment.
- c. The views of residents were solicited via a mail-out which included 587 letters to neighbouring property owners and occupiers within 100 metres of the licensed location and a notice was posted at the property. The City did not receive any correspondence in reply to the public notification.
- d. Council recommends the license endorsements be approved.

**CARRIED UNANIMOUSLY**

Councillor Andrew returned to the meeting at 9:32 a.m.

**D.2 Parks Regulation Bylaw Amendments - Mitigating the Impacts of Sheltering – Maps**

*This item was postponed from the January 21, 2021 Committee of the Whole Meeting.*

Committee received a report dated January 25, 2021 from the Director of Parks, Recreation and Facilities regarding the mitigation of impacts relating to sheltering in City parks and an updated map showing the parks which are subject to flooding.

**Moved By** Councillor Thornton-Joe  
**Seconded By** Councillor Andrew

That Council direct staff to prepare the following amendments to Section 16A of the Parks Regulation Bylaw;

1. Prohibit sheltering within parks in areas with high-risk of flooding or other environmental hazards, and
2. Add Central Park to the list of parks where sheltering is prohibited.

**CARRIED UNANIMOUSLY**

**E. LAND USE MATTERS**

**E.1 1475 Fort Street: Update on Development Permit with Variances Application No. 00120 (Rockland)**

Committee received a report dated January 14, 2021 from the Director of Sustainable Planning and Community Development regarding a proposal to construct a four-storey residential rental building with multiple units on an existing panhandle lot.

*Committee discussed:*

- *Concerns with the loss of tree canopy for parking*
- *Concerns with City parking requirements*
- *Concerns with the number of variances in this application.*
- *The benefits of making changes to the application before it proceeds to Opportunity for Public Comment.*
- *Concerns with the size of the application for the site.*

**Moved By** Mayor Helps  
**Seconded By** Councillor Andrew

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 secure rental tenure of the dwelling units in perpetuity while allowing all or a portion of the dwelling units to be leased to

- a third party housing provider for non-market housing, to the satisfaction of the Director of Sustainable Planning and Community Development
- b. A Section 219 covenant to ensure that the dwelling units are not strata titled, to the satisfaction of the Director of Sustainable Planning and Community Development
- c. A section 219 covenant to secure a Statutory Right-of-Way of 0.72m along Fort Street, to the satisfaction of the Director of Engineering and Public Works.
- d. An agreement to secure sixteen car share memberships, 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 Variance Application No. 00120 for 1475 Fort Street, in accordance with:

1. Plans date stamped October 19, 2020
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
  - i. reduce the vehicle parking from 45 stalls to 26 stalls;
  - ii. reduce the visitor parking from 3 stalls to 2 stalls;
  - iii. increase the building height from 12 metres to 12.92 metres;
  - iv. reduce the front setback from 10.5 metres to 1.81 metres (entrance canopy) and 3.53 metres (building);
  - v. reduce the rear setback from 6.46 metres to 3.96 metres;
  - vi. reduce the east side yard setback from 6.46 metres to 3.05 metres (balconies and entrance canopy) and 4.93 metres (building);
  - vii. reduce the west side yard setback from 6.46 metres to 3.86 metres (balconies) and 5.75 metres (building);
  - viii. increase the site coverage from 40 percent to 47 percent;
  - ix. allow for an accessory structure to be located in the front yard rather than the rear yard.
3. Final plans generally in accordance with the plans date stamped October 19, 2020 with the following revisions:
  - i. changes to the panhandle driveway to comply with the Highway Access Bylaw and BC Building Code requirements, to the satisfaction of the Director of Engineering and Public Works
  - ii. Relabel the proposed bylaw replacement trees to ensure replacement trees are provided on site, to the satisfaction of the Director of Parks, Recreation and Facilities
4. The Development Permit lapsing two years from the date of this resolution.”

FOR (5): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Dubow, and Councillor Potts

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

**CARRIED (5 to 2)**

*Councillor Isitt returned to the meeting at 10:16 a.m.*

Committee of the Whole  
January 28, 2021

Committee recessed at 10:16 a.m. and returned at 10:19 a.m.

Councillor Loveday joined the meeting at 10:19 a.m.

**E.2     496 and 498 Cecelia Road and 3130 Jutland Road: Rezoning Application No. 00655 and OCP amendment and Development Permit Application No. 000532 (Burnside)**

Committee received a report dated January 7, 2021 from the Director of Sustainable Planning and Community Development regarding a proposal to rezone the property to a new residential rental tenure zone to increase the density and construct a five-storey, mixed-use building consisting of ground floor community-oriented uses and residential uses on the upper floors, and a four-storey, multi-unit residential building. The proposed development will consist of approximately 88 affordable and below-market rental dwelling units. An amendment to the Official Community Plan (OCP) from Public Facilities, Institutions, Parks and Open Space to Large Urban Village is required to facilitate this development.

*Committee discussed:*

- *Whether the close proximity to a heritage site was taken into account in the design of the application.*
- *Whether opportunities for new parks in the area have been explored.*

**Moved By** Councillor Andrew

**Seconded By** Councillor Thornton-Joe

**Rezoning application no. 000532**

1. That Council instruct staff to prepare the necessary Official Community Plan Amendment Bylaw in accordance with Section 475 of the Local Government Act and the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00655 for 496 and 498 Cecelia Road and 3130 Jutland Road and that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:
  - a. Preparation and execution of the appropriate legal agreements to secure the following:
    - i. that the 88 dwelling units would remain below-market rental for 60 years in accordance with BC Housing's Community Housing Fund program requirements to the satisfaction of the Director of Sustainable Planning and Community Development and the City Solicitor;
    - ii. that a minimum of 26 two-bedroom and 20 three-bedroom dwelling units are provided in the development to the satisfaction of the Director of Sustainable Planning and Community Development;
    - iii. provide a daycare on-site for a minimum of 15 years to the satisfaction of the Director of Sustainable Planning and Community Development;

- iv. construction and maintenance of a 1290m<sup>2</sup> plaza in accordance with the landscape plans dated December 11, 2020 to the satisfaction of the Director of Sustainable Planning and Community Development;
  - v. public access of the plaza area to the satisfaction of the Director of Sustainable Planning and Community Development;
  - vi. construction of a new traffic signal at the corner of Cecelia and Jutland Road in accordance with the conceptual plan dated December 11, 2020 to the satisfaction of the Director of Engineering and Public Works;
  - vii. Statutory Right-of-Way on 496 and 498 Cecelia Road to allow for a portion of the sidewalk to be on site to mitigate impacts on an existing London Plane tree.
- b. That the applicant provide road dedication of 1.38m on Cecelia Road for boulevard and sidewalk improvements at the time of subdivision to the satisfaction of the Director of Engineering and Public Works.
  - c. That Council determine, pursuant to section 475(1) of the Local Government Act that the affected persons, organizations and authorities are those property owners and occupiers within a 200m radius of the subject properties; that the appropriate consultation measures would include a mailed notice of the proposed OCP Amendment to the affected persons; posting of a notice on the City's website inviting affected persons, organizations and authorities to ask questions of staff and provide written or verbal comments to Council for their consideration.
  - d. That Council, having provided the opportunity for consultation pursuant to Section 475(1) of the Local Government Act with persons, organizations and authorities it considers will be affected, specifically, the property owners and occupiers within a 200m radius of the subject properties have been consulted at a Community Association Land Use Committee (CALUC) Community Meeting, consider whether the opportunity for consultation should be early and ongoing, and determine that no further consultation is required.
  - e. That Council, specifically consider whether consultation is required under Section 475(2)(b) of the Local Government Act, and determine that no referrals are necessary with the Capital Regional District Board, Councils of Oak Bay, Esquimalt and Saanich, the Songhees and Esquimalt First Nations, the School District Board and the provincial and federal governments and their agencies due to the nature of the proposed amendment.
  - f. That Council give first reading to the Official Community Plan Amendment Bylaw.
  - g. That Council consider the Official Community Plan Amendment Bylaw in conjunction with the City of Victoria 2017-2021 Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan pursuant to Section 477(3)(a) of the Local Government Act, and deem those Plans to be consistent with the proposed Official Community Plan Amendment Bylaw.
  - h. That Council give second reading to the Official Community Plan Amendment Bylaw.
  - i. That Council refer the Official Community Plan Amendment Bylaw for consideration at a Public Hearing.

**On the main motion:**

**Rezoning application no. 000532**

1. That Council instruct staff to prepare the necessary Official Community Plan Amendment Bylaw in accordance with Section 475 of the Local Government Act and the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00655 for 496 and 498 Cecelia Road and 3130 Jutland Road and that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:
  - a. Preparation and execution of the appropriate legal agreements to secure the following:
    - i. that the 88 dwelling units would remain below-market rental for 60 years in accordance with BC Housing's Community Housing Fund program requirements to the satisfaction of the Director of Sustainable Planning and Community Development and the City Solicitor;
    - ii. that a minimum of 26 two-bedroom and 20 three-bedroom dwelling units are provided in the development to the satisfaction of the Director of Sustainable Planning and Community Development;
    - iii. provide a daycare on-site for a minimum of 15 years to the satisfaction of the Director of Sustainable Planning and Community Development;
    - iv. construction and maintenance of a 1290m<sup>2</sup> plaza in accordance with the landscape plans dated December 11, 2020 to the satisfaction of the Director of Sustainable Planning and Community Development;
    - v. public access of the plaza area to the satisfaction of the Director of Sustainable Planning and Community Development;
    - vi. **this item of the motion to be considered separately.**
    - vii. Statutory Right-of-Way on 496 and 498 Cecelia Road to allow for a portion of the sidewalk to be on site to mitigate impacts on an existing London Plane tree.
  - b. That the applicant provide road dedication of 1.38m on Cecelia Road for boulevard and sidewalk improvements at the time of subdivision to the satisfaction of the Director of Engineering and Public Works.
  - c. That Council determine, pursuant to section 475(1) of the Local Government Act that the affected persons, organizations and authorities are those property owners and occupiers within a 200m radius of the subject properties; that the appropriate consultation measures would include a mailed notice of the proposed OCP Amendment to the affected persons; posting of a notice on the City's website inviting affected persons, organizations and authorities to ask questions of staff and provide written or verbal comments to Council for their consideration.
  - d. That Council, having provided the opportunity for consultation pursuant to Section 475(1) of the Local Government Act with persons, organizations and authorities it considers will be affected, specifically, the property owners and occupiers within a 200m radius of the subject properties have been consulted at a Community Association Land Use Committee (CALUC) Community Meeting, consider whether the opportunity for



consultation should be early and ongoing, and determine that no further consultation is required.

- e. That Council, specifically consider whether consultation is required under Section 475(2)(b) of the Local Government Act, and determine that no referrals are necessary with the Capital Regional District Board, Councils of Oak Bay, Esquimalt and Saanich, the Songhees and Esquimalt First Nations, the School District Board and the provincial and federal governments and their agencies due to the nature of the proposed amendment.
- f. That Council give first reading to the Official Community Plan Amendment Bylaw.
- g. That Council consider the Official Community Plan Amendment Bylaw in conjunction with the City of Victoria 2017-2021 Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan pursuant to Section 477(3)(a) of the Local Government Act, and deem those Plans to be consistent with the proposed Official Community Plan Amendment Bylaw.
- h. That Council give second reading to the Official Community Plan Amendment Bylaw.
- i. That Council refer the Official Community Plan Amendment Bylaw for consideration at a Public Hearing.

#### **Development Permit Application No. 000532**

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. 00655, if it is approved, consider the following motion:

“That Council authorize the issuance of Development Permit Application No. 000532 for 496 and 498 Cecelia Road and 3130 Jutland Road, in accordance with:

1. Plans date stamped December 17, 2020.
2. The applicant provide further details on how the fibre cement panels are fastened to the building to the satisfaction of the Director of Sustainable Planning and Community Development.
3. The Development Permit lapsing two years from the date of this resolution.”

**CARRIED UNANIMOUSLY**

#### **Motion to Postpone**

**Moved By** Mayor Helps

**Seconded By** Councillor Dubow

#### **Rezoning application no. 000532**

1. a
  - vi. construction of a new traffic signal at the corner of Cecelia and Jutland Road in accordance with the conceptual plan dated December 11, 2020 to the satisfaction of the Director of Engineering and Public Works.

## **CARRIED UNANIMOUSLY**

### **E.4 1035 Joan Crescent: Update on Development Permit with Variance Application No. 00129 (Rockland)**

Committee received a report dated January 14, 2021 from the Director of Sustainable Planning and Community Development regarding a Development Permit with Variance Application for the property located at 1035 Joan Crescent to allow for the construction of a semi-attached dwelling and reducing the front setback from 10.5 metres to 3.22 metres.

*Committee discussed:*

- *How the requirements vary for duplexes.*

**Moved By** Councillor Young

**Seconded By** Councillor Thornton-Joe

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. 00129 for 1035 Joan Crescent, in accordance with:

1. Plans date stamped September 29, 2020.
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variance:
  - i. reduce the front yard setback from 10.50 metres to 3.22 metres.
3. The Development Permit lapsing two years from the date of this resolution.”

## **CARRIED UNANIMOUSLY**

## **F. STAFF REPORTS**

### **F.1 My Great Neighbourhood Grant 2020 Program Summary**

Committee received a report dated January 15, 2021 from the Head of Business and Community Relations regarding a complete summary of grants for the *My Great Neighbourhood Grant 2020* program.

*Committee discussed:*

- *This grant stream being great value for the neighbourhoods and City*

*Mayor Helps withdrew from the meeting at 11:11 a.m. and Councillor Loveday assumed the Chair.*

*Committee discussed:*

- *ensuring that grants cannot be used for political gain.*
- *Clarification on "political statement".*

**Moved By** Councillor Isitt

**Seconded By** Councillor Thornton-Joe

That Council approves the following:

1. Continue accepting applications for the interim category of *Community Recovery & Resiliency* to be funded from the regular funding stream.
2. Continue with a rolling intake giving the City Manager the decision-making power to approve the grants following the internal adjudication process, and
3. Accept proposed language changes to the grant policy.

**Amendment:**

**Moved By** Councillor Andrew

**Seconded By** Councillor Thornton-Joe

That signatories to any grant program will acknowledge that funding cannot be used for any political statement.

**Amendment to the amendment:**

**Moved By** Councillor Thornton-Joe

**Seconded By** Councillor Alto

That signatories to any grant program **staff return with language to the Grant policy that** will acknowledge that funding cannot be used for any political statement.

**CARRIED UNANIMOUSLY**

**Amendment to Amendment:**

**Moved By** Councillor Thornton-Joe

**Seconded By** Councillor Young

That Council approves the following:

1. Continue accepting applications for the interim category of Community Recovery & Resiliency to be funded from the regular funding stream
2. Continue with a rolling intake giving the City Manager the decision-making power to approve the grants following the internal adjudication process, and
3. Accept proposed language changes to the grant policy

That staff return with **possible consideration of** language to the Grant policy that will acknowledge that funding cannot be used for any political statement.

**CARRIED UNANIMOUSLY**

**Amendment to the Amendment:**

**Moved By** Councillor Dubow

**Seconded By** Councillor Loveday

That Council approves the following:

1. Continue accepting applications for the interim category of Community Recovery & Resiliency to be funded from the regular funding stream

2. Continue with a rolling intake giving the City Manager the decision-making power to approve the grants following the internal adjudication process, and
3. Accept proposed language changes to the grant policy

That staff return with **possible consideration** of language to the Grant policy **to align with existing grant policies.** ~~that will acknowledge that funding cannot be used for any political statement.~~

FOR (5): Councillor Dubow, Councillor Isitt, Councillor Loveday, Councillor Potts, and Councillor Young

OPPOSED (3): Councillor Alto, Councillor Andrew, and Councillor Thornton-Joe

**CARRIED (5 to 3)**

**Amendment:**

That Council approves the following:

1. Continue accepting applications for the interim category of Community Recovery & Resiliency to be funded from the regular funding stream
2. Continue with a rolling intake giving the City Manager the decision-making power to approve the grants following the internal adjudication process, and
3. Accept proposed language changes to the grant policy

That staff return with possible consideration of language to the Grant policy to align with existing grant policies.

FOR (2): Councillor Andrew, and Councillor Young

OPPOSED (6): Councillor Alto, Councillor Dubow, Councillor Isitt, Councillor Loveday, Councillor Potts, and Councillor Thornton-Joe

**DEFEATED (2 to 6)**

**Amendment:**

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

That Council approves the following:

1. Continue accepting applications for the interim category of *Community Recovery & Resiliency* to be funded from the regular funding stream
2. Continue with a rolling intake giving the City Manager the decision-making power to approve the grants following the internal adjudication process, and
3. Accept proposed language changes to the grant policy
4. **Direct staff to return to Council with current information on existing Arts and Culture grant policies**

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

That Council approves the following:

1. Continue accepting applications for the interim category of Community Recovery & Resiliency to be funded from the regular funding stream
2. Continue with a rolling intake giving the City Manager the decision-making power to approve the grants following the internal adjudication process, and
3. Accept proposed language changes to the grant policy
4. Direct staff to return to Council with current information on existing Arts and Culture grant policies.

**CARRIED UNANIMOUSLY**

*Mayor Helps returned to the meeting at 12:03 p.m. and reassumed the Chair.*

**F.2 2020 Everyday Creativity Grant Update**

Committee received a report dated January 15, 2021 from the Head of Business and Community relations regarding the 2020 intake of the Everyday Creativity Grant.

**Moved By** Councillor Loveday

**Seconded By** Mayor Helps

That Council receive this report for information.

**CARRIED UNANIMOUSLY**

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

Council discussed electronic participation and in person participation during meetings.

**Moved By** Councillor Loveday

**Seconded By** Councillor Young

That the Committee of the Whole Meeting be adjourned at 12:24 p.m.

**CARRIED UNANIMOUSLY**

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CITY CLERK

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MAYOR



## MINUTES - COMMITTEE OF THE WHOLE

March 11, 2021, 9:00 A.M.

6TH FLOOR BOARDROOM, CAPITAL REGIONAL DISTRICT,  
625 FISGARD STREET, VICTORIA, B.C.

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

PRESENT: Mayor Helps in the Chair, Councillor Alto, Councillor Andrew, Councillor Loveday, Councillor Thornton-Joe, Councillor Young

PRESENT  
ELECTRONICALLY: Councillor Dubow, Councillor Isitt, Councillor Potts

STAFF PRESENT: J. Jenkyns - City Manager, S. Thompson - Deputy City Manager / Director of Finance, C. Coates - City Clerk, P. Bruce - Fire Chief, T. Zworski - City Solicitor, T. Soulliere - Director of Parks, Recreation & Facilities, B. Eisenhauer - Head of Engagement, J. Jensen - Head of Human Resources, K. Hoese - Director of Sustainable Planning and Community Development, A. Meyer - Assistant Director of Development Services, C. Havelka - Deputy City Clerk, L. Van Den Dolder - Assistant City Solicitor, J. O'Connor - Deputy Director of Finance, K. Moore - Head of Business and Community Relations, C. Mycroft - Manager of Executive Operations, M. Betanzo - Senior Planner, P. Bellefontaine - Director of Engineering & Public Works, J. O'Reilly - Planner, M. Betanzo - Planner, C. Wain - Planner, P. Rantucci - Head of Strategic Real Estate, S. Perkins - Manager of Bylaw Services, C. Moffatt - Assistant City Solicitor, R. Tooke - Manager of Sustainability, Assets and Support Services, P. McFarlane - Manager of Real Estate Development, M. Heiser - Council Secretary

A. **Moment of Silence to Commemorate the Start of COVID-19**

B. **APPROVAL OF AGENDA**

**Moved By** Councillor Alto  
**Seconded By** Councillor Thornton-Joe

That the agenda be approved.

**Amendment:**

**Moved By** Councillor Alto  
**Seconded By** Councillor Loveday

That the agenda of the March 11, 2021 Committee of the Whole meeting be amended as follows:

**Consent Agenda:**

**D.1 Minutes from the meeting held February 4, 2021**

**G.2 161-167 Robertson Street: Development Variance Permit Application No. 00255 (Gonzales)**

**G.3 540 Dallas Road: Development Variance Permit Application No. 00251 (James Bay)**

**G.4 123/125 Government Street: Development Variance Permit Application No. 00252 (James Bay)**

**G.5 506 and 514 Government Street: Request to Modify Covenants CA3641378 and CA3641382 (James Bay)**

**H.1 Fire Prevention and Regulation Bylaw and False Alarms Bylaw Update**

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

**CARRIED UNANIMOUSLY**

*Councillor Potts joined the meeting at 9:05 am.*

**C. CONSENT AGENDA**

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

That the following items be approved without further debate.

**CARRIED UNANIMOUSLY**

**D. READING OF MINUTES**

**D.1 Minutes from the meeting held February 4, 2021**

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

That the minutes from the Committee of the Whole meeting held February 4, 2021 be adopted.

**CARRIED UNANIMOUSLY**

**G.2     161-167 Robertson Street: Development Variance Permit Application No. 00255 (Gonzales)**

Committee received a report dated February 25, 2021 from the Director of Sustainable Planning and Community Development regarding the proposed Development Variance Permit Application for 161-167 Robertson Street in order to allow an additional 73m<sup>2</sup> of floor area within the basement level of the existing single-family dwelling and recommending that it move forward to an opportunity for public comment.

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

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

“That Council authorize the issuance of Development Variance Permit Application No. 00255 for 161-167 Roberson Street, in accordance with:

1. Plans date stamped November 25, 2020.
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variance:
  - i. Floor area of all floor levels combined (maximum) be increased from 300m<sup>2</sup> to 373m<sup>2</sup>.
3. The Development Variance Permit lapsing two years from the date of this resolution.”

**CARRIED UNANIMOUSLY**

**G.3     540 Dallas Road: Development Variance Permit Application No. 00251 (James Bay)**

Committee received a report dated February 26, 2021 from the Director of Sustainable Planning and Community Development regarding the proposed Development Variance Permit Application for 540 Dallas Road is order to add a small addition to the rear of the existing seniors residential building for an enclosed walkway and recommending that is move forward to an opportunity for public comment.

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

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

“That Council authorize the issuance of Development Variance Permit Application No. 00251 for 540 Dallas Road in accordance with:

1. Plans date stamped November 12, 2020.
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
  - i. increase the maximum site coverage from 40.0% to 44.15%;
  - ii. reduce the minimum open site space from 60.0% to 46.7%.
3. The Development Variance Permit lapsing two years from the date of this resolution.”



**CARRIED UNANIMOUSLY**

**G.4 123/125 Government Street: Development Variance Permit Application No. 00252 (James Bay)**

Committee received a report dated February 26, 2021 from the Director of Sustainable Planning and Community Development regarding the proposed Development Variance Permit Application for 123/125 Government Street in order to reduce the parking requirement from two stalls to one and to reduce the required setback from a window on the lower level and recommending that it move forward to an opportunity for public comment.

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

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

"That Council authorize the issuance of Development Variance Permit Application No. 00252 for 123/125 Government Street in accordance with:

1. Plans date stamped October 2, 2020.
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
  - i. Reduce the required parking from two stalls to one stall;
  - ii. Reduce the setback requirement for a lower storey window on the side elevation (south) from 3.0 m to 2.4 m.
3. The Development Variance Permit lapsing two years from the date of this resolution."

**CARRIED UNANIMOUSLY**

**G.5 506 and 514 Government Street: Request to Modify Covenants CA3641378 and CA3641382 (James Bay)**

Committee received a report dated February 26, 2021 from the Director of Sustainable Planning and Community Development regarding the proposed Request to Modify Covenants for 506 and 514 Government Street in order to remove clauses requiring restoration of a pair of two-storey heritage registered buildings.

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

That Council authorize City Legal staff to modify Covenants CA3641378 and CA3641382 to remove clauses concerning the heritage restoration of 506 and 514 Government Street.

**CARRIED UNANIMOUSLY**

## **H.1 Fire Prevention and Regulation Bylaw and False Alarms Bylaw Update**

Committee received a report dated February 15, 2021 from the Fire Chief regarding the proposed amendments to Fire Prevention and Regulation Bylaw and False Alarms Bylaw Update intended to address identified omissions from the present bylaws and provide additional clarity to the regulatory intent of the amended legislation.

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

That Council:

1. Direct staff to bring forward amendments, as outlined in this report, to the Fire Prevention and Regulation Bylaw No. 14-100, including consolidation of Smoke Alarm Bylaw 92-108 and,
2. Direct staff to bring forward amendments, as outlined in this report, to the False Alarms Bylaw No. 10-073.

**CARRIED UNANIMOUSLY**

## **G. LAND USE MATTERS**

### **G.1 749-767 Douglas Street: Rezoning Application No. 00746, Associated OCP Amendment, and Development Permit with Variances Application No. 000155 (Downtown)**

Committee received a report dated February 25, 2021 from the Director of Sustainable Planning and Community Development regarding the Rezoning Application, OCP Amendment, and Development Permit with Variances Application for 749-767 Douglas Street in order to construct an office building with ground floor commercial uses and recommending that it be referred back to staff to work with the applicant.

*Committee discussed the following:*

- *Potential referral to the Heritage Advisory Committee*
- *Previous discussions on scale and massing*
- *Reduction of density*
- *Sustainability features*
- *Bird friendly design concerns*
- *Improvements to the public realm*
- *Evaluation of building form and character and the policies in place*
- *Correspondence received from the Downtown Residents Association*
- *Economic benefits of this project*

*Committee recessed at 10:35 a.m. and reconvened at 10:41 a.m.*

**Moved By** Councillor Isitt

**Seconded By** Councillor Dubow

Rezoning Application No.00746 and Associated Official Community Plan Amendment

1. That Council refer application No. 00746 for the property located at 749-767 Douglas Street back to staff to work with the applicant to undertake a land lift analysis and reduce the infringement into View 5: Olympic Mountains from Douglas Street by setting the building back approximately 10m from the west property line; and
2. That Council waive the requirement for additional CALUC consultation that may result from changes made to the proposal in response to the issues identified in this report.

Development Permit with Variances Application No. 000155

1. That Council refer application No. 00746 for the property located at 749-767 Douglas Street back to staff to work with the applicant to undertake a land lift analysis and to introduce the following refinements:

Building Massing, Design, Form and Character:

- a. reduce the infringement into View 5: Olympic Mountains from Douglas Street by setting the building back approximately 10m from the west property line
- b. increase the proposal's consistency with design guidelines in this heritage conservation area pertaining to form, character, exterior design and finishes, particularly with respect to the flat façade and cladding material
- c. commit to meeting Step 3 BC Building Code requirements.

Landscaping and Public Realm:

- a. extend the Humboldt Street Plaza to Penwill Street
- b. increase the statutory right-of-way width on Douglas street to include the seating and weather protection at the building face
- c. include a statutory right-of-way to secure the through block access path proposed along the eastern property boundary
- d. remove the exterior digital display screen
- e. provide street trees on Douglas Street
- f. introduce a water/play element as well as additional trees in the south plaza
- g. resolve outstanding site servicing, tree preservation and tree replacement issues.

Transportation Demand Management:

- a. require a minimum of 94 BC Transit EcoPasses for a three-year period.
2. That Council waive the requirement for additional CALUC consultation that may result from changes made to the proposal in response to the issues identified in this report.

*Committee discussed the following:*

- *Agreement relating to disposition of land*
- *Crosswalk specifics and public amenity*

**Amendment:**

**Moved By** Councillor Thornton-Joe

**Seconded By** Councillor Alto

Rezoning Application No.00746 and Associated Official Community Plan Amendment

1. That Council refer application No. 00746 for the property located at 749-767 Douglas Street back to staff to work with the applicant to undertake a land lift analysis and reduce the infringement into View 5: Olympic Mountains from Douglas Street by setting the building back approximately 10m from the west property line; and
2. That Council waive the requirement for additional CALUC consultation that may result from changes made to the proposal in response to the issues identified in this report.
3. **To refer the application to the Heritage Advisory Committee for comments regarding the massing, height, density, and design of the building in relation to the heritage conservation area.**

FOR (4): Councillor Isitt, Councillor Dubow, Councillor Thornton-Joe, Councillor Young  
 OPPOSED (5): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Loveday, Councillor Potts

#### **DEFEATED (4 to 5)**

##### **Amendment:**

**Moved By** Councillor Thornton-Joe  
**Seconded By** Councillor Young

1. That Council refer application No. 00746 for the property located at 749-767 Douglas Street back to staff to work with the applicant to undertake a land lift analysis and reduce the infringement into View 5: Olympic Mountains from Douglas Street by **considering reduction of density setting the building back approximately 10m from the west property line**; and

##### **Amendment to the amendment:**

**Moved By** Councillor Isitt  
**Seconded By** Councillor Young

1. That Council refer application No. 00746 for the property located at 749-767 Douglas Street back to staff to work with the applicant to undertake a land lift analysis and reduce the infringement into View 5: Olympic Mountains from Douglas Street by **setting the building back approximately 10m from the west property line and/or considering reduction of density**; and

FOR (5): Councillor Isitt, Councillor Dubow, Councillor Loveday, Councillor Thornton-Joe, Councillor Young  
 OPPOSED (4): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Potts

#### **CARRIED (5 to 4)**

##### **On the amendment:**

1. That Council refer application No. 00746 for the property located at 749-767 Douglas Street back to staff to work with the applicant to undertake a land lift analysis and reduce the infringement into View 5: Olympic Mountains from

Douglas Street by **setting the building back approximately 10m from the west property line and/or considering reduction of density;** and

FOR (4): Councillor Isitt, Councillor Dubow, Councillor Thornton-Joe, Councillor Young  
OPPOSED (5): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Loveday, Councillor Potts

**DEFEATED (4 to 5)**

**Amendment:**

**Moved By** Councillor Thornton-Joe

**Seconded By** Councillor Isitt

**~~2. That Council waive the requirement for additional CALUC consultation that may result from changes made to the proposal in response to the issues identified in this report.~~ That the staff work with the application to bring the application more in line with existing heritage and OCP and Downtown Core plan policies.**

FOR (4): Councillor Isitt, Councillor Dubow, Councillor Thornton-Joe, Councillor Young  
OPPOSED (5): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Loveday, Councillor Potts

**DEFEATED (4 to 5)**

**Amendment:**

**Moved By** Councillor Thornton-Joe

**Seconded By** Councillor Young

**2. That Council waive the requirement for additional CALUC consultation ~~if there are no substantive changes to the proposal that may result from changes made to the proposal in response to the issues identified in this report.~~**

FOR (6): Councillor Isitt, Councillor Dubow, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, Councillor Young  
OPPOSED (3): Mayor Helps, Councillor Alto, Councillor Andrew

**CARRIED (6 to 3)**

**Amendment:**

**Moved By** Councillor Young

**Seconded By** Councillor Thornton-Joe

**1. That Council refer application No. 00746 for the property located at 749-767 Douglas Street back to staff to work with the applicant to undertake a land lift analysis and reduce the infringement into View 5: Olympic Mountains from Douglas Street by setting the building back ~~approximately 10m~~ further from the west property line and/or-considering reduction of density; and**

## **CARRIED UNANIMOUSLY**

### **On the main motion as amended:**

#### Rezoning Application No.00746 and Associated Official Community Plan Amendment

1. That Council refer application No. 00746 for the property located at 749-767 Douglas Street back to staff to work with the applicant to undertake a land lift analysis and reduce the infringement into View 5: Olympic Mountains from Douglas Street by setting the building back further from the west property line and/or-considering reduction of density; and
2. That Council waive the requirement for additional CALUC consultation if there are no substantive changes to the proposal.

#### Development Permit with Variances Application No. 000155

1. That Council refer application No. 00746 for the property located at 749-767 Douglas Street back to staff to work with the applicant to undertake a land lift analysis and to introduce the following refinements:

##### Building Massing, Design, Form and Character:

- a. reduce the infringement into View 5: Olympic Mountains from Douglas Street by setting the building back approximately 10m from the west property line
- b. increase the proposal's consistency with design guidelines in this heritage conservation area pertaining to form, character, exterior design and finishes, particularly with respect to the flat façade and cladding material
- c. commit to meeting Step 3 BC Building Code requirements.

##### Landscaping and Public Realm:

- a. extend the Humboldt Street Plaza to Penwill Street
- b. increase the statutory right-of-way width on Douglas street to include the seating and weather protection at the building face
- c. include a statutory right-of-way to secure the through block access path proposed along the eastern property boundary
- d. remove the exterior digital display screen
- e. provide street trees on Douglas Street
- f. introduce a water/play element as well as additional trees in the south plaza
- g. resolve outstanding site servicing, tree preservation and tree replacement issues.

##### Transportation Demand Management:

- a. require a minimum of 94 BC Transit EcoPasses for a three-year period.
2. That Council waive the requirement for additional CALUC consultation that may result from changes made to the proposal in response to the issues identified in this report."

FOR (3): Councillor Isitt, Councillor Dubow, Councillor Thornton-Joe,  
OPPOSED (6): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Loveday,  
Councillor Potts, Councillor Young

## **DEFEATED (3 to 6)**

**Moved By** Mayor Helps

**Seconded By** Councillor Andrew

Rezoning Application No.00746 and Associated Official Community Plan Amendment

1. Council, having put their minds to the OCP Amendment considerations outlined in Alternate Motion 1 of the staff report dated February 25, 2021 and that subject to resolution of outstanding site servicing, tree preservation and tree replacement issues, the removal of the digital screen and that subject to extending the Humboldt Street Plaza Street to Penwill Street and adding a water/play feature to the satisfaction of City staff, that Council instruct staff to prepare the necessary Official Community Plan Amendment Bylaw in accordance with Section 475 of the *Local Government Act* and the necessary Zoning Regulation Bylaw Amendment(s) that would authorize the proposed development outlined in Rezoning Application No.00746 for 749-767 Douglas Street, 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:
  - a. Preparation of legal agreements, executed by the applicant, in a form to the satisfaction of the City Solicitor to secure:
    - i. a statutory right-of-way along Humboldt Street to accommodate public vehicle turn-around movements;
    - ii. off-site public furniture maintenance agreement to secure the ongoing maintenance of unique street furniture over a period of ten years;
    - iii. a statutory right-of-way along Douglas street to include the seating and weather protection and the building face;
    - iv. a statutory right-of-way to secure the through block access path proposed along the eastern property boundary;
    - v. public realm improvements as indicated on the plans dated December 4, 2020 and the extension of the Humboldt Street Plaza to Penwill Street along with a water / play feature;
    - vi. sustainability and active transportation features identified in the staff report and as committed to by the applicant, including provision of a minimum of 94 BC Transit EcoPasses for a three-year period;
    - vii. a commitment to achieve Step Code 3 of the British Columbia Building Code.
    - viii. a commitment to ensuring community use space in the building.
2. That Council determine, pursuant to section 475(1) of the Local Government Act that the affected persons, organizations and authorities are those property owners and occupiers within a 200m radius of the subject properties; that the appropriate consultation measures would include a mailed notice of the proposed OCP Amendment to the affected persons; posting of a notice on the City's website inviting affected persons, organizations and authorities to ask questions of staff and provide written or verbal comments to Council for their consideration.
3. That Council, having provided the opportunity for consultation pursuant to Section 475(1) of the *Local Government Act* with persons, organizations and authorities it considers will be affected, specifically, the property owners and occupiers within a 200m radius of the subject properties have been consulted at a Community Association Land Use Committee (CALUC) Community Meeting, consider whether the opportunity for consultation should be early and ongoing, and determine that no further consultation is required.
4. That Council, specifically consider whether consultation is required under Section 475(2)(b) of the *Local Government Act*, and determine that no

referrals are necessary with the Capital Regional District Board, Councils of Oak Bay, Esquimalt and Saanich, the Songhees and Esquimalt First Nations, the School District Board and the provincial and federal governments and their agencies due to the nature of the proposed amendment.

5. That Council give first reading to the Official Community Plan Amendment Bylaw.
6. That Council consider the Official Community Plan Amendment Bylaw in conjunction with the City of Victoria 2017-2021 Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan pursuant to Section 477(3)(a) of the *Local Government Act* and deem those Plans to be consistent with the proposed Official Community Plan Amendment Bylaw.
7. That Council give second reading to the Official Community Plan Amendment Bylaw.
8. That Council refer the Official Community Plan Amendment Bylaw for consideration at a Public Hearing.
9. That Council authorize the Mayor and City Clerk to execute encroachment agreements, to be executed at the time of the building permit approval, if the other necessary approvals are granted, in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works for:
  - a. anchor-pinning in the City Right-Of-Way.

Development Permit with Variances Application No. 000155

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.00746, if it is approved, consider the following motion:

“That Council authorize the issuance of Development Permit with Variance Application No. 000155 for 749-767 Douglas Street, in accordance with:

1. Plans date stamped December 4, 2020.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
  - i. Reduce the interior south west setback from 4.5m to 0m;
  - ii. Reduce the interior south east side yard setback from 4.5m to 4.0m
  - iii. Increase the height to 53m;
  - iv. Relax the requirement for a 1:5 setback ratio from Douglas Street and Humboldt Street
  - v. Reduce the required number of vehicle parking stalls from 221 to 127.
3. The Development Permit lapsing two years from the date of this resolution.”

**Amendment:**

**Moved By** Councillor Andrew

**Seconded By** Mayor Helps

**10. Review for crime prevention through environmental design (CPTED).**

FOR (2): Councillor Andrew, Councillor Young

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

**DEFEATED (2 to 7)**



**Amendment:**

**Moved By** Councillor Loveday

**Seconded By** Councillor Alto

**10. That Council request the applicant provide detailed explanation of how they are planning to ensure bird-friendly design;**

**11. That Council request that the application lower the North facing sign to mitigate intrusion into the Douglas Street view corridor.**

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

Rezoning Application No. 00746 and Associated OCP Amendment.

