



REVISED AGENDA - SPECIAL COMMITTEE OF THE WHOLE

Thursday, September 16, 2021, 1:00 P.M.

COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE

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

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

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

Pages

A. APPROVAL OF AGENDA

B. CONSENT AGENDA

Proposals for the Consent Agenda:

- G.1. - 2622 Douglas Street: Local Government Recommendation for Jima Cannabis (Burnside)
- G.2. - 1-1725 Cook Street: Local Government Recommendation for Fernwood Green (Fernwood)

C. READING OF MINUTES

D. Presentations

*D.1. Homelessness, Addiction and Mental Illness: A Call to Action for BC

1

Addendum: Presentation, Report, and Budget

A presentation by Dr. Julian Somers regarding homelessness, addiction and mental illness in BC.

E. UNFINISHED BUSINESS

F. LAND USE MATTERS

G. STAFF REPORTS

G.1. 2622 Douglas Street: Local Government Recommendation for Jima Cannabis (Burnside)

39

Addenda: Attachment D, updated Attachment E

A report regarding an application by Jima Cannabis at 2622 Douglas Street to obtain a provincial cannabis retail store license.

G.2. 1-1725 Cook Street: Local Government Recommendation for Fernwood Green

67

(Fernwood)

A report regarding an application by Fernwood Green at 1-1725 Cook Street to obtain a provincial cannabis retail store license.

G.3. Animal Responsibility Bylaw - Amendments

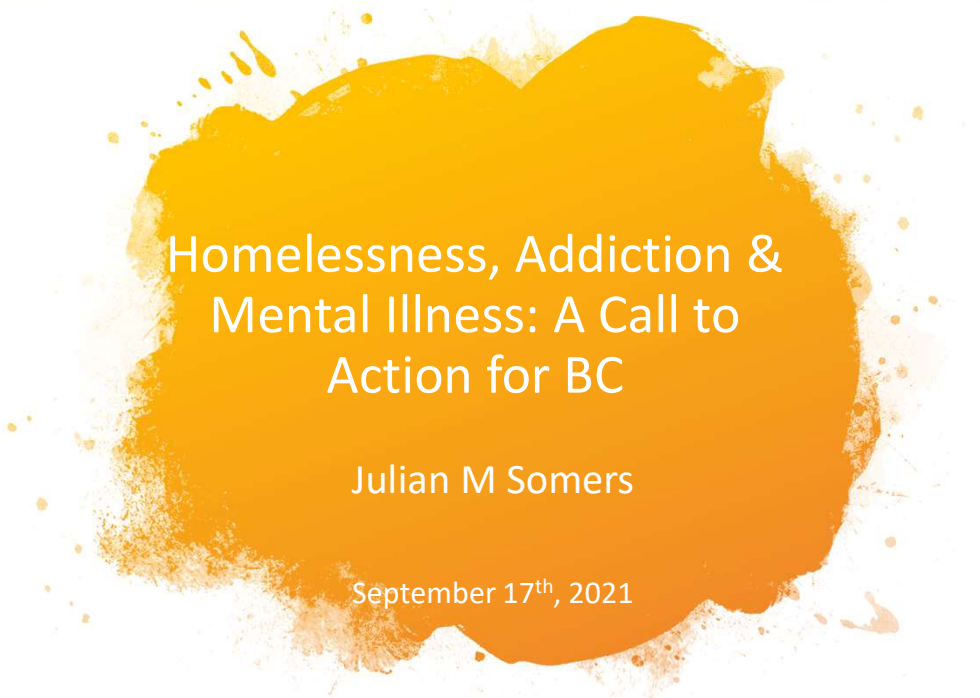
77

A report regarding a proposed amendment to the Animal Responsibility Bylaw to align the Bylaw with federal regulations within the Victoria Harbour Migratory Bird Sanctuary.