1. Council, having put their minds to the OCP Amendment considerations outlined in Alternate Motion 1 of the staff report dated February 25 2021 and that subject to resolution of outstanding site servicing, tree preservation and tree replacement issues, the removal of the digital screen and that subject to extending the Humboldt Street Plaza Street to Penwill Street and adding a water/play feature to the satisfaction of City staff, that Council instruct staff to prepare the necessary Official Community Plan Amendment Bylaw in accordance with Section 475 of the *Local Government Act* and the necessary Zoning Regulation Bylaw Amendment(s) that would authorize the proposed development outlined in Rezoning Application No.00746 for 749-767 Douglas Street, 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:
  - a. Preparation of legal agreements, executed by the applicant, in a form to the satisfaction of the City Solicitor to secure:
    - i. a statutory right-of-way along Humboldt Street to accommodate public vehicle turn-around movements;
    - ii. off-site public furniture maintenance agreement to secure the ongoing maintenance of unique street furniture over a period of ten years;
    - iii. a statutory right-of-way along Douglas street to include the seating and weather protection and the building face;
    - iv. a statutory right-of-way to secure the through block access path proposed along the eastern property boundary;
    - v. public realm improvements as indicated on the plans dated December 4, 2020 and the extension of the Humboldt Street Plaza to Penwill Street along with a water / play feature;
    - vi. sustainability and active transportation features identified in the staff report and as committed to by the applicant, including provision of a minimum of 94 BC Transit EcoPasses for a three-year period;
    - vii. a commitment to achieve Step Code 3 of the British Columbia Building Code.
    - viii. A commitment to ensuring community use space in the building.
2. That Council determine, pursuant to section 475(1) of the Local Government Act that the affected persons, organizations and authorities are those

property owners and occupiers within a 200m radius of the subject properties; that the appropriate consultation measures would include a mailed notice of the proposed OCP Amendment to the affected persons; posting of a notice on the City's website inviting affected persons, organizations and authorities to ask questions of staff and provide written or verbal comments to Council for their consideration.

3. That Council, having provided the opportunity for consultation pursuant to Section 475(1) of the *Local Government Act* with persons, organizations and authorities it considers will be affected, specifically, the property owners and occupiers within a 200m radius of the subject properties have been consulted at a Community Association Land Use Committee (CALUC) Community Meeting, consider whether the opportunity for consultation should be early and ongoing, and determine that no further consultation is required.
4. That Council, specifically consider whether consultation is required under Section 475(2)(b) of the *Local Government Act*, and determine that no referrals are necessary with the Capital Regional District Board, Councils of Oak Bay, Esquimalt and Saanich, the Songhees and Esquimalt First Nations, the School District Board and the provincial and federal governments and their agencies due to the nature of the proposed amendment.
5. That Council give first reading to the Official Community Plan Amendment Bylaw.
6. That Council consider the Official Community Plan Amendment Bylaw in conjunction with the City of Victoria 2017-2021 Financial Plan, the Capital Regional District Liquid Waste Management Plan and the Capital Regional District Solid Waste Management Plan pursuant to Section 477(3)(a) of the *Local Government Act* and deem those Plans to be consistent with the proposed Official Community Plan Amendment Bylaw.
7. That Council give second reading to the Official Community Plan Amendment Bylaw.
8. That Council refer the Official Community Plan Amendment Bylaw for consideration at a Public Hearing.
9. That Council authorize the Mayor and City Clerk to execute encroachment agreements, to be executed at the time of the building permit approval, if the other necessary approvals are granted, in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works for:
  - i. anchor-pinning in the City Right-Of-Way.
10. That Council request the applicant provide detailed explanation of how they are planning to ensure bird-friendly design;
11. That Council request that the application lower the north facing sign to mitigate intrusion into the Douglas Street view corridor.

Development Permit with Variances Application No. 000155

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.00746, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variance Application No. 000155 for 749-767 Douglas Street, in accordance with:

1. Plans date stamped December 4, 2020.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
  - i. Reduce the interior south west setback from 4.5m to 0m;
  - ii. Reduce the interior south east side yard setback from 4.5m to 4.0m

- iii. Increase the height to 53m;
  - iv. Relax the requirement for a 1:5 setback ratio from Douglas Street and Humboldt Street
  - v. Reduce the required number of vehicle parking stalls from 221 to 127.
3. The Development Permit lapsing two years from the date of this resolution.”

FOR (5): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Loveday, Councillor Potts

OPPOSED (4): Councillor Isitt, Councillor Dubow, Councillor Thornton-Joe, Councillor Young

**CARRIED (5 to 4)**

*Committee recessed at 12:28 p.m. and reconvened at 1:17 p.m.*

## **H. STAFF REPORTS**

### **H.2 Curbside Yard Waste Collection**

Committee received a report dated March 5, 2021 from the Director of Engineering and Public Works regarding Curbside Yard Waste Collection.

**Motion to go into a closed Committee of the Whole meeting at 1:45 p.m.**

**Moved By** Councillor Isitt

**Seconded By** Councillor Loveday

MOTION TO CLOSE THE MARCH 11, 2021 COMMITTEE OF THE WHOLE MEETING TO THE PUBLIC

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

Section 90(1) A part of a council meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:

- Section 90(1)(c) labour relations or other employee relations.

**CARRIED UNANIMOUSLY**

### **Employee Relations – Community Charter Section 90(1)(c)**

Committee discussed an employee relations matter.

The conversation was recorded and kept confidential.

*The open Committee of the Whole meeting reconvened at 2:13 p.m.*

**Motion to postpone**

**Moved By** Councillor Isitt

**Seconded By** Councillor Thornton-Joe

That the matter be postponed to the Daytime Council meeting.

**CARRIED UNANIMOUSLY**

**J. NEW BUSINESS**

**Motion to extend:**

**Moved By** Councillor Andrew

**Seconded By** Councillor Thornton-Joe

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

**CARRIED UNANIMOUSLY**

**J.1 Council Member Motion: Mental Health and Addiction Services**

Committee received a Councillor Member Motion dated March 8, 2021 from Councillors Andrew and Thornton-Joe regarding Mental Health and Addiction Services.

**Moved By** Councillor Andrew

**Seconded By** Councillor Thornton-Joe

Council writes to Island Health, the BC Ministry of Health and the BC Solicitor General to request:

1. Island Health Security be given "Special Constable Status" to take custody of patients apprehended under the Mental Health Act on arrival at hospital.
2. Island Health no longer allows unescorted visits for those patients at risk and being treated for mental health and/or addiction.
3. Island Health finds alternative ways to return patients home following mandated mental health and/or addiction treatment.

**Amendment:**

**Moved By** Councillor Alto

**Seconded By** Councillor Andrew

1. Island Health Security be given "Special Constable Status" to take custody of patients apprehended under the Mental Health Act on arrival at hospital, **subject to such security staff completing training equivalent to that provided to Victoria Police Department special constables, including trauma informed care training.**

**CARRIED UNANIMOUSLY**

**Amendment:**

**Moved By** Councillor Andrew

**Seconded By** Councillor Thornton-Joe

2. **For those patients in custody**, Island Health no longer allows unescorted visits for those patients at risk and being treated for mental health and/or addiction.

**Amendment to the amendment:**

**Moved By** Councillor Isitt  
**Seconded By** Mayor Helps

2. **For those patients in custody**, Island Health no longer allows unescorted visits ~~for those patients at risk and being treated for mental health and/or addiction.~~

**CARRIED UNANIMOUSLY**

**Amendment to the amendment:**

**Moved By** Councillor Andrew  
**Seconded By** Councillor Alto

2. **For those patients in custody**, Island Health no longer allows patients in custody to leave the hospital unescorted visits.

**CARRIED UNANIMOUSLY**

**On the amendment:**

**CARRIED UNANIMOUSLY**

**Amendment:**

**Moved By** Councillor Loveday  
**Seconded By** Councillor Alto

Council writes to Island Health, the BC Ministry of Health and the BC Solicitor General **to indicate that police are spending an inordinate amount of time in emergency rooms and** to request:

**CARRIED UNANIMOUSLY**

**Amendment:**

**Moved By** Councillor Potts  
**Seconded By** Councillor Andrew

Council writes to Island Health, the BC Ministry of Health, **the Ministry of Mental Health and Addictions** and the BC Solicitor General to indicate that police are spending an inordinate amount of time in emergency rooms and to request:

**CARRIED UNANIMOUSLY**

**Amendment:**

**Moved By** Councillor Young

**Seconded By** Councillor Isitt

2. ~~For those patients in custody,~~ Island Health **assume responsibility for ensuring that patients in custody who have left the hospital unescorted are returned to custody** ~~no longer allows patients in custody to leave the hospital unescorted.~~

**Amendment to the amendment:**

**Moved By** Councillor Isitt

**Seconded By** Councillor Thornton-Joe

2. ~~For those patients in custody,~~ Island Health **assume responsibility for ensuring that patients in custody who have left the hospital unescorted are returned to custody** as required ~~no longer allows patients in custody to leave the hospital unescorted.~~

**CARRIED UNANIMOUSLY**

**On the amendment:**

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

Council writes to Island Health, the BC Ministry of Health, the Ministry of Mental Health and Addictions and the BC Solicitor General to indicate that police are spending an inordinate amount of time in emergency rooms and to request:

1. Island Health Security be given "Special Constable Status" to take custody of patients apprehended under the Mental Health Act on arrival at hospital, subject to such security staff completing training equivalent to that provided to Victoria Police Department special constables, including trauma informed care training.
2. Island Health assume responsibility for ensuring that patients in custody who have left the hospital unescorted are returned to custody as required.
3. Island Health finds alternative ways to return patients home following mandated mental health and/or addiction treatment.

**CARRIED UNANIMOUSLY**

**J.2 Council Member Motion: Streets and Traffic Bylaw**

Committee received a Councillor Member Motion dated March 8, 2021 from Councillors Andrew and Thornton-Joe regarding over-night parking.

**Moved By** Councillor Andrew  
**Seconded By** Councillor Thornton-Joe

Council directs staff to report back on the implications of vehicles violating the bylaw and provide council with suggestions to manage the issue.

*Committee discussed the following:*

- *Number of vehicles last reported*
- *Origination of vehicles*
- *Wastewater and garbage disposal*
- *Risks associated with sheltering in vehicles*

**Motion to extend:**

**Moved By** Councillor Alto  
**Seconded By** Councillor Andrew

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

**CARRIED UNANIMOUSLY**

**Amendment:**

**Moved By** Councillor Isitt  
**Seconded By** Councillor Loveday

Council directs staff to report back on the implications of vehicles violating the bylaw and provide council with suggestions to manage the issue, **in a manner consistent with the Provincial Health Officer's advice in the letter dated June 8, 2020 and in the BC Centre for Disease Control's accompanying Response to Homeless Encampment Health Issues in the Context of COVID-19: Guidelines and Best Practices, dated June 8, 2020, including the advice that:**

1. **"Local governments should consider short-term policy adjustments to the enforcement of local bylaws regarding overnight sheltering or camping in public parks or elsewhere, as well as overnight parking bylaws that prevent people from parking in vehicles or RVs overnight on public streets" (p. 6); and**
2. **"People experiencing homelessness have rights like all citizens, including privacy, safety, property, the right to live without threat, harassment, and fear of violence and the right to not be libeled. Public communications should be developed carefully to ensure that these rights are protected even as local governments seek to explain their objectives and approach." (p. 2)**

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

OPPOSED (3): Councillor Andrew, Councillor Thornton-Joe, Councillor Young

**CARRIED (6 to 3)**

**Amendment:**

**Moved By** Councillor Dubow

**That staff report back on the number and demographic of the population of people living in vehicles.**

**Failed to proceed due to no seconder**

**Motion to extend:**

**Moved By** Councillor Alto

**Seconded By** Councillor Thornton-Joe

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

**CARRIED UNANIMOUSLY**

**Amendment:**

**Moved By** Councillor Dubow

**That the staff reach out to the residents of the vehicles and have consultation with them.**

**Failed to proceed due to no seconder**

**Motion to call the question on the matter:**

**Moved By** Councillor Andrew

**Seconded By** Councillor Alto

That the question be called on the motion.

FOR (8): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Isitt, Councillor Potts, Councillor Loveday, Councillor Thornton-Joe, Councillor Young

OPPOSED (1): Councillor Dubow

**CARRIED (8 to 1)**

**On the main motion as amended:**

Council directs staff to report back on the implications of vehicles violating the bylaw and provide council with suggestions to manage the issue, **in a manner consistent with the Provincial Health Officer's advice in the letter dated June 8, 2020 and in the BC Centre for Disease Control's accompanying Response to Homeless Encampment Health Issues in the Context of COVID-19: Guidelines and Best Practices, dated June 8, 2020, including the advice that:**

1. **"Local governments should consider short-term policy adjustments to the enforcement of local bylaws regarding overnight sheltering or camping in public**



parks or elsewhere, as well as overnight parking bylaws that prevent people from parking in vehicles or RVs overnight on public streets” (p. 6); and

2. “People experiencing homelessness have rights like all citizens, including privacy, safety, property, the right to live without threat, harassment, and fear of violence and the right to not be libeled. Public communications should be developed carefully to ensure that these rights are protected even as local governments seek to explain their objectives and approach.” (p. 2)

**CARRIED UNANIMOUSLY**

**Motion to go into a closed Committee of the Whole meeting at 3:41 p.m.**

**Moved By** Councillor Andrew

**Seconded By** Councillor Dubow

**MOTION TO CLOSE THE MARCH 11, 2021 COMMITTEE OF THE WHOLE MEETING TO THE PUBLIC**

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

Section 90(1) A part of a council meeting may be closed to the public if the subject matter being considered relates to or is one or more of the following:

- Section 90(1)(c) labour relations or other employee relations.

**CARRIED UNANIMOUSLY**

**Employee Relations – Community Charter Section 90(1)(c)**

Committee discussed an employee relations matter.

The conversation was recorded and kept confidential.

*The open Committee of the Whole meeting reconvened at 3:52 p.m.*

**K. 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 4:24 p.m.

**CARRIED UNANIMOUSLY**

---

CITY CLERK

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MAYOR



## Committee of the Whole Report

### For the Meeting of April 8, 2021

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**To:** Committee of the Whole **Date:** March 29, 2021

**From:** Karen Hoes, Director, Sustainable Planning and Community Development

**Subject:** Referral of Proposed Esquimalt OCP Amendment at 812 Craigflower Road

---

### RECOMMENDATION

That Council direct staff to:

1. Forward this report to the Township of Esquimalt as comment on the Township's referral of the Official Community Plan (OCP) amendment for 812 Craigflower Road.
2. Communicate that Council finds the provision of housing along Craigflower Road, including diverse unit sizes, supports broader objectives of the City of Victoria's OCP by allowing housing convenient to services, amenities, transit, and the downtown core, thereby benefiting the region.
3. Communicate that Council encourages the inclusion of Transportation Demand Management (TDM) measures in a rezoning.
4. That this motion be added to the daytime Council meeting of April 8<sup>th</sup>, 2021.

### EXECUTIVE SUMMARY

The purpose of this report is to consider a referral from the District of Esquimalt regarding a proposed Official Community Plan (OCP) amendment at 812 Craigflower Road and provide comments to the Esquimalt Municipal Council. The proposed Esquimalt OCP amendment is generally in alignment with Victoria's *Official Community Plan, 2012* (OCP) objectives, including sustainable land use and housing, locating diverse housing opportunities within walking distance of amenities, services, and transit, and providing good access to the downtown core.

As core municipalities in the region, Victoria and Esquimalt share the same housing market. The proposal benefits the regional housing market by supporting diverse housing options, including homes with three or more bedrooms.

The City of Victoria recommends that the Township consider Transportation Demand Management (TDM) as part of this development in order to reduce overall transportation and climate impacts. Consideration of the urban forest and stormwater impacts is also encouraged, through healthy street trees and mitigation of stormwater runoff.

## PURPOSE

The purpose of this report is to consider a referral from the Township of Esquimalt regarding a proposed Official Community Plan (OCP) amendment at 812 Craigflower Road and provide comments to the Esquimalt Municipal Council.

## BACKGROUND

The Township of Esquimalt is considering an application for an OCP amendment and rezoning to permit a mixed-use building with 12 residential units and one commercial unit in a four-storey building. The proposal would change Esquimalt's OCP designation for the subject property from 'Medium Density Residential' to 'Neighbourhood Commercial Mixed-Use'.

## ISSUES & ANALYSIS

### Land Use and Housing Considerations

The proposal is consistent with land use planning within Victoria, which supports the location of housing in proximity to transit, services and amenities for daily living. In Victoria, lands along Craigflower Road are designated Traditional Residential and support various ground-oriented housing up to 1:1 FSR. It is not expected that this pattern will continue into Esquimalt, which had already been designated for medium-density residential in Esquimalt's OCP when the *Victoria West Neighbourhood Plan* (2018) was updated. While the proposed development is not far from the municipal boundary, staff do not find any immediate impacts to properties in Victoria.

Recognizing that the housing market is regional and that both Esquimalt and Victoria are core municipalities within the region, the City of Victoria finds the proposal, with a mix of housing sizes including three-bedroom homes, to be in alignment with the City of Victoria OCP, which calls for a diverse mix of housing in every neighbourhood, and supportive of the *Victoria Housing Strategy*, which encourages family housing.

### Transportation Considerations

Craigflower Road is designated as a collector road which would require a right-of-way of 20m, which has already been achieved in this roadway. The City of Victoria's *Subdivision and Development Servicing Bylaw* and associated policies call for sidewalks of at least 1.75m, and separating pedestrians from motor vehicle traffic through planted boulevards wide enough to accommodate healthy street trees.

The location is proximate to Victoria's downtown, and on a Frequent Transit route. The City of Victoria encourages the consideration of Transportation Demand Management options by the proponent, consistent with the *GoVictoria Sustainable Mobility Strategy*, which may include: participation in BC Transit's EcoPass program which provides bus passes to residents; provision of car-share amenities such as memberships/credits for residents and/or dedicated stall(s) and vehicle(s); secure and convenient bicycle parking for residents; as well as charging capacity for electric bikes and vehicles.

### Urban Forest and Rainwater Management

Victoria also recognizes the importance of street trees as part of the urban forest, enhancing air quality, climate resilience and pedestrian experience and reducing stormwater runoff. The

proposed roof garden is seen as a positive aspect of this development in mitigating climate change and urban runoff impacts. Given the proposed site coverage, the City of Victoria encourages the inclusion of healthy canopy street trees within the right-of-way and consideration for alternative stormwater solutions such as raingardens.

## **OPTIONS & IMPACTS**

### *Accessibility Impact Statement*

The proposal does not specify any particular approaches to accessibility. New housing will conform to accessibility expectations of the BC Building Code. The location is proximate to services, amenities and transit that can be reached by those with mobility limitations.

### *2019 – 2022 Strategic Plan*

Not applicable, as the proposal is within the District of Esquimalt.

### *Impacts to Financial Plan*

There are no impacts to the financial plan.

### *Official Community Plan Consistency Statement*

The proposal is not located in the City of Victoria, but is broadly consistent with the OCP objectives of adding diverse housing choices; and locating housing near services, amenities and transit.

## **CONCLUSIONS**

The proposed amendment is compatible with City of Victoria OCP goals related to sustainable land use and the provision of housing near services, amenities, transit and employment. Staff do not find specific impacts to the City of Victoria of the proposed built form.

The City of Victoria has key comments regarding transportation demand management and urban forest and rainwater management.

Respectfully submitted,

Marc Cittone  
Senior Planner  
Community Planning Division

Karen Hoese, Director  
Sustainable Planning and Community  
Development Department

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

### **List of Attachments**

- Referral by Township of Esquimalt of Proposal for 812 Craigflower Road



## CORPORATION OF THE TOWNSHIP OF ESQUIMALT

Municipal Hall, 1229 Esquimalt Road, Esquimalt, B.C. V9A 3P1  
Website: [www.esquimalt.ca](http://www.esquimalt.ca) Email: [info@esquimalt.ca](mailto:info@esquimalt.ca)

Voice: (250) 414-7100  
Fax: (250) 414-7111

February 18, 2021

**RE: Official Community Plan Amendment for:  
812 Craigflower Road  
[PID 005-987-164; Lot 2, Section 10, Esquimalt District, Plan 5648]**

At the regular meeting held on January 25, 2021, Esquimalt Council authorized staff to refer information related to the proposed redevelopment at 812 Craigflower Road, submitted by Lapis Homes on behalf of the property owners in support of the application for an Official Community Plan amendment, to you or your organization pursuant to Section 475 of the Local Government Act.

Under the provisions of Section 475, a Local Government "*must provide one or more opportunities it considers appropriate for consultation with persons, organizations, and authorities it considers will be affected*" as part of the process to amend an Official Community Plan.

This amendment application seeks to change the 'Proposed Land Use Designations' map by changing the designation for the subject property from 'Medium Density Residential' to 'Neighbourhood Commercial Mixed-Use'. This change is required to allow Esquimalt Council to consider a concurrent application for a change in zoning of the property from the current RS-1 [Single Family Residential] zone to a Comprehensive Development District zone [CD], to accommodate the proposed twelve (12) strata multi-family residential units and one commercial unit, to be constructed in a four-storey building on the subject property.

Therefore, the proposed Official Community Plan amendment would consist of:

- An amendment to Schedule 'B' of the Official Community Plan Bylaw, 2018, No. 2922, being the 'Proposed Land Use Designations' map, changing the designation for the subject property from 'Medium Density Residential' to 'Neighbourhood Commercial Mixed-Use'.

Please review the attached information package and submit any written comments to Trevor Parkes, Senior Planner on or before Monday, March 22, 2021. Comments may be submitted by mail to the address above or by email to [trevor.parkes@esquimalt.ca](mailto:trevor.parkes@esquimalt.ca).

Thank you for your attention to this matter. If you have any questions or concerns, please do not hesitate to contact Trevor Parkes at [trevor.parkes@esquimalt.ca](mailto:trevor.parkes@esquimalt.ca) or by phone at 250-414-7148.

Sincerely,

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

Trevor Parkes  
Senior Planner, Development Services  
Township of Esquimalt

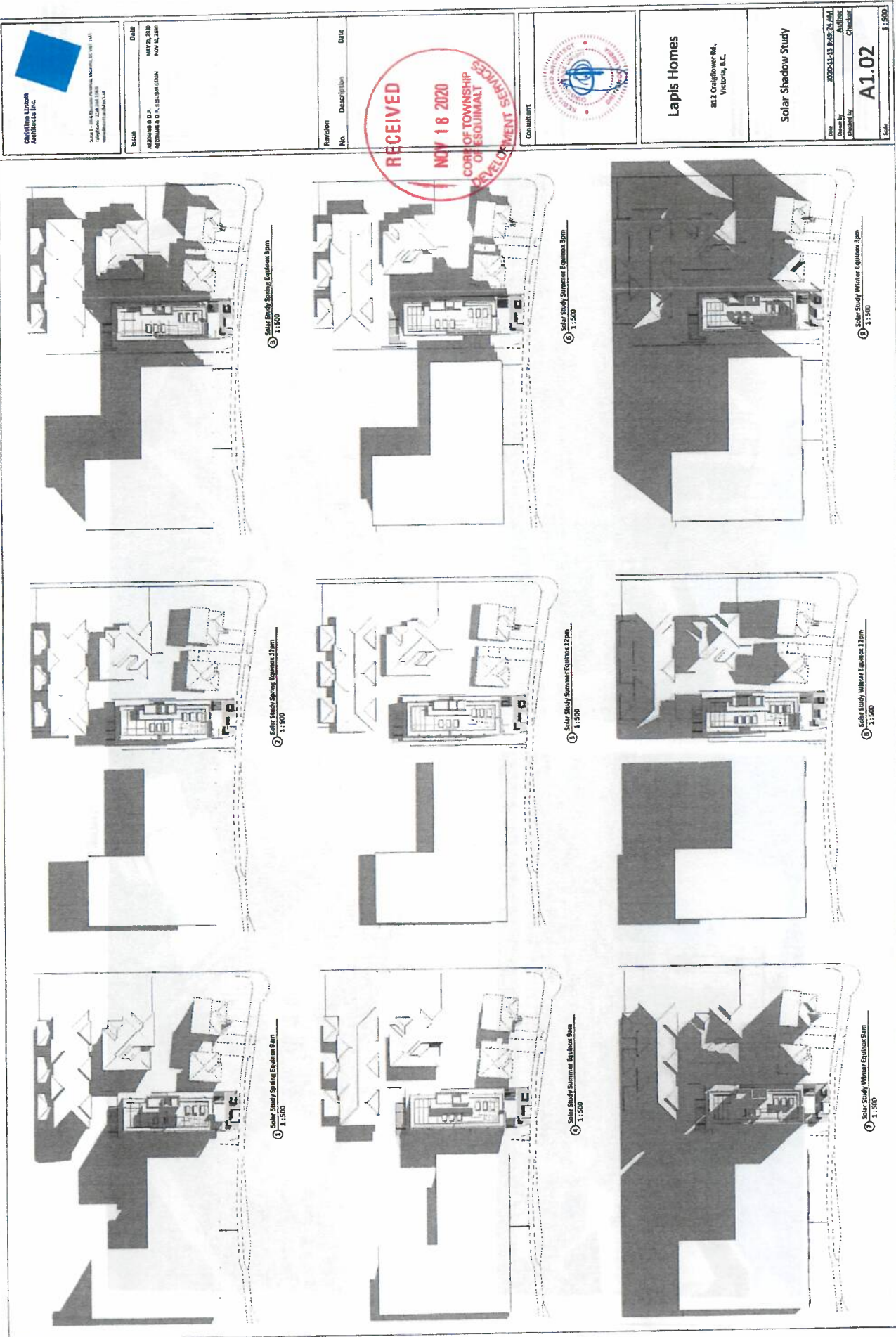
*Enclosure: Application Supporting Material*





The figure consists of two main architectural drawings. The top drawing is a site plan showing the building footprint, parking stalls, and surrounding streets (Cragflower Road, 532 Anna Street, 532 Quince Road). The bottom drawing is a detailed plan of 8 parking stalls, labeled SM 1 through SM 8, with dimensions and stall layouts.





Christine Lissner  
Architects Inc.

1000-1000-1000-1000, Montreal, QC H3T 1A1  
514-888-8888  
www.christinelissner.com

**DATE**

MAY 20, 2020

**PROJECT**

812 Cragflower Rd.  
Victoria, B.C.

**REVISION**

No. Description Date

**CONSULTANT**

Lapis Homes

812 Cragflower Rd.  
Victoria, B.C.

**Solar Shadow Study**

Scale 1:500

**A1.02**

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NOV 18 2020  
CITY OF TOWNSHIP  
OF ESQUIMAULT  
DEVELOPMENT  
SERVICES

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**Devotion Capital Architects Inc.**

1000-1000 Avenue Avenue, Victoria, BC V8P 1A6  
 Telephone: 250.354.8148  
 Fax: 250.354.8149

Issue	Date
ISSUED FOR PERMIT	NOV 18, 2020
REVISED FOR PERMIT	NOV 18, 2020

Revision	Description	Date
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**RECEIVED**  
**NOV 18 2020**  
 COMMUNITY DEVELOPMENT SERVICES  
 TOWN OF VICTORIA



**Lapis Homes**  
 812 Craigflower Rd.,  
 Victoria, B.C.

**3D Views**

Date: 2020-11-13 14:52:24 AM  
 Drawn by: A. Smith  
 Checked by: C. Smith

**A1.03**



① Front View 2  
 N/A



① Arch View 2  
 N/A



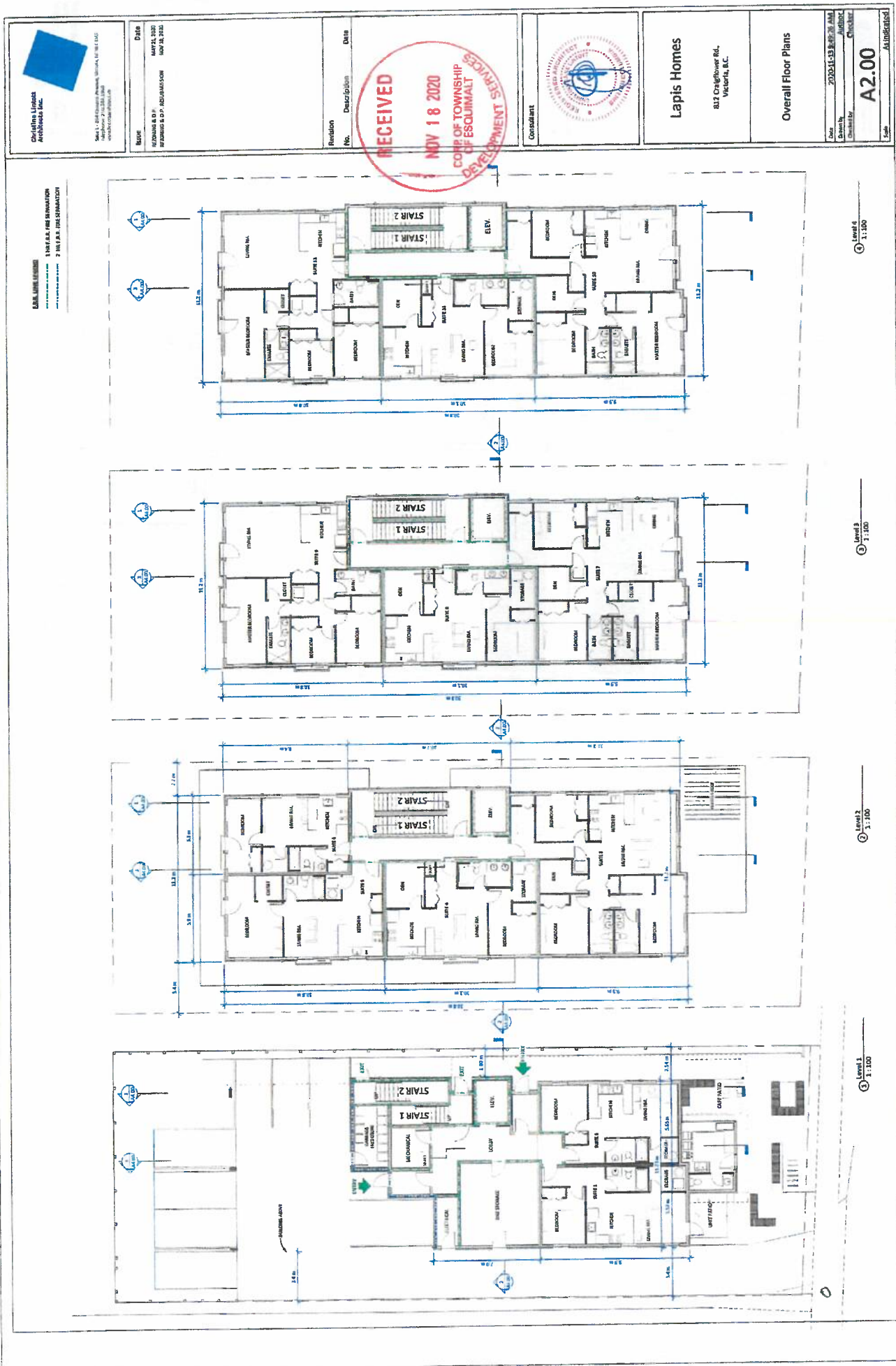
① Front View 1  
 N/A

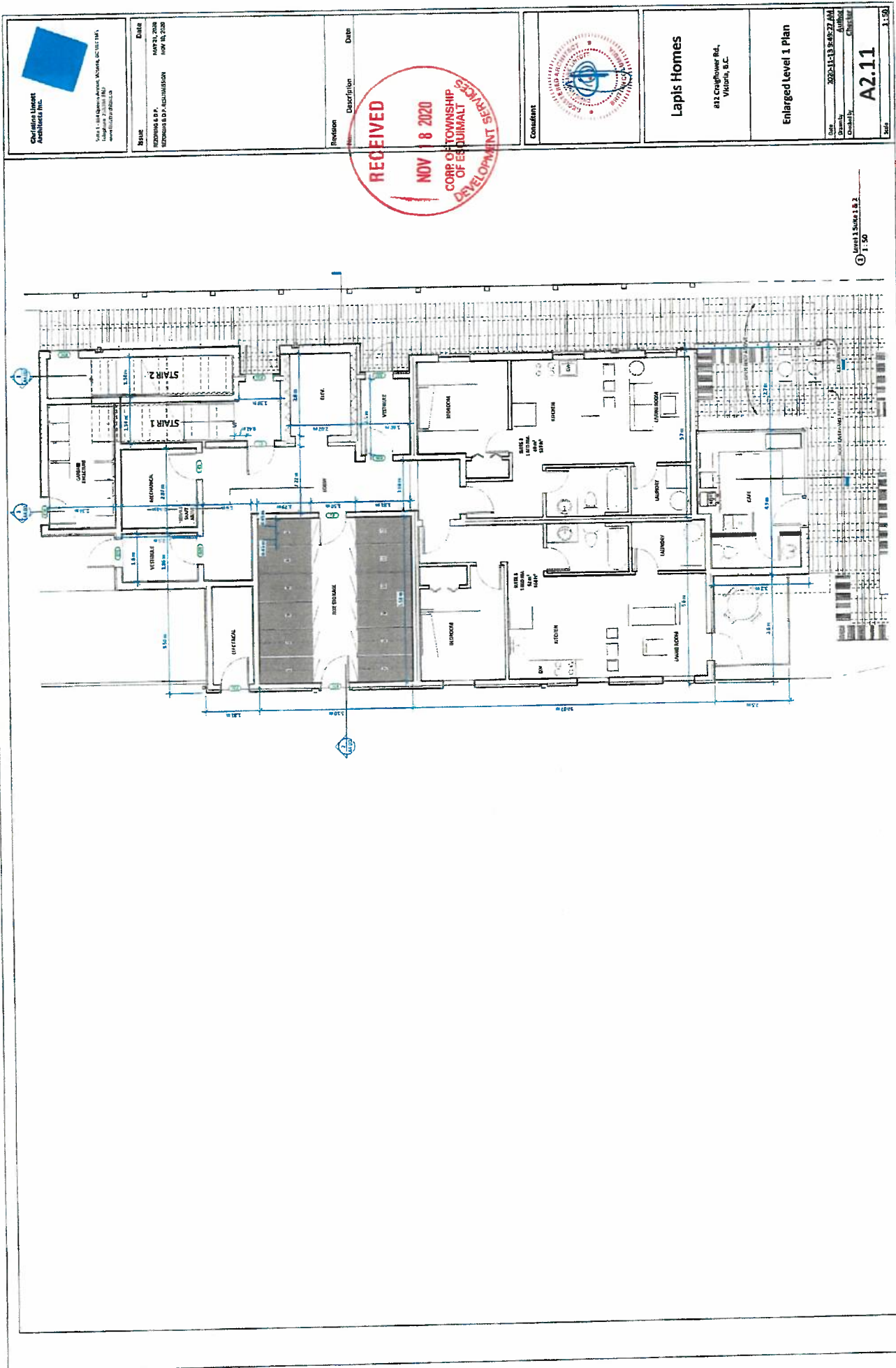


① Arch View 1  
 N/A

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Christine Linnott  
Architects Inc.