H. NOTICE OF MOTIONS

I. NEW BUSINESS

J. ADJOURNMENT OF COMMITTEE OF THE WHOLE



Homelessness, Addiction & Mental Illness: A Call to Action for BC

Julian M Somers

September 17th, 2021

1

Key Points:

- 15 years of R&D by SFU on evidence-based practices (EBPs) addressing homelessness, mental illness, addiction, criminal justice involvement;
- Results demonstrate overwhelming superiority of EBPs compared to current services at comparable cost;
- EBPs achieve housing stability, community integration, reduced crime, reduced ED visits, subjective wellbeing;
- Needs are concentrated in diverse regions of BC and people relocate in search of help;
- SFU and partners aim to implement EBPs immediately in multiple regions for 1,500 people between 2021-24;
- Partnerships and accountability will make today's EBPs better.

2

The prevalence and geographic distribution of complex co-occurring disorders: a population study

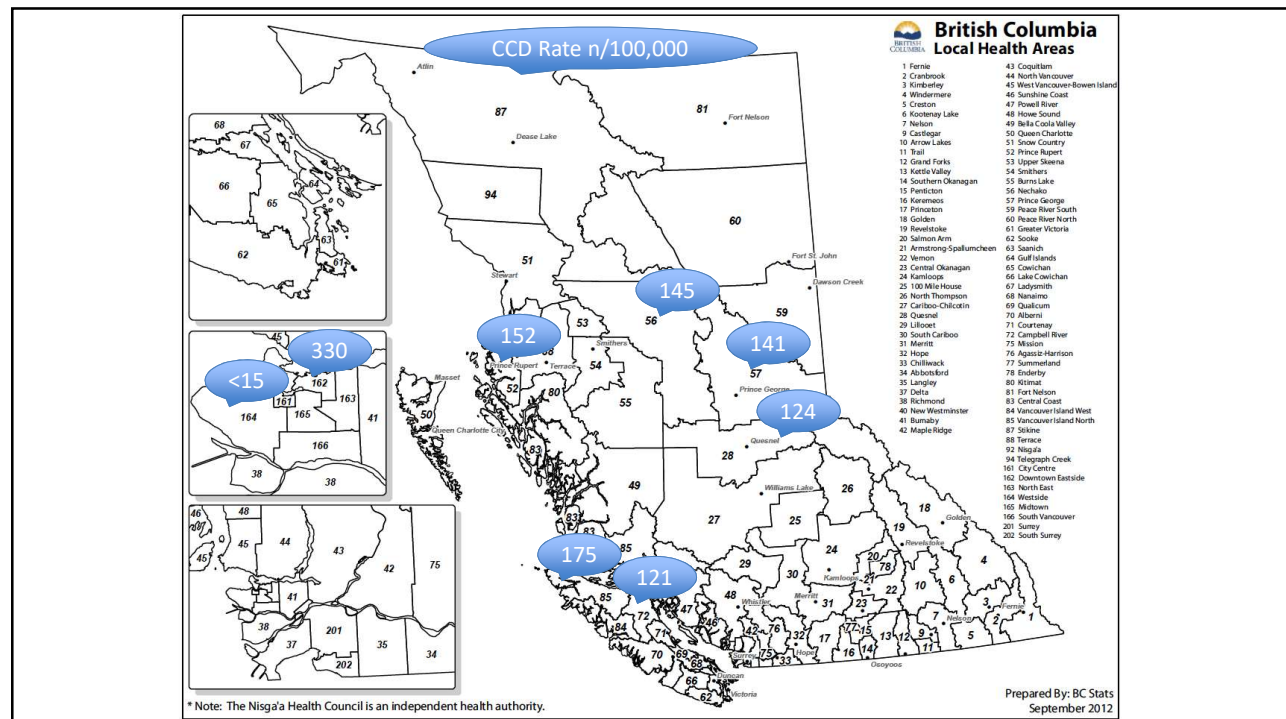
J. M. Somers^{1*}, A. Moniruzzaman¹, S. N. Rezansoff¹, J. Brink² and A. Russolillo¹

In a 5-year period where are the British Columbians who experience:

- Diagnosed mental illness;
- Diagnosed substance use disorder;
- > \$35,000 in social assistance;
- > \$19,000 in shelter support;
- 9 sentences in provincial court;
- 3 acute hospital admissions;
- 5 psychiatric admissions;
- > \$10,000 in MSP services

?