2020-11-13-2020-11-13  
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DATE  
2020-11-13-2020-11-13  
2020-11-13-2020-11-13

REVISION  
No. Description Date

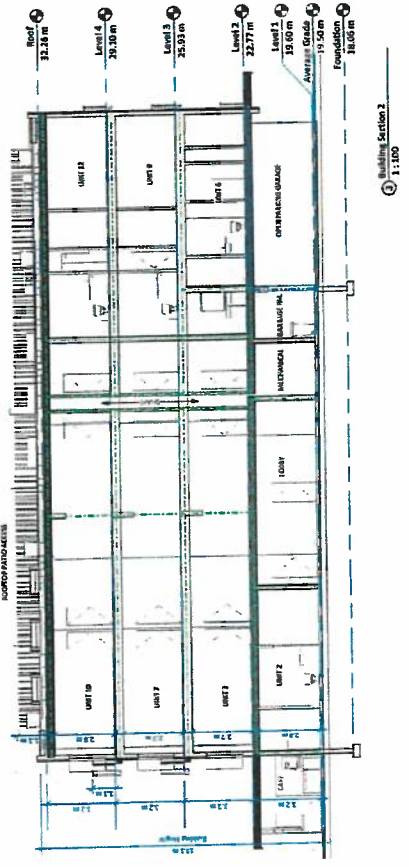
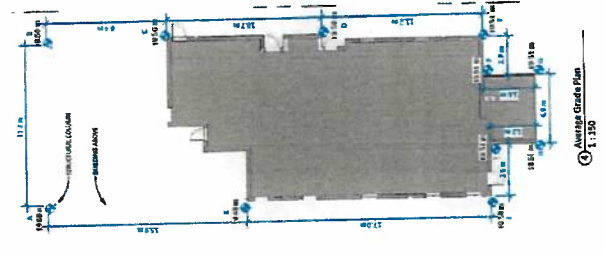
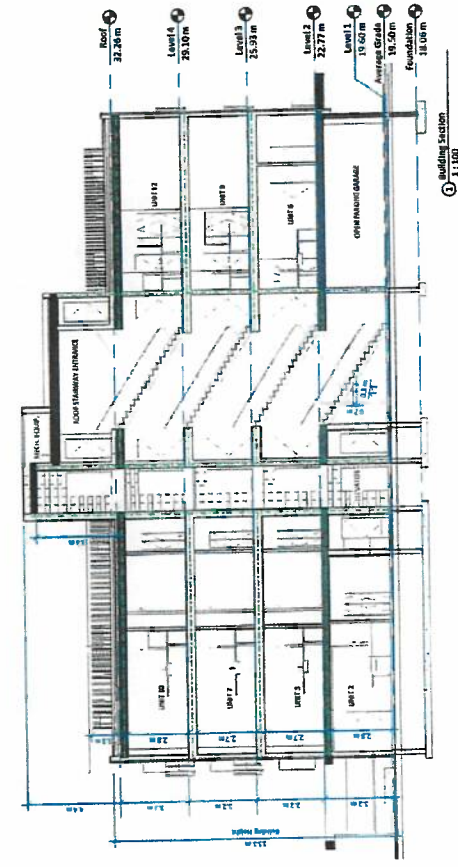
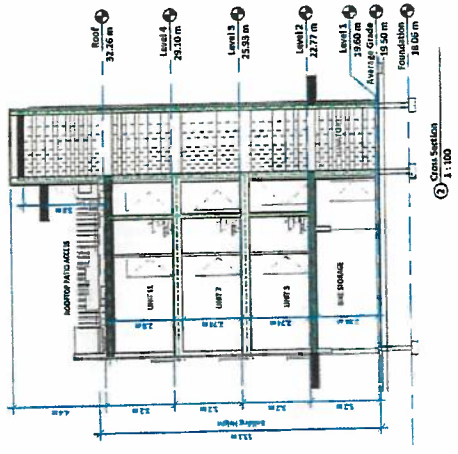
CONSULTANT  
Lapis Homes

832 Craigflower Rd.  
Victoria, B.C.

Building Sections

Scale  
A4.00  
As indicated

BASE LINE ELEVATION  
2020-11-13-2020-11-13  
2020-11-13-2020-11-13



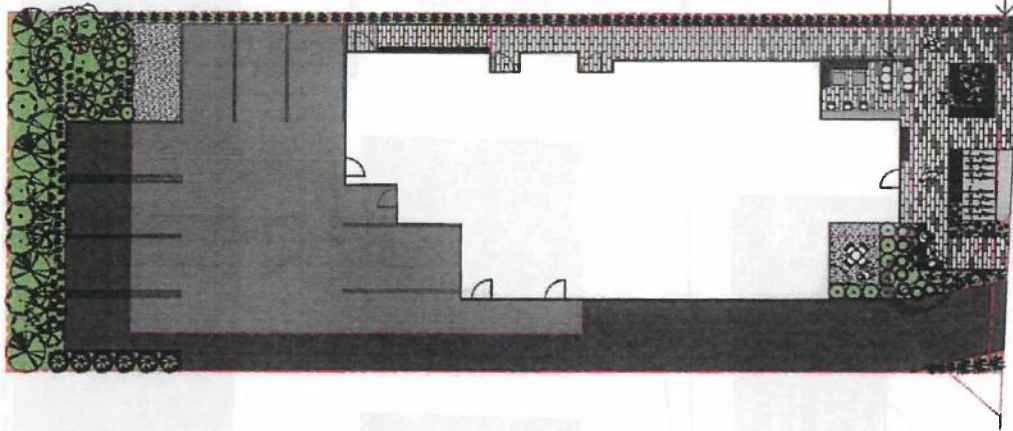
AVERAGE GRADE ELEVATION  
A-1 32.26m (Roof) 29.10m (Level 4) 25.93m (Level 3) 22.77m (Level 2) 19.60m (Level 1) 16.06m (Foundation)  
A-2 32.26m (Roof) 29.10m (Level 4) 25.93m (Level 3) 22.77m (Level 2) 19.60m (Level 1) 16.06m (Foundation)  
A-3 32.26m (Roof) 29.10m (Level 4) 25.93m (Level 3) 22.77m (Level 2) 19.60m (Level 1) 16.06m (Foundation)  
A-4 32.26m (Roof) 29.10m (Level 4) 25.93m (Level 3) 22.77m (Level 2) 19.60m (Level 1) 16.06m (Foundation)  
A-5 32.26m (Roof) 29.10m (Level 4) 25.93m (Level 3) 22.77m (Level 2) 19.60m (Level 1) 16.06m (Foundation)  
A-6 32.26m (Roof) 29.10m (Level 4) 25.93m (Level 3) 22.77m (Level 2) 19.60m (Level 1) 16.06m (Foundation)  
A-7 32.26m (Roof) 29.10m (Level 4) 25.93m (Level 3) 22.77m (Level 2) 19.60m (Level 1) 16.06m (Foundation)  
A-8 32.26m (Roof) 29.10m (Level 4) 25.93m (Level 3) 22.77m (Level 2) 19.60m (Level 1) 16.06m (Foundation)  
A-9 32.26m (Roof) 29.10m (Level 4) 25.93m (Level 3) 22.77m (Level 2) 19.60m (Level 1) 16.06m (Foundation)  
A-10 32.26m (Roof) 29.10m (Level 4) 25.93m (Level 3) 22.77m (Level 2) 19.60m (Level 1) 16.06m (Foundation)

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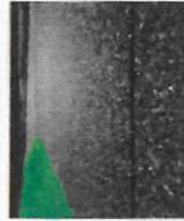




LEGEND	
	PROPERTY LINE
	ROOF OVERHANG
	ON SITE LANDSCAPE AREA
	PERMEABLE PAVEMENT WITH PATTERN
	GRAVEL
	EXPOSED AGGREGATE CONCRETE
	ASPHALT DRIVEWAY
	AREA UNDER ROOF OVERHANG
	BRUSH
	CURTAIN WALL



PERMEABLE PAVER WITH PATTERN



EXPOSED AGGREGATE CONCRETE



ASPHALT DRIVEWAY

VINE ON VERTICAL CABLE

APARTMENT SIGNAGE

CLIENT NAME  
LAPIS HOMES

ADDRESS  
612 Craigflower Rd  
Victoria, BC

DESIGNED BY  
Blanca Bodley

DRAWN BY  
KT

REVISIONS:

RECEIVED

NOV 18 2020

CORP. OF TOWNSHIP  
OF ESQUIMALT

DEVELOPMENT  
SERVICES

ISSUED FOR REVIEW  
2020-11-03

Scale: NTS

**L2**  
Planting Plan for  
Front Garden

DATE: November 03, 2020



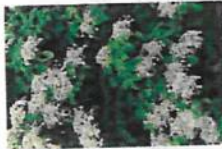
COURT WALL WITH WOOD BENCH



COFFEE SIGNAGE WITH PLANTER



BENCH WITH SEATING  
DESIGNED + BUILT BY BIOPHILIA



VINES ON WIRE - CLIMBING HYDRANGEA



VINE MAPLE



SUNBURST HONEY LOCUST



ARBUTUS UNEDO



STIPA GIGANTEA



SANTOLINA



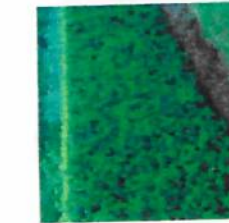
MEXICAN FEATHER GRASS



JUNCUS EFFUSUS



BRACHYGLOTTIS GREYI



HICKSI YEW



CLIENT NAME  
LAPS HOMES

ADDRESS  
812 Craigflower Rd  
Victoria, BC

DESIGNED BY  
Bianca Bodley

DRAWN BY  
KT

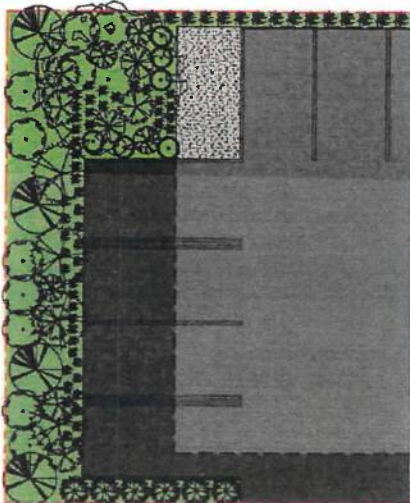
REVISIONS

ISSUED FOR REVIEW  
2020-11-03

Scale: 1:100

**L3**  
Planting Plan for  
Back Garden

DATE: November 03, 2020



PITTOSPORUM HEDGE



PINUS KORAIENSIS 'MORRIS BLUE'



BIG BLUE LILY TURF



DAWYCK GOLD BEECH



ACORUS GRAMINEUS 'OGON'



MEXICAN ORANGE BLOSSOM



ELEAGNUS ALATUS 'COMPACTUS'



HYDRANGEA GATSBY GAL



CAREX FLACCA 'BLUE ZINGER'



PURPLETOP VERVAIN



DWARF BOXWOOD



VENUS DOGWOOD



CLIENT NAME  
LAPIS HOMES

ADDRESS  
812 Craigflower Rd  
Victoria, BC

DESIGNED BY  
Blanca Bodley

DRAWN BY  
KT

REVISIONS:

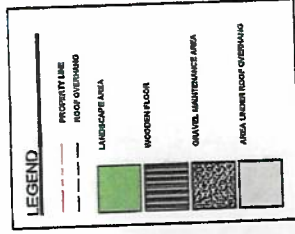


ISSUED FOR REVIEW  
2020-11-03

Scale: 1:100

**L4** ROOF PLAN

DATE: November 03, 2020



RAISED PLANTING BED



WOOD FLOOR + PICNIC TABLE



CONCRETE AND CEDAR BENCH



DECORATIVE GRAVEL BALLAST



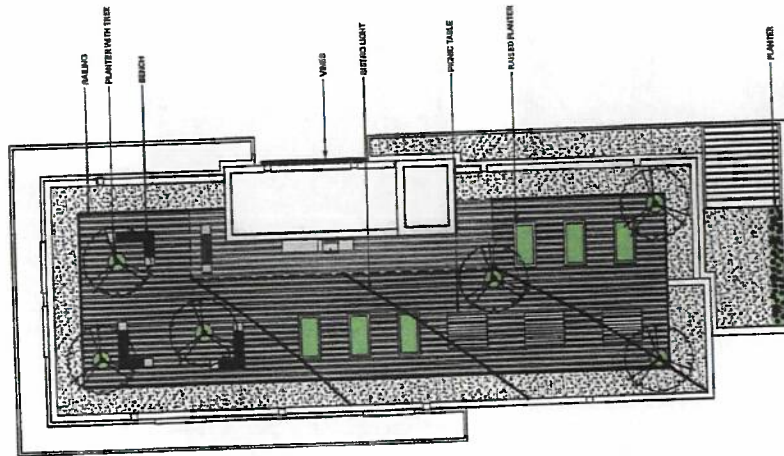
TREE PLANTER



STYRAAX JAPONICUS



BISTRO LIGHT





# PROPOSED BUILDING POSITION UPON LOT 2, SECTION 10, ESQUIMALT DISTRICT, PLAN 5648.



## NOTE:

Lot dimensions shown are based upon Plan VIP59660.  
Lot dimensions, offsets, and area shown may vary upon completion  
of a comprehensive legal survey.

Geodetic elevations shown are based upon observations to  
geodetic control monuments 23-19 (Elev.=19.39m) and  
84H0233 (Elev.=20.05m).

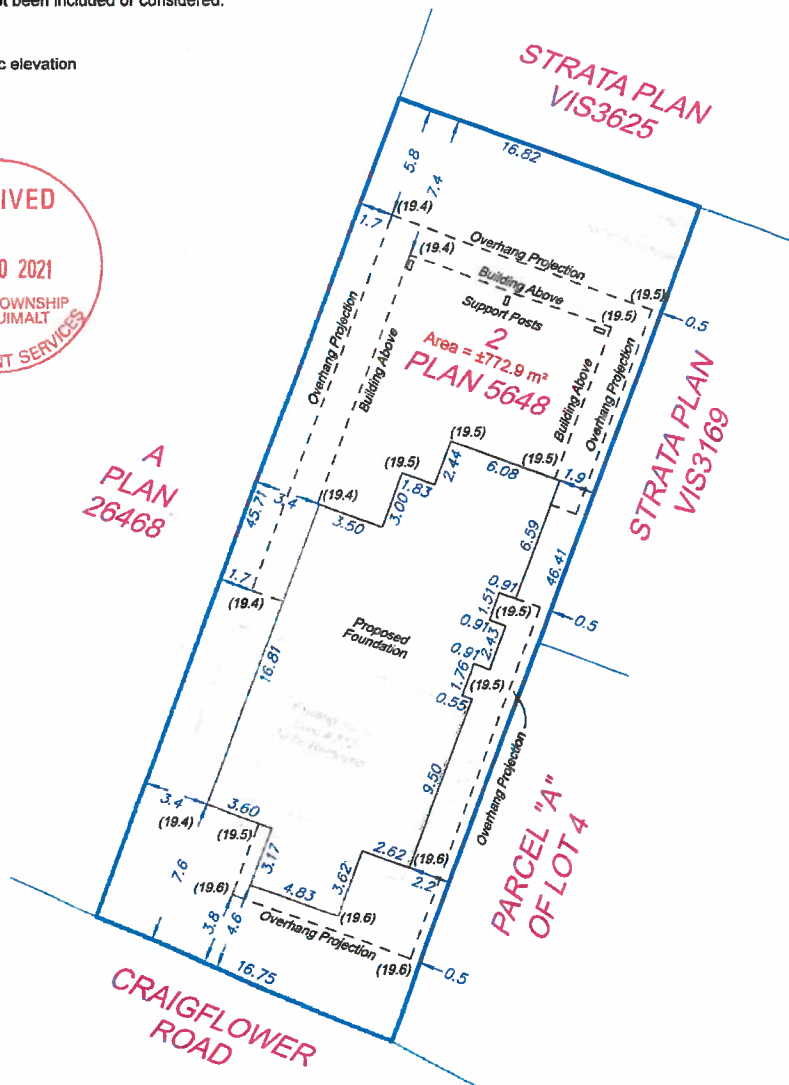
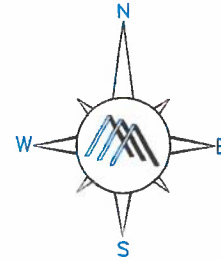
Proposed building positioned as per digital files received January 18, 2021  
from Christine Lintott Architects Inc.

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

## LEGEND

(19.4) Denotes geodetic elevation

PID: 005-987-164



**Summit Land Surveying**  
Operated by Apex Land Surveying Ltd.  
#101-630 Goldstream Avenue  
Victoria B.C. V9B 2W8  
Telephone 250-391-6708  
www.summitsurveying.ca

23-JABS-LO2

Date: January 19, 2021

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# Referral: Township of Esquimalt OCP Amendment Bylaw

812 Craigflower Road



1

## Purpose

- Consider referral of OCP Amendment Bylaw from Township of Esquimalt
- Consider potential impacts to Victoria and provide comments to the Township of Esquimalt

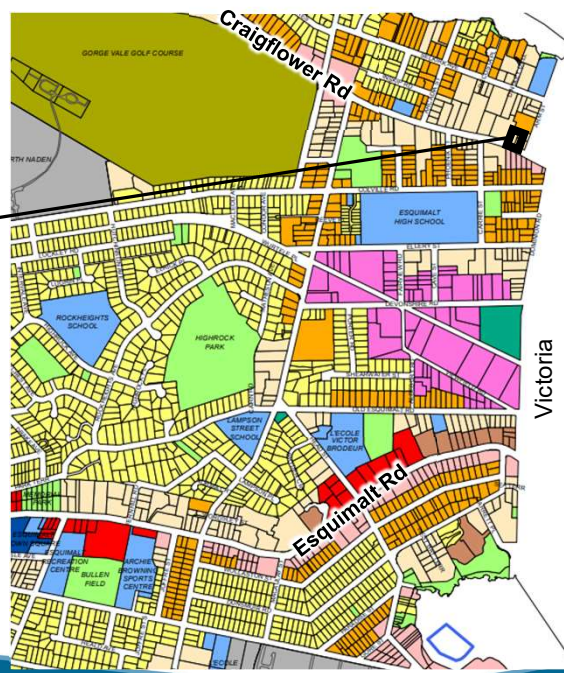


Referral: Township of Esquimalt OCP Amendment Bylaw

2

## Subject Property

812 Craigflower Rd



Referral: Township of Esquimalt OCP Amendment Bylaw

3

## Background

- Proposed 4-storey mixed-use building with 12 strata units and one commercial unit
- Requires rezoning and OCP Amendment to change land use designation from "Medium Density Residential" to "Neighbourhood Commercial Mixed-Use"



Referral: Township of Esquimalt OCP Amendment Bylaw

4

## Consider Impacts to Victoria

### Land Use and Housing:

- Adds 12 multi-family housing units including 3-bedroom units
- In core near shops and services
- No direct impact of built form on Victoria

### Transportation and Mobility:

- Frontage improvements unclear
- Designated part of Victoria's long-term bicycle network and Frequent Transit network
- Current right-of-way meets Victoria's desired right of way (20m)

### Urban Forest and Stormwater Management:

- Due to added site coverage, support for urban forest and management of stormwater runoff can reduce impacts



Referral: Township of Esquimalt OCP Amendment Bylaw

5

## Recommendation

Communicate to the Township of Esquimalt that Victoria Council:

1. Finds that the provision of housing along Craigflower Road, including diverse unit sizes, supports housing choice and sustainable land use objectives
2. Encourages the inclusion of Transportation Demand Management (TDM) measures in a rezoning
3. Encourages support for the urban forest through street trees and encourages stormwater management practices.



Referral: Township of Esquimalt OCP Amendment Bylaw

6



## Committee of the Whole Report

### For the Meeting of April 8, 2021

---

**To:** Committee of the Whole **Date:** March 29, 2021  
**From:** Karen Hoese, Director, Sustainable Planning and Community Development  
**Subject:** Referral of Proposed Esquimalt OCP Amendment at 819-823 Esquimalt Road

---

### RECOMMENDATION

That Council direct staff to:

1. Forward this report to the Township of Esquimalt as comment on the Township's referral of the Official Community Plan (OCP) amendment for 819-823 Esquimalt Road.
2. Communicate that Council finds the provision of housing, and seniors' housing, in the Esquimalt Road Corridor supports broader objectives of the City of Victoria's OCP and Victoria West Neighbourhood plan by allowing housing convenient to services, amenities and transit, thereby benefiting the region.
3. Communicate that Council encourages the Township of Esquimalt to recognize the status of Esquimalt Road as part of the City of Victoria's bicycle network, the CRD's Priority Inter-Community (PIC) network, its status as a commuter cycling route in Esquimalt's earlier *Bicycle Network Plan* (2001), as well as a Frequent Transit Corridor in the BC Transit Future Plan; the opportunity to align with future Bus Rapid Transit implementation; the opportunity to improve what are currently sub-optimal bicycle facilities along Esquimalt Road; and the value of the urban forest, in order to:
  - a. determine a desired cross-section for Esquimalt Road which includes sufficient space for safe cycling facilities, pedestrians, and street trees;
  - b. consult with City of Victoria Engineering staff in developing the above cross-section;
  - c. seek Statutory Right-of-Way or highway dedication to achieve this cross-section along this section of Esquimalt Road and frontage works as part of redevelopment, as appropriate.
4. That this motion be added to the daytime Council meeting of April 8<sup>th</sup>, 2021.

### EXECUTIVE SUMMARY

The purpose of this report is to consider a referral from the District of Esquimalt regarding a proposed Official Community Plan (OCP) amendment at 819-823 Esquimalt Road and provide comments to the Esquimalt Municipal Council. The proposed OCP amendment would permit a seniors-oriented mixed-use building with 92 residential units and one commercial unit. The development is proposed at a density of 2.75:1 floor space ratio and a building height of eight storeys. The proposed OCP amendment is generally in alignment with Victoria's OCP objectives regarding the location of diverse housing opportunities within walking distance of amenities, shops

and services for daily living, and transit, with good access to the downtown core. The proposal benefits the regional housing market by supporting additional housing for seniors, a demographic that is expected to grow significantly in the coming years, within the core of our region. At the same time, the City of Victoria encourages the Township of Esquimalt to consider if there are any impacts on existing purpose-built rental units.

The proposal, as presented, does not address significant questions regarding the design of bicycle facilities or width of right-of-way along Esquimalt Road, which is a designated bicycle route in both the City of Victoria's *Official Community Plan, 2012* (OCP), the approved *Bicycle Network* (2016), and as part of the Primary Inter-Community (PIC) network in the CRD's *Bicycle Master Plan* (2011). Additionally, Esquimalt Road already sees some of the highest transit ridership of the regional transit corridors and is expected to see increased bicycle and pedestrian activity; therefore, it is recommended that Esquimalt staff consult with City of Victoria staff on an appropriate design and request for a Statutory Right-of-Way or highway dedication from the applicant to work towards a consistent vision for Esquimalt Road. These comments align with comments previously provided by the City of Victoria regarding an OCP Amendment referral at 899 Esquimalt Road.

Staff also encourage consideration of the urban forest and stormwater impacts, by encouraging healthy street trees and mitigation of stormwater runoff. Potential interactions of curbside parking with urban forest canopy, bicycle lanes and transit operations should be considered.

## **PURPOSE**

The purpose of this report is to consider a referral from the Township of Esquimalt regarding a proposed Official Community Plan (OCP) amendment at 819-823 Esquimalt Road and provide comments to the Esquimalt Municipal Council.

## **BACKGROUND**

The Township of Esquimalt is considering an application for an OCP amendment and rezoning to permit a seniors-oriented mixed-use building with 92 residential units and one commercial unit. The development is proposed at a density of 2.75:1 floor space ratio and a building height of eight storeys. The proposed amendment would change Esquimalt's current OCP designation for "Neighbourhood Commercial Mixed-Use" to "Commercial/ Commercial Mixed Use."

## **ISSUES & ANALYSIS**

### Land Use and Housing Considerations

The proposal is compatible with land use planning within Victoria, as the Esquimalt Road Corridor in Victoria contains a number of multi-unit residences of different types and is designated to allow further multi-unit development, both in Victoria's OCP and the *Victoria West Neighbourhood Plan* (2018). Recognizing that the housing market is regional and that both Esquimalt and Victoria are core municipalities within the region, the provision of senior's housing in a location convenient to services, amenities and transit is also in alignment with Victoria's OCP.

The proposal does not indicate if any existing purpose-built rental housing units would be impacted or displaced by this proposed development. If there are impacts, the City of Victoria encourages the Township of Esquimalt to consider mitigation strategies.



## Transportation Considerations

The City of Victoria encourages increased visits to Victoria's urban core by walking, cycling, transit and related modes of transportation, as identified in the OCP and the *GoVictoria Sustainable Mobility Strategy*. Vehicle use is a key source of Greenhouse Gas (GHG) emissions and creates congestion in the region. Improving pedestrian, cycling, and transit infrastructure to provide a safe, consistent and high-quality experience is essential in ensuring these modes are the preferred choice for more trips, and ultimately meeting the region's growth and climate objectives.

Esquimalt Road is a designated bikeway in the City of Victoria's OCP and is identified as part of the long-term bicycle network in the City's designated *Bicycle Network* (2016). It is also identified as part of the Primary Inter-Community Network in the CRD's *Pedestrian and Bicycle Master Plan* (2011), and designated as a Frequent Transit Corridor in the BC Transit Future Plan with priority for Bus Rapid Transit improvements.

The site of the proposed OCP amendment is located along a part of Esquimalt Road which currently has a conventional (unprotected/unbuffered) bicycle lane of no more than 1.5m width. Evidence shows that these types of bicycle lanes are appropriate for confident cyclists who form a minority of the population, but are less appealing to larger parts of the population who would like to bicycle more, but are concerned about safety. Even for an unprotected bicycle lane, a minimum width of 1.8m is recommended by the BC Active Transportation Design Guidelines. Protected or buffered bicycle lanes can also support people using e-bikes, tricycles and certain mobility devices. The introduction of curbside parking as presented, although supportive of commercial activities, limits space for street trees that could provide a buffer between pedestrians and motor vehicles as recommended in the BC Active Transportation Design Guidelines, and further constrains cyclists by providing no buffer between traffic and parked vehicles. Street parking could also introduce delays to transit operations on a priority route with express service and regional significance in future phases of BC Transit's Bus Rapid Transit implementation.

There is significant existing, and expected future residential density, commercial destinations, and schools along the Esquimalt Road corridor, indicating that there will likely be significant pedestrian and bicycle traffic, including that of vulnerable persons. In the Township of Esquimalt, Esquimalt Road is currently 20m wide, while the desired width for an arterial road in Victoria is 25m-30m.

The plans shared with the City of Victoria do not clearly indicate if a Statutory Right-of-Way or highway dedication would be requested from the developer, nor what types and dimensions of sidewalk, boulevard and bicycle facilities are envisioned on Esquimalt Road.

Therefore, the City of Victoria urges Esquimalt to consider obtaining sufficient right of way from any new development along Esquimalt Road to support a future vision which includes safe active transportation facilities.

## Urban Forest and Stormwater Considerations

Victoria also recognizes the importance of street trees as part of the urban forest, enhancing air quality, climate resilience and pedestrian experience and reducing stormwater runoff. The proposed roof garden is seen as a positive aspect of this development in mitigating climate change and urban runoff impacts. Given the proposed site coverage, the City of Victoria encourages the inclusion of healthy canopy street trees within the right-of-way and consideration for alternative stormwater solutions such as raingardens.

## OPTIONS & IMPACTS

### *Accessibility Impact Statement*

The provision of 92 units of seniors' housing will increase the number of market-rate accessible housing options in the core of our region. The location is proximate to services, amenities and transit that can be reached by those with mobility limitations.

### *2019 – 2022 Strategic Plan*

Not applicable, as the proposal is within the District of Esquimalt.

### *Impacts to Financial Plan*

There are no impacts to the financial plan.

### *Official Community Plan Consistency Statement*

The proposal is not located in Victoria, but is broadly consistent with the OCP objectives of adding diverse housing choices, including seniors' housing, and locating housing within walking distance of services, amenities and transit. It is unclear if the proposal would enhance OCP objectives regarding active transportation, including designation of Esquimalt Road as a primary bicycle route.

## CONCLUSIONS

The proposed amendment is compatible with City of Victoria OCP and *Victoria West Neighbourhood Plan* goals related to sustainable land use and the provision of housing near shopping, services, amenities, transit and employment.

The City of Victoria has key comments regarding width and design of the Right-of-Way of Esquimalt Road related to this project, in order to support access to the downtown core by walking, cycling, or transit, with particular concerns for supporting the shared designated bicycle route and key regional transit route along Esquimalt Road, and to consider urban forest and stormwater management opportunities.

Respectfully submitted,

Marc Cittone  
Senior Planner  
Community Planning Division

Karen Hoes, Director  
Sustainable Planning and Community  
Development Department

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

### **List of Attachments**

- Referral from Township of Esquimalt of Proposal for 819-823 Esquimalt Road.



## CORPORATION OF THE TOWNSHIP OF ESQUIMALT

Municipal Hall, 1229 Esquimalt Road, Esquimalt, B.C. V9A 3P1  
 Website: [www.esquimalt.ca](http://www.esquimalt.ca) Email: [info@esquimalt.ca](mailto:info@esquimalt.ca)

Voice: (250) 414-7100  
 Fax: (250) 414-7111

March 9, 2021

**RE: Official Community Plan Amendment for:**  
**819 Esquimalt Road [PID 009-205-292; Lot 20, Section 11, Esquimalt District, Plan VIP265];**  
**821 Esquimalt Road [PID 009-205-276; Lot 19, Section 11, Esquimalt District, Plan VIP265]; and**  
**823 Esquimalt Road [PID 006-854-940; Lot 18, Section 11, Esquimalt District, Plan VIP265].**

Please accept this notice as a replacement to one previously delivered, dated February 18, 2021, advising stakeholders of an application for OCP amendment at the aforementioned addresses. That notice contained a technical error that has been corrected herein.

At the regular meeting held on February 1, 2021, Esquimalt Council authorized staff to refer information related to the proposed redevelopment at 819 Esquimalt Road, 821 Esquimalt Road, and 823 Esquimalt Road, submitted by Avenir Construction on behalf of the property owners in support of the application for an Official Community Plan amendment, to you or your organization pursuant to Section 475 of the Local Government Act.

Under the provisions of Section 475, a Local Government *"must provide one or more opportunities it considers appropriate for consultation with persons, organizations, and authorities it considers will be affected"* as part of the process to amend an Official Community Plan.

This amendment application seeks to change the 'Proposed Land Use Designations' map by changing the designation for the subject properties from 'Neighbourhood Commercial Mixed-Use' to 'Commercial/ Commercial Mixed-Use' and change the 'Development Permit Areas' map by changing the applicable Development Permit Area for the subject properties from 'Multi-Family Residential' to 'Commercial'. These changes are required to allow Esquimalt Council to consider a concurrent application for a change in zoning of the subject properties from the current mix of RM- 4 [Multiple Family Residential] and C-1 [Convenience Commercial] zones to a Comprehensive Development District zone [CD] to accommodate the ninety-two (92) seniors oriented, multiple family residential units and one commercial unit, proposed to be constructed in an eight-storey building on the subject properties.

Therefore, the proposed Official Community Plan amendments would consist of:

- An amendment to Schedule 'B' of the Official Community Plan Bylaw, 2018, No. 2922, being the 'Proposed Land Use Designations' map, changing the designation for the subject property from 'Neighbourhood Commercial Mixed-Use' to Commercial/Commercial Mixed-Use; and
- An amendment to Schedule 'H' of the Official Community Plan Bylaw, 2018, No. 2922, being the 'Development Permit Areas' map changing the applicable Development Permit Area for the subject properties from 'Multi-Family Residential' to 'Commercial'.

Please review the attached information package and submit any written comments to Trevor Parkes, Senior Planner on or before Monday, April 5, 2021. Comments may be submitted by mail to the address above or by email to [trevor.parkes@esquimalt.ca](mailto:trevor.parkes@esquimalt.ca).

Thank you for your attention to this matter. If you have any questions or concerns, please do not hesitate to contact Trevor Parkes at [trevor.parkes@esquimalt.ca](mailto:trevor.parkes@esquimalt.ca) or by phone at 250-414-7148.

Sincerely,

A handwritten signature in black ink, appearing to read "Trevor Parkes", with a long horizontal flourish extending to the right.

Trevor Parkes  
Senior Planner, Development Services  
Township of Esquimalt

*Enclosure: Application Supporting Material*



Subject Property Map:  
819, 821 & 823 Esquimalt Rd



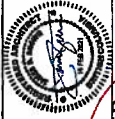






PEPPER ARCHITECTURE

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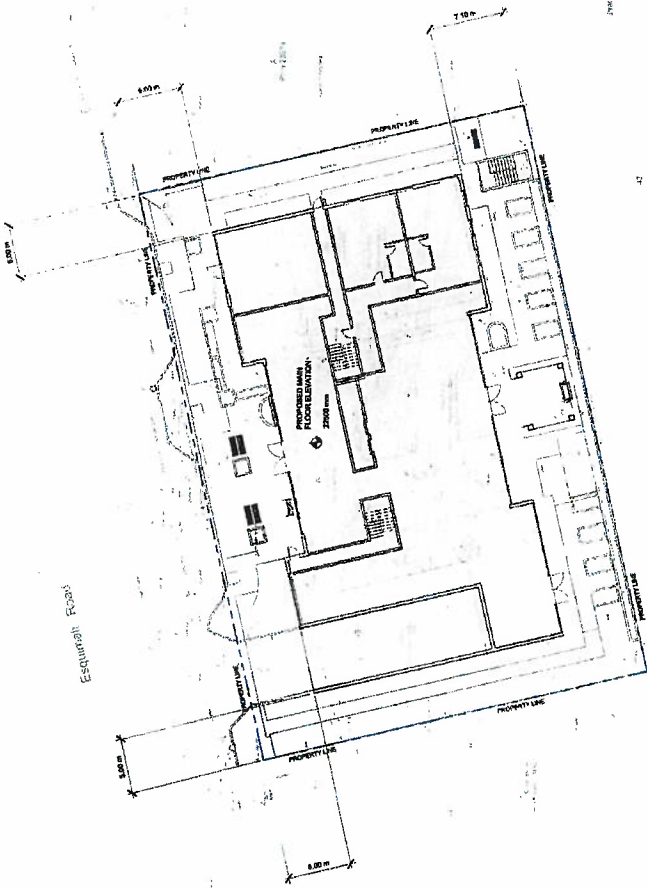
MAR 01 2021

CORP OF TOWNSHIP  
OF ESQUIMALT  
DEVELOPMENT

The Engineer has reviewed the plans and documents submitted for the proposed development and has determined that the same comply with the provisions of the Esquimalt Development Bylaw and the provisions of the Esquimalt Zoning Bylaw. The Engineer has also reviewed the proposed development and has determined that the same is in accordance with the provisions of the Esquimalt Development Bylaw and the provisions of the Esquimalt Zoning Bylaw. The Engineer has also reviewed the proposed development and has determined that the same is in accordance with the provisions of the Esquimalt Development Bylaw and the provisions of the Esquimalt Zoning Bylaw.



Sheet	1
Date	02/27/2012
Drawn by	J. Anderson
Checked by	J. Anderson
Project no.	21895-141
Date issued	Feb 27, 2012



① SURVEY PLAN W/ PROPOSED BUILDING  
1:200

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INCLUDING PHOTOCOPYING, RECORDING,  
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WRITTEN PERMISSION OF J. ANDERSON &  
ASSOCIATES.

Project title  
NEW MULTIFAMILY RESIDENTIAL  
BUILDING  
819-821-823 ESQUIMALT ROAD

Drawing title

SURVEY PLAN

Scale	1:200
Author	J. Anderson
Checked by	J. Anderson
Project no.	21895-141
Date issued	Feb 27, 2012

Sheet no.  
2  
A0.3





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DEVELOPMENT SERVICES

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Sheet	Date	Description
1	01/11/20	CONCEPT SITE PLAN
2	01/11/20	CONCEPT SITE PLAN
3	01/11/20	CONCEPT SITE PLAN

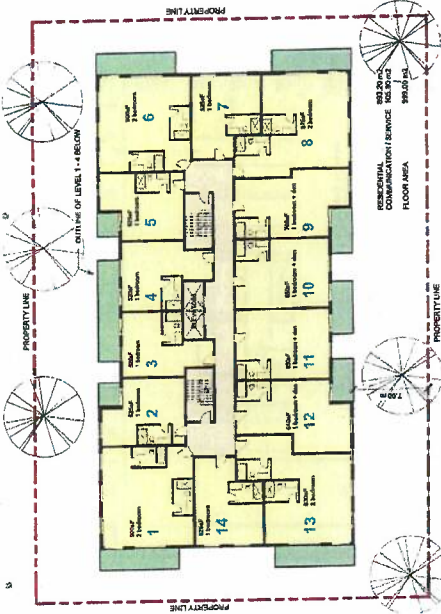
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SHOWN TO DETERMINE PROPOSED  
SETBACKS ONLY

- RESIDENTIAL
- COMMUNICATION
- AMENITY
- COMMERCIAL (APPROX 1000sf)
- EXTERIOR USABLE BALCONIES
- RESIDENTIAL UNIT NO. 1

Project No.	2100-141
Project Name	NEW MULTIFAMILY RESIDENTIAL BUILDING
Project Address	819-821-823 ESQUIMALT ROAD
Project Date	03/27/2021
Project Status	2100-141
Project Type	MP
Project Scale	1:200
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Project Checker	JB
Project Designer	JB
Project Engineer	JB
Project Architect	JB
Project Planner	JB
Project Coordinator	JB
Project Manager	JB
Project Owner	JB

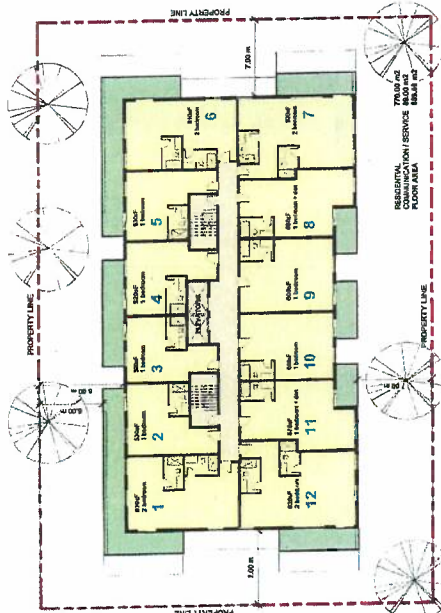
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ESQUIMALT ROAD



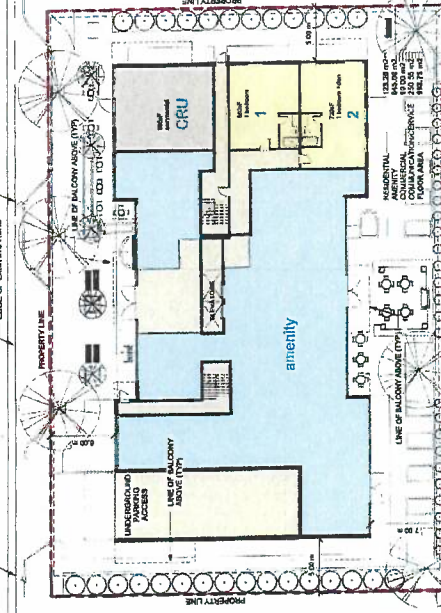
Level 2-4  
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ESQUIMALT ROAD

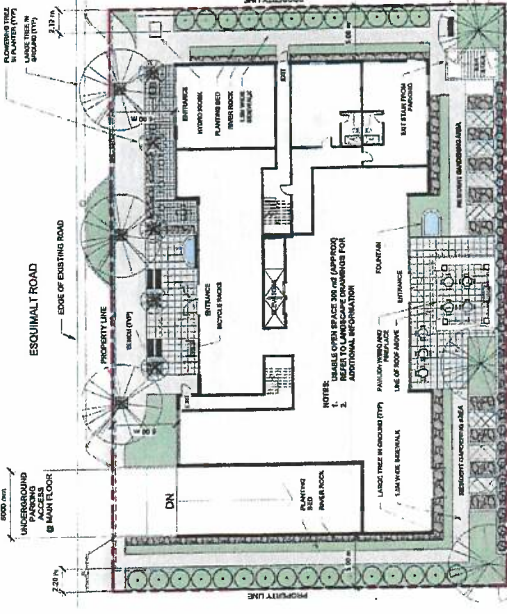


Level 5-8  
1:200

ESQUIMALT ROAD



Level 1, 3, 9  
1:200



Level 1, 3, 9  
1:200



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NOTES:  
1. THIS PLAN IS FOR THE PROPOSED DEVELOPMENT ONLY.  
2. THE DEVELOPER SHALL BE RESPONSIBLE FOR OBTAINING ALL NECESSARY PERMITS AND APPROVALS FROM THE APPROPRIATE AGENCIES.  
3. THE DEVELOPER SHALL BE RESPONSIBLE FOR OBTAINING ALL NECESSARY PERMITS AND APPROVALS FROM THE APPROPRIATE AGENCIES.



Sheet	No.	Date	Description
1	1	10/10/2019	ESQUIMALT RESIDENTIAL BUILDING
2	2	10/10/2019	ESQUIMALT RESIDENTIAL BUILDING
3	3	10/10/2019	ESQUIMALT RESIDENTIAL BUILDING
4	4	10/10/2019	ESQUIMALT RESIDENTIAL BUILDING
5	5	10/10/2019	ESQUIMALT RESIDENTIAL BUILDING
6	6	10/10/2019	ESQUIMALT RESIDENTIAL BUILDING
7	7	10/10/2019	ESQUIMALT RESIDENTIAL BUILDING
8	8	10/10/2019	ESQUIMALT RESIDENTIAL BUILDING
9	9	10/10/2019	ESQUIMALT RESIDENTIAL BUILDING
10	10	10/10/2019	ESQUIMALT RESIDENTIAL BUILDING

PARKING SCHEDULE	
Type	Count
ESQ 2.4m x 4.5m - 80' SMALL	13
ESQ 2.4m x 4.5m - 80' STANDARD	20
Grand Total: 41	

### LEGEND

BALCONIES ARE TO BE RESOLVED - SHOWN TO DETERMINE PROPOSED SETBACKS ONLY

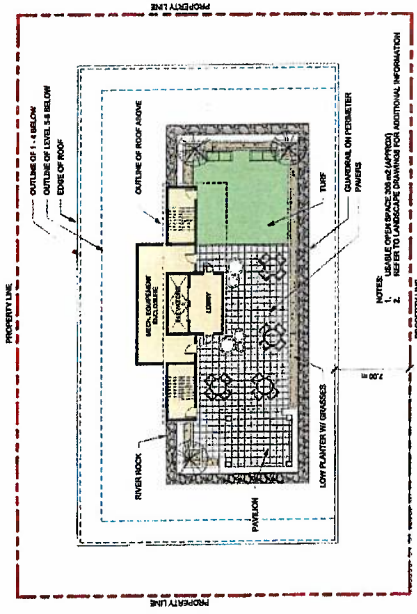
- RESIDENTIAL
- COMMUNICATION
- AGENCY
- COMMERCIAL (APRON WASH)
- EXTERIOR USABLE BALCONIES
- RESIDENTIAL UNIT NO.

1

LEGEND 1:200

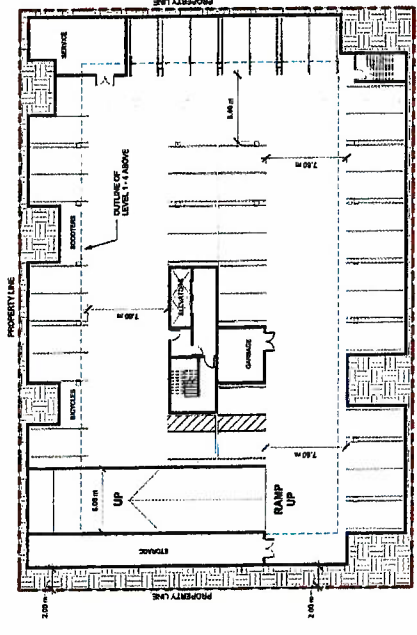
A0.5

ESQUIMALT ROAD



③ Level 9 (ROOF) 1:200

ESQUIMALT ROAD



① PARKING 1:200









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Drawn	1
Check	1
Date	2020-08-10
Project	NEW MULTIFAMILY RESIDENTIAL BUILDING
Location	819-821 425 ESQUIMALT ROAD

Project Name  
NEW MULTIFAMILY RESIDENTIAL BUILDING  
819-821 425 ESQUIMALT ROAD

Scale: 1:200

Drawn by: J.B.

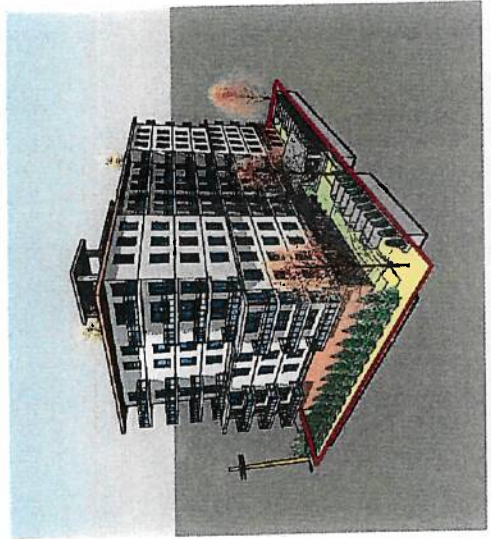
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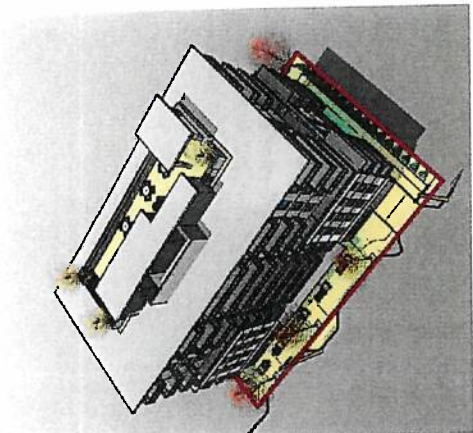
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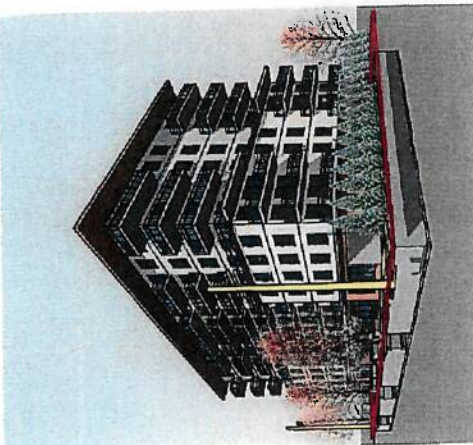
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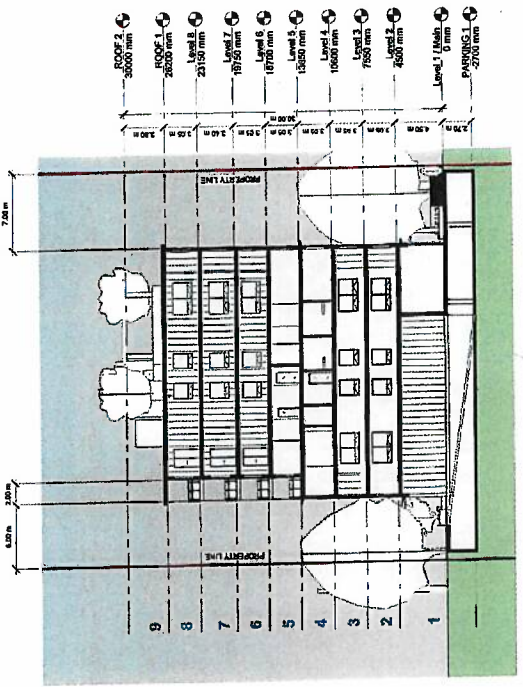
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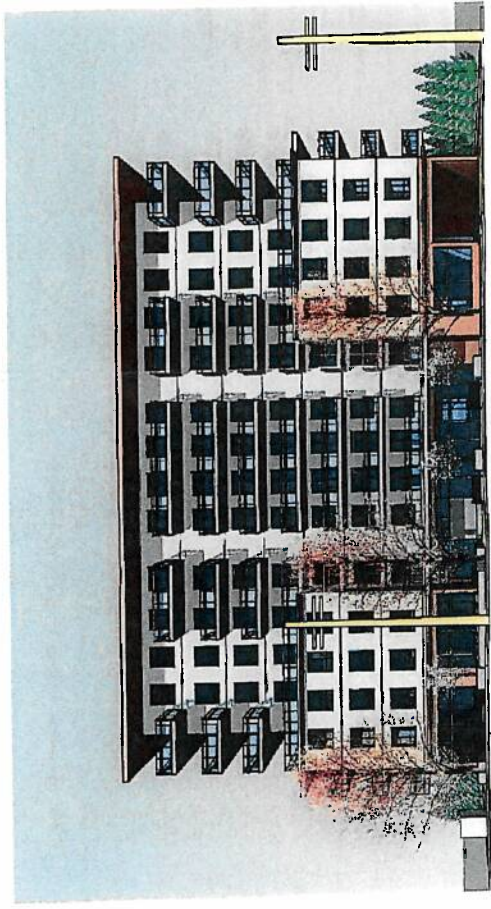
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**819-821-823 ESQUIMALT ROAD**

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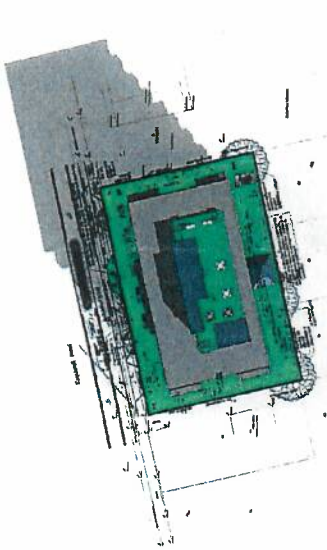
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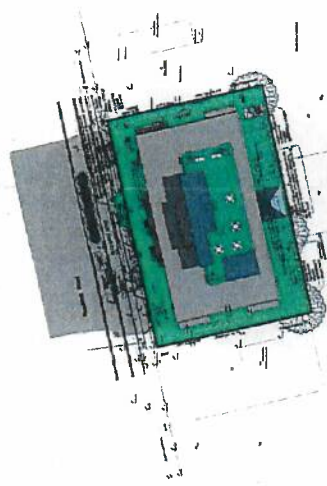
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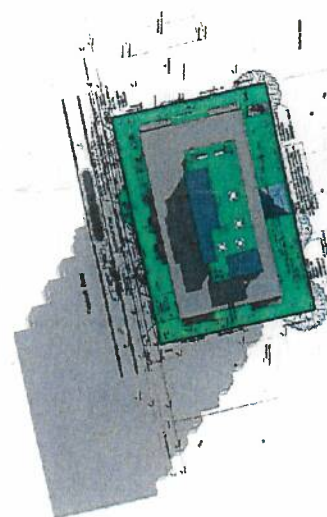
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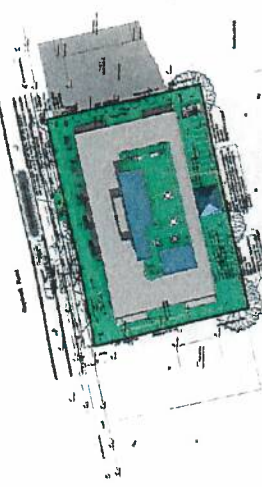
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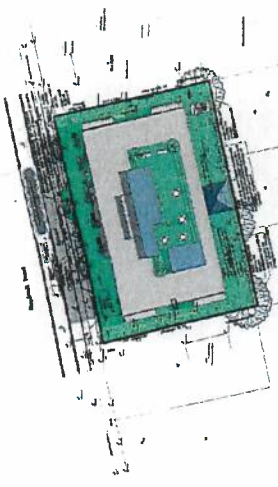
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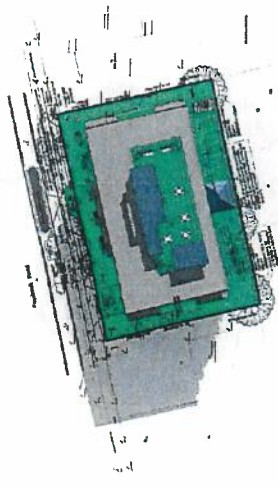
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ZEIDLER ARCHITECTURE  
538 Broughton St. 2nd Flr  
Victoria, BC V8W 1C6  
T +1 250 388 9404



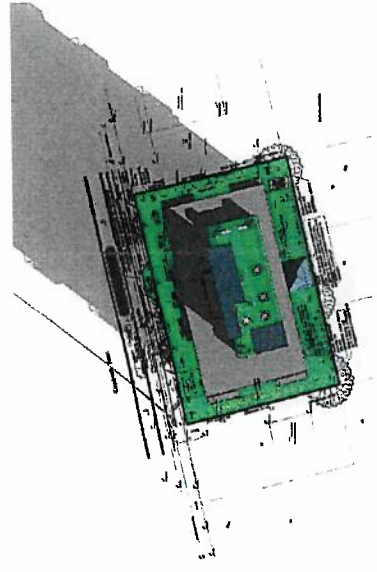
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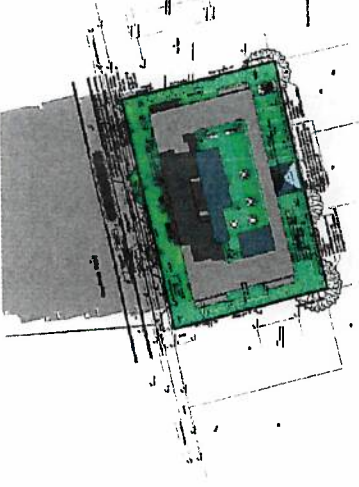
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Project Site  
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819-821-823 ESQUIMALT ROAD

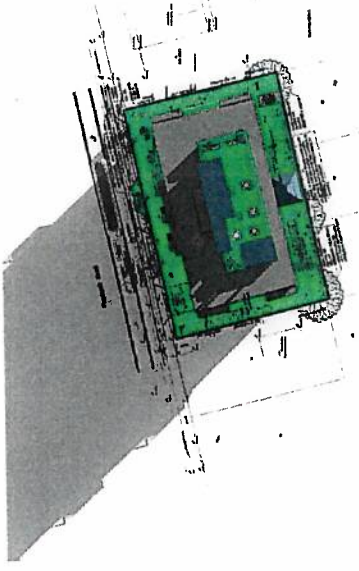
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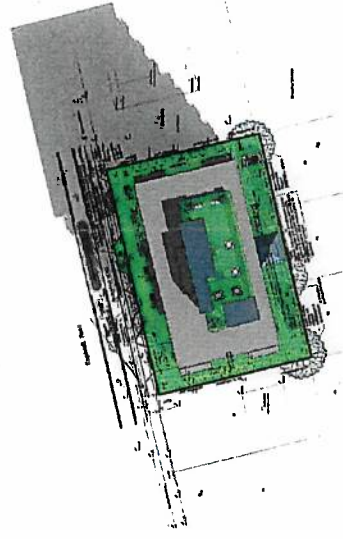
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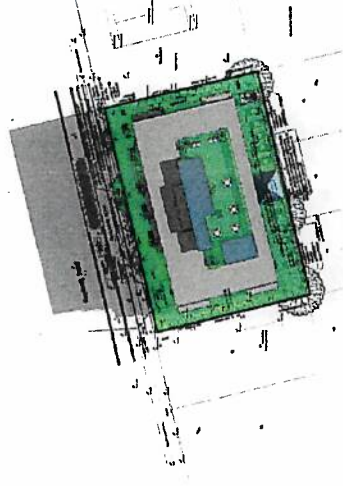
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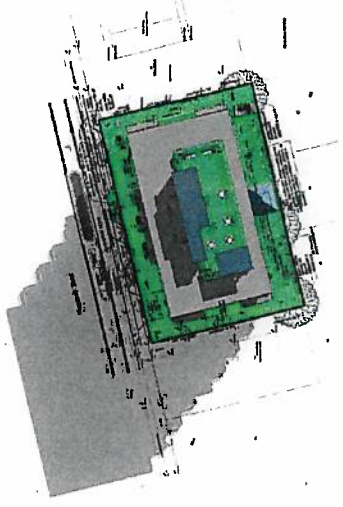
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# Referral: Township of Esquimalt OCP Amendment Bylaw

819-823 Esquimalt Road



1

## Purpose

- Consider referral of OCP Amendment Bylaw from Township of Esquimalt
- Consider potential impacts to Victoria and provide comments to the Township of Esquimalt

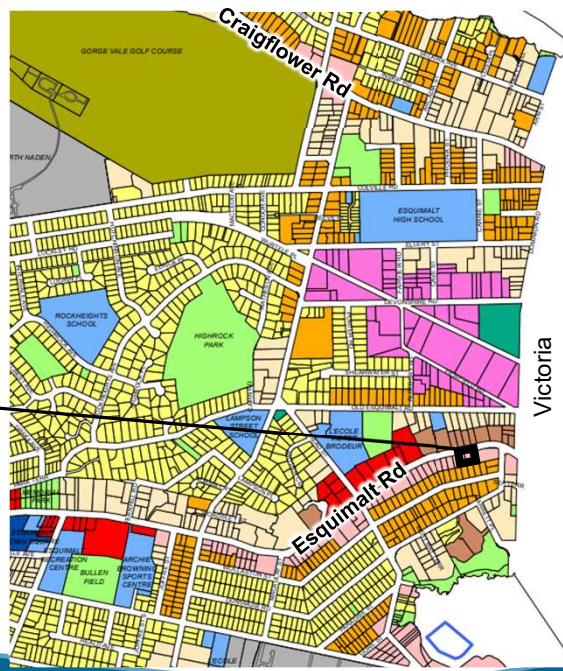


Referral: Township of Esquimalt OCP Amendment Bylaw

2

## Subject Property

819-821 Esquimalt Road



Referral: Township of Esquimalt OCP Amendment Bylaw

3

## Background

- Proposed mixed-use building with 92 housing units for seniors and one commercial unit
- Requires rezoning and OCP Amendment to change land use designation from “Neighbourhood Commercial” to “Commercial/Mixed Use”



Referral: Township of Esquimalt OCP Amendment Bylaw

4



## Consider Impacts to Victoria

### Land Use and Housing:

- Adds seniors rental housing (92 units)
- In core of region, near shops and services

### Transportation and Mobility:

- Esquimalt Road designated city and inter-municipal bicycle networks
- Frequent Transit with prioritization for Rapid Transit (BC Transit)
- SRW, transportation, frontage improvements unclear

### Urban Forest and Stormwater Management:

- Due to added site coverage, support for urban forest and management of stormwater runoff can reduce impacts



Referral: Township of Esquimalt OCP Amendment Bylaw

5

## Recommendation:

Communicate to Township of Esquimalt that Victoria Council:

1. Finds that provision of seniors' housing at this location supports housing and sustainable land use objectives
2. Encourages Esquimalt to work with City of Victoria Engineering staff to define a desired right-of-way supportive of Esquimalt Road's designated active transportation and transit objectives and seek appropriate right-of-way dedication and frontage works to achieve this
3. Encourages support for the urban forest through street trees and encourages stormwater management practices.



Referral: Township of Esquimalt OCP Amendment Bylaw

6



## Committee of the Whole Report For the Meeting of April 8, 2021

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**To:** Committee of the Whole **Date:** March 25, 2021

**From:** Curt Kingsley, City Clerk  
Karen Hoese, Director of Sustainable Planning and Community Development

**Subject:** Renters' Advisory Committee – Term Extension

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### RECOMMENDATION

Should Council wish to approve the recommendations of the Renters' Advisory Committee, a motion is provided for Council's consideration that would implement the Committee's recommendation:

1. That Council approve extending the Renters' Advisory Committee as follows:
  - a. Initiate cyclical two-year terms from April 2021 to November 2023 which will realign with annual Council committee member appointments thereafter.
  - b. Rotate half of the members annually to provide overlapping terms.
  - c. Extend the term of current committee members to November 2022.
  - d. Appoint new committee members to fill current vacancies.
  - e. Update the Terms of Reference to reflect the new cyclical term.
  - f. Continue the committee on an ongoing basis.
2. That this motion be added to the daytime Council meeting of April 8, 2021.

### EXECUTIVE SUMMARY

The purpose of this report is to seek Council direction on continuing the role of the Renters' Advisory Committee (RAC). Council approved the establishment of the RAC in November 2018 and thereafter appointed twelve members to the committee for a two-year term. The first meeting of the RAC took place on April 1, 2019, which initiated a two-year term ending on March 31, 2021.

This report provides Council with an update on the membership of the RAC and seeks Council's direction on recommendations provided by the RAC that their term be extended to an ongoing basis and that membership follow an overlapping, cyclical format whereby half of the members are replaced annually. A motion is included should Council wish to support this approach. An alternate motion is also provided that extends the term of this RAC for a fixed period of time.

### PURPOSE

The purpose of this report is to seek Council direction regarding the membership and tenure of the Renters' Advisory Committee. The current term of the RAC ended on March 31, 2020.

## BACKGROUND

Council approved the establishment of the RAC on November 8, 2018 and thereafter appointed twelve members representing the diverse perspectives and experiences of renters and renters' advocates. The RAC's first meeting took place in April 2019, initiating a two-year term from April 2019 to March 2021 inclusive. The RAC meets monthly between January to June and September to November, with additional special meetings including sub-committee meetings held as needed.

On October 24, 2019, Council adopted the RAC's Strategic Work Plan 2019-2021 and Terms of Reference to establish operating requirements, to address workflow, and incorporate an annual work plan and a reporting process. A progress report of the RAC Strategic Work Plan is attached to this report (Attachment A).

On February 27, 2020, Council amended the Terms of Reference (Attachment B) following a RAC recommendation, to establish new attendance requirements in order to improve committee effectiveness and efficiency.

Between March and May 2020, RAC meetings were cancelled, in abidance with provincial health orders to maintain public safety in response to the COVID-19 pandemic. Since June 2020, the committee's regular schedule of monthly meetings has resumed by conducting virtual meetings through Microsoft Teams.

In June 2020, Council reprioritized actions in the Victoria Housing Strategy to improve housing security in response to the COVID-19 pandemic. The committee provided Council with input into the reprioritization of actions and have been advising on these priority actions as they are developed and implemented.

## ISSUES & ANALYSIS

### 1. Renters' Advisory Committee Membership

The Terms of Reference directs the RAC to be comprised of up to twelve (12) members of the public appointed for a two (2) year term (renewable for one additional term).

Throughout the two-year term, five committee members have resigned due to personal reasons, including relocations outside of the capital region. Two members were removed by the RAC, due to failing to meet the attendance requirements established by the Terms of Reference. As of March 2021, there are five committee members. It is recommended that new member appointments be initiated in order to ensure that the committee represents a diversity of perspectives and includes representation from tenant advocacy organizations in Victoria.

### 2. Renters' Advisory Committee Term Extension

Given that several of the priority Housing Strategy actions targeted for implementation in 2021-2022, focus on renters and seek to improve housing security, it is recommended that the committee's term be extended.

The RAC passed the following motion on March 16, 2021:

*The Renters' Advisory Committee recommends that Council extend the Committee term, for an additional two-year term from April 2021 to November 2023 and rotate membership to provide overlapping terms as follows:*

- *Fill existing vacancies on the Committee starting in April 2021*
- *Current (5 members) would finish their term in November 2022 and new members would be appointed for an additional two-year term thereafter.*

By enabling overlapping terms, members will be able to transfer their knowledge of processes, priorities and roles to new members. Should this recommendation be approved by Council, the Terms of Reference would need to be amended to follow cyclical terms, on an ongoing basis. Proposed amendments to the Terms of Reference are provided in Attachment C, and would replace paragraph one in Section 2:

*The Renters' Advisory Committee will be comprised of up to twelve (12) members of the public appointed for two (2) year terms (renewable for one additional term), representing the diverse perspectives and experiences of renters and renters' advocates. The membership will rotate to provide overlapping terms, with six members for a one cycle term and annual recruitment to replace outgoing members.*

It is noted that the term extension for newly appointed members would be greater than two and a half years (totalling 32 months from April 2021 to November 2023). Additionally, a new Strategic Work Plan would be developed and presented to Council for consideration of adoption, should the RAC's term be extended.

## **OPTIONS & IMPACTS**

### **Option 1 (Recommended)**

1. Extend the Renters' Advisory Committee as follows:
  - a. Initiate cyclical two-year terms from April 2021 to November 2023 which will realign with annual Council committee member appointments thereafter.
  - b. Rotate half of the members annually to provide overlapping terms.
  - c. Extend the term of the current committee members to November 2022.
  - d. Appoint new committee members to fill current vacancies.
  - e. Update the Terms of Reference to reflect the new cyclical term.
  - f. Continue the Committee on an ongoing basis.
2. That this motion be added to the daytime Council meeting of April 8, 2021

This option would fulfill the recommendation of the Renters' Advisory Committee and would shift the committee to operate from a fixed term to an ongoing basis.

### **Option 2**

1. Extend the Renters' Advisory Committee term for one additional term as follows:
  - a. Extend the term April 2021 to October 2021 and appoint seven new committee members to fill vacancies for this new term.
  - b. Extend the current committee members term to October 2021.
2. That this motion be added to the daytime Council meeting of April 8, 2021.

This option would initiate one additional term which would coincide with the Council end of term.

## **CONCLUSIONS**

Throughout their two-year term, the Renters' Advisory Committee has provided integral advice on priority Housing Strategy actions that focus on renters and rental housing. The Renters' Advisory Committee has recommended that their term be extended to an ongoing going basis and follow a cyclical format whereby half of the members are replaced annually.

Respectfully submitted,

Hollie McKeil  
Housing Planner  
Community Planning

Karen Hoesel, Director  
Sustainable Planning and Community  
Development Department

Curt Kingsley  
City Clerk

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

**Attachments**

- Attachment A: Renters' Advisory Committee Strategic Work Plan 2019-2021 Progress Report
- Attachment B: Renters' Advisory Committee Terms of Reference 022020
- Attachment C: Renters' Advisory Committee Terms of Reference Proposed Amendments.

# Renters' Advisory Committee (RAC), 2019 to 2021

## Strategic Work Plan Progress Report, March 2021



This Work Plan was adopted on September 17, 2019, and significant progress has been made on the following actions:

### 2019:

- Victoria Housing Strategy Phase Two Action Development & Prioritization
- Tenant Assistance Policy Review
- Amended Terms of Reference
- Downtown Core Area Plan Working Group Nomination

### 2020:

- Residential Properties Standards of Maintenance Bylaw
- Tenant Planner Position
- Housing Conversion Regulations Bylaw
- Tenant Engagement Toolkit
- Renters Advisory Committee Recommendations for Council's AVICC Resolutions:
  - Tax land and improvements separately
  - Reduce Pet Restrictions
  - Establish a provincial Standards of Maintenance Bylaw
- Missing Middle Housing
- Villages and Corridors Planning and Working Group Nomination
- COVID-19 Prioritization of Housing Strategy Actions to improve housing security

### 2021:

- Greater Victoria Rent Bank Program
- Proposed Rental Business Licensing Bylaw

# **Renters' Advisory Committee (RAC), 2019 to 2021**

## **Strategic Work Plan Progress Report, March 2021**

### **Principles:**

RAC to identify a set of high-level values and principles that guide their work over their term.

### **Objectives:**

RAC to identify a set of overarching objectives that are achieved through proposed actions. Some draft objectives are provided below for consideration and refinement:

1. Consulting on the City's Housing Strategy Actions & Policy Development
2. Building Tenant Awareness
3. Advocating to Multiple Levels of Governments
4. Addressing Emergent Issues

Timeline	Action Items	Progress	Outputs
Objective 1: Consulting on Housing Strategy Actions & Housing Policy			
2019-2020	Housing Strategy Action Consultation	✓	Staff Report to Council
	Tenant Assistance Policy Review	✓	
	Residential Properties Standards of Maintenance Bylaw	✓	
	Family Housing Policy	Recommence in 2021	
	Secured Rental Housing Policy	Recommence in 2021	
	Rental Replacement Policy		
2020-2021	Tenant Planner Position	✓	
	Housing Conversion Regulations Bylaw	✓	
	Rental Business Licensing Bylaw	Underway	
	Working Groups: Villages and Corridors & Downtown Core Area Plan	✓	
	Missing Middle Housing	Underway	
2022	Co-op, Co-housing, and Land Trusts	N/A	
	Inclusive Housing		
	Intergenerational Housing		
	Housing Policy Working Group		
Objective 2: Building Tenant Awareness			
2019	Tenant Engagement Strategy	✓	Staff Report to Council
	Housing Champions	Targeted for 2022	
2020	Housing Talk Series	Targeted for 2022	



Timeline	Action Items	Progress	Outputs
<b>Objective 3: Building Tenant Awareness</b>			
2020	RAC recommendations for Council's AVICC Resolutions: <ul style="list-style-type: none"> <li>• Tax land and improvements separately</li> <li>• Reduce Pet Restrictions</li> <li>• Establish a provincial Standards of Maintenance Bylaw</li> </ul>	✓	Advocacy
<b>Objective 4: Addressing Emergent Issues</b>			
2020	COVID-19 Reprioritization of Housing Strategy Actions	✓	Staff Report to Council
2020	Revised Terms of Reference with new attendance requirement	✓	
TBD	Tenant safety (Licencing of landlords and police involvement)	TBD	Committee-lead actions
TBD	Utility bills charges	TBD	
TBD	Noise Bylaws and Enforcement	TBD	
TBD	Funding for tenant groups	TBD	

#### Guest Presentations:

- Community Social Planning Council – Under Pressure: The rental housing experience of seniors living in James Bay, Victoria
- Community Social Planning Council – Greater Victoria Rent Bank Pilot Program
- Residential Tenancy Branch – Enforcement & Compliance Branch

## **Terms of Reference Renters' Advisory Committee**

### **1. Purpose**

The purpose of the Renters' Advisory Committee is to provide advice and recommendations to Victoria City Council and staff on:

- policies to protect, improve the quality and affordability of existing rental stock
- policies to increase rental housing stock
- improving conditions and well-being for renters living within Victoria
- strategic priorities for the City relating to renters
- impacts of provincial and federal legislation affecting tenants
- enhancing access and inclusion of renters in the development of municipal policy and civic life
- other matters that the Renters' Advisory Committee deems relevant to the interests of renters within Victoria.

### **2. Composition**

The Renters' Advisory Committee will be comprised of up to twelve (12) members of the public appointed for a two (2) year term (renewable for one additional term), representing the diverse perspectives and experiences of renters and renters' advocates.

Two (2) Members of City Council will be appointed to serve as non-voting liaisons to the Renters' Advisory Committee.

Staff in the Departments of Sustainable Planning and Community Development and Legislative Services will act as a resource to the Renters' Advisory Committee as appropriate and at the direction of the City Manager.

### **3. Attendance**

Renters' Advisory Committee (RAC) members may be removed from the Committee after two consecutive unexcused absences, subject to a majority vote. The Committee may make a motion to recommend City Council not replace vacancies on the RAC between terms.

### **4. Procedure**

Renters' Advisory Committee members will elect two co-chairs. The co-chairs will determine amongst themselves, working collaboratively, who will chair each meeting.

The Renters' Advisory Committee will meet monthly from September to November and January to June. Meetings will be conducted in accordance with standard procedures adopted for City of Victoria advisory committees and panels. Members may initiate discussion of new initiatives based on the annual strategic work plan. Initiatives requiring staff resources will require Council approval before work is undertaken.

Council Policy Resolution, September 12, 2019: That motions from advisory committees be presented at Committee of the Whole at the next quarterly update or sooner if the matter is time sensitive.

Updated February 27, 2020

## **5. Operating Requirements**

The Committee shall establish an annual work plan to identify the focus of the Committee for the year. The Work Plan shall be submitted for Council's consideration and approval accompanied by recommendations on the Work Plan from City Staff that will include policy considerations, connections to strategic priorities, resource and financial capacity considerations. The Work Plan will be developed based on:

- Referrals from Council
- Referrals from City Staff
- Issues identified by The Committee.

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- Referrals from Council
- Referrals from City Staff
- Issues identified by The Committee.



## Committee of the Whole Report For the Meeting of April 8, 2021

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**To:** Committee of the Whole **Date:** March 26, 2021  
**From:** Philip Bellefontaine, Director of Engineering and Public Works  
**Subject:** Sale of Low Carbon Fuel Credits

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### RECOMMENDATION

That Council:

1. Approve the City, as a Part 3 fuel supplier under the *Greenhouse Gas Reduction (Renewable and Low Carbon Fuel Requirements) Act*, to enter into contracts that enable the sale of the City's low carbon fuel credits, on terms and in a form satisfactory to the Director of Engineering and Public Works and the City Solicitor;
2. Direct staff to bring forward an amendment to the Delegation of Signing Authority Bylaw to authorize the Director of Engineering and Public Works and the Chief Financial Officer to approve the specific quantity and sale amounts received from a competitive bidding process or based on prevailing market prices values and sign contracts to effect such sales;
3. Direct revenue from such sales to electrification of City fleet and/or public EV charging infrastructure to continue to support and accelerate climate action; or to be transferred to the Climate Action Reserve for such use in future years.

### EXECUTIVE SUMMARY

In the Province of BC, suppliers of high carbon intensity fuels are required to reduce the intensity of their fuels by several means, including through the purchase of low carbon fuel carbon credits which are typically generated by suppliers of low carbon intensity fuels. This is a market-based mechanism which incentivizes suppliers of high carbon intensity fuels to reduce their fuel's intensity and provides a financial investment to support the growth of low carbon intensity fuels.

The City, through its operation of a Compressed Natural Gas (CNG) fueling station, is regulated as a supplier of fuel under the *Greenhouse Gas Reduction (Renewable and Low Carbon Fuel Requirements) Act*. As part of these regulations, the City has accumulated approximately 400 low carbon fuel credits. When the City began collection of fees for public EV charging on January 4th, 2021, it began generating additional low carbon fuel credits from its public EV infrastructure. Both CNG and electricity qualify as low carbon intensity fuels under the Act.

Selling the City's credits would generate new revenue that could be put to work immediately to further climate action through fleet electrification initiatives and/or public EV charging initiatives.

## PURPOSE

This report seeks Council authorization for the City to enter into contracts to sell the carbon credits it has accumulated as a supplier of low carbon fuels. Further, it recommends directing the funds from the sale of these credits towards climate action initiatives such as electrification of the City's fleet and expansion of the City's public EV charging network.

## BACKGROUND

A compressed natural gas (CNG) fueling station is operated at the Public Works Yard. The station is used to fuel City fleet vehicles. In doing so, the City is recognized as a Part 3 fuel supplier under the *Greenhouse Gas Reduction (Renewable and Low Carbon Fuel Requirements) Act*.

In fulfilling its obligations under the Act, the City generates a quantity of low carbon fuel credits. These credits are a tradable commodity under the BC Low Carbon Fuel Standard, which enable suppliers of high carbon intensity fuels to meet provincially mandated standards. This is not to be confused with carbon offsets which can be purchased to offset an organization's carbon emissions and help to achieve net zero commitments.

The low carbon fuel credit market creates a financial incentive to reward low-carbon fuels in proportion to the amount of real, measurable emissions reductions they yield when substituted for conventional fuels. The market generates revenue for low carbon transportation fuel suppliers and supports investment in clean fuels and vehicles. It operates by assigning a carbon intensity to fuels (e.g. petroleum-based gasoline and diesel) and rewards fuel suppliers with credits when supplying a fuel with a carbon intensity below the prescribed intensity limit, and incurs debits to suppliers when the fuel has a carbon intensity above the limit. The credit market is in line with the City's Climate Leadership Plan as it supports the transition to low carbon fuels.

Credit market reports are published monthly and quarterly by the Ministry of Energy, Mines and Low Carbon Innovation. In 2020, approximately 100,000 credits were traded on BC's low carbon fuel carbon credit market at an average value of \$250 per credit. In 2019, over 250,000 credits were traded at an average value of \$270 per credit. In the last quarter of 2020, the average credit value was \$320. Appendix A illustrates market activity for the previous several years in terms of carbon credit values and volume of credit transfers.

## ISSUES & ANALYSIS

The City has accumulated approximately 400 carbon credits to date through their fleet CNG fueling station. Additionally, the City will be generating new credits beginning in 2021 from its public EV infrastructure. Both CNG and electricity qualify as low carbon intensity fuels under the Act.

Selling the City's credits would generate new revenue that could be used immediately to further climate action through fleet electrification initiatives or public EV charging initiatives.

Contracts for this type of transaction would typically include the sample terms identified in Appendix B.

## OPTIONS & IMPACTS

**Option 1 – Authorizes the City to enter into contracts that enable the sale of the City’s low carbon fuel credits and direct funds from such sales towards Climate Action initiatives such as electrification of City fleet vehicles and expansion of public EV charging infrastructure. (Recommended)**

Staff recommend this option because it will generate a modest revenue that can be put to work in 2021 and in future years to continue to support and accelerate climate action initiatives.

As the City’s existing credits were earned through a green fleet initiative (using compressed natural gas as fuel for City fleet), it is recommended that the revenue from the sale of these existing credits be directed initially to the electrification of the City fleet. Purchasing electric vehicles to replace existing fleet vehicles is one of the most significant ways the City can reduce its corporate emissions. In the future, the majority of the City’s low carbon fuel credits will be earned from the City’s EV charging infrastructure. It is recommended that the revenue from the sale of future credits be directed to expanding the City’s public EV charging network further. Supporting the community’s transition to zero emissions vehicles is one of the high impact initiatives identified to accelerate climate action following Council’s declaration of a climate emergency in 2019 (confirm).

**Option 2 – Directs staff not to enter into contracts to sell low carbon fuel credits at this time.**

Under this option the City would continue to accumulate carbon credits but would not participate in the Province’s market to support investment in low carbon fuels at this time.

### *Accessibility Impact Statement*

There are no accessibility impacts associated with the sale of these credits.

### *2019 – 2022 Strategic Plan*

Aligns with Strategic Objective Six: Climate Leadership and Environmental Stewardship

### *Impacts to Financial Plan*

All revenues from the sale of credits would be added to the 2021 Financial Plan for fleet electrification or EV charging infrastructure or transferred to the Climate Action Reserve for such use in future years, if approved.

Impacts to staff resources include support from the Legal and Finance departments are required to negotiate and complete contracts for the sale of the City’s credits and for the City to receive funds. Ongoing tracking and reporting of carbon credits will be required by the Engineering and Public Works Department; however, this is a regulatory requirement, which would occur regardless of the contract being in place.

### *Official Community Plan Consistency Statement*

Supports Chapter 12, Climate Change, Goal 12(C) “Transportation options reduce fossil fuel dependence, help conserve energy and produce low greenhouse gas emissions and other air contaminants.”



## CONCLUSIONS

The City has accumulated a valuable quantity of low carbon fuel credits and will continue to do so in the future. The low carbon fuel credit market created under the Greenhouse Gas Reduction (Renewable and Low Carbon Fuel Requirements) Act generates revenue for low carbon transportation fuel suppliers and supports investment in clean fuels and vehicles while incurring debits to suppliers of fuels with a high carbon intensity. The carbon credit market supports both the Province's CleanBC Plan and the City's Climate Leadership Plan. Enabling the City to enter into contracts to sell these credits will bring additional investment to support fleet electrification and, in the longer term, provide an additional source of revenue for investment in EV infrastructure.

Respectfully submitted,

Laura Berndt  
Manager of Energy and Climate Action

Philip Bellefontaine  
Director of Engineering and Public Works

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

### List of Attachments

Appendix A: Credit Transfer Activity

Appendix B: Summary of Typical Contract Terms

## APPENDIX A – CREDIT TRANSFER ACTIVITY

Time Period <sup>2</sup>	Transfers (number)	Total Volume (credits)	Average Price (\$ per credit)	Minimum Price (\$ per credit)	Maximum Price (\$ per credit)
Q4 2020	13	24,265	\$320.65	\$147.50	\$385.20
Q3 2020	2	6,762	\$337.50	\$335.00	\$340.00
Q2 2020	8	41,630	\$206.23	\$85.00	\$330.45
Q1 2020	9	30,233	\$235.49	\$32.50	\$345.00
CY 2020	32	102,890	\$250.44	\$32.50	\$385.20
CY 2019	35	263,512	\$269.33	\$32.93	\$324.08
CY 2018	48	435,221	\$193.44	\$55.00	\$210.50
CY 2017	31	240,164	\$164.30	\$60.00	\$185.00
CY 2016	15	198,705	\$170.93	\$100.00	\$190.00
CY 2015	2	14,354	\$169.95	\$20.00	\$170.00

<sup>1</sup> Excludes credit transfers reported with a zero or near-zero price.