3



4

Our Clients: Average Services Per Year While Homeless

Public Services	# of services and costs
# of community medical services	60
Acute hospital admissions	1.4
Hospital days (any cause)	23
# of pharmacy encounters (any)	134
Custody days	24
Community supervision days	75
Social assistance payments (\$CAD)	\$7,140
Total cost (\$CAD)	~\$50,000

5

Elements of Evidence-Based Practice:

- Recovery-focused, emphasis on client agency;
- Teams support recovery via community involvement, employment, restoring relationships, strengthening culture & renewed identity;
- Teams participate in all aspects of client care;
- Teams operate 24x7 and are coordinated centrally;
- All team members, including peer specialists, work with all clients.

6

Recovery Themes 18 months Post Randomization

In Treatment as Usual (TAU)

#1: Most TAU participants continued to feel trapped and unable to escape the “**revolving door**” of shelters, hotels, hospital stays, and incarceration: “I want to get up and move on. But the forces in this world seem to keep you where you are, for whatever reason.”

#2: **Cumulative trauma**: “Deep down, I’m still hurting like hell. I’m still screwed up . . . I need one-on-one counseling, but it’s hard to find.”

Patterson ML, Currie L, Rezanoff SN, Somers JM (2015). Exiting homelessness: perceived changes, barriers, and facilitators among formerly homeless adults with mental disorders. *Psychiatric Rehabilitation Journal*, 38(1):81-87.

7

Recovery Themes 18 months Post Randomization

In Recovery-oriented housing

#1: **A Stable Home**: living in a “normal” environment as opposed to “noise, violence, bugs and chaos”.

“Having a nice place to live makes people think more about themselves. It gets them started. Like they’re worth something.”

#2: **A Preferred Identity**: “Normally, when I walk down the street, everyone is staring at me because I’m a junkie. But a lot of the time lately . . . I’m feeling good and there’s a lot of smiles.”

Patterson ML, Currie L, Rezanoff SN & Somers JM (2015). Exiting homelessness: perceived changes, barriers, and facilitators among formerly homeless adults with mental disorders. *Psychiatric Rehabilitation Journal*, 38(1):81-87.

8



9

Research and Practice | Peer Reviewed | Palepu et al.

American Journal of Public Health | Supplement 2, 2013, Vol 103, No. S2

RESEARCH AND PRACTICE

Housing First Improves Residential Stability in Homeless Adults With Concurrent Substance Dependence and Mental Disorders

Anita Palepu, MD, MPH, Michelle L. Patterson, PhD, Akm Moniruzzaman, PhD, C. James Frankish, PhD, and Julian Somers, PhD

OPEN ACCESS Freely available online



Housing First Reduces Re-offending among Formerly Homeless Adults with Mental Disorders: Results of a Randomized Controlled Trial

Julian M. Somers^{1*}, Stefanie N. Rezanoff¹, Akm Moniruzzaman¹, Anita Palepu², Michelle Patterson¹¹ Faculty of Health Sciences, Simon Fraser University, Burnaby, British Columbia, Canada, ² Faculty of Medicine, University of British Columbia, Vancouver, British Columbia, Canada

10

Emergency department utilisation among formerly homeless adults with mental disorders after one year of Housing First interventions: a randomised controlled trial

A. Russolillo, M. Patterson, L. McCandless, A. Moniruzzaman and J. Somers*

Faculty of Health Sciences, Simon Fraser University, Burnaby, Canada

Homeless individuals represent a disadvantaged and marginalised group who experience increased rates of physical illness as well as mental and substance use disorders. Compared to stably housed individuals, homeless adults with mental disorders use hospital emergency departments and other acute health care services at a higher frequency. Housing First integrates housing and support services in a client-centred model and has been shown to reduce acute health care among homeless populations. The present analysis is based on participants enrolled in the Vancouver At Home Study ($n = 297$) randomised to one of three intervention arms (Housing First in a 'congregate setting', in 'scattered site' [SS] apartments in the private rental market, or to 'treatment as usual' [TAU] where individuals continue to use existing services available to homeless adults with mental illness), and incorporates linked data from a regional database representing six urban emergency departments. Compared to TAU, significantly lower numbers of emergency visits were observed during the post-randomisation period in the SS group (adjusted rate ratio 0.55 [0.35,0.86]). Our results suggest that Housing First, particularly the SS model, produces significantly lower hospital emergency department visits among homeless adults with a mental disorder. These findings demonstrate the potential effectiveness of Housing First to reduce acute health care use among homeless individuals and have implications for future health and housing policy initiatives.