<sup>2</sup> Q: quarter, CY: compliance year

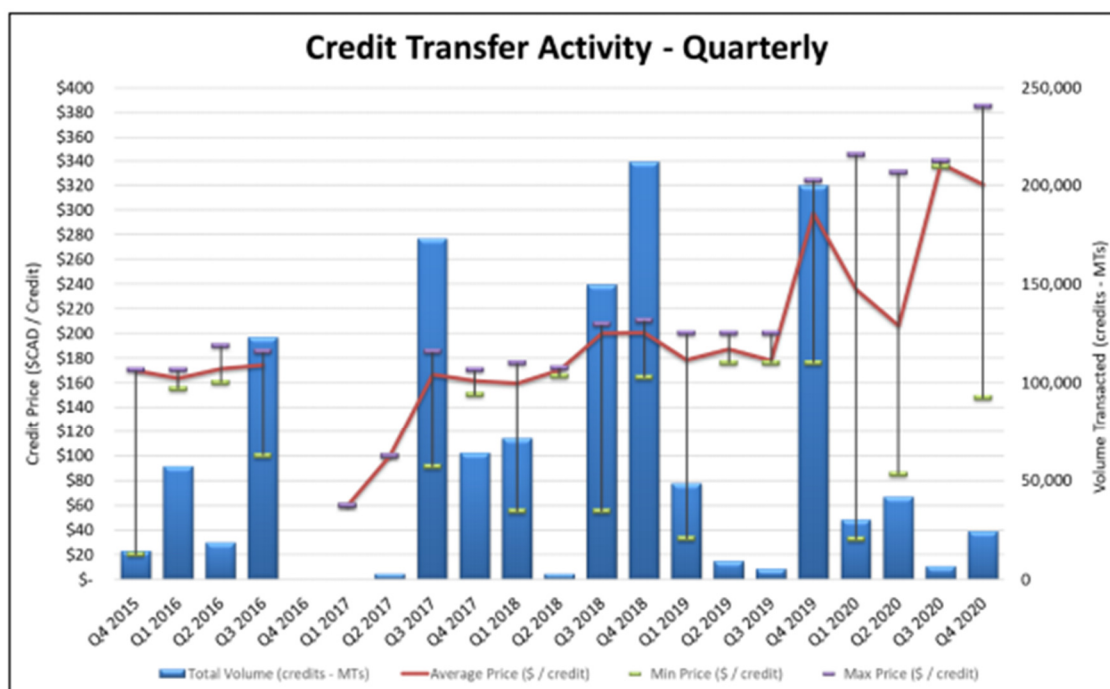


Figure 1: Credit Transfer Activity - Low Carbon Fuel Credit Market Report – Quarterly (Revised January 2021)

## **APPENDIX B – Sale of Low Carbon Fuel Credits**

### Summary of Typical Contract Terms

- Clause allowing the company to re-sell the carbon credits at their discretion and at a price that is not less than 75% of the original contract price received from the City;
- Term of the contract typically ongoing/auto renewals, with the option to terminate the contract by either party providing 10 days' written notice;
- Standard mutual indemnity clause for actions that may be brought against either party for damages that arise from the breach of the agreement or for the purchase/use of the credits. An indemnity is essentially a promise by one party to compensate the other party for the losses suffered from the actions of the party at fault;
- Confidentiality clause requiring both parties to keep the terms of the contract confidential, except where required to disclose such terms pursuant to the Freedom of Information and Protection of Privacy Act or other applicable legislation.



# Low Carbon Fuel Credits

Committee of the Whole  
April 8, 2021



1

## Purpose

To seek Council authorization for the City to enter into contracts to sell the carbon credits it has accumulated as a supplier of low carbon fuels. Further, it recommends directing the funds from the sale of these credits towards climate action initiatives such as electrification of the City's fleet and expansion of the City's public EV charging network.

This presentation will provide an overview of the Province's Low Carbon Fuel Standard and the Low Carbon Fuel Credits Market:

1. What are Low Carbon Fuel Credits?
2. Why sell them?
3. Who buys them?



Low Carbon Fuel Credits

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## British Columbia's Low Carbon Fuel Standard

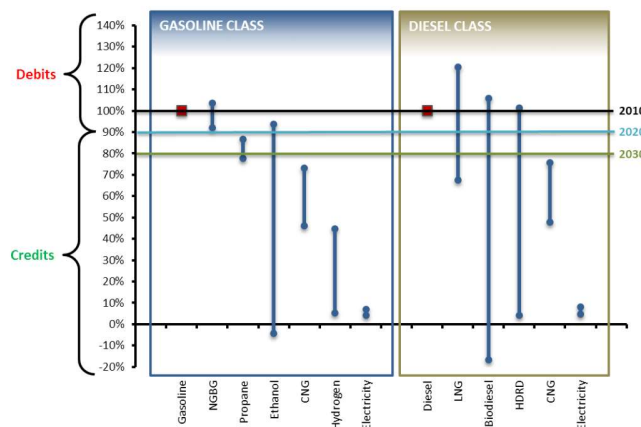
- BC-LCFS is a “market based mechanism” to reduce GHGs. The “market” in this context is compliance, not a specific market for a specific fuel.
- Fuel suppliers receive debits for fuels with a higher carbon intensity than the current limit.
- Fuel suppliers accrue credits for fuels with a lower carbon intensity than the current limit.
- Credits can be traded between fuel suppliers.
- Since 2010, BC's low carbon fuel standard has avoided over 10 million tonnes of GHG emissions making it one of the Province's most successful emission reduction initiatives.



Low Carbon Fuel Credits

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## BC-LCFS Debits and Credits



BC-LCFS Carbon Intensity Limits – Ministry of Energy, Mines and Petroleum Resources



2020 Climate Action Update

4

## Low Carbon Fuel Credits

The City qualifies as a low carbon fuel supplier under BC's Low Carbon Fuel Standard.

The City generates low carbon fuel credits:

- previously, through its operation of a Compressed Natural Gas (CNG) fueling station for City fleet;
- and beginning this year, through its operation of public EV charging infrastructure.

The City has accumulated approximately 400 low carbon fuel credits to date.



Low Carbon Fuel Credits

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## Low Carbon Fuel Credits

Low carbon fuel credits are different than carbon offsets.

**Low carbon fuel credits:** A mechanism for fuel suppliers in BC to meet the compliance requirements of BC's Low Carbon Fuel Standard.

**Carbon offsets:** A mechanism for companies and others to balance out the carbon they are emitting by investing in projects that either remove carbon from the atmosphere or avoid emitting it in the first place.



Low Carbon Fuel Credits

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## Selling Low Carbon Fuel Credits

- As the City is not a supplier of high carbon intensity fuels, the City doesn't need to use the low carbon fuel credits for compliance purposes.
- The City can choose to sell its low carbon fuel credits and invest into climate action initiatives.
- Credits are purchased by high carbon intensity fuel suppliers who are required to purchase credits for compliance.
- This incentivizes suppliers of high carbon intensity fuels to reduce their fuel's intensity and provides a financial investment to support the growth of low carbon intensity fuels.



Low Carbon Fuel Credits

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## Reinvesting in Climate Action

- It is recommended that the revenue from the sale of these existing credits be directed initially to the electrification of the City fleet.
- Purchasing electric vehicles to replace existing fleet vehicles is one of the most significant ways the City can reduce its corporate emissions.
- It is recommended that the revenue from the sale of future credits be directed to expanding the City's public EV charging network further.
- Supporting the community's transition to zero emissions vehicles is one of the high impact initiatives identified to accelerate climate action following Council's declaration of a climate emergency in 2019.



Low Carbon Fuel Credits

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## Recommendations

That Council:

1. Approve the City, as a Part 3 fuel supplier under the *Greenhouse Gas Reduction (Renewable and Low Carbon Fuel Requirements) Act*, to enter into contracts that enable the sale of the City's low carbon fuel credits, on terms and in a form satisfactory to the Director of Engineering and Public Works and the City Solicitor.
2. Direct staff to bring forward an amendment to the Delegation of Signing Authority Bylaw to authorize the Director of Engineering and Public Works and the Chief Financial Officer to approve the specific quantity and sale amounts received from a competitive bidding process or based on prevailing market prices values and sign contracts to effect such sales.



Low Carbon Fuel Credits

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## Recommendations

3. Direct revenue from such sales to electrification of City fleet and/or public EV charging infrastructure to continue to support and accelerate climate action; or to be transferred to the Climate Action Reserve for such use in future years.



Low Carbon Fuel Credits

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## Committee of the Whole Report

### For the Meeting of April 8, 2020

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**To:** Committee of the Whole **Date:** March 26, 2021  
**From:** Curt Kingsley, City Clerk  
**Subject:** Recommendation for Pacificanna at 1881 Fort Street

---

#### RECOMMENDATION

1. That Council direct staff to advise the Liquor and Cannabis Regulation Branch (LCRB):

The Council of the City of Victoria supports the application of Pacificanna at 1881 Fort Street to receive a provincial cannabis retail store license with the following comments:

- a. The Council recommends that the Liquor and Cannabis Regulation Branch issue a license to Pacificanna at 1881 Fort Street.
- b. City staff did not raise any concerns about this referral in terms of community impacts.
- c. Residents' views were solicited through a mail-out to property owners and occupiers within 100 meters of this address and to the relevant neighbourhood association.

The City sent 284 notices and received 10 responses. The City did not receive correspondence from the South Jubilee Neighbourhood Association.

2. That Council direct staff to advise the LCRB of Council's recommendation subject to the applicant's compliance with applicable City bylaws and permits.

#### EXECUTIVE SUMMARY

The Province of British Columbia is responsible for licensing cannabis retail stores. The Province refers applications to the City for a positive or negative recommendation, which must include residents' views. The City's *Cannabis Retail Store Licensing Consultation Policy and Fee Bylaw 18-120* establishes a public consultation process and fees to manage referrals.

The applicant completed a rezoning process for 1881 Fort Street on November 12, 2020.

The applicant has been compliant with the municipal bylaws which require that an applicant first obtain a provincial cannabis retail store license and a municipal storefront cannabis retailer business license before opening for business.

The City sent 284 notices and received 10 responses. The City did not receive correspondence from the South Jubilee Neighbourhood Association.

In the absence of a City policy for evaluating referrals from the Province for proposed cannabis retail stores, staff review previous operations and public input. Based on this, staff recommend that Council provide a positive recommendation for Seed and Stone at 901 Gordon Street.

## **PURPOSE**

The purpose of this report is to seek a Council resolution, in accordance with the requirements of the *Cannabis Control and Licensing Act*, regarding an application by Pacificanna at 1881 Fort Street to obtain a provincial cannabis retail store license.

## **BACKGROUND**

The LCRB issues cannabis retail store licences under the *Cannabis Control and Licensing Act* (the Act). LCRB refers an application to the City so that Council may recommend to issue or not to issue a provincial cannabis retail store licence. If Council provides a negative recommendation to the LCRB, the LCRB may not issue a licence to the applicant at the proposed location.

The City must consider the location of the proposed cannabis retail store, provide comments about community impact, and include the views of residents. The *Cannabis Retail Store Licensing Consultation Policy and Fee Bylaw* establishes a public consultation method and fees. Owners and occupiers of parcels within 100 metres of the proposed location, and the neighbourhood association for the area, and relevant City departments may provide written comments.

A provincially licensed cannabis retail store must obtain a municipal business licence to operate in the City. The *Business Licence Bylaw* and *Storefront Cannabis Retailer Regulation Bylaw 19-053* set out licensing and operating conditions for storefront cannabis retailers.

Council provided 16 positive recommendations and no negative recommendations.

## **ISSUES AND ANALYSIS**

There is no specific City policy to guide staff in evaluating a proposed cannabis retail store. Staff consider the applicant's compliance and enforcement history during previous operations as a cannabis retail store, if applicable, and input from residents and businesses within 100 metres of the proposed location.

### Applicant

Pacificanna is proposing a cannabis retail store at 1881 Fort Street.

The applicant completed a rezoning process at this address on November 12, 2020.

The applicant has been compliant with the municipal bylaws which require that an applicant first obtain a provincial cannabis retail store license and a municipal storefront cannabis retailer business license before opening for business.

### Community Impact

Bylaw Services, Sustainable Planning and Community Development, the Victoria Police Department did not indicate any concerns about impact on the community.

The Victoria Police Department comments are attached as Attachment A.

### Residents' Views

The City sent 284 notices and received 10 responses.

The City did not receive correspondence from the South Jubilee Neighbourhood Association.

Residents' views are attached as Appendix B.

#### Summary

Staff recommend that Council provide a positive recommendation for Pacificanna at 1881 Fort Street.

#### Applicant's Response

The applicant provided a letter responding to the staff report which is attached as Attachment C.

### **OPTIONS AND IMPACTS**

#### **Option 1 – Refer application with a positive local government recommendation to LCRB (Recommended)**

This option would enable to LCRB to issue a provincial cannabis retail store license.

#### **Option 2 – Refer application with a negative local government recommendation**

This option would prevent the Province from issuing a license to the applicant in this location. The applicant could apply at another location.

#### **Accessibility Impact Statement**

The recommended option has no accessibility implications.

### **CONCLUSION**

Pacificanna at 1881 Fort Street completed a rezoning for this property on November 12, 2020. The applicant has been compliant with municipal bylaws which require a provincial and municipal license before operating a cannabis retail store business. A positive recommendation would allow the Province to continue the provincial licensing process.

Respectfully submitted,

Monika Fedyczkowska  
Legislative and Policy Analyst

Curt Kingsley  
City Clerk

Susanne Thompson  
Deputy City Manager

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

#### **List of Attachments**

Attachment A: Victoria Police Department comments

Attachment B: Residents' views

Attachment C: Letter from applicant

**Attachment A: Victoria Police Department Comments**

This area is across from the Royal Jubilee Hospital. It is mostly residential with some commercial and medical buildings. The Victoria Police Department does not have any site-specific comments with respect to this application. We would rely upon the existing fit and proper results through the LCRB and their background checks through the RCMP, and the community consultation process through the City of Victoria, Sustainable Planning and Community Development. The Victoria Police Department will not be conducting any further background investigation on the application, partly due to the lack of information in the application.

## Amanda Ferguson

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**From:** Legislative Services email  
**Subject:** FW: Support for 1881 Fort Street

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**From:** Matt Dell <[REDACTED]>  
**Sent:** March 25, 2021 8:49 PM  
**To:** Legislative Services email <[LegislativeServices@victoria.ca](mailto:LegislativeServices@victoria.ca)>  
**Subject:** Support for 1881 Fort Street

Hello City of Victoria,

I'm writing in support of the rezoning proposal at 1881 Fort Street for the new cannabis dispensary. I live in South Jubilee about 2 blocks from the proposed development. My address is 1525 Fell. I live here with my wife and two young kids. I feel that this business will help add vibrancy to our neighbourhood and provide an important medical service to individuals who use cannabis for medical or recreational reasons. It's in a good busy area, with its own parking lot. We don't have a cannabis shop nearby, so this should provide a valuable service.

Thank you for your consideration,

-Matt Dell

1525 Fell Street

**From:** [REDACTED]  
**To:** [Legislative Services email](#)  
**Subject:** 1881 Fort Street Pacificanna Retail Cannabis  
**Date:** March 25, 2021 2:14:02 PM

---

To whom it may concern,

I live in the Jubilee neighborhood and understand a cannabis retail store (Pacificanna) is being proposed nearby. I just wanted to send a quick note that I am in favour of this application as it is a fantastic commercial location on Fort Street, with no alternatives anywhere close!

Sincerely,

David Bruun

[REDACTED] Victoria BC

PS: Please keep my contact info confidential



**From:** [REDACTED]  
**To:** [Legislative Services email](#)  
**Subject:** Pacificanna - 1881 Fort Street  
**Date:** March 25, 2021 11:32:51 PM

---

Hello,

I am addressing the property zoned for Cannabis as a retail store at 1881 Fort Street, as per the letter dated March 10, 2021 from the City of Victoria.

I live at 1803 Davie Street, with my son, steps away from this proposed retail outlet.

I am opposed to this proposal, as it seems like every corner somewhere in Victoria consists of a Cannabis store. I feel that there are enough of these stores in Victoria without having to be on the corner of a family oriented neighbourhood. It would be amazing if there would be another exciting business that doesn't involve some sort of drug related past time.

Between drugs, homelessness and mental issues, I feel that this would be a terrible addition to our family oriented neighbourhood.

Yes, cannabis is legal, but do we really need another one. So for that I am opposed.

Regards,

Emma Dixon-Will



Emma Dixon-Will  
MLS Award Winning Realtor  
Coldwell Banker Oceanside Real Estate

[REDACTED]  
[emmainvictoria@gmail.com](mailto:emmainvictoria@gmail.com)  
[REDACTED]

## Madison Heiser

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**From:** [REDACTED]  
**Sent:** Wednesday, March 24, 2021 9:42 AM  
**To:** Legislative Services email  
**Subject:** Re: Provincial Licence Application - Cannabis Retail @ 1881 Fort St., Victoria

Victoria City Council,

I'm a resident in the [REDACTED] and am writing to you regarding the Cannabis Application for 1881 Fort St., Victoria. I have no problem with this request for this business licence. I have been to another location of Pacificanna's in Fairfield and it is clean, well run and very secure. As cannabis is now legal I don't see much of a difference between a liquor store and a cannabis retailer as long as the owner follows all rules and regulations with respect to the sale of cannabis I believe this licence should be approved.

Please ensure that my name and address remain private.

Thank you,

[REDACTED]

## Madison Heiser

---

**From:** janine bandcroft [REDACTED]  
**Sent:** Monday, March 22, 2021 3:41 PM  
**To:** Legislative Services email  
**Subject:** re: cannabis retail store at 1881 Fort St.

Hello,

I'm writing to let you know I support the issuance of a provincial license to Pacificanna so they can proceed with opening a cannabis retail store at 1881 Fort St.

Thank you.

Janine Bandcroft  
1939 Lee Ave  
V8R 4W9

🌱🌱🌱🌱🌱🌱🌱🌱🌱🌱🌱🌱🌱🌱

[Check out my Plant Powered Covid Project!](#)

[REDACTED]

**Madison Heiser**

---

**From:** [REDACTED]  
**Sent:** Monday, March 22, 2021 5:30 PM  
**To:** Legislative Services email  
**Subject:** RE: Pacificanna - 1881 Fort Street

Good Afternoon,

I am writing in opposition of the marijuana shop planned for 1881 Fort Street in Victoria BC. I had thought it already had permission despite prior requests for feedback, as their business signage is up.

I have lived one block away, at 1975 Lee Avenue, for 10 years.

This is a peaceful residential neighbourhood, which has become less so with the rise of addiction and associated worsening mental health.

A pot store will surely thrive wherever it is, and will never go out of business. Once this license has been approved there will be no looking back.

I frequently drive past a pot store in another part of town, and cannot believe the amount of traffic I see coming and going.

I've watched as the City of Victoria has systematically attracted and enabled those with addiction issues to move to Victoria for free recourses without any expectation or requirement on the part of the addict. As a long-time resident, local business owner, and person who has known those with addiction, I am nearly hopeless as to the future of addiction and crime in Victoria. It is worsening by the hour, and I do not see how placing pot stores in quiet corners of residential areas will not add to these mounting problems.

Nearly every time I drive, there are cars driving in which someone is smoking pot. People cycle while smoking pot. The local police and bylaw officers seem totally overwhelmed and unsupported. I do not see the necessary systems and resources having been put in place to deal with these resulting issues, which I feel must happen before countless pot store licenses are handed out without proper due diligence.

Thank you sincerely,  
Erin

**Madison Heiser**

---

**From:** Shianne Adams [REDACTED]  
**Sent:** Thursday, March 18, 2021 11:32 AM  
**To:** Legislative Services email  
**Subject:** 1881 Fort Street Pacificanna Retail Cannabis

To whom it may concern,

I understand a cannabis retail store (Pacificanna) is being proposed a few hundred meters away from where I live. With no other cannabis options in the vicinity I am very excited for the new store to come to our neighborhood; it is much needed!

Sincerely,

Shianne Adams

2560 Foul Bay Rd.

PS: Please keep my contact info confidential

## Madison Heiser

---

**From:** Kathleen Laird [REDACTED]  
**Sent:** Wednesday, March 17, 2021 5:37 PM  
**To:** Legislative Services email  
**Subject:** 1881 Fort Street - Pacificanna provincial application

Legislative Services Department

I am a resident and homeowner at 1923 Davie Street looking at the side of the commercial property that the Pacificanna might move in to. Please take into consideration the effect that this business will have on its immediate neighbors and the South Jubilee community.

My main concerns about a new tenant is related to parking congestion, waste management, light pollution, deliveries and the customers attending the business.

It has been my experience that traffic congestion occurs in an already busy area that extends beyond the designated parking areas. Dumpsters can be seen from the sidewalk and have been unsecured and overflowing frequently and attracting people and animals. Emptying of the dumpsters are frequent, loud and block traffic. Lights are left on overnight and contribute to light pollution that shines into houses and a waste of energy. Large trucks deliver goods early in the morning, block traffic, honk and engines left running when no one is inside. I am also concerned about customers standing around before and after purchasing items at the store as well as security issues when the business is closed.

I would ask that you please request a review and request action on how these issues will be addressed from the business owner as well as the owner of the building units. As our City continues to grow it is important to reduce the impact on immediate neighbors and our community.

Kathleen Laird  
1923 Davie Street  
[REDACTED]

[REDACTED]

## Madison Heiser

---

**From:** [REDACTED]  
**Sent:** Friday, March 12, 2021 5:27 PM  
**To:** Legislative Services email  
**Subject:** Pacificanna License

I am opposed to the license of Pacificanna at 1881 fort street. I don't like the smell, and it will make the neighbourhood worse.

1975 Lee Ave, Victoria, BC V8R 4W9  
Please keep my name and email private.



## Madison Heiser

---

**From:** Laurel MacLean [REDACTED]  
**Sent:** Friday, March 12, 2021 4:33 PM  
**To:** Legislative Services email  
**Subject:** 1881 Fort Street

Good day,

I'm writing this email in response to the mail I received regarding the opening of a cannabis retail store at the above address.

I'm writing in support of this store and hope to welcome Pacificanna soon!

Best,  
Laurel



April 6<sup>th</sup>, 2021

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

**Re: Storefront Cannabis LCRB Referral, 1881 Fort Street, Victoria, BC. V8R 1K1.**

Attention: Mayor Lisa Helps and Members of Council

On behalf of Pacifcanna Holdings Ltd. I want to thank you for the consideration of our proposed retail cannabis store. Pacifcanna currently operates three retail cannabis stores in British Columbia, and look forward to the expansion of our retail network in our hometown of Victoria.

The next closest retail cannabis store currently sits almost 1km away at the Oak Bay junction, with our store filling the gap in an underserved neighborhood. We expect to employ 6-8 staff and would be operating along the busy Fort Street corridor of the Jubilee neighborhood, providing a new service in a commercial building that contains other retail tenants. Being located within the busy centre we expect to compliment/improve conditions on surrounding businesses, and with limited hours of operation do not expect to have any negative impacts on our immediate neighbors.

The principles involved in the proposed cannabis store are lifetime local Victorians and have extensive experience in many sectors including retail and hospitality. In particular their family business has successfully retailed a controlled substance for 25+ years (liquor) across British Columbia, including here in the City of Victoria. They have also been successful retail cannabis operators with three stores operating in British Columbia since 2019, including one in Victoria at the Fairfield Plaza.

Thank you again for this opportunity and we look forward to working with you.

Sincerely,

A handwritten signature in blue ink that reads 'Dan Sanders'.

Pacifcanna Holdings Ltd.



## **Committee of the Whole Report**

### **For the Meeting of April 8, 2021**

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**To:** Committee of the Whole **Date:** April 1, 2021  
**From:** Susanne Thompson, Deputy City Manager and Chief Financial Officer  
**Subject:** 2021 Financial Plan Update - Police Budget Allocation Formula and Request for Additional Officers to Support Bylaw Services

---

### **RECOMMENDATION**

That Council:

1. Approve an increase of \$296,122 or 0.21% in property taxes to fund the shift of policing costs due to the phase-in of the new budget allocation formula
2. Approve \$25,000 for additional policing support for bylaw services staff for the month of April 2021 from the 2021 contingency budget
3. Forward this motion to the daytime Council meeting of April 8, 2021

### **EXECUTIVE SUMMARY**

Council concluded budget discussions and provided final direction on the 2021 Financial Plan in January, resulting in an overall property tax increase of 1.82%. Since that time, two additional items related to policing have been identified for Council's consideration.

The Victoria Police Department, under the oversight of the amalgamated Victoria-Esquimalt Police Board, provides policing to the City of Victoria and the Township of Esquimalt. In 2020, the Province completed a review of the budget allocation formula for policing. The new formula results in shifting of approximately \$600,000 to Victoria. The attached letter from the Director of Police Services clarifies that this change would be phased-in with 50% of the cost impact in 2021 and the remainder in 2022. Therefore, the impact to the City's budget for 2021 would be \$296,122. Since this is an ongoing cost, it is recommended that it be funded through property taxes resulting in an overall increase of 2.03%, which is lower than Council's target of inflation plus 1% (2.1%).

The Framework Agreement still requires amendments to effect this change; however, to allow sufficient time to complete the 2021 budget and tax rates before legislated deadlines, Council's decision is requested today.

Earlier this year, Council approved funding for additional police officers for four hour per day/seven days per week for January 1 to March 31, 2021 to support City of Victoria Bylaw Services in carrying out their duties at the various encampments within the city. The Police Department has submitted a request for \$25,000 to continue this arrangement for the month of April. Should Council wish to approve this request, the recommended funding source is the 2021 contingency budget.

Respectfully submitted,

Susanne Thompson  
Deputy City Manager and Chief Financial Officer

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

**List of Attachments**

Appendix A – Letter from Director of Police Services



March 31, 2021  
Ref: 617036

Her Worship Lisa Helps  
Lead Co-Chair, Victoria-Esquimalt Police Board  
850 Caledonia Avenue  
Victoria BC V8T 5J8

Her Worship Barb Desjardins  
Deputy Co-Chair, Victoria-Esquimalt Police Board  
1229 Esquimalt Road  
Victoria BC V9A 3P1

Dear Mayor Helps and Mayor Desjardins:

Thank you for your letter of March 26, 2021 seeking clarification of the “two year” timeline recommended in Doug LePard’s report: *Budget Allocation Formula for Policing in the City of Victoria and the Township of Esquimalt*, dated September 15, 2020.

Police Services’ staff have consulted Mr. LePard regarding your question. I can confirm that, after weighing all the information and competing interests, his recommendation for the transition to the new Budget Allocation Formula was for a two-year period beginning with the 2021 police budget. Mr. LePard’s expectation was that half the budget increase for the City of Victoria and corresponding decrease for the Township of Esquimalt would be implemented in 2021 with full implementation in the 2022 police budget.

The Terms of Reference for the s. 42 study had specific timelines to align Mr. LePard’s recommendations on cost sharing with the budget process set out under s. 27 of the *Police Act*, specifically the requirement to submit a provisional budget to the municipalities by November 30, 2020.

.../2

Mayor Helps and Mayor Desjardins  
Page 2

I trust this will assist your discussions.

Regards,



Wayne Rideout  
Assistant Deputy Minister  
And Director of Police Services  
Policing and Security Branch



## Committee of the Whole Report For the Meeting of April 8, 2021

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**To:** Committee of the Whole **Date:** March 29, 2021  
**From:** Jo-Ann O'Connor, Deputy Director of Finance  
**Subject:** Revenue and Tax Policy Benchmark Monitoring and 2021 Tax Rates

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### RECOMMENDATIONS

That Council:

1. Approve 2021 tax rates in alignment with the Revenue and Tax Policy as follows:

Residential	3.0982
Utility	36.0440
Major Industrial	11.1231
Light Industrial	11.1231
Business	11.1231
Rec/Non Profit	6.1384

2. Direct staff to bring forward Tax Bylaw, 2021 for introductory readings to the daytime Council meeting on April 15, 2021.

### EXECUTIVE SUMMARY

Under the *Community Charter*, as part of the financial plan, Council is required to outline its objectives and policies regarding revenue proportions by funding source; distribution of property taxes among property classes; and permissive property tax exemptions. In addition, before adopting the annual property tax bylaw, Council must consider the tax rates proposed in conjunction with its objectives and policies for the distribution of property taxes among property classes. The City's Revenue and Tax Policy outlines these objectives and policies.

Due to the ongoing COVID-19 pandemic, the benchmarks that are outlined in this report are likely not helpful indicators for this year's tax rate setting. However, they are included in the report for consistency.

The overall revenue increase for property taxes equals \$2.6 million or 1.82%. Assessed values increased for residential properties by an average of 2.26% and decreased for business by an average of -5.29%. Council's decision on how to allocate taxes among the property classes determines the property tax change for a property with an average change in assessed value in each class.

Allocating the property tax increase per the current Revenue and Tax Policy equates to an increase of \$43 for an average residential property assessed at \$834,000 and \$122 for a typical business property assessed at \$647,000.

The recommended tax rates option reflects the Council-approved Revenue and Tax Policy.

## PURPOSE

The purpose of this report is to provide updated benchmark measures related to the City's Revenue and Tax Policy and seek direction on 2021 tax rates.

## BACKGROUND

Under section 165 of the *Community Charter*, as part of the financial plan, Council is required to outline its objectives and policies regarding revenue proportions by funding source; distribution of property taxes among property classes; and permissive property tax exemptions. In addition, under section 197, before adopting the annual property tax bylaw, Council must consider the tax rates proposed in conjunction with its objectives and policies for the distribution of property taxes among property classes. The City's Revenue and Tax Policy outlines these objectives and policies.

In BC, property assessments are undertaken by BC Assessment and form the basis on which taxation at the local level is established through the variable tax rate system in the Community Charter. There are nine different property classes under this system. Within the City, there are seven property classes, each of which has a specific tax rate established by Council. City Policy noted below establishes some framework for the way in which City taxes are apportioned between the various property classes.

The annual tax bylaw must be approved before May 15<sup>th</sup> each year, but after the financial plan bylaw as required under section 197 of the Community Charter.

The policies on Distribution of Property Taxes among Property Classes, as detailed in the City's Revenue and Tax Policy are:

### **Policy 2.0**

Maintain the current share of distribution of property taxes among property classes, excluding the impact of new assessment revenue, by allocating tax increases equally. Business and industrial classes will be grouped as outlined in Policy 2.1.

### **Policy 2.1**

Tax rates for the light and major industrial tax classes will be equal to the business tax rate to support the City's desire to retain industrial businesses.

### **Policy 2.2**

Farm tax rates will be set at a rate so taxes paid by properties achieving farm status will be comparable to what the property would have paid if it were assessed as residential.

Market value changes that result in uneven assessment changes between property classes result in a tax burden shift to the class experiencing greater market value increases, unless tax ratios are modified.

Until 2007, it was Council's practice to modify tax ratios to avoid shifts *between* property classes, due to uneven assessed value changes. This practice provided tax increases that were equal for all classes.

For 2007 and 2008 Council chose to hold the business class and industrial class ratios at the 2006 level. This resulted in a higher tax increase being passed on to the residential class compared to business and industrial.

In 2009 Council adopted the Revenue and Tax Policy. The industrial tax ratios were reduced to the same level as the business tax ratio. The business and industrial class ratios were also reduced marginally in 2009, 2010 and 2011.



In 2012, a comprehensive review of the Revenue and Tax Policy was conducted to determine if Council's objective of reducing the tax burden on the business class was appropriate and if so, that the mechanism of achieving the objective (reduction of tax ratio) was the most effective mechanism. The review concluded that additional relief for the business tax class was warranted. However, the tax ratio was not the best mechanism for achieving that goal; a better mechanism was tax share. As a result, Council changed the policy to focus on the tax share rather than tax ratios, and to reduce the business class share of property taxes from 49.35% to 48%, excluding new property tax revenue from new construction, over three years (2012-2014).

Since the final year of implementation for the policy was 2014, and in accordance with Council's direction, another comprehensive review of the policy was completed, including the analysis of the same indicators from the 2011 review. Based on the findings, it was recommended that no further shifting of taxes be done. On January 29, 2015, Council approved maintaining the current share of distribution of property taxes among property classes excluding the impact on new assessment, and directed staff to annually bring forward a monitoring report on benchmarks as outlined in the January 29, 2015 report.

Since that time, Council has reviewed the benchmarks annually and no changes have been made to the Revenue and Tax Policy. However, in 2016 Council held the business tax share to 48% and in 2018 Council shifted taxes from business to residential.

## ISSUES & ANALYSIS

The following section outlines the 2020 benchmark measures, followed by tax rate options for 2021 for Council's consideration.

### **Revenue and Tax Policy Benchmark Measures**

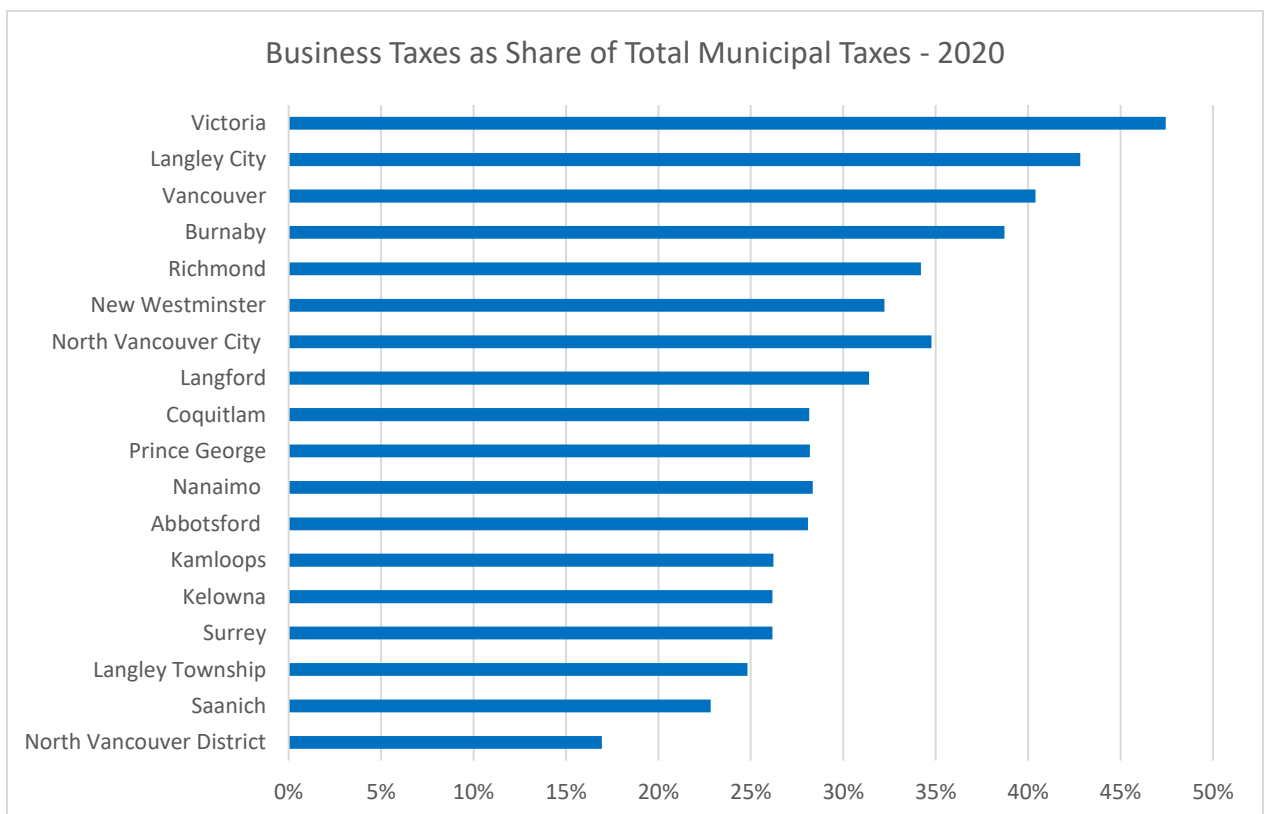
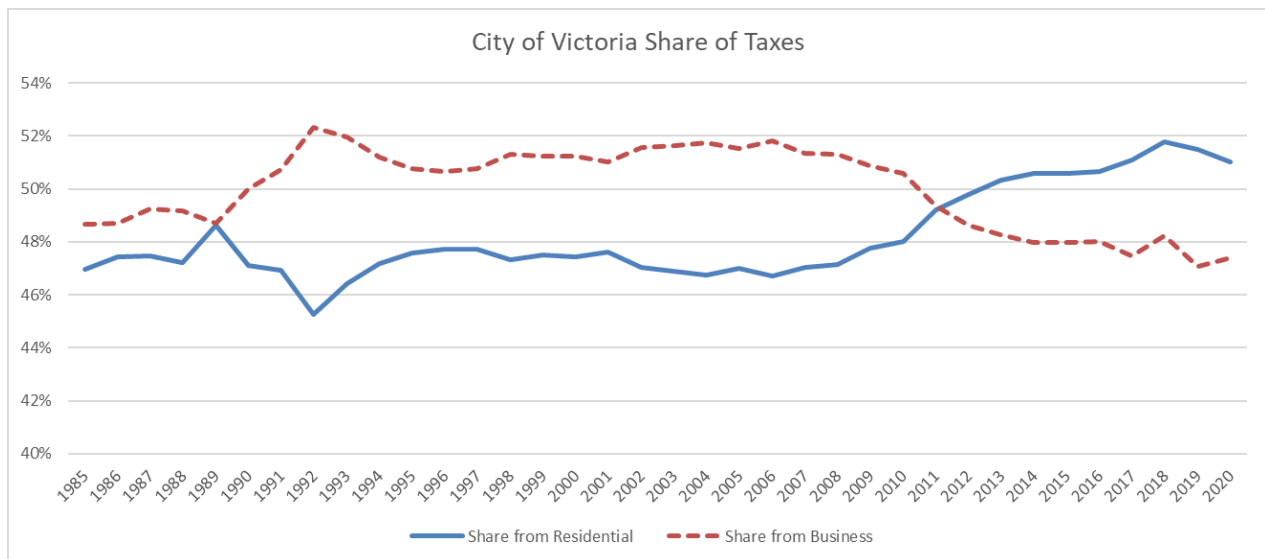
Below are the benchmark measures that Council directed staff to monitor annually. These benchmarks can inform Council's decision on the desired share of property tax distribution among property classes.

<b>Benchmark</b>	<b>2019 Measure</b>	<b>2020 Measure</b>
Share of Taxes – excluding NMC:		
Business	47.06%	47.39%
Non-residential (including business)	48.49%	48.96%
Residential	51.50%	51.03%
Business Tax Ratio	3.4794	3.3250
Ratio of business/residential building assessment	48.0	46.8
Business Property Tax Rates	10.9821	10.3581
Residential Taxes per capita	\$774.88	\$769.66
% value of commercial building permits in CRD*	n/a	n/a
Ratio of commercial to residential building permits*	n/a	n/a
Vacancy rates – downtown office buildings	4.70%	7.10%
Vacancy rates – suburban office buildings	5.60%	5.00%
Downtown retail vacancy rates	3.10%	6.00%

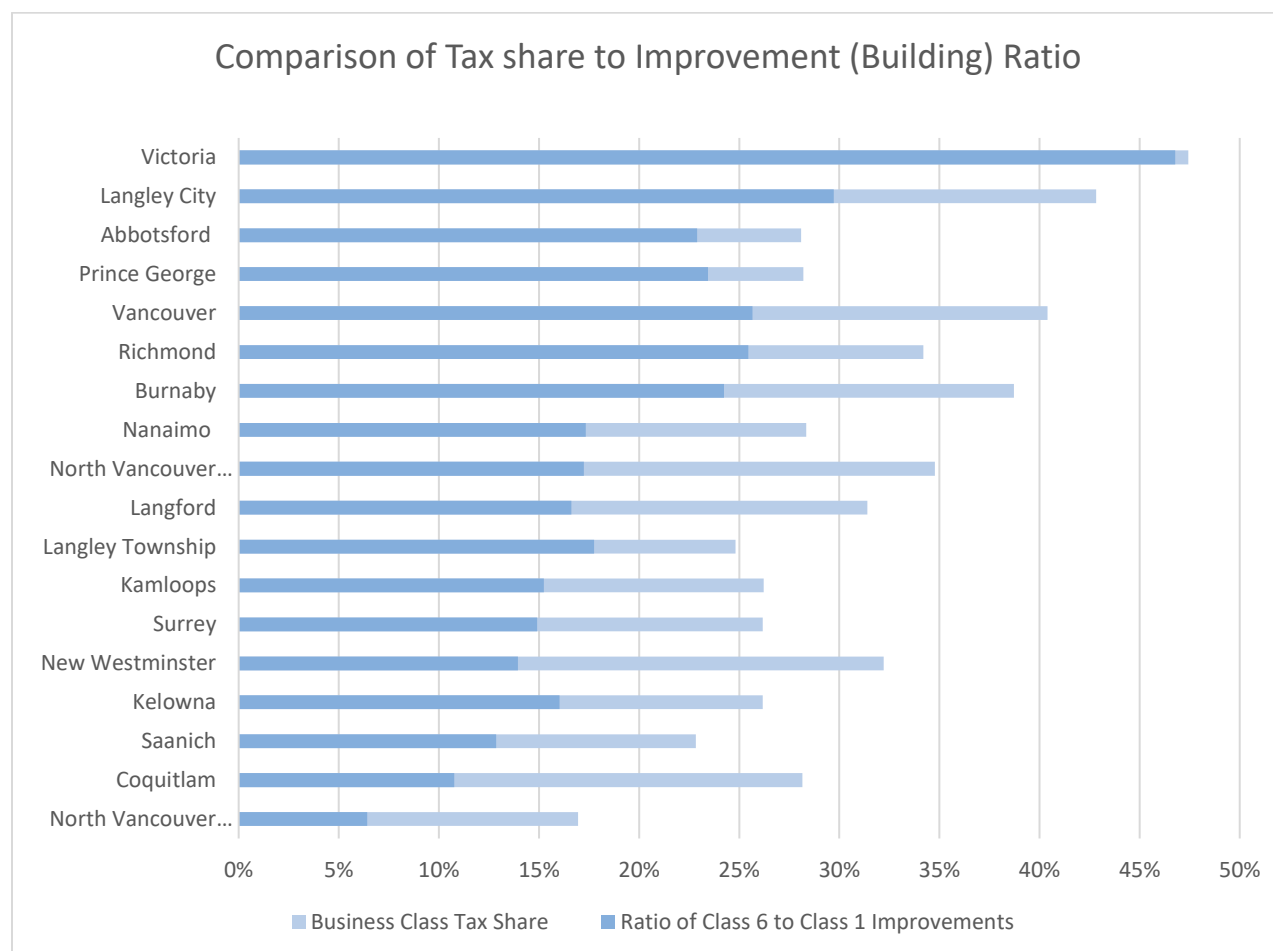
\* At the present time, BC Stats no longer produces building permit statistics

## Share of Taxes

In 2020, the share of municipal taxes paid by the business class remained high when compared to other municipalities. However, the share of taxes paid by the business class continues to be at a historical low for Victoria.



The review done in 2015 concluded that based on the following indicator, the share of taxes paid by the business class is not considered unreasonable given the City's high concentration of commercial properties and relatively small footprint. This concentration can be measured by comparing business class building values to residential class building values. The building values are an estimate of the value of the physical structures on the land and exclude the value of land itself. As the chart below depicts, the City's ratio is even, whereas the comparable municipalities collect a larger share of taxes from the business class compared to the building values.

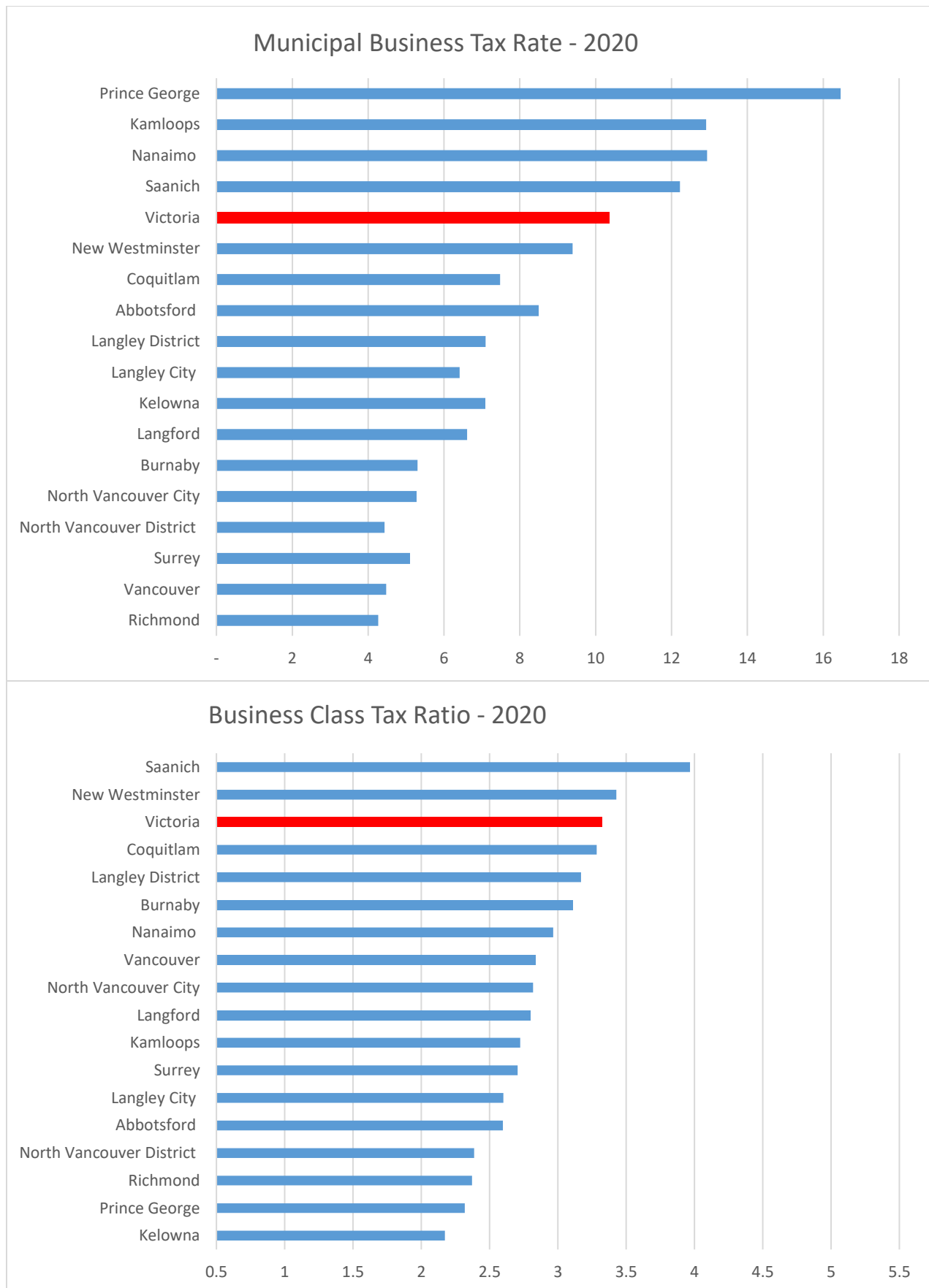


### Business Tax Ratio & Tax Rates

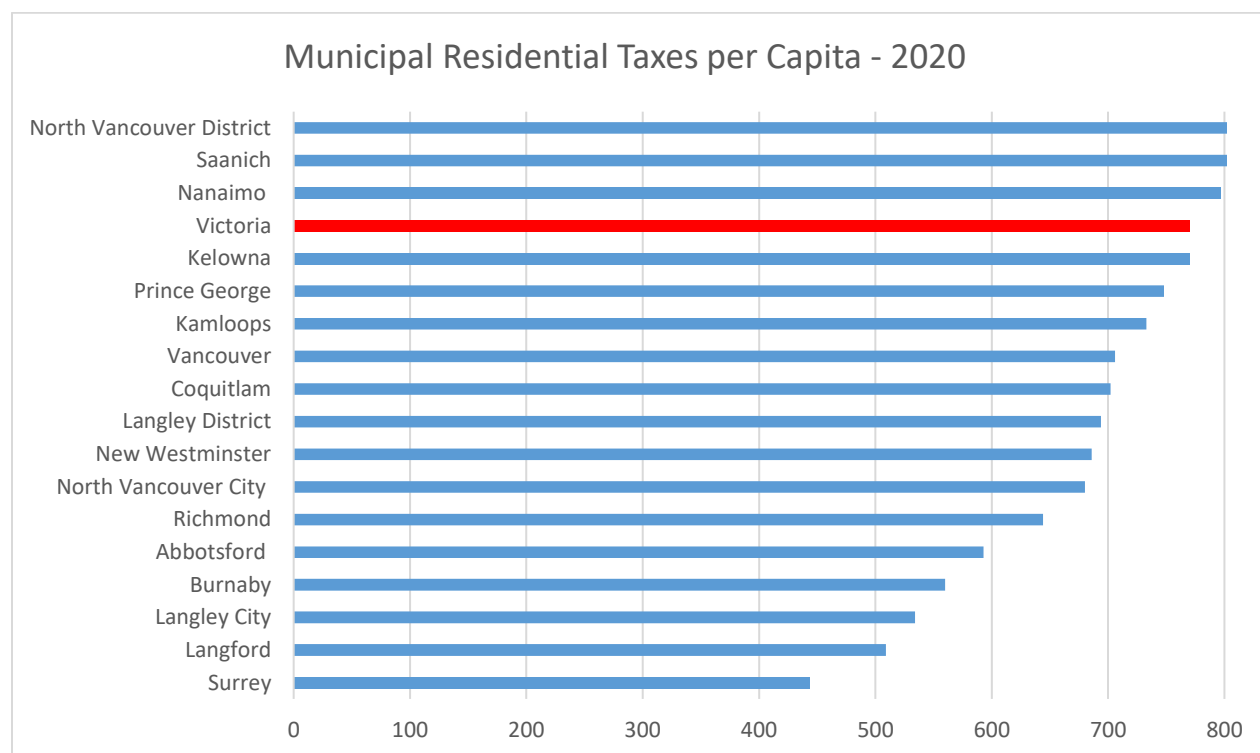
From 2019 to 2020, there were changes in the business tax ratio and business class tax rates. Overall assessed values for the business and residential classes increased 5.98% for business and 1.28% for residential and tax rates decreased; however, the ratio decreased due to the higher assessed value increase for commercial properties. The business class tax ratio decreased from 3.4793 to 3.3250, and there was a slight change in the tax share per class, excluding the impact of new assessment. The ratio decrease was a direct result of market forces and not tax policy.

City of Victoria business tax rates are higher than many comparable municipalities. The usefulness of this measure is limited by differences in land values among communities. For example, tax rates

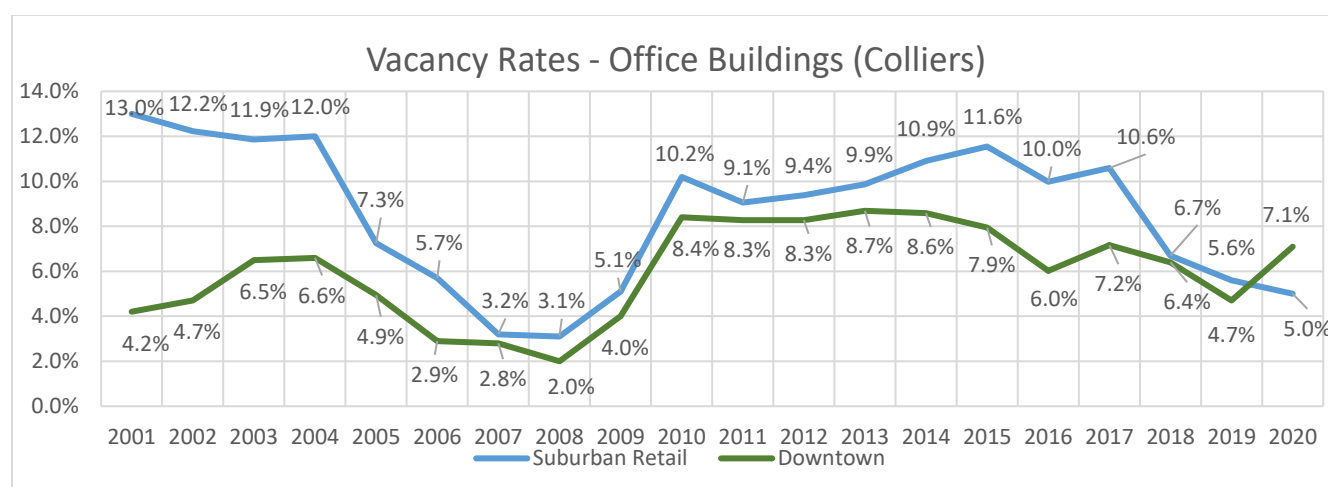
in the Lower Mainland are generally lower than in Victoria, but land values are higher.



Despite how the tax burden is shared between property classes, the overall tax burden remains high when compared to neighbouring and comparable communities. One of the reasons for higher taxes is the fact that Victoria, as the downtown core of the region, incurs greater costs in some service areas than neighbouring communities. Victoria ranks fourth highest in residential taxes per capita in the group of comparable municipalities.

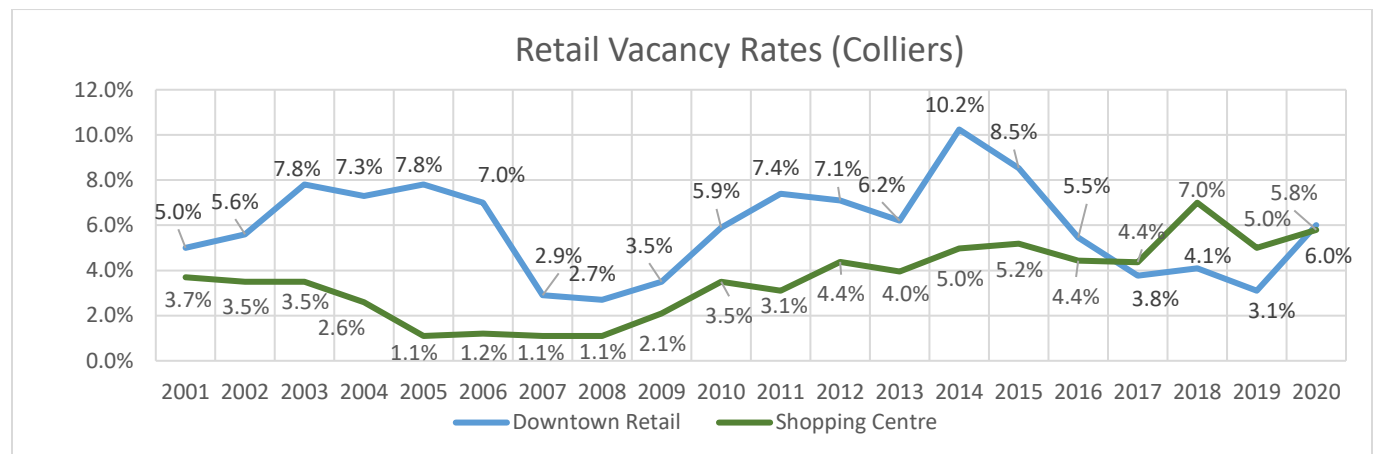


**Vacancy Rates** Downtown office vacancy rates increased from 2019 (4.70%) through 2020 (7.10%) while Suburban office vacancy rates saw a slight reduction from 2019 (5.6%) through 2020 (5.00%). This stability is attributed to public and private sector entities ability to maintain significant quantities of office space during the pandemic.



Downtown retail vacancy rates increased from 2019 (3.1%) through 2020 (6.0%). With many downtown employees working from home and tourism significantly reduced, the increase in vacancy rates is a testament to the pressures downtown retailers continue to face. Shopping centre vacancy rates increased slightly from 2019 (5.0%) through 2020 (5.8%). The Suburban

shopping centre market remained stable due to a significant number of centres with retailers providing essential goods and services and a lack of new inventory. Interior enclosed shopping centres continue to face significant challenges during the pandemic due to increased consumer preference towards online shopping.



Should Council wish to make a change to the existing Revenue and Tax Policy, a motion outlining the desired changes would accomplish that.

## 2021 Tax Rate Alternatives

For 2021, assessed values increased for residential properties by an average of 2.26% and decreased for business by an average of -5.29%. Taxpayers will not necessarily experience a similar change in their property taxes because it is the individual property's assessment change as compared to the average change in assessment for the entire property class that will dictate the property tax change for that specific property. If a residential property has a greater than 2.26% increase in assessed value, then that property will experience a higher than average tax change and vice versa. Council's decision on how to allocate taxes among the property classes will determine the property tax change for a property with an average change in assessed value in each class. Since the total assessed value increase for the residential class is higher than the change for business, the business class ratio will be mathematically increased if the current policy of allocating an equal tax change is implemented.

There are a number of alternatives for the distribution of taxes among tax classes for Council's consideration. These are only a few of the possible options, but are identified here to illustrate the various tax policies that Council has implemented in past years. The recommended option is the one that reflects the Council-approved Revenue and Tax Policy.

### Option 1 – Equalize tax change, hold industrial tax rate same as business (current tax policy) – recommended

Current tax policy equalizes any tax increase or decrease, with the exception of industrial classes which are held at the same tax rate as business. As outlined in the following table, for 2021, all but industrial classes would see an increase of 1.71% whereas industrial classes would see changes reflecting the assessment changes for those classes.

	<u>Tax Ratio</u>	<u>Tax Share</u> <u>Excluding NMC</u>	<u>Tax Rate</u>	<u>Tax Change</u>	<u>2020 Tax Rates</u>
Residential	1.0000	50.43%	3.0982	1.71%	3.1152
Utility	11.6339	0.57%	36.0440	1.71%	34.4916
Major Industrial	3.5902	0.13%	11.1231	11.28%	10.3581
Light Industrial	3.5902	0.86%	11.1231	14.63%	10.3581
Business	3.5902	47.83%	11.1231	1.71%	10.3581
Rec/Non Profit	1.9813	0.18%	6.1384	1.71%	6.8316

The increase would be approximately \$43 for the average residential property (\$834,000 assessed value) and \$122 for a typical business (\$647,000 assessed value).

### Option 2 – Equalize tax change across all tax classes (tax policy prior to 2007)

This option would result in an overall property tax increase of 1.82%. However, industrial classes would have different tax rates than business.

	<u>Tax Ratio</u>	<u>Tax Share</u> <u>Excluding NMC</u>	<u>Tax Rate</u>	<u>Tax Change</u>	<u>2020 Tax Rates</u>
Residential	1.0000	50.48%	3.1015	1.82%	3.1152
Utility	11.6349	0.57%	36.0862	1.82%	34.4916
Major Industrial	3.2815	0.12%	10.1777	1.82%	10.3581
Light Industrial	3.1855	0.77%	9.8800	1.82%	10.3581
Business	3.5902	47.89%	11.1352	1.82%	10.3581
Rec/Non Profit	1.9813	0.18%	6.1451	1.82%	6.8316

The increase would be approximately \$46 for the average residential property (\$834,000 assessed value) and \$129 for a typical business (\$647,000 assessed value).

Option 3 – maintain the business tax share at 48%, excluding new assessment revenue (tax policy from 2012-2014 was to reduce share to 48%)

This option would result in a larger tax increase for business compared to residential and does not reflect the changes to new assessments coming on-stream since the shift in 2014. The resulting tax rates are outlined in the following table:

	<u>Tax Ratio</u>	<u>Tax Share</u> <u>Excluding NMC</u>	<u>Tax Rate</u>	<u>Tax Change</u>	<u>2020 Tax Rates</u>
Residential	1.0000	50.26%	3.0882	1.38%	3.1152
Utility	11.6340	0.57%	35.9285	1.38%	34.4916
Major Industrial	3.6139	0.13%	11.1606	11.66%	10.3581
Light Industrial	3.6139	0.86%	11.1606	15.01%	10.3581
Business	3.6139	48.00%	11.1606	2.05%	10.3581
Rec/Non Profit	1.9813	0.18%	6.1187	1.38%	6.8316

The increase would be approximately \$35 for the average residential property (\$834,000 assessed value) and approximately \$148 for a typical business (\$647,000 assessed value).

Option 4 – hold ratios same as in 2020 (tax policy 2007-2011)

This option would result in a decrease for business compared to residential due to the assessment decrease for business properties as outlined in the following table:

	<u>Tax Ratio</u>	<u>Tax Share</u> <u>Excluding NMC</u>	<u>Tax Rate</u>	<u>Tax Change</u>	<u>2020 Tax Rates</u>
Residential	1.0000	52.32%	3.2144	5.52%	3.1152
Utility	11.0720	0.57%	35.5899	0.42%	34.4916
Major Industrial	3.3250	0.12%	10.6879	6.93%	10.3581
Light Industrial	3.3250	0.83%	10.6879	10.14%	10.3581
Business	3.3250	45.96%	10.6879	-2.27%	10.3581
Rec/Non Profit	2.1930	0.20%	7.0492	16.80%	6.8316

The *increase* would be approximately \$140 for the average residential property (\$834,000 assessed value) and the *decrease* approximately \$158 for a typical business (\$647,000 assessed value).

## **OPTIONS & IMPACTS**

Option 1: Do not amend the revenue and tax policy and approve tax rates as outlined in option 1 above (recommended)

This option will pass on equal tax increases to all classes, except major and light industry whose tax rates will remain the same as business.

Impacts: Tax increases will be shared equally among tax classes, excluding major and light industry whose property tax changes will depend on changes to assessed values.

Option 2: Amend the revenue and tax policy to shift taxes away from or toward the business class as determined by Council

This option will increase or reduce the burden on the business class with the equal and opposite burden to the residential class. This will influence the City's tax ratio and share of taxes, but overall taxes collected by the City will remain the same.



## **CONCLUSION**

As identified during the comprehensive tax policy review in 2015, there is no single indicator that can be used to demonstrate whether taxes should be shifted from one tax class to another. Therefore, a number of benchmark measures are provided to inform Council's decision making.

Respectfully submitted,

Jo-Ann O'Connor  
Deputy Director of Finance

Susanne Thompson  
Deputy City Manager/CFO


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

## **List of Attachments**

Appendix A: Revenue and Tax Policy

Appendix B: 2021 Tax Rate Alternatives Including the New Police Budget Allocation Formula Impact

## Appendix A – Revenue and Tax Policy

 <b>CITY OF VICTORIA</b>	<b>REVENUE AND TAX POLICY</b>	
	<b>No.</b>	<b>Page 1 of 3</b>
<b>SUBJECT:</b> Revenue and Tax Policy		
<b>PREPARED BY:</b> Finance		
<b>AUTHORIZED BY:</b> City Council		
<b>EFFECTIVE DATE:</b> February 16, 2009		<b>REVISION DATE:</b> January 29, 2015
<b>REVIEW FREQUENCY:</b> Annually		

### PURPOSE

The purpose of the Revenue and Tax Policy is to outline the proportions of revenue sources, the distribution of property taxes among property classes and the use of permissive property tax exemptions.

### OBJECTIVES

- To provide tax payers with stable, equitable and affordable property taxation while at the same time providing high quality services.
- To support the OCP and other City plans as well as complement the Regional Context Statement.

### POLICIES

#### 1. Revenue Proportions by Funding Sources

Property taxes are the main source of revenue for the City and pay for services such as police and fire protection, bylaw enforcement, and infrastructure maintenance. Property taxes provide a stable and consistent source of revenue for services that are difficult or undesirable to fund on a user pay basis. Therefore, property taxes will continue to be the City's major source of revenue.

However, it is the City's desire to charge user fees where feasible. Some programs, such as recreation, are partially funded by user fees. The City also has several self-financed programs that are fully funded by user fees. These include Water Utility, Sewer Utility, Garbage Utility, and the Victoria Conference Centre.

#### Policy 1.0

User pay funding will be used for such services that are practical and desirable to fund on a user pay basis.

Services that are undesirable or impractical to fund on a user pay basis will be funded by property taxes.

#### Policy 1.1

The City will continue to explore alternative revenue sources to diversify its revenue base.

## **2. Distribution of Property Taxes Among Property Classes**

Market value changes that result in uneven assessment changes between property classes result in a tax burden shift to the class experiencing greater market value increases unless tax ratios are modified to mitigate the shift.

Until 2007, it was Council's practice to modify tax ratios to avoid such shifts. This equalization practice provided an effective tax increase that was equal for all classes. It is important to be aware that this practice only avoids shifts *between* property classes. There is still a potential for shifts *within* a property class where one property has experienced a market value change that is greater than the average for that class.

However, starting in 2007, business and industrial tax ratios have been held constant in recognition of the larger tax burden that has been placed on those classes. This resulted in higher tax increases being passed on to the residential class compared to business and industrial.

The pressure continues across the country to reduce the tax burden on the business and industrial classes. In recognition of this, and the desire to support a healthy business environment, Council's goal is to have a business class tax burden that is equitable.

In 2012, a comprehensive review of the Revenue and Tax Policy was conducted to determine if Council's objective of reducing the tax burden on the business class was appropriate and if so, that the mechanism of achieving the objective (reduction of tax ratio) was the most effective mechanism to achieve the goal. The review concluded that additional relief for the business tax class was warranted. However, the tax ratio was not the best mechanism of achieving that goal. As a result, Council approved the following policy objective: *To reduce the business property tax class share of the total property tax levy to 48% over three years (2012-2014). The redistribution excludes impact of new assessment revenue. The total redistribution of the tax levy was \$1.51 million.*

In 2015, an update review was completed and based on the findings, policy 2.0 was amended to maintain the current share of taxes among tax classes.

### **Policy 2.0**

Maintain the current share of distribution of property taxes among property classes, excluding the impact of new assessment revenue, by allocating tax increases equally. Business and industrial classes will be grouped as outlined in Policy 2.1.

### **Policy 2.1**

Tax rates for the light and major industrial tax classes will be equal to the business tax rate to support the City's desire to retain industrial businesses.

### **Policy 2.2**

Farm Tax Rates will be set at a rate so taxes paid by properties achieving farm status will be comparable to what the property would have paid if it were assessed as residential.

### **3. Use of Permissive Property Tax Exemptions**

The City continues to support local non-profit organizations through permissive tax exemptions. Each year, a list of these exemptions is included in the City's Annual Report.

In addition, the City offers a Tax Incentive Program to eligible owners of downtown heritage designated buildings to offset seismic upgrading costs for the purposes of residential conversion of existing upper storeys. The exemptions are for a period up to ten years.

The City encourages redevelopment of lands within the City and the use of environmentally sustainable energy systems for those developments through revitalization property tax exemptions.

#### **Policy 3.0**

Permissive property tax exemptions are governed by the City's Permissive Property Tax Exemption Policy, which outlines the criteria for which property tax exemptions may be granted.

#### **Policy 3.1**

Heritage property tax exemptions are governed by the City's Heritage Tax Incentive Program.

#### **Policy 3.2**

Revitalization property tax exemptions are governed by the City's Revitalization Tax Exemption (Green Power Facilities) bylaw.

## APPENDIX B

### **2021 Tax Rate Alternatives Including the New Police Budget Allocation Formula Impact**

On today's agenda, there is an update report relating to funding for policing for 2021. The purpose of this appendix is to outline the new tax rate alternatives should Council choose to fund the shift of policing costs due to the phase-in of the new budget allocation formula through a property tax increase as outlined in that separate report.

The Province provided a letter clarifying the phase-in of the budget allocation formula for policing after the initial 2021 Tax Rate Report was completed. This new formula would be phased in over two years, with a 50% shift in 2021 and the remainder in 2022. The impact to the City's 2021 budget would be an increase of \$296,122; or a 0.21% increase to property taxes, for an overall increase of 2.03% which is less than the Council directed maximum target of inflation plus 1% (2.1% for 2021.)

Should Council choose to fund the shift of policing costs through a property tax increase, below are the alternatives for Council's consideration.

#### **Option 1 – Equalize tax change, hold industrial tax rate same as business (current tax policy) – recommended**

Current tax policy equalizes any tax increase or decrease, with the exception of industrial classes which are held at the same tax rate as business. As outlined in the following table, for 2021, all but industrial classes would see an increase of 1.91% whereas industrial classes would see changes reflecting the assessment changes for those classes.

	<u>Tax Ratio</u>	<u>Tax Share</u> <u>Excluding NMC</u>	<u>Tax Rate</u>	<u>Tax Change</u>	<u>2020 Tax Rates</u>
Residential	1.0000	50.43%	3.1045	1.91%	3.1152
Utility	11.6339	0.57%	36.1172	1.91%	34.4916
Major Industrial	3.5902	0.13%	11.1457	11.51%	10.3581
Light Industrial	3.5902	0.86%	11.1457	14.86%	10.3581
Business	3.5902	47.83%	11.1457	1.91%	10.3581
Rec/Non Profit	1.9812	0.18%	6.1506	1.91%	6.8316

The increase would be approximately \$48 for the average residential property (\$834,000 assessed value) and \$136 for a typical business (\$647,000 assessed value).

#### **Option 2 – Equalize tax change across all tax classes (tax policy prior to 2007)**

This option would result in an overall property tax increase of 2.02%. However, industrial classes would have different tax rates than business.

	<u>Tax Ratio</u>	<u>Tax Share</u> <u>Excluding NMC</u>	<u>Tax Rate</u>	<u>Tax Change</u>	<u>2020 Tax Rates</u>
Residential	1.0000	50.48%	3.1078	2.02%	3.1152
Utility	11.6340	0.57%	36.1566	2.02%	34.4916
Major Industrial	3.2811	0.12%	10.1971	2.02%	10.3581
Light Industrial	3.1855	0.77%	9.9000	2.02%	10.3581
Business	3.5902	47.89%	11.1578	2.02%	10.3581
Rec/Non Profit	1.9812	0.18%	6.1573	2.02%	6.8316

The increase would be approximately \$51 for the average residential property (\$834,000 assessed value) and \$144 for a typical business (\$647,000 assessed value).

Option 3 – maintain the business tax share at 48%, excluding new assessment revenue (tax policy from 2012-2014 was to reduce share to 48%)

This option would result in a larger tax increase for business compared to residential and does not reflect the changes to new assessments coming on-stream since the shift in 2014. The resulting tax rates are outlined in the following table:

	<u>Tax Ratio</u>	<u>Tax Share</u> <u>Excluding NMC</u>	<u>Tax Rate</u>	<u>Tax Change</u>	<u>2020 Tax Rates</u>
Residential	1.0000	50.26%	3.0945	1.58%	3.1152
Utility	11.6338	0.57%	36.0008	1.58%	34.4916
Major Industrial	3.6139	0.13%	11.1832	11.88%	10.3581
Light Industrial	3.6139	0.86%	11.1832	15.25%	10.3581
Business	3.6139	48.00%	11.1832	2.26%	10.3581
Rec/Non Profit	1.9812	0.18%	6.1308	1.58%	6.8316

The increase would be approximately \$40 for the average residential property (\$834,000 assessed value) and approximately \$160 for a typical business (\$647,000 assessed value).

Option 4 – hold ratios same as in 2020 (tax policy 2007-2011)

This option would result in a decrease for business compared to residential due to the assessment decrease for business properties as outlined in the following table:

	<u>Tax Ratio</u>	<u>Tax Share</u> <u>Excluding NMC</u>	<u>Tax Rate</u>	<u>Tax Change</u>	<u>2020 Tax Rates</u>
Residential	1.0000	52.32%	3.2209	5.73%	3.1152
Utility	11.0720	0.57%	35.6621	0.63%	34.4916
Major Industrial	3.3250	0.12%	10.7096	7.15%	10.3581
Light Industrial	3.3250	0.83%	10.7096	10.37%	10.3581
Business	3.3250	45.96%	10.7096	-2.08%	10.3581
Rec/Non Profit	2.1930	0.20%	7.0635	17.04%	6.8316

The *increase* would be approximately \$145 for the average residential property (\$834,000 assessed value) and the *decrease* approximately \$146 for a typical business (\$647,000 assessed value).

## **OPTIONS & IMPACTS**

Option 1: Do not amend the revenue and tax policy and approve tax rates as outlined in option 1 above (recommended)

This option will pass on equal tax increases to all classes, except major and light industry whose tax rates will remain the same as business.

Impacts: Tax increases will be shared equally among tax classes, excluding major and light industry whose property tax changes will depend on changes to assessed values.

Option 2: Amend the revenue and tax policy to shift taxes away from or toward the business class as determined by Council

This option will increase or reduce the burden on the business class with the equal and opposite burden to the residential class. This will influence the City's tax ratio and share of taxes, but overall taxes collected by the City will remain the same.

# Revenue and Tax Policy Benchmarks and 2021 Tax Rates



1

## Purpose

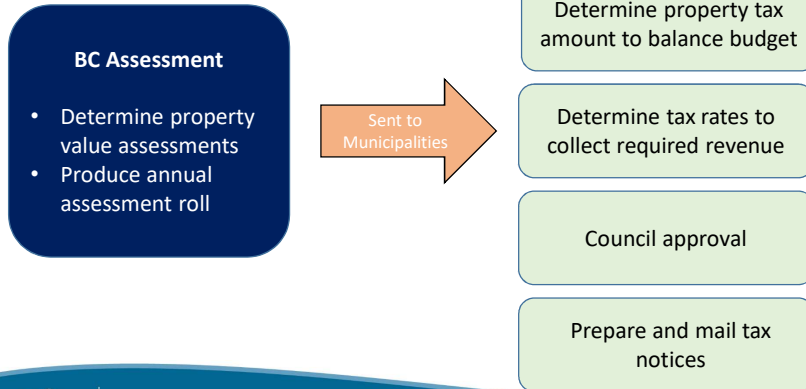
- To provide updated benchmark measures related to the City's Revenue and Tax Policy
- To seek direction on 2021 tax rates



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

2

## Budget and Property Taxes



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

3

## Other Taxing Jurisdictions

- City collects tax levies for other external entities
- Represent approximately 40% of total tax bill
  - CRD/CRHD
  - BC Assessment
  - School Tax
  - BC Transit
  - MFA

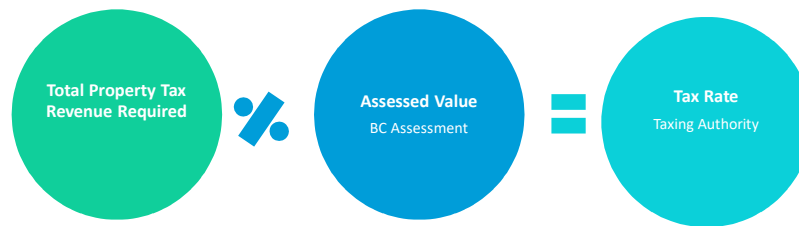


Revenue and Tax Policy Benchmarks and 2021 Tax Rates

4



## Property Tax Rate Calculation



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

5

## Property Tax Bill Calculation



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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## Impact on Taxpayers

	Your Property's Value Change	Property Tax Impact
1.	 <b>LOWER</b> than <b>Average</b> Change for Property Class	Taxes Likely* <b>DECREASE</b>
2.	 <b>SIMILAR</b> to the <b>Average</b> Change for Property Class	Taxes Likely* <b>DO NOT CHANGE</b>
3.	 <b>HIGHER</b> than <b>Average</b> Change for Property Class	Taxes Likely <b>INCREASE</b>

\*The diagram above assumes that there are no changes in the distribution of property tax funding between property classes.