11

Cost-Effectiveness of Housing First With Assertive Community Treatment: Results From the Canadian At Home/Chez Soi Trial

Eric A. Latimer, Ph.D., Daniel Rabouin, M.Sc., Zhirong Cao, M.Sc., Angela Ly, M.H.A., Guido Powell, M.Sc., Tim Aubry, Ph.D., Jino Distasio, Ph.D., Stephen W. Hwang, M.D., M.P.H., Julian M. Somers, Ph.D., Ahmed M. Bayoumi, M.D., M.Sc., Craig Mitton, Ph.D., Erica E. M. Moodie, Ph.D., Paula N. Goering, R.N., Ph.D., For the At Home/Chez Soi Investigators

HIGHLIGHTS

- In the At Home/Chez Soi Canadian trial of Housing First with assertive community treatment (ACT), about two-thirds of the costs of the intervention were offset by savings in other costs.

Psychiatric Services in Advance (doi: 10.1176/appi.ps.202000029)

12



13



14

HOMELESSNESS, ADDICTION & MENTAL ILLNESS:

A CALL TO ACTION FOR BRITISH COLUMBIA





INTRODUCTION

Highly effective methods have been developed that promote housing stability, improved health and reduced crises among people who experience prolonged homelessness, mental illness and addiction. SFU researchers have led the development of these practices, showing their vast superiority over existing services in BC, despite the fact that existing services cost as much to implement as far more effective approaches. To date SFU's research findings and experience have not been put into practice in BC. This document is a call to action, proposing the immediate implementation of SFU's proven approach to be delivered in four regions of BC and assisting at least 1,500 people between 2021-2024. This call is issued jointly by SFU and leading not-for-profit (NFP) organizations addressing the health and wellbeing of Indigenous and non-Indigenous peoples, and including NFPs that partnered with SFU in the development of today's best practices.

Proposed actions integrate existing provincial investments in housing and support programs and add a coherent and well defined standard of care that is not otherwise available and that has been shown to be essential to reduce chronic street disorder, homelessness, crime, and acute psychological, social, and medical crises. Effective immediately we seek Provincial support to accept referrals from all BC communities for up to 500 clients per year for three years.

This call integrates the organizations and institutions who have scientifically proven their ability to effectively end homelessness and promote recovery among people who are persistently alienated from existing services. Our service model – recovery oriented housing - has been rigorously investigated in BC with outcomes reported in over 100 peer reviewed publications and reports, demonstrating crime reduction, social reintegration and cost effectiveness compared to the status quo. High quality research also confirms that without the care we describe, people in need are overwhelmingly likely to remain homeless and become increasingly involved with police, corrections, and acute medical services.

Our call responds to the stated preferences and needs of people in crisis and costs roughly the same as supporting sustained homelessness.

Answering our call will enable mainstream and specialized services to better support people whose needs are aligned with their resources and missions. Our proposed actions aim to make a difference immediately and on an enduring basis by province-wide workforce development, cultivating communities of practice, rigorous reporting of results, and public engagement. Led by Simon Fraser University, our plan anticipates the redevelopment of səmiq̓wəʔelə/Riverview, fostering practices rooted in both Indigenous and non-Indigenous knowledge and replacing the institutional model of the past century with a campus community that exemplifies leading edge prevention of addiction and mental illness. SFU's commitment to action includes robust training, rapid and ongoing evaluation, and the implementation of effective practices throughout BC. There is no area of social policy that is more urgently in need of "building back better" and we are ready to act to create substantial change.



OUR CALL

We call for the implementation of evidence-based services for 1,500 people to decrease entrenched homelessness, mental illness, and addictions in BC between 2021-2024.

We call for a new approach to supporting people who have been persistently excluded and harmed by current practices, using proven methods and building on neglected sources of strength.