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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## Revenue and Tax Policy

Distribution of property taxes among property classes:

1. Maintain current share of distribution of property taxes – allocate tax increases equally between the classes
2. Tax rates for light and major industry same as business
3. Farm tax rates set to achieve comparable to residential



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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# Scenario 1



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## Tax Rate Option 1: Equalize tax increase, industrial same as business (current tax policy)

### Property Tax Increase 1.82%

	Tax Ratio	Tax Share Excluding NMC	Tax Rate	Tax Change	2020 Tax Rates
Residential	1.0000	50.43%	3.0982	1.71%	3.1152
Utility	11.6339	0.57%	36.0440	1.71%	34.4916
Major Industrial	3.5902	0.13%	11.1231	11.28%	10.3581
Light Industrial	3.5902	0.86%	11.1231	14.63%	10.3581
Business	3.5902	47.83%	11.1231	1.71%	10.3581
Rec/Non Profit	1.9813	0.18%	6.1384	1.71%	6.8316

Average residential property (\$834,000 assessed value) *increase* of \$43

Typical business property (\$647,000 assessed value) *increase* of \$122



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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## Tax Rate Option 2: Equalize tax increase, for all classes (tax policy prior to 2007)

Property Tax Increase 1.82%

	Tax Ratio	Tax Share Excluding NMC	Tax Rate	Tax Change	2020 Tax Rates
Residential	1.0000	50.48%	3.1015	1.82%	3.1152
Utility	11.6349	0.57%	36.0862	1.82%	34.4916
Major Industrial	3.2815	0.12%	10.1777	1.82%	10.3581
Light Industrial	3.1855	0.77%	9.8800	1.82%	10.3581
Business	3.5902	47.89%	11.1352	1.82%	10.3581
Rec/Non Profit	1.9813	0.18%	6.1451	1.82%	6.8316

Average residential property (\$834,000 assessed value) *increase* of \$46  
 Typical business property (\$647,000 assessed value) *increase* of \$129



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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## Tax Rate Option 3: Maintain business tax share at 48%, excluding NMC (tax policy 2012-2014 was to reduce to 48%)

Property Tax Increase 1.82%

	Tax Ratio	Tax Share Excluding NMC	Tax Rate	Tax Change	2020 Tax Rates
Residential	1.0000	50.26%	3.0882	1.38%	3.1152
Utility	11.6340	0.57%	35.9285	1.38%	34.4916
Major Industrial	3.6139	0.13%	11.1606	11.66%	10.3581
Light Industrial	3.6139	0.86%	11.1606	15.01%	10.3581
Business	3.6139	48.00%	11.1606	2.05%	10.3581
Rec/Non Profit	1.9813	0.18%	6.1187	1.38%	6.8316

Average residential property (\$834,000 assessed value) *increase* of \$35  
 Typical business property (\$647,000 assessed value) *increase* of \$148



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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## Tax Rate Option 4: Hold ratios same as 2020 (tax policy for business ratio 2007-2011)

Property Tax Increase 1.82%

	Tax Ratio	Tax Share Excluding NMC	Tax Rate	Tax Change	2020 Tax Rates
Residential	1.0000	52.32%	3.2144	5.52%	3.1152
Utility	11.0720	0.57%	35.5899	0.42%	34.4916
Major Industrial	3.3250	0.12%	10.6879	6.93%	10.3581
Light Industrial	3.3250	0.83%	10.6879	10.14%	10.3581
Business	3.3250	45.96%	10.6879	-2.27%	10.3581
Rec/Non Profit	2.1930	0.20%	7.0492	16.80%	6.8316

Average residential property (\$834,000 assessed value) *increase* of \$140

Typical business property (\$647,000 assessed value) *decrease* of \$158



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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## Scenario 2



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## Tax Rate Option 1: Equalize tax increase, industrial same as business (current tax policy)

Property Tax Increase 2.03%

	Tax Ratio	Tax Share Excluding NMC	Tax Rate	Tax Change	2020 Tax Rates
Residential	1.0000	50.43%	3.1045	1.91%	3.1152
Utility	11.6339	0.57%	36.1172	1.91%	34.4916
Major Industrial	3.5902	0.13%	11.1457	11.51%	10.3581
Light Industrial	3.5902	0.86%	11.1457	14.86%	10.3581
Business	3.5902	47.83%	11.1457	1.91%	10.3581
Rec/Non Profit	1.9812	0.18%	6.1506	1.91%	6.8316

Average residential property (\$834,000 assessed value) *increase* of \$48  
 Typical business property (\$647,000 assessed value) *increase* of \$136



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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## Tax Rate Option 2: Equalize tax increase, for all classes (tax policy prior to 2007)

Property Tax Increase 2.03%

	Tax Ratio	Tax Share Excluding NMC	Tax Rate	Tax Change	2020 Tax Rates
Residential	1.0000	50.48%	3.1078	2.02%	3.1152
Utility	11.6340	0.57%	36.1566	2.02%	34.4916
Major Industrial	3.2811	0.12%	10.1971	2.02%	10.3581
Light Industrial	3.1855	0.77%	9.9000	2.02%	10.3581
Business	3.5902	47.89%	11.1578	2.02%	10.3581
Rec/Non Profit	1.9812	0.18%	6.1573	2.02%	6.8316

Average residential property (\$834,000 assessed value) *increase* of \$51  
 Typical business property (\$647,000 assessed value) *increase* of \$144



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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## Tax Rate Option 3: Maintain business tax share at 48%, excluding NMC (tax policy 2012-2014 was to reduce to 48%)

Property Tax Increase 2.03%

	Tax Ratio	Tax Share Excluding NMC	Tax Rate	Tax Change	2020 Tax Rates
Residential	1.0000	50.26%	3.0945	1.58%	3.1152
Utility	11.6338	0.57%	36.0008	1.58%	34.4916
Major Industrial	3.6139	0.13%	11.1832	11.88%	10.3581
Light Industrial	3.6139	0.86%	11.1832	15.25%	10.3581
Business	3.6139	48.00%	11.1832	2.26%	10.3581
Rec/Non Profit	1.9812	0.18%	6.1308	1.58%	6.8316

Average residential property (\$834,000 assessed value) *increase* of \$40

Typical business property (\$647,000 assessed value) *increase* of \$160



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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## Tax Rate Option 4: Hold ratios same as 2020 (tax policy for business ratio 2007-2011)

Property Tax Increase 2.03%

	Tax Ratio	Tax Share Excluding NMC	Tax Rate	Tax Change	2020 Tax Rates
Residential	1.0000	52.32%	3.2209	5.73%	3.1152
Utility	11.0720	0.57%	35.6621	0.63%	34.4916
Major Industrial	3.3250	0.12%	10.7096	7.15%	10.3581
Light Industrial	3.3250	0.83%	10.7096	10.37%	10.3581
Business	3.3250	45.96%	10.7096	-2.08%	10.3581
Rec/Non Profit	2.1930	0.20%	7.0635	17.04%	6.8316

Average residential property (\$834,000 assessed value) *increase* of \$145

Typical business property (\$647,000 assessed value) *decrease* of \$146



Revenue and Tax Policy Benchmarks and 2021 Tax Rates

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## Committee of the Whole Report

For the Meeting of April 8, 2021

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**To:** Committee of the Whole **Date:** March 29, 2021

**From:** Susanne Thompson, Deputy City Manager and Chief Financial Officer

**Subject:** UBCM Strengthening Communities' Services Program Grant Application

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### RECOMMENDATION

That Council:

1. Authorize City staff to submit an application to the UBCM Strengthening Communities' Services Program for the following proposed activities:
  - a. Tiny Homes Project
  - b. Outdoor Sheltering in Parks – Temporary Service Supports
  - c. Additional Bylaw and Peer Outreach Resources
  - d. Additional Protective Services Resources
  - e. Greater Victoria Coalition to End Homelessness – Move-in Mobilization and Welcoming Neighbourhoods Mobilization
  - f. Aboriginal Coalition to End Homelessness – Outreach Services and Supports
  - g. Burnside Gorge Community Association – Community Integration and Inclusion Working Group, Improved Safety, and Clean and Safe Team
  - h. Canadian Mental Health Association – Pilot of Civilian-Led Mobile Mental Health Crisis Team
2. Authorize staff to provide overall grant management, should the grant application be awarded funding.
3. Authorize the Mayor and City Clerk to execute a grant agreement with terms generally in accordance with the outline in this report.

### EXECUTIVE SUMMARY

The Province of BC announced the Strengthening Communities' Program funding stream on September 17, 2020. This funding is part of the \$540 million under the Safe Restart Agreement between the Government of Canada and the Province of BC. \$100 million is available to local governments and Treaty First Nations through an application-based program which provides up to 100% funding for eligible projects and costs. It encourages a multi-faceted approach to support unsheltered individuals, to address related community concerns about public health and safety, and to improve coordination and partnerships with community organizations and service providers.



The grant program is intended to provide support for those currently experiencing homelessness (as opposed to individual at risk of becoming homeless or individuals already sheltered, even if temporary); activities must address an urgent need and provide an immediate response (within weeks of grant approval as opposed to months); and must provide temporary or emergency support without creating ongoing long-term financial obligations that are not supported by the applicant. In addition, the activities must be new or an expansion of existing activities with costs incurred after September 17, 2020 and must be completed within a year of the grant approval, which is expected in July 2021.

As part of ongoing dialogues between the City and various organizations, a number of proposals were submitted to the City for potential inclusion in the City's grant application. The proposals (or portions) that align with the grant program criteria are recommended to be included.

In addition to reviewing the grant program guidelines, staff also sought input and advice from UBCM program staff on potential project alignment. Based on that feedback, the proposed projects for Council's consideration are those that appear to align well with this program.

The proposals as presented in this report (ranging \$3 - \$4 million) exceed the total guideline amount of \$2.5 million, which is based on the population size of the city. The City can submit a request above the guideline amount if evidence of need for the activities can be demonstrated. Should the program be oversubscribed, the City may be asked to review its application and resubmit with a reduced request. Should Council authorize staff to submit an application for the recommended projects, staff will work closely with community partners during the preparation of the application to ensure projects, or components, clearly identify community need and are consistent with grant program criteria.

## PURPOSE

The purpose of this report is to provide Council with information on the UBCM Strengthening Communities' Services Program, provide a list of possible project activities to include in the grant application and to seek Council approval on recommended proposed project activities, based on alignment with the grant program evaluation criteria and feedback received from UBCM staff.

## BACKGROUND

The Government of Canada and the Province of British Columbia are providing \$540 million in shared funding to local governments under the Safe Restart Agreement to manage the impacts of the global COVID-19 pandemic.

Within the Safe Restart funding, \$100 million is being delivered through the Strengthening Communities' Services Program, which aims to support **unsheltered homeless populations and address related community impacts** through an application-based program.

The Program Guide defines unsheltered homeless populations as *"people who lack housing and are not accessing emergency shelters or accommodation except during extreme weather conditions." This includes people living in public or private spaces without consent (parks, sidewalks, squares, vacant buildings, lots etc.) and people living in places not intended for permanent human habitation (vehicles, garages, attics or buildings not designed for habitation, makeshift shelters, shacks or tents).*

The goal of this program is to support local governments and Treaty First Nations who wish to take action, understanding that this will complement parallel provincial efforts. This program is meant to bridge the period between the COVID-19 outbreak and the post-COVID recovery period. The funding is being administered by UBCM on behalf of the Province and the Government of Canada.

The application deadline is April 16, 2021.

### Intended Outcomes

The intent of the Strengthening Communities' Services program is to assist local governments and Treaty First Nations with:

- Improved health and safety of unsheltered homeless people living in public or private spaces, including reduced risk of COVID-19 or other disease transmission;
- Reduced community concerns about public health and safety in neighbourhoods where unsheltered homeless populations are seeking temporary shelter and services;
- Improved coordination among eligible applicants and health/social service providers, Indigenous organizations and others working on housing, homelessness and service provision; and;
- Increased capacity of eligible applicants to work with homeless persons and Indigenous organizations towards culturally safe and trauma-informed responses.

### Funding Guidelines

The Strengthening Communities' Services Program can contribute up to 100% of the cost of the eligible activities. Eligible costs can be incurred after September 17, 2020 to the date of submission of the final report.

Funding permitting, applications for projects that exceed the Funding Guidelines may be considered for funding provided that applicants are able to demonstrate evidence of need in the community and provide a rationale for the request. If the total funding request exceeds the available funding, applicants that have requested additional funds may be asked to reduce their funding request.

UBCM has provided funding guidelines, identified below:

**Table 1: Funding Guidelines**

Population (based on 2019 BC Stats Population Estimates)	Funding Guideline
Under 5,000	\$200,000
5,000-40,000	\$450,000
40,000-75,000	\$1,250,000
75,000-200,000	\$2,500,000
200,000-500,000	\$3,500,000
500,000 or greater	\$10,000,000

## Eligible Projects

To be eligible for funding, applications must demonstrate that proposed activities meet one or more of the intended outcomes of the program (identified above) and all of the following:

- Demonstrate evidence of need in the community (e.g. unsheltered homeless population estimates, housing needs report, community concerns about public health and safety) and provide a rationale for how these issues have been exacerbated by COVID-19;
- Provide temporary solutions that address increased urgent and immediate needs related to unsheltered homelessness and do not create ongoing long-term financial obligations that will not be supported by the applicant;
- Include new activities or expansion of existing activities with costs incurred after September 17, 2020;
- Be capable of completion by the applicant within one year of the grant approval (approximately July/August 2022)

In addition, as part of both the development of the application package and the delivery of the approved project, local governments are encouraged to engage with local First Nations and Indigenous organizations.

## Evaluation Criteria

The Program Guide states that higher scores will be given to applications that:

- Demonstrate greater alignment with the intent of the Strengthening Communities' Services program (i.e. address multiple program outcomes).
- Provide evidence of need in the community (e.g. existing homelessness plans, strategies or initiatives; unsheltered homeless population estimates; community concerns about safety) and provide a rationale for how these issues have been exacerbated by COVID-19.
- Demonstrate partnership and engagement with Indigenous leadership, organizations, and communities.
- Demonstrate a plan for communicating and engaging with unsheltered homeless populations to include perspectives of people with lived experience.
- Apply an anti-stigma lens and increase public awareness and understanding of causes and responses to homelessness.
- Include proposed activities and costs that are part of comprehensive, multi-faceted, approach to addressing unsheltered homelessness.
- Include collaboration with distinct needs-serving organizations, public health, health authorities, non-profit organizations, other local governments, police, bylaw enforcement, etc.
- Demonstrate cost-effectiveness.
- Demonstrate a plan for winding up and concluding the funded activities (or continuing with alternative sources of funding).

## ISSUES & ANALYSIS

### Proposed Activities

Based on the Program Guide evaluation criteria as well as the feedback received from UBCM Program staff, the following project activities are recommended for inclusion in the grant application (additional details outlined in appendices noted):

1. Tiny Homes Project (Appendix A)
2. Outdoor Sheltering in Parks – Temporary Service Supports (Appendix B)
3. Additional Bylaw and Peer Outreach Resources
  - a. Additional bylaw officers, peer outreach support and improved calls for service response
    - i. Primary goals:
      1. Support transition of all current unsheltered persons into new and/or currently available transitional shelters and/or into supportive housing sites, Regional Housing First Programs and/or into Market Rent by collaborating with BC Housing, VIHA, GVCEH, ACEH, PEERS and all Outreach Services.
      2. Individualized approach in regard to compliance with the end of 24/sheltering. Taking into account various obstacles to compliance including, but not limited to, property downsizing/storage issues, mental health and addictions, transportation, ability to communicate with housing and financial assistance providers etc.
      3. Collaboration with Cool Aid, Pacifica, Our Place, PHS Society in order to facilitate placement.
      4. Team of peer outreach workers (contracted through Coalition to End Homelessness) working in the field with bylaw officers to help reduce stress of the homeless population and act as intermediary and facilitate conversation.
      5. Dedicated phone line (hotline) that will be answered at all times for persons who are experiencing homelessness and potentially peer workers and other service providers. Regular line often difficult to get through due to call volume.
4. Additional Protective Services Resources
  - a. 4 extra police officers extra police patrols five days per week
    - i. Providing visible police presence and maintaining public safety by taking proactive action to prevent criminal activity
    - ii. Engage with residents and service providers
    - iii. Work with partner agencies and stakeholders to maintain a sense of order, lawfulness and safety
5. Greater Victoria Coalition to End Homelessness – Move-in Mobilization and Welcoming Neighbourhoods Mobilization (Appendix C)
6. Aboriginal Coalition to End Homelessness – Outreach Services and Supports (Appendix D)
7. Burnside Gorge Community Association – Community Integration and Inclusion Working Group, Improved Safety, and Clean and Safe Team (Appendix E). While the background information provided by BGCA includes impacts of existing supportive housing/indoor shelters in the area, which would not be eligible under this grant program, the community engagement project, improved safety, and the clean and safe team are likely eligible. BGCA also requested increased bylaw enforcement which is included as a separate project as outlined in point 3 above.

## 8. Canadian Mental Health Association – Pilot of Civilian-Led Mobile Mental Health Crisis Team (Appendix F)

The above proposed activities meet multiple program outcomes, represent a comprehensive, multi-faceted approach to supporting unsheltered homeless populations which is reflective of community need, demonstrate partnership and collaboration amongst needs-serving organizations, municipal staff, residents and people with lived experience and are ready to be implemented immediately. Should Council direct that an application be submitted for the grant program, staff will refine the submissions with community partners and with input from UBCM staff to ensure eligibility and alignment with the program criteria.

The list of proposed activities for consideration and inclusion in the grant application was developed by staff and includes submissions from community partners that have been involved in ongoing dialogues with the City. Given the short timeline to the application deadline, no formal “intake” process from community organizations was undertaken. One option that staff considered was to create a flow-through grant application process for community organizations to apply under, similar to the Emergency Social Services grant in late 2020. However, UBCM staff confirmed that flow-through grants would not be an eligible expense given the difficulty in confirming alignment with the Strengthening Communities Services’ Program outcomes in advance; that is, UBCM staff would have to assess each application for funding to determine the fit.

### **OPTIONS & IMPACTS**

#### **Option 1 – Authorize staff to submit an application for the Strengthening Communities’ Services Program and to provide overall grant management should the grant be awarded (recommended)**

The following proposed activities would be included:

- a. Tiny Homes Project
- b. Outdoor Sheltering in Parks – Temporary Service Supports
- c. Additional Bylaw and Peer Outreach Resources
- d. Additional Protective Services Resources
- e. Greater Victoria Coalition to End Homelessness – Move-in Mobilization and Welcoming Neighbourhoods Mobilization
- f. Aboriginal Coalition to End Homelessness – Outreach Services and Supports
- g. Burnside Gorge Community Association – Inclusion Working Group, and Clean and Safe Team
- h. Canadian Mental Health Association – Pilot of Civilian-Led Mobile Mental Health Crisis Team

Based on assessments by staff and preliminary discussions with UBCM staff, the above projects appear to align well with the grant program criteria and would likely score quite well since they reflect a multi-faceted approach and meet multiple program outcomes. Should Council authorize staff to submit an application for the recommended projects, staff will work closely with community partners during the preparation of the application to ensure projects, or components, clearly identify community need and are consistent with grant program criteria.

#### **Option 2 – Provide alternate direction to staff**

Council may have additional information that staff are not aware of that could be considered as part of a grant application under this program.

## *2019 – 2022 Strategic Plan*

### *Strategic Objective 1: Good Governance and Civic Engagement*

- Offer training to staff, Council members and community leaders in best practices in respectful facilitation; identify challenging topics for engagement in advance and ensure that everyone involved (staff and community leaders) have adequate training to lead engagement

### *Strategic Objective 3: Affordable Housing*

- Examine existing City land as possible sites for affordable housing and emergency shelter spaces

### *Strategic Objective 5: Health, Well-being and a Welcoming City*

- Mental Health and Addictions Advocacy:
  - b. Advocate for more funds for mental health and more publicly-funded recovery options and de-stigmatization of mental health and addictions
  - e. Advocate for and work with agencies and other governments and professional bodies to facilitate increased harm reduction training

### *Impacts to Financial Plan*

The Strengthening Communities' Services Program can contribute up to 100% of the cost of the eligible activities and would enable the City and its partners to action these projects to achieve the anticipated outcomes.

Council has already authorized funding for the Tiny Homes project and the additional, temporary services that have been added to support the increase in outdoor sheltering in parks (primarily from the Restart Grant). If the City were awarded funding for the recommended activities, this previously authorized funding could be used to address funding needs as part of the 2022 budget or potentially reallocated to other community priorities.

### *Official Community Plan Consistency Statement*

Policy 13 Housing and Homelessness includes a number of goals and objectives that align with the intended outcomes of this grant application.

Specifically, 13.39 states: Work with senior governments, the health authority, the private sector and community organizations to provide access to essential services and facilities that meet people's basic needs, including those necessary to maintain public and personal health, such as emergency shelters, drop-in centres, public toilets, drinking water, and food services.

## **CONCLUSIONS**

The proposed comprehensive approach and suggested projects appear to align well with the intended outcomes of the Strengthening Communities' Services Program and should position the City well in successfully securing funding.

Respectfully submitted,

Susanne Thompson  
Deputy City Manager and Chief Financial Officer

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

**List of Attachments**

Appendix A - Tiny Homes Project Summary  
Appendix B - Outdoor Sheltering in Parks – Temporary Service Supports  
Appendix C - Greater Victoria Coalition to End Homelessness – Move-in Mobilization and Welcoming Neighbourhoods Mobilization  
Appendix D - Aboriginal Coalition to End Homelessness – Outreach Services and Supports  
Appendix E - Burnside Gorge Community Association – Inclusion Working Group, and Clean and Safe Team  
Appendix F - Canadian Mental Health Association – Pilot of Civilian-Led Mobile Mental Health Crisis Team

## Appendix A

### Temporary Transitional Housing Project at 940 Caledonia City of Victoria / BC Housing / Our Place Society



**SITE Civic Address: 951, 953, 963 Green Street & 952 / 958 / 964 Caledonia Ave., Victoria, B.C.**  
**Proposed Site Area: 2,871m<sup>2</sup> (30,902.8 sq.ft.) Proposed Building Area: 423.6m<sup>2</sup> (4,560 sq.ft.)**  
**Proposed Temporary Housing Unit Count: 30 units**

The City, Our Place Society and BC Housing are collaborating to provide solutions for Victoria's vulnerable populations to increase transitional and temporary housing availability while more permanent housing solutions are being built by BC Housing. A licenced contractor is converting metal shipping containers into 'tiny homes' and installing them on the City lands for the purpose of creating a village with 30 temporary homes and auxiliary temporary mobile structures including washrooms. As transitional housing, the focus is on individuals who are well suited to living independently and are waiting for transition to more permanent provincial housing once it becomes available.

The contractor is building the units for the Greater Victoria Coalition to End Homelessness who are the owners of the units. Under the terms of the installation license between the City and the contractor, the units must be removed by them at the end of the 18-month project and the property restored to its current use supporting parking for Royal Athletic Park and the public. The timing of this project's completion and restoration of the parking should align well with post COVID recovery demands for parking.

The City lands will be licensed to Our Place Society for a term commencing April 15, 2021 and ending on September 18, 2022, which corresponds with the 18-month end date of the temporary use permit issued by the City. Our Place Society is the experienced operator of the site who is under contract to BC Housing for the services of managing the site and wrap around services for 18 months. Under the terms of their license with the City, they are responsible for selecting persons who are well suited to living independently and are waiting for transition to more



permanent provincial housing once it becomes available.

While BC Housing is providing the core funding for programming staff and food, a number of other operational expenditures and site security costs are not covered by BC Housing. To support the project, the City will be incurring these expenses either directly, or through monthly installments to the operator who is incurring the costs:

These expenditures are budgeted as the following:

Type of Expenditure	2021 Budgeted Costs	2022 Budgeted Costs
Operational costs including: 24/7 Security Staff, utilities, telecommunications, garbage, site maintenance, consumables, janitorial supplies and contingency	\$216,000	\$243,000
Start Up - Servicing Installation	\$50,000	
Closure - Removal of Units and decommissioning of site services.		\$17,500
Total	\$266,000	\$260,500

# **APPENDIX B – Outdoor Sheltering in Parks Temporary Support Services**

## **MITIGATING IMPACTS OF SHELTERING**

### **1. REQUEST DESCRIPTION**

For the past five years, the City has approved annual investments to mitigate the negative impacts of outdoor sheltering in parks and public spaces. The purpose of the funding program is to address the need for increased public washroom cleaning, temporary infrastructure (ie. portable toilets, handwashing stations, etc), waste removal in parks and other public areas, security patrols, as well as bylaw enforcement. This program has expanded in recent years, due to the increasing number of individuals experiencing homelessness and mental health and addictions issues, who are living in City parks.

### **2. REQUEST RATIONALE**

The City has experienced a particularly large increase in the volume of outdoor sheltering activity in the past year, due to the COVID-19 pandemic. At present, an estimated 250-270 shelters are erected in parks and other public spaces. As the level of homelessness has grown, concerns relating to safety and cleanliness in parks and public space have also increased.

City parks are not designed to accommodate sheltering and the expansion of this activity 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 threats and harassment towards City staff by persons sheltering
- Criminal activity
- Risk of fire due to open burning for heat, cooking, drug manufacturing and consumption and presence of combustibles
- Damage to natural assets, such as trees, vegetation, garden beds, through cutting, digging, burning, and staking

Based on the experiences of the past year, staff are proposing additional resourcing to assist with managing the higher need for supports. The increased budget will allow for the following:

- Daily response to the impacts of sheltering activity.
- Expanded access for individuals sheltering to basic services (i.e. washrooms, water fountains, waste removal)
- Enhanced security services

### **3. SERVICE LEVEL IMPACT IF NOT APPROVED**

The homelessness crisis is complex and the services identified are required to effectively respond to issues of safety and other risks. If the proposed budget is not approved, a reduction in the delivery of core services, such as those noted below, would be required to manage these impacts.

- Reduced street sweeping and washing
- Reduced pressure washing and sidewalk cleaning
- Reduced garbage collection
- Reduced parkade cleaning
- Reduced weeding and boulevard maintenance

## APPENDIX B – Outdoor Sheltering in Parks Temporary Support Services

### 4. FINANCIAL IMPACT

Service Stream	2020 Budget	2020 Projected Actuals	2021 Proposed Budget	Notes
Sheltering Clean-Up in Parks	266K	560K	656K	Six staff seven days a week
Street Cleaning Services	0	150K	500K	Four staff seven days a week
Security Patrols	65K	352K	260K	24/7 mobile patrols to monitor park sites
Janitorial Services	30K	140K	140K	One staff seven days a week + Centennial Square extra cleaning
Portable Toilet Service (10 units)	8K	113K	114K	Hydrovac costs for toilet servicing and disposal of sharps
Temporary infrastructure (fencing, fountains handwashing stations, etc)	0	90K	70K	
Fleet	22K	22K		
<b>Total</b>	<b>391K</b>	<b>1.4M</b>	<b>1.74M</b>	

Due to the fact that a significant portion of the costs noted above are required because of the pandemic, staff will continue to seek reimbursement of expenses wherever possible from the province through Emergency Management BC (EMBC).

### 5. ONE-TIME OR ONGOING FUNDING

One-time

### 6. FTE REQUIRED

11 FTE's



greater victoria  
coalition to end  
homelessness  

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hope has found a home

**Strengthening Communities' Services**  
**“Victoria’s Welcoming Neighbourhoods - Move-in Mobilization”**  
**An Inclusive Community Initiative**

**Project Framework 2021-2022**

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## Project Overview

**Project:** “Victoria’s Welcoming Neighbourhoods: Move-in Mobilization”

**Proposed Project Timeline:** April 21 – July, 2022

**Funding Request:** Total Budget

### Project Summary:

This proposal’s mission is to provide a community-based, coordinated and immediate response to the unsheltered population currently living in Victoria.

### Expected Outcome:

The expected outcome is the transition of all current unsheltered persons over this one year time frame into new and or currently available transitional shelters such as the Tiny Homes Project, and/or into supportive housing sites, Regional Housing First Programs and/or into Market Rent with appropriate and PWLLEH-chosen and appropriate supports by March 31, 2022

### Cross Sectoral Approach

All aspects of this proposal are founded on a multi-faceted cross-sectoral approach. Therefore, the engagement and inclusion approach will be based on a collective impact model with partnerships and collaboration with Persons with Lived and Living Experience of Homelessness (PWLLEH) **as the primary service recipients and providers.**

### Evidence-based Implementation Model

This project and implementation model is based upon the evidence based and human rights-based principle of “Nothing about us without us.”

The model for this project is based upon the mobilization made possible by the partners that support this approach, are currently committed to this project and are ready to hit the ground running. A peer-based approach is considered best practice. Included in this proposal are reports on the Participatory Action Research work of the GVCEH regarding peer based program approaches and the positive results of facilitating PWLLEH peers in service delivery and a peer approach to all aspects of homelessness service delivery. GVCEH has conducted recent qualitative research regarding peer support between 2019 – 2021 that supports this proposal. This community-based research was conducted locally in Victoria by and with peers as the peer researchers.

The following partners will work collaboratively to support the persons living in the parks, alleys and doorways and include:

- peer based programs delivered by the peer- based and/or peer driven organizations including but not limited to PEERS, SOLID, Umbrella, Greater Victoria Coalition to End Homelessness & the Aboriginal Coalition to End Homelessness.
- housing operators including but not limited to Cool Aid Society, Our Place Society, Pacifica Housing and PHS Society
- the Neighbourhood Associations and Community Advisory Councils
- community members,
- appropriate municipal government departments (specifically By-law & Police services of City of Victoria).

See: Appendix A: Participatory Action Project City of Victoria Report (community based PAR research results) and Appendix B: Millstream Ridge Case Study Interim Report findings.

Last Updated March 26, 2021





## Project Details

### Multi-Faceted Program Mobilization

1. **Move-in Mobilization:** Transition & Supports Program
  - Coordination across front line workers
  - Peer-based support
2. **Welcoming Neighbourhoods Mobilization:**
  - Lived Experience Council: Neighbourhood Inclusion

Target Locations: Moves and/or transition of unsheltered persons out of parks/alleys/hidden homelessness into Tiny Homes, Supportive Housing, Regional Housing First and Market Rent.

### 1. Move-in Mobilization

Move In Transition to housing and indoor shelter Program – Peer Based Move in Teams

#### Move-in Mobilization Components

##### Coordination of Service Provision

**Support Teams** – Peer based partnerships with Outreach Workers/Client Support Workers/ front line service providers in the provision of Move-In transition to shelter and housing through the provision of emotional and social support for the moving process.

Peer-based teams will work in coordination with housing and shelter providers to support PWLLEH to transition to/or from Client Support Workers (Cool Aid) and Outreach Workers (all Housing NFP Operators) to appropriate locations in temporary shelters and/or housing. These spaces and opportunities will be provided by BC Housing and Island Health through CAA as appropriately identified shelter spaces, temporary sheltering locations in hotels or the Arena, Regional Housing First and/or Market Rent opportunities.

##### Front Line Partners:

Peer Based Organizations: GVCEH, PEERS, Umbrella, SOLID, Aboriginal Coalition to End Homelessness

Housing Providers: Cool Aid, Pacifica, Our Place, PHS Society

##### Scope of Program Deliverables:

Sector Navigation and Transition Support

1. Pre move peer support, preparation and readiness
2. Placement experience – CAA process
3. Move-In Team support
4. Transition experience – emotional, social and mental health support

Expected Outcome: Human stability which will be followed up with a check-in provided through currently existing internal GVCEH mechanisms (not part of this grant application) at 3 month, 6 month, 1 year.



**Peer Support Theory of Change: If people experiencing homelessness and challenges with mental health & substance use and/or violence and/or trauma participate in a program governed by self determination; evidence- based relational practice; social and emotional supports; and the stages of change recovery model they will experience and demonstrate respect, trust, hope, personal empowerment, connection and belonging.**

In addition, we see a long-term opportunity to provide learnings from this mobilization as we collect qualitative and quantitative data. This will provide us with on-going system improvement learnings regarding the integration of housing and emotional and social health support services. Further, learnings will support our shared understanding of what works for people experiencing homelessness and inform the development of training, services and supports that are likely to prevent returns to homelessness.

The opportunity to provide peer based support for the general population experiencing homelessness including high needs and highly marginalized genders; youth population experiencing homelessness; and women fleeing violence will help to guide the development of the integrated health and housing supports necessary in supportive housing to enable client identified stability.

## Alignment with the Strengthening Communities Criteria

Improved health and safety of unsheltered homeless people living in public or private spaces, including reduced risk of COVID-19 or other disease transmission;

## Building on recent Peer Support Qualitative Research

Below is a snapshot of our Peer Housing Support qualitative client results for persons transitioning from supportive housing into the Regional Housing First housing model. These results were reported as both experiential and behavioural shifts after experiencing the emotional and social supports of the Peer Housing Support Program.

Below is an interim report derived from the 1<sup>st</sup> Reflections Evaluation.

The % below depicts the degree to which the clients self-reported an experience of these values, emotions, or a behaviour change related to these indicators.

This is a client developed and client-centred survey.

Community Based Research Excerpt Interim Report :

**As a Peer Researcher with the Peer Housing Support Research Project, have you observed, or felt that your life has been impacted in any of the following value areas?**

HOPE	80%	SELF – DETERMINATION	60%
DIGNITY	60%	RESPECT	80%
SOCIAL INCLUSION	60%	RECOVERY	40%
TRUST	80%	EQUAL RELATIONSHIPS	50%
EMPATHY	60%	INTEGRITY	75%
AUTHENTICITY	25%	HEALTH	60%
WELLNESS	40%	CULTURAL AWARENESS	75%
PERSONAL EMPOWERMENT	50%		







## Outcomes Alignment & Engagement Consultations

### The Community Plan to End Homelessness in the Capital Region 2019-2024:

One of the critical priority areas identified in the Community Plan to End Homelessness in the Capital Region 2019-2024 is the area of Support Services. To ensure that this priority area is adequately resourced the Coalition has identified key initiatives in the 2020 Business Plan for priority resourcing.

One of these Key Initiatives is identified in the Community Plan. SS Support Services:

#### 1.2 Wrap Around Support Service Program

Development and re-design of supportive and supported housing wrap-around supports as a person-centred approach across the spectrum of housing.

### Move in Mobilization: Performance Measures and Data Collection

Learnings identified and desired by voices of Persons with Lived and Living Experience

- a) Does the Peer Support approach support effective access to services?
- b) Does Peer Support contribute to the emotional and social stability of people who have experienced homelessness?
- c) Does Peer Support contribute to preparedness for entry into long term housing?

This data will be collected and built into an existing Systems Improvement sector wide Monitoring and Evaluation Framework.





## 2. “Welcoming Neighbourhoods” Mobilization

This mobilization will focus on the outcome of de-stigmatization and reduction of “Not in My Backyard” (NIMBY) through a relationship building community engagement approach. This mobilization will be implemented through a ‘trauma-informed’ peer supported approach with persons currently living unsheltered as they participate in a in Neighbourhood Association Meetings and Community Advisory Councils.

### “Welcoming Neighbourhoods” Mobilization Components

#### **Purpose: Lived Experience Council - Neighbourhood Inclusion Mobilization**

The purpose of the Lived Experience Council: Neighbourhood Inclusion Strategy is to foster positive dialogue and relationship building between people who are unsheltered or recently sheltered and Neighbourhood Associations and community members. This will facilitate community wellness, reduce isolation, build community connection and sense of belonging. This will facilitate collaborative solutions that will reduce community concerns regarding public health and safety in neighbourhoods.

The purpose of this program activity is to foster positive dialogue and relationship building between people who are unsheltered or recently sheltered and Neighbourhood Associations and community members. This will facilitate community wellness, reduce isolation, build community connection and sense of belonging. This will facilitate collaborative solutions that will reduce community concerns regarding public health and safety in neighbourhoods.

#### **Expected Outcome and Inclusion Principle**

Through a lens of the principal of “nothing about us without us” in which the ‘us’ reflects all members of the Victoria community; housed, unhoused, or recently housed, the Community & Neighbourhood Inclusion Program will create solution-driven, social enterprise opportunities for community development, and will reduce community concerns about public health and safety in neighbourhoods where unsheltered homeless populations are seeking temporary shelter.

#### **Partners:**

- Temporary Sheltering & Housing Providers
- Peer-led agencies:
  - Peer Victoria Resources Society - <https://www.safersexwork.ca/>
  - Umbrella Society - <https://www.umbrellasociety.ca/>
  - SOLID Outreach - <https://solidvictoria.org/>
  - GVCEH Peer Housing Support Team - <https://victoriahomelessness.ca/get-involved/peer-housing-support-program/>
- Aboriginal Coalition to End Homelessness
- People with Lived/Living Experience of Homelessness in Victoria who are:
  - Sheltering outdoors
  - Sheltering on Mat Programs
  - Living in transitional or temporary housing
  - Living in shelter rate housing
  - Living in market rent housing with a rental subsidy
- Neighbourhood Associations
  - Community Advisory Committees





## Talking Circles

Facilitating talking circles, Resident Advisory Committees, participation in community meetings, and collaborating on solutions and events together, will foster positive dialogue and relationship building between people who are: unsheltered, or recently sheltered, and neighbourhood associations and community members. Activities will build upon engagements and support provided by housed community members to people who have been sheltering outdoors in Victoria. This initiative will also achieve increased capacity for service providers to connect with their clients and residents.

## Reduction of Isolation

Isolation and lack of sense of community in new temporary sheltering sites has been identified as an ongoing concern for new residents and their supporters. The COVID-19 pandemic has exacerbated the sense of isolation for many Victorians. The 'no visitor' policy in many sites has made it difficult for people to remain connected to community. This program will continue community talking circles that have been taking place in outdoor sheltering locations. These circles have provided opportunity for information sharing, project development and networking, as well as strengthening relationships and sense of community. This engagement will support emotional health and wellness for individuals at temporary sheltering locations, in a manner which is within COVID-19 safety protocols.

## Supporting Community Based Research - Residents Advisory Committee

In a survey conducted in August 2020, of staff and residents at temporary sheltering sites opened in May of 2020 it was noted: "Staff would also like to see more community activities and group work, more initiatives "by and for" residents... and regular meetings *where residents provide feedback and influence operations.*" The desire for a Residents Advisory Committee (RAC) was also identified by residents of the Travelodge during peer engagement surveys conducted by the GVCEH Peer Housing Support Team. This RAC is now active and meets regularly with site management to work collaboratively on site improvement strategies. Once talking circles are established the objective is to recruit those interested to form a RAC at the varied sheltering locations, to be led and facilitated by peers. This model allows for iterative solution development at temporary sheltering sites with staff and residents.

## Community Inclusion and Communication

Representatives of the RAC would then participate in Neighbourhood Association Community Advisory Committees, and facilitate to support collaborative solution development, and support effective communication loops with housed neighbours, service providers, and temporary site residents. This is also an opportunity for development of community activities such as BBQs, art projects and educational activities. The Central Park Pilot Participatory Action Research Engagement led by a Peer Research Team with the GVCEH, demonstrates the efficacy of these activities, as well as a strong desire from housed and unhoused community members to continue these activities regularly.

## Lived Experience Council and Voice

A representative from each of the Resident Advisory Committees would come together with a group forming a Lived Experience Council of members. This will allow the participants to share experiences, strengths and to collaborate with each other and all members of the sector and community, to achieve collective impact.

## "Welcoming Neighbourhoods:" Performance Measures & Data Collection

The measure of this and expected outcome is the improvement of the lived experience of all Victorians; which would include:





- reducing sense of isolation for people living in parks as they move into shelter and housing through community building
- improving persons experiencing homelessness well-being through having a voice and story-telling at community meetings (in particular persons with mental health and substance use challenges)
- supporting successful residency in temporary sheltering sites,
- decreasing stigmatizing attitudes from the public/community through relationship building

This will be measured through ongoing focus groups, surveys and interviews.