We call for Indigenous and non-Indigenous peoples and organizations to work in parallel and in partnership, guided by the report of Canada's Truth and Reconciliation Commission and BC's Declaration on the Rights of Indigenous Peoples Act.

We call for Simon Fraser University to convene people with lived experience (PWLE), not for profit agencies, branches of government, and community members and to scale up the highly effective model of person-centred services developed by SFU, PWLE, and community partners.

We call for transparency and accountability in the delivery of services and in the measurement of effectiveness, comparing the outcomes of services with established benchmarks.

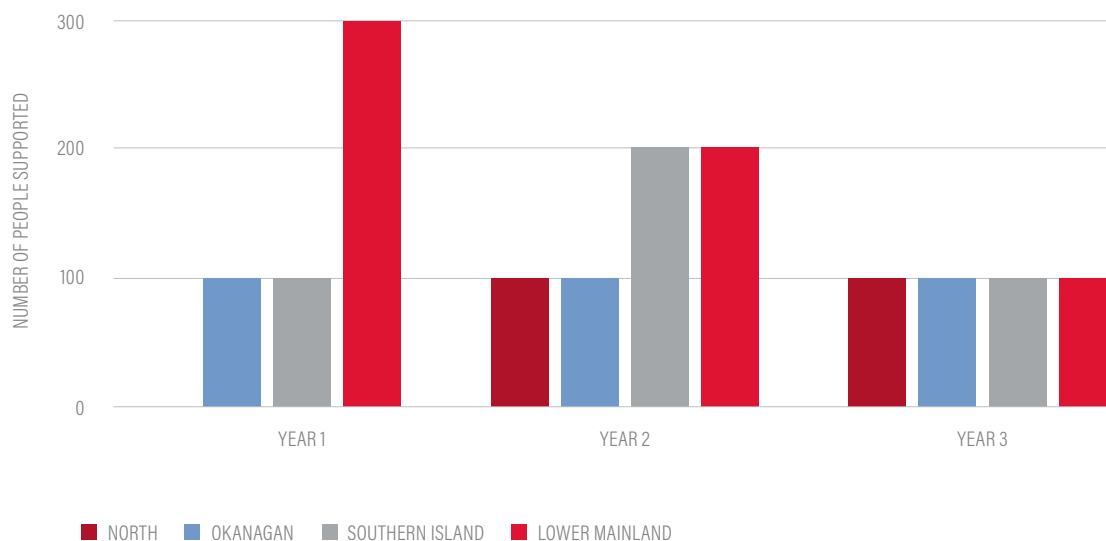
IMPLEMENTATION

Indigenous-led housing with support will be established in Year 1 in the Lower Mainland, serving as a model and foundation for Indigenous-led services in the Southern Island and North in Year 2.

Services for people of all ethnicities will be established in Southern Vancouver Island, Lower Mainland, and Okanagan in Year 1, with additional services added in Year 2 including services in the North.

Services in all regions will be added in Year 3 and details of the models of care (e.g., proportion that are Indigenous-led) will be informed by experiences to date and knowledge of demand.

Implementation Timeline



PRINCIPLES

Since 2007 people with lived experiences (PWLE) of homelessness, mental illness and substance use played central roles in the design, implementation, and evaluation of recovery-oriented housing in Canada (Somers et al., 2013; Bingham et al., 2019). Based on the guidance of PWLE, our service “creates a recovery oriented culture that puts consumer/tenant choice at the centre of all its considerations with respect to the provision of housing and support services” (McEwan, 2008 p11). PWLE are integral to the current project and at all levels, from service delivery to project governance.

Our actions are guided by the Calls to Action of the Truth and Reconciliation Commission of Canada and advance obligations under BC’s Declaration on the Rights of Indigenous Peoples Act (DRIPA, 2019). We affirm the fundamental importance of cultural continuity as a determinant of health and wellbeing among BC’s Indigenous peoples (e.g., Chandler & Lalonde, 2004). Our research reinforces that “solutions to Indigenous homelessness—both prevention and treatment—must involve practices that restore social and cultural power to Indigenous communities” (Bingham et al., 2019b).

Indigenous PWLE have designed and implemented recovery-oriented housing in Canada and, through PWLE and Indigenous-led organizations, will continue to shape services in BC, consistent with psychological best practices and with DRIPA.

Mindful of the power of two-eyed seeing, Indigenous-led services will be developed in parallel with non-Indigenous services and in the spirit of mutual learning, exchange of experiences and knowledges, and continuous improvement.

Our service emphasizes the importance of social inclusion and psychological meaning for all persons: “The key to understanding a healthy community, Indigenous or not, is appreciating that cultivation of the human spirit is grounded in emplaced networks of significance.” (Thistle, 2017 p7).

Our services embrace the psychological experience of recovery, meaning they are person-centred with goals, progress and success defined by the individual accessing services. We practice harm reduction while also supporting clients to define their own paths to improved wellbeing, health, and meaningful social inclusion.

“Indigenous peoples have the right to determine and develop priorities and strategies for exercising their right to development. In particular, Indigenous peoples have the right to be actively involved in developing and determining health, housing and other economic and social programmes affecting them and, as far as possible, to administer such programmes through their own institutions.”

(DRIPA, Article 23)



EVIDENCE

15 YEARS

of Canadian research and development supported federally by over \$120 million dollars.

A scientific foundation

as robust as that underlying current COVID vaccines, including large randomized controlled trials in Vancouver and across Canada.

OVER 100

peer reviewed publications and reports demonstrating transformative effects on Indigenous and non-Indigenous clients including housing stability, quality of life, **70% reduction in crime** and **50% reduction in medical emergencies.**

Recovery-oriented housing

costs the same as alternative public services that perpetuate homelessness and suffering.

PERSISTENT GAPS

Unmet Need:

Over 2,200 British Columbians experience mental illness as well as addiction, and over 5 years have an average of 4.9 hospital admissions, 4.2 sentences to custody, 4.4 sentences to community supervision, and receive \$19,155 in shelter payments and \$36,258 in income support. Communities with high concentrations of people who meet the above criteria are distributed across BC, including many towns and regions where appropriate resources are known to be absent.

Migration in BC:

Over 80% of the people who experience long-term homelessness, mental illness, and addiction in Vancouver's Downtown Eastside have moved there from outside the Vancouver area, while increasing their involvement with criminal justice and acute medical resources over the decade preceding their arrival in the DTES.

Crises & Community Safety:

The proportion of BC's custody population who experience Schizophrenia, Bipolar disorder, and Substance Abuse doubled between 2010 and 2017. Involuntary admissions to hospital increased by roughly 50% over the same period.

Destructive Spending:

The public cost of managing people while they experience prolonged homelessness is over \$50,000 per person per year in BC while contributing to long-term declines in personal health and community safety.

Ignoring Agency:

Independent housing is preferred by 84% of people who experience homelessness and mental illness (Moen et al., 2020) and causes large reductions in street crime and medical emergencies compared to similarly priced alternatives.

Avoidance of Evidence:

There are no empirically-sound standards in BC related to the assessment and placement of people who require supported housing. There are no standards or supports ensuring consistent delivery of effective interventions.

Flying Blind:

There are no routinely collected indicators of when a person is homeless in BC. And there are no credible ongoing evaluations of outcomes from current spending.

2,200+

British Columbians experience complex co-occurring challenges including long-term homelessness and repeated criminal justice involvement

80%

of the people who experience long-term homelessness, mental illness, and addiction in Vancouver's Downtown Eastside have moved there from outside the Vancouver area



People who require our service have been identified throughout BC

BUILDING ON BC'S STRENGTHS

Our call to action adheres to the value of strengths-based practice, which we apply to our work with clients and in our relationships with all stakeholders. Established strengths in BC include numerous organizations, provincial and municipal branches of government, and individuals who have contributed to the advancement of best practices. The provincial government's housing agency, BC Housing, has cultivated extensive partnerships with not for profit (NFP) and non-governmental organizations who have collectively played essential roles in the delivery of housing and supportive services to British Columbians in all regions of the province, and have contributed internationally to the advancement of effective interventions.

Major collaborative initiatives in BC featuring NFP's include the Homelessness Intervention Project, Downtown Community Court, Vancouver Drug Treatment Court, At Home/ Chez Soi, and the development of provincial plans addressing mental illness and addiction. Additional sources