## **Inclusion Mobilization**

The Community & Neighbourhood Inclusion Program will be facilitated by the GVCEH; however, partnership peer-led and housing supports agencies is integral to the success of this project. A person with lived experience will be hired into a newly developed, full time, Community & Neighbourhood Inclusion Coordinator position to support delivery of all activities. This entire project is built on the principles of Collaborative Social Development, a framework of for the scope of the project is provided, and how the pieces are formed will be developed with each group. This process in itself is part of the many positive outcomes of projected for this work. After a 12 month pilot, individual neighbourhoods, service providers and others will be asked to support ongoing engagement through grants and core funding.



## Project Budget

<b>TOTAL FUNDING REQUEST:</b>		<b>\$ 607,306.70</b>
<b>1. MOVE IN MOBILIZATION</b>	<b>BUDGET</b>	<b>Details</b>
Peer Housing Support Coordinator	55,000.00	70hrs biweekly SALARY
Peer Housing Support Workers - 8 @ 20 hrs/wk or 16 @ 10 h	210,496.00	8 Peer Support Workers @ \$22/hr x 20 hrs/week + MERCS
Client Transportation	4,320.00	Bus tickets
Mileage & Parking	1,000.00	Mileage and Parking
Monthly Regional Community of Practice	2,400.00	12 Sessions
Coffee Cards	14,560.00	Coffee: 8 peer staff @ 5 peers each/1 x coffee/wk @ \$7 per visit
Grocery Cards	12,000.00	40 peers \$25/Month
Stipends for PHSP Working Group Meetings	2,952.00	12 meetings @ 2hrs Meeting with 6 Members
Food for PHSP Working Group Meetings	480.00	Monthly Meetings
Phones	2,400.00	8 x \$25 Month
Supplies	1,200.00	\$100 Month
Training	4,000.00	\$500 x 8 Peer Support Workers
<b>Subtotal</b>	<b>310,808.00</b>	
Administration (@ 10%)	31,080.80	
<b>Total</b>	<b>\$ 341,888.80</b>	
<b>2. WELCOMING NEIGHBOURHOODS MOBILIZATION</b>	<b>BUDGET</b>	<b>Details</b>
Community & Neighbourhood Inclusion (CNI) Coordinator	46,046.00	Salary including MERCS @ 15% (\$22/hr - 70/hrs biweekly)
Phone for CNI Coordinator	600.00	Plan @ \$50 per month
Honorariums Monthly Talking Circles at Sites	24,000.00	10 sites/\$200 per site per meeting
Monthly Resident Advisory Committee Meetings	24,720.00	10 sites/10 residents @ \$20/hr or \$200/honoraria per meeting + bus tickets & food
Monthly Lived/Living Experience (LE) Council Meetings	9,000.00	10 reps 3hr @ \$20/hr + travel/bus tickets & food
LE Council Reps CAC & Community Meetings	9,600.00	10 reps @ \$40 meeting up to 24 meetings a month
Supplies	10,000.00	Event Food, Office/Meeting Supplies, Collaborative Projects, i.e. ART
MISC	2,400.00	Transportation, petty cash expenses
Peer Agencies	24,000.00	Admin, wages, expenses (4 Agencies @ \$500/month)
Team Lead	27,508.00	20 hours @ \$23/hr + 15% MERCS
Face-2-Face with Stigma Co-facilitator	19,734.00	15 hours @ \$22/hr + 15% MERCS
Storytellers Meetings/Working Group	12,792.00	6 storytellers @ \$20.50/hr 2/hrs per week
Storyteller Honorariums	15,600.00	5 x storytellers @ \$50 honorarium per week
Materials	600.00	Office supplies & workshop materials
Food (Storyteller support meetings)	4,420.00	\$85/weekly meeting
Transport (Bus tickets & Taxi)	1,980.00	72 sheets bust tickets + Misc cab fare @ \$30/month
Training Team Members	615.00	Training team members is a one-time cost
1:1 for Story Development	3,198.00	Each storyteller receives one 2-hour meeting per month
Venues (in person workshops)	3,000.00	Up to 1 per month @ \$250
Digital Storytelling	1,476.00	6 LE digital Storytellers training
<b>SUBTOTAL</b>	<b>241,289.00</b>	
Administration (@ 10%)	24,128.90	
<b>TOTAL</b>	<b>\$ 265,417.90</b>	
<b>GVCEH TOTAL</b>	<b>\$ 607,306.70</b>	



## City of Victoria Context and Evidence:

Local context statistics and document resources include:

- a) The Point in Time (PiT)<sup>1</sup> Counts identified 1525 people experiencing homelessness in 2018 and 1523 in 2020.
- b) The Community Plan to End Homelessness in the Capital Region 2019-2020<sup>2</sup> demonstrates the collaborative community engagement undertaken to identify initiatives and strategies to address homelessness. The consultation and planning initiated included a cross-sectoral engagement of 98 representatives from April to October of 2019 who identified and co-constructed 57 initiatives to be implemented over 5 years from 2019 – 2024. The Covid 19 Pandemic greatly affected the homelessness response sectors ability to mobilize as was identified in a consultation with sector leadership and can be viewed in detail in a report on sector challenges experienced through the COVID Pandemic. As a result of the Pandemic crisis the sector experienced a pivot that began in March 2020. This included supporting over 600 people living rough across the geography of Victoria and the capital region. The sector Covid response and resulting shut-downs and reductions of services due to the pandemic delayed the implementation of the supports and the intentional work that had been identified for implementation. It is imperative that the sector be able to implement this very critical work to address the current gaps, needs and issues.

The following table relates the Community Plan Outcomes and the specific initiatives that this proposal addresses are listed below the table.

Outcome	Description
<b>1. Support Services (SS)</b>	People experiencing homelessness quickly and equitably receive the support they need over the course of their journey; Support services have the mandate and capacity to deliver services.
<b>2. Housing (HO)</b>	A supply of accessible, appropriate, safe and person-centred housing is available.
<b>3. Advocacy and Awareness(AA)</b>	Communities and neighbourhoods are inclusive, empathetic, compassionate and welcoming of people experiencing homelessness; facilitated through advocacy and awareness and our collective experience of homelessness.
<b>4. Prevention Support (PS)</b>	People are prevented from becoming homeless.
<b>5. Collaboration and Leadership (CL)</b>	Leadership at all levels of community and government share a common sense of purpose; are effective, collaborative, supportive and inclusive.

<sup>1</sup> PiT Counts web <https://www.crd.bc.ca/docs/default-source/housing-pdf/housing-planning-and-programs/crd-pit-count-2020-community-report-2020-07-31.pdf>

<sup>2</sup> Community Plan <https://victoriahomelessness.ca/wp-content/uploads/2020/02/GV-Community-Plan-2019-2024.pdf>





## Community Plan Outcomes

### Support Services:

- A. People experiencing homelessness quickly and equitably receive the support they need over the course of their journey.
- B. Support services have the mandate and capacity to deliver services.

Specific Initiatives identified in the 2019 – 2024 Community Plan identified for priority implementation in the GVCEH Business Plan this year include:

Support Services Initiative SS 1.1      Coordinated Support Services

Support Services Initiative SS 1.13      Support Services for Regional Housing First Program's

New Housing Units

Support Service Initiative SS 1.8 Neighbourhoods and Citizen's Mobilization Strategy

### Housing Outcome:

A supply of accessible, appropriate, safe and person-centred housing is available.

HO 2.6 New Supportive Housing Programs

### Advocacy and Awareness:

Communities and neighbourhoods are inclusive, empathetic, compassionate and welcoming of people experiencing homelessness; facilitated through advocacy and awareness and our collective experience of homelessness.

Advocacy and Awareness Initiative AA 3.5      Neighbourhood Engagement







## ABORIGINAL COALITION TO END HOMELESSNESS

102-2298 Millstream Road  
Victoria, BC  
V9B 6H2

March 26, 2021

### Re: The Strengthening Communities' Services Program

Dear Ms. Thompson,

As per our discussion, please see the funding needs of the Aboriginal Coalition to End Homelessness Society (ACEH) in relation to the Strengthening Communities' Services Program that was recently announced by the provincial government. This proposal outlines our key needs in the 2021/22 fiscal year, as they relate to supporting unsheltered Indigenous individuals on Vancouver Island. These needs include staffing, programming, and operating costs totalling **\$551,259** to adequately expand our services to meet the needs of the unsheltered Indigenous Street Community.

#### Mental Health and Wellness

Many of the people the ACEH serves have experienced significant trauma related to colonization, displacement, disconnection from culture and homeland, and homelessness, which has been further compounded by the isolation and loneliness of living through a pandemic. As a result of this ongoing trauma, many of our **family members** (clients) experience mental health and substance use challenges and have had those challenges exacerbated over the past year.

To address this issue, the ACEH would like to hire a full-time Registered Clinical Counsellor to work with members of the Indigenous Street Community in both one-on-one and group settings to support resiliency and pathways to healing and recovery.

#### Nursing Support

With the support of FNHA and Vancouver Island Health Authority (VIHA), the ACEH was able to hire a full-time Street Nurse in 2020. Many members of the Indigenous Street Community have experienced racism and discrimination in the healthcare system. These experiences have resulted in many of our family members disengaging from their physical health altogether. The Street Nurse position has significantly increased the ACEH's capacity to provide health and medical care, which has empowered family members to engage with their healthcare needs in a safe, culturally supportive environment. The Street Nurse's role is broad and includes medication administration, acute care, care planning, and chronic illness management. Unfortunately, at this time the ACEH has not been successful in securing funding to maintain the Street Nurse position at its current capacity.

To meet the physical health and wellness needs of those we serve, the ACEH would like to continue the full-time Street Nurse through the 2021/22 fiscal year.

#### Indigenous Youth Outreach

COVID-19 has created unique challenges for Indigenous youth experiencing homelessness. Those who were previously precariously housed, couch surfing, or living in shelters, have faced increased difficulties due to COVID-19 and associated public health measures. Social isolation and mental health challenges have exacerbated existing family conflict and forced more Indigenous youth into homelessness. The ACEH does not currently have the capacity to offer services to youth, although we have on occasion been able to provide eviction prevention funding and other short-term solutions. In recognition of the critical role addressing youth homelessness plays in preventing chronic homelessness, the ACEH would like to hire a full-time Youth Housing and Outreach Advocate. This initiative is aligned with the ACEH's 3-year Operations Plan, which includes actions to address Indigenous youth homelessness.





## ABORIGINAL COALITION TO END HOMELESSNESS

102-2298 Millstream Road

Victoria, BC

V9B 6H2

The Youth Housing and Outreach Advocate would build relationships with Indigenous youth experiencing homelessness in Victoria, provide them with nourishment/cultural boxes, and support them in navigating existing systems to access housing and support, with the ultimate goal of creating positive flow through the housing continuum.

### Traditional Health & Wellness

Land-based, cultural healing is a cornerstone of our Dual Model of Housing Care, which integrates decolonized harm reduction practices and culturally supportive housing. Members of the Indigenous Street Community have demonstrated time and time again how critical learning about traditional food systems is to their healing and recovery.

In recognition of the importance of connection to land, culture, and community, the ACEH would like to hire a full-time Traditional Health and Wellness Coordinator. The Traditional Health and Wellness Coordinator would have a broad range of responsibilities including coordinating and facilitating land-based events focused on the identification, harvest, and use of traditional foods and medicines, expanding and enhancing the current therapeutic gardening program to suit the needs of the unsheltered Indigenous Street Community through the ACEH's existing gardening plot at the University of Victoria, and facilitating access to spiritual connection in the form of Elder support and spirit baths.

### Operating Costs

Aside from the staffing and programming needs discussed above, the ACEH is also in need of funding for various operating costs to expand our current outreach capacity associated with our current services to the unsheltered Indigenous Street Community that are not yet covered by our current budget. These costs include:

- Maintenance and insurance costs for the ACEH van, which is utilized for daily outreach deliveries and transport to and from land-based camps.
- Nourishment/Cultural boxes for members of our outreach cohort, to whom we delivered 467 boxes this year. The boxes include basic necessities like food and hygiene products, cultural items such traditional foods and medicines, arts and crafts supplies, sage and sweet grass, and PPE such as masks, gloves, and disinfectant wipes (please note that the Outreach staff positions are currently fully funded by BC Housing and the Capital Regional District, and are therefore not included in this proposal).

For a detailed overview of our budget projections for each of these projects, see **Appendix A**. For definitions of each budget line, see **Appendix B**.

Thank you for your ongoing support and advocacy on behalf of the Aboriginal Coalition to End Homelessness. The City of Victoria has been instrumental in our progress thus far and we look forward to ongoing collaboration in the future.

Respectfully,

**Fran Hunt-Jinnouchi**

Executive Director, Aboriginal Coalition to End Homelessness Society



## ABORIGINAL COALITION TO END HOMELESSNESS

102-2298 Millstream Road

Victoria, BC

V9B 6H2

### APPENDIX A: BUDGET INFORMATION

Table 1. Staffing needs.

STAFFING COSTS								
POSITION	RATE/ HOUR	HOURS/ WEEK	WEEKS/ YEAR	REGULAR HOURS/YEAR	SUBTOTAL	MERCS @ 10%	EMPLOYEE BENEFITS	ANNUAL STAFFING COST
<i>Street Nurse (RN)</i>	\$40	40	52	2,080	\$83,200	\$8,320	\$2,200	<b>\$93,720</b>
<i>Registered Clinical Counsellor</i>	\$45	40	52	2,080	\$93,600	\$9,360	\$2,200	<b>\$105,160</b>
<i>Traditional Health and Wellness Coordinator</i>	\$28	40	52	2,080	\$58,240	\$5,824	\$2,200	<b>\$66,264</b>
<i>Youth Housing and Outreach Advocate</i>	\$24	40	52	2,080	\$49,920	\$4,992	\$2,200	<b>\$57,112</b>



## ABORIGINAL COALITION TO END HOMELESSNESS

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Victoria, BC

V9B 6H2

Table 2. Programming needs for each staff position.

PROGRAMMING COSTS							
POSITION	STAFF TRAINING	TECH (CELL/ LAPTOP/ SOFTWARE)	PPE	SUPPLIES	LAND-BASED	TRAVEL	ANNUAL PROGRAMMING COST
Street Nurse (RN)	\$2,500	\$2,400	\$500	\$5,000	\$0	\$1,000	<b>\$11,400</b>
Registered Clinical Counsellor	\$2,500	\$2,400	\$500	\$2,500	\$0	\$1,000	<b>\$8,900</b>
Traditional Health and Wellness Coordinator	\$2,500	\$2,400	\$500	\$2,500	\$24,000	\$1,500	<b>\$33,400</b>
Youth Housing and Outreach Advocate	\$2,500	\$2,400	\$500	\$2,500	\$8,000	\$1,000	<b>\$16,900</b>

Table 3. Operating needs.

OPERATING COSTS		
OUTREACH VAN MAINTENANCE / INSURANCE	NOURISHMENT/CULTURAL BOXES	ANNUAL OPERATING COST
\$2,500	\$84,000	<b>\$86,500</b>

**ABORIGINAL COALITION TO END HOMELESSNESS**

102-2298 Millstream Road

Victoria, BC

V9B 6H2

*Table 4. Total needs and administration costs.*

ANNUAL VALUES		
SUBTOTAL	ADMINISTRATION @ 15%	TOTAL ANNUAL COST
\$479,356	\$71,903	\$551,259



## ABORIGINAL COALITION TO END HOMELESSNESS

102-2298 Millstream Road  
Victoria, BC  
V9B 6H2

### APPENDIX B: BUDGET LINE DEFINITIONS

**MERCS:** Mandatory Employment Related Costs such as EI, CPP, and WorkSafe. These costs are estimated at 10%.

**Capacity Development/Staff Training:** Training to build the capacity of staff working directly with the Indigenous Street Community. May include: naloxone administration, overdose prevention, conflict resolution, de-escalation, medication administration, LGBTQ2S+ awareness, Indigenous awareness, etc.

**Technology:** Laptop, cell phone and monthly cell phone plan.

**PPE:** Masks, gloves, gowns, shoe covers, hazmat suits, cleaners and sanitizers.

**Supplies:** This category will encompass various supplies specific to each program. This may include:

- Cultural supplies (sage, sweetgrass, cedar, journals, tobacco, etc.)
- Medical supplies for nursing staff
- Food for events (traditional and non-traditional)
- Office supplies
- Cleaning supplies

**Land-based:** Camp costs including site reservations, Elder/Knowledge Keeper honouraria, traditional foods and medicines, cultural supplies, camping and outdoor gear for participants, bus/van rentals, etc.

**Travel:** Fuel, parking, and insurance costs.

**Administration:** Flat 15% administration fee to cover broad administrative needs including:

- Professional services (accounting, HR, legal advice)
- Wages for Senior Management and administrative support
- Payroll costs
- Audit costs

## Appendix E

### *BURNSIDE GORGE COMMUNITY ASSOCIATION PROPOSALS FOR THE CITY OF VICTORIA'S APPLICATION TO THE STRENGTHENING COMMUNITIES' SERVICES PROGRAM*

The Burnside Gorge Community Association (BGCA) requests the following proposals be included in the City of Victoria's application for funding under the Strengthening Communities' Services (SCS) program. These proposals respond to the eligible activities described in the "reduced community concerns about public health and safety in neighbourhoods where unsheltered homes populations are seeking temporary shelter" section of the SCS Program and Application Guide.

## Rationale

Burnside Gorge has a disproportionate share of temporary and permanent supportive housing for people experiencing homelessness or at risk of homelessness:

- Burnside Gorge has 57% of all supportive housing/shelter units in the Capital region, not including Paul's Motor Inn and the Arena which are sitting on the boundary of Burnside Gorge
- Supportive / shelter units – 425
- Temporary units in hotels – 407

The decision by BC Housing to use 4 hotels in the community as temporary supportive housing has exacerbated an already challenging problem of conflict between community members and residents of supportive housing.

In addition, the concentration of supportive housing in Burnside Gorge has attracted people from outside the neighbourhood to prey on homeless people – thieves, drug dealers, etc. – which increases the negative impact on the neighbourhood.

While many permanent residents in Burnside Gorge are frustrated, angry and frightened by the disorder this housing has brought to the neighbourhood, many residents are concerned about the homeless and wish to see them housed and able to access appropriate health and social services.

The BGCA believes that most people want to live in a safe and healthy neighbourhood and is working to support all residents, including those in supportive housing, to work together to reach this goal.

## 4 Proposed Projects

### (1) A Pilot Project to Improve Community Engagement

The Coalition to End Homelessness identifies the importance of community integration in their "Housing First Model":

Housing First provides people with immediate access to permanent housing with no housing 'readiness' or compliance requirements, is recovery-oriented and centres on consumer choice, self-determination and community integration.

Unfortunately, there has been very little to no work done on community integration and inclusion with the residents, businesses and residents of supportive housing/shelters.

## Appendix E

### *BURNSIDE GORGE COMMUNITY ASSOCIATION PROPOSALS FOR THE CITY OF VICTORIA'S APPLICATION TO THE STRENGTHENING COMMUNITIES' SERVICES PROGRAM*

The BGCA proposes to establish a facilitated working group consisting of residents of supportive housing/shelters, other neighbourhood residents and neighbourhood business owners to:

- Build relationships through dialogue between all groups,
- Develop mutual care and understanding of what a safe and healthy community is and how all residents can contribute to that,
- Develop and implement strategies to improve health and safety in the neighborhood for all residents and business owners,
- Develop new ways of communicating respectfully so the concerns of all who live in Burnside Gorge are taken into consideration,
- Reduce polarization, tension and division within the neighborhood,
- Develop community solutions to neighbourhood problems such as property crime, vandalism, open drug dealing and use, prostitution, etc.
- Work with local First Nations to ensure Indigenous culture and values are embedded in the engagement process, and
- Develop and strengthen inclusion and integration within the community so that all residents and business owners can say they feel a sense of inclusion, support and belonging within Burnside Gorge community.

This Burnside Gorge based initiative could be a pilot project for all neighbourhoods in the City of Victoria to demonstrate how to successfully facilitate respectful dialogue between residents of supportive housing and other neighbourhood residents. Opportunities to increase integration will be developed with the working group and with partners including, but not limited to, the City, the Coalition to End Homelessness, Island Health, local service providers and others.

Resources required:

- Full-time lead and facilitator to work with BGCA Engagement Committee
- Meeting space, food, and other typical supports for group meetings (post COVID)
- Improved access to technology for some members
- Estimated general budget: \$35,000 - \$50,000

#### (2) Improved Safety & Security

Incidents of theft, violence and disorderly behaviours in the neighbourhood, and increasing graffiti have increased residents' fear for their safety. Some parts of Burnside Gorge are poorly lit at night and are perceived as dangerous. Better street lighting and, in some cases, changes to public landscaping would improve the sense of safety in the community. Graffiti increases the perception of being an unsafe neighborhood and the response time from the City is slow.

The BGCA proposes to work with residents to identify sites where improved lighting and other security measures would have an immediate impact on residents' sense of security. Key locations would include: the Galloping Goose, the Manchester/Sumas triangle, the area surrounding Chown Place and a playground on Balfour Avenue.

In addition, we propose an increased and timely response program to graffiti in our neighborhood, collaborating with and complementing efforts by the City and Victoria Police Department.

Resources required:

## Appendix E

### *BURNSIDE GORGE COMMUNITY ASSOCIATION PROPOSALS FOR THE CITY OF VICTORIA'S APPLICATION TO THE STRENGTHENING COMMUNITIES' SERVICES PROGRAM*

- Coordinator to lead graffiti removal program and work with residents and business to remove it on their property
- CEPTD (Crime Prevention Through Environmental Design) assessment
- Skills training for volunteers
- Cleaning materials and supplies
- Fixtures replacement, installation and repair
- Estimated general budget: \$12,000 - \$30,000

#### (3) Increased Bylaw Enforcement

Like some other neighbourhoods, Burnside Gorge lacks sufficient bylaw enforcement on weekends and evenings. This is required for addressing unauthorized encampments, graffiti, walkway obstructions, etc., during the peak times of day for such activities. Hiring additional bylaw officers will provide enhanced service throughout the city, and the city may wish to hire up to a dozen such officers. Given the preponderance of temporary and permanent supportive housing for people experiencing homelessness or at risk of homelessness in Burnside Gorge, and the associated activities that take place in the public realm, four bylaw officers could be well employed in this neighbourhood.

Resources required:

- Additional bylaw officers (4)
- Discussions with Island Health to determine whether mental health outreach or social workers could pair up with bylaw officers on weekends and evenings to provide necessary support to homeless people
- Estimated general budget: Four (4) bylaw officers for one year, approximately \$290,000

#### (4) Clean & Safe Teams

Victoria's Clean & Safe teams are a model of community action to keep streets clean, employ people who might otherwise find employment hard to find and act as community ambassadors demonstrating the community cares about itself. While most of the service providers who manage the supportive housing sites in Burnside Gorge have Clean & Safe teams, they only cover the areas immediately adjacent to their buildings. A coordinated neighbourhood team would be more effective, more efficient and increase community pride.

The BGCA proposes to establish a Burnside Gorge Clean & Safe Team modelled on the DVBA teams, housed in the Burnside Gorge neighbourhood, in partnership with the community. We will seek a community partner to work with the BGCA (for example, the Victoria Native Friendship Centre) to establish the teams and develop a model that would encourage Burnside Gorge residents to consider joining/working with residents of supportive housing on the teams.

Resources required:

- Coordinator for the Clean & Safe Team
- Two additional crew members



## **Appendix E**

### *BURNSIDE GORGE COMMUNITY ASSOCIATION PROPOSALS FOR THE CITY OF VICTORIA'S APPLICATION TO THE STRENGTHENING COMMUNITIES' SERVICES PROGRAM*

- Clothing (vests, protective gear) and equipment
- Training of Teams - instruction and materials, venue costs (instruction, equipment storage)
- Team member compensation
- Estimated general budget: \$60,950 (based on an estimated 25% of the DVBA program, scaled for neighbourhood size & number of workers)

## **The Canadian Mental Health Association BC Proposal to City of Victoria:** Project Support for Pilot of Civilian-Led Mobile Mental Health Crisis Team

### Project Overview:

The Canadian Mental Health Association (CMHA) BC Division is proposing to facilitate the co-development and evaluation of a civilian-led mobile mental health crisis team for the Greater Victoria area. Project activities will include convening a community planning table, leading stakeholder engagement, developing a service model and collecting and analysing data for the purposes of evaluating the performance of the service during the first year of operation. The goal of the project is to build community consensus on the need for and development of a civilian-led mobile crisis team and support the City of Victoria to pilot and build an evidence base for the sustained operation of the service.

### Background:

In recent years, the level of need for and acceptance of an alternative to police response to mental health crises has grown considerably. The City of Victoria's 2018 Annual Report notes that VicPD officers "saw an increase in mental health-related calls, which encompassed almost 18% of all occurrences."<sup>1</sup> In the 2019-2022 strategic plan, City Council placed priority on establishing a Community Wellness Task Force (CWTF) comprised of persons with lived and living experience and issued the mandate to "identify high priority actions, feasible at the municipal level (i.e. Prevention, Education, Integration of Services, and Advocacy) that will address community wellness challenges such as... mental health and/or addiction challenges."<sup>2</sup>

The work of the CWTF brought to the fore a disconnect between the mental health and substance use issues residents experienced and the available options they had to address them. In particular, the current method for mental health crisis response was considered ineffectual at reducing harms for the individual and the community.<sup>3</sup>

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<sup>1</sup> City of Victoria, British Columbia. (2018). *Annual Report*. Retrieved from: [https://www.victoria.ca/assets/City~Hall/2018\\_AnnualReportpdf.pdf](https://www.victoria.ca/assets/City~Hall/2018_AnnualReportpdf.pdf)

<sup>2</sup> City of Victoria. (June 2020). *Community Wellness Peer-Informed Task Force and Strategy: Terms of Reference*. Retrieved from: <https://www.victoria.ca/EN/main/city/other-boards-committees/community-wellness-and-peer-informed-task-force.html>

<sup>3</sup> City of Victoria, British Columbia. (2020). Council Member Report for the Meeting of June 18, 2020.

In a Council Member Report dated June 12<sup>th</sup> 2020, Councillors Potts, Alto and Loveday recommended the Council move forward with a recommendation from the CWTF to the City to “work with the Province and community partners to establish an alternative response to the policing of mental health and addictions issues... where the needs of the individual can be matched with a response that will lead to the best outcomes for that individual.”<sup>4</sup>

In tandem to these efforts at the City, the Victoria Police Chief Del Manak openly called for discussion of alternative first responder models that position a social worker or mental health professional to respond to non-violent mental health crises.<sup>5</sup> His public comments reinforced a motion he put forward to the Island Health Board of Directors and the Victoria & Esquimalt Police Board to endorse a partnership between the public agencies to “evaluate the need for, and potential models of, a civilian-involved mobile crisis intervention service integrated into the public safety system to address health (including mental health) and social needs.”<sup>6</sup>

The pressure for change is made greater by the dual public health emergencies that have led to higher rates of overdose and poisoning deaths and worsening mental health symptoms. Since the onset of the COVID-19 global pandemic, 42% of a representative sample of British Columbians surveyed by UBC researchers reported deteriorating mental health, with 9% of the sample disclosing that they experienced suicidal thoughts or deliberately self-harmed.<sup>7</sup> In November 2020, the BC Coroner’s Service reported that 1,548 people had died due to drug use that year within the province, with many health authorities recording the highest or close to highest ever monthly totals.<sup>8</sup>

Political will and public need have combined to create a rare opportunity for progressive change. There is growing consensus as to why and what needs to be done, but a gap remains as to how. The CMHA BC Division is uniquely positioned to address this gap by convening a cross-sector community planning table, engaging stakeholders, and supporting the development and evaluation of a civilian-led model of crisis response.

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<sup>4</sup> See note 3, City of Victoria.

<sup>5</sup> Victoria News. (June 2020). *VicPD already exploring alternative models of response to mental health, homelessness calls*. Retrieved from: <https://www.vicnews.com/news/vicpd-already-exploring-alternative-models-of-response-to-mental-health-homelessness-calls/>

<sup>6</sup> Chief Cst. Manak. (July 2020). *Exploration re: Civilian-Led Mental Health Response Team*. Victoria Police Department, Memorandum

<sup>7</sup> University of British Columbia. (December 2020). *Mental Health Impacts of COVID: Wave 2*. Canadian Mental Health Association, the agenda collaborative, Mental Health Foundation, maru/ matchbox. Retrieved from: <https://cmha.ca/news/despair-and-suicidal-feelings-deepen-as-pandemic-wears-on>

<sup>8</sup> BC Coroner’s Service. (November 2020). *Illicit Drug Toxicity Deaths in BC*. Retrieved from: <https://www2.gov.bc.ca/gov/content/life-events/death/coroners-service/statistical-reports>

Key Activities:

**Project Start Date:** April 2021

**Project End Date:** January 2023

- April – June 2021: CMHA BC will convene a Community Planning Table comprised of VicPD, City of Victoria, Island Health, community agencies and people with lived and living experience of mental illness, substance use and interactions with police. The Table will steward the co-development process for the civilian-led mobile crisis team and meet on a bimonthly basis to provide input and contribute to decision-making.
- July – November 2021: CMHA BC will engage key stakeholders to determine their requirements and considerations for a civilian-led mobile crisis team. The list of stakeholders will be developed at the Community Planning Table, but aim to include frontline responders, community service providers, urban Indigenous communities, and people with lived and living experience and their families. The methods of engagement will range from one-to-one interviews, to focus groups, to town halls depending on preference and suitability.
- November – December 2021: CMHA BC will combine the input from the Community Planning Table and the findings from the stakeholder engagement to develop a detailed proposal of a civilian-led mobile crisis response team for consideration by the City of Victoria. The final proposal will be informed by best practices from other jurisdictions who have successfully operated a similar model, yet attend to the specific needs identified by the Greater Victoria community.
- January 2022 – January 2023 (or at the outset of the pilot): During the initial year of operation, CMHA BC will undertake an evaluation of the civilian-led mobile crisis team to assess the impact of the service on health and social outcomes such as diversion from the criminal justice system, reduction in Section 28 apprehensions under the Mental Health Act and connection to voluntary community services. Research activities will include the collection, analysis and interpretation of data against an evaluation framework. The findings will be collated into a summary report for the City to inform their review of the service.

### Organizational Capacity:

The CMHA BC Division has led research on the intersections of mental health, policing and the criminal justice system since the late 1990s. Previous projects have examined police interventions with people with mental illness, best practices for diverting people with mental disorders away from the criminal justice system, and interfaces between mental health and substance use services and police. We have done this work alongside provincial ministries, police agencies, healthcare providers, community organizations and people with lived/living experience and their families, and learned that the only appropriate response to a health crisis is healthcare.

Since the completion of these projects, CMHA BC has investigated alternative or auxiliary approaches to police response to mental health crises and collated a body of cross-jurisdictional research that demonstrates the positive health and social outcomes of civilian-led responses. For example, similar models such as Eugene Oregon's CAHOOTS demonstrate effective diversion from emergency departments and reduction in law enforcement hours.<sup>9</sup> In 2019, their teams responded to more than 24,000 calls and only requested police backup for 1% of them.<sup>10</sup>

In addition to our subject matter expertise, CMHA BC has an established history of managing complex projects that include stakeholder engagements with diverse populations and co-development of innovative service delivery models. Such undertakings have been uniformly well received, garnered important information and contributed to public discourse at critical windows for progressive policymaking.

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<sup>9</sup> Gillespie, K., & Brubaker, B. (2013). *Mobile Crisis Intervention: CAHOOTS (Crisis Assistance Helping out on the Streets)*. White Bird Clinic. Eugene, Oregon. Retrieved from: <https://olis.leg.state.or.us/liz/2015R1/Downloads/CommitteeMeetingDocument/68512>

<sup>10</sup> Irwin, A. & Pearl, B. (2020). *The Community Responder Model: How Cities Can Send the Right Responder to Every 911 Call*. Centre for American Progress & Law Enforcement Action Partnership.

Project Budget:

Budget Item	Description	Amount Requested	In-Kind Amount	Total Project Expenses
Salaries	<ul style="list-style-type: none"> <li>Policy Analyst to conduct stakeholder engagement and research and evaluation activities 10 hours per week</li> <li>Policy Director to manage project, convene the community planning table, and support activities as needed 5 hours per week</li> </ul>	\$26,000	\$23,195	\$49,195
Communications	<ul style="list-style-type: none"> <li>Zoom license for community planning table meetings and stakeholder engagements \$20 per month</li> <li>Teleconference line \$60 per month</li> </ul>	\$500	\$860	\$1,360
Materials	<ul style="list-style-type: none"> <li>General office supplies</li> <li>In-house graphic design for reports</li> </ul>	\$750	\$1,750	\$2,500
Honorarium	<ul style="list-style-type: none"> <li>Honorarium for community stakeholder engagement \$25 per hour x 20 participants x 2 hours per meeting</li> </ul>	\$1,000	\$0	\$1,000
Indigenous Engagement	<ul style="list-style-type: none"> <li>Honorarium for Indigenous community members \$30 per hour x 10 participants x 2 hours per meeting</li> <li>Meeting refreshments \$15 per participant</li> </ul>	\$750	\$0	\$750
Admin Fee (10%)	<i>Standard Rate</i>	\$1,000	\$2,000	\$3,000
Total		<b>\$30,000</b>	\$27,805	\$57,805



## Committee of the Whole Report For the Meeting of April 8, 2021

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**To:** Committee of the Whole  
**From:** Curt Kingsley, City Clerk  
**Subject:** Global Meetings Industry Day – April 8, 2021  
**Date:** March 29, 2021

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### RECOMMENDATION

That the *Global Meetings Industry Day* Proclamation be forwarded to the April 8, 2021 Council meeting for Council's consideration.

### EXECUTIVE SUMMARY

Attached as Appendix A is the requested *Global Meetings Industry 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 2020 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,

Curt Kingsley  
City Clerk

### List of Attachments

- Appendix A: Proclamation "Global Meetings Industry Day"
- Appendix B: List of Previously Approved Proclamations

**Appendix B**

<b>Council Meetings</b>	<b>Proclamations</b>
9-Jan-20	Crime Stoppers Month - January 2020
23-Jan-20	International Day of Zero Tolerance for Female Genital Mutilation - February 6, 2020 Eating Disorder Awareness Week - February 1 to 7, 2020
13-Feb-20	Heritage Week 2020 - February 17 to 23, 2020 British Isles Historic Festival Day - February 22, 2020 Chamber of Commerce Week - February 17 to 21, 2020
27-Feb-20	International Women's Day and Week - March 8, 2020 and March 8 to 15, 2020 Tibet Day - March 10, 2020
12-Mar-20	Purple Day - March 26, 2020 World Down Syndrome Day - March 21, 2020 Parkinson's Awareness Month - April 2020
9-Apr-20	Human Values Day - April 24, 2020 Melanoma Awareness Month - May 2020
23-Apr-20	Global Love Day - May 1, 2020 Apraxia Awareness Day - May 14, 2020
14-May-20	National Missing Children's Month and Missing Children's Day - May 2020 and May 25, 2020 Falun Dafa Day - May 13, 2020 Do Something Good For Your Neighbour Day - May 16, 2020
28-May-20	Honouring the National Day of the Republic of Azerbaijan - May 28, 2020 National Accessibility Week - May 31, 2020
11-Jun-20	World Refugee Day - June 20, 2020 International Medical Cannabis Day - June 11, 2020 World Refrigeration Day - June 26, 2020 Longest Day of Smiles - June 20, 2020
18-Jun-20	International Women in Engineering Day - June 23, 2020
25-Jun-20	Pride Week - June 28 to July 5, 2020 Parachute National Injury Prevention Day - Jul 6, 2020
23-Jul-20	World PVNH Disorder Awareness Day - August 7, 2020 Hibashuka Remembrance Week - August 2 to 9, 2020
6-Aug-20	National Polycystic Kidney Disease Awareness Day - September 4, 2020 Mitochondrial Disease Awareness Week – September 13 to 19, 2020 International Overdose Awareness Day – August 31, 2020
3-Sep-20	United Way Month - September 2020 Jaswant Singh Khalra Day - September 6, 2020
1-Oct-20	International Day of Older Persons - October 1, 2020 Wrongful Conviction Day - October 2, 2020 Small Business Month - October 2020 Fire Prevention Week - October 4 – 10, 2020
8-Oct-20	Taoist Tai Chi Arts 50th Anniversary - November 7, 2020 Energy Efficient Day - October 7, 2020
15-Oct-20	Waste Reduction Week - October 19 to 27, 2020 World Pneumonia Day - Pneumolight - November 12, 2020
22-Oct-20	Respiratory Therapy Week - October 25 to 31, 2020
5-Nov-20	Respiratory Therapy Week - October 25 to 31, 2020
12-Nov-20	Rising Economy Week - November 16 - 20, 2020 Day of Awareness for Survivors of Financial Abuse and Economic Injustice - November 26, 2020 Orange Days: End Violence Against Women and Girls - November 25, 2020 to December 10, 2020 World Diabetes Day - November 14, 2020
3-Dec-20	National Day of Remembrance and Action on Violence Against Women - December 6, 2020





## CITY OF VICTORIA

# PROCLAMATION

### “GLOBAL MEETINGS INDUSTRY DAY”

- WHEREAS** *Global Meetings Industry Day (GMID), taking place April 8, 2021, is the international industry's most important annual event showcasing the value that business meetings, trade shows, incentive travel, exhibitions, conferences, and conventions bring to people, businesses and communities; and*
- WHEREAS** *The meetings industry as a whole has a real impact on the economy, local businesses and residents in the City of Victoria and*
- WHEREAS** *Internationally, the meetings industry creates hundreds of thousands of jobs, generates billions of dollars of revenue, and supports communities around the world; and*
- WHEREAS** *Hosting an event, convention or trade show stimulates this region's economy by bringing in new visitors who stay in our hotels, eat in our restaurants, shop in neighbourhood stores and bring new revenue; and*
- WHEREAS** *GMID is a time for the City of Victoria to reflect on the importance of the meetings industry and what it has provided for the community; and*
- WHEREAS** *the City of Victoria will light up in blue the Victoria Conference Centre and have representatives to attend the Virtual Global Meetings Industry Day on April 8<sup>th</sup>, 2021*
- WHEREAS** *I urge all those living in the City of Victoria to take a moment to reflect on the impact that this industry brings to our communities, businesses and economy;*
- NOW, THEREFORE** *I do hereby proclaim Thursday, April 8<sup>th</sup>, 2021 as “GLOBAL MEETINGS INDUSTRY 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 Eighth day of April, Two Thousand and Twenty-One.*

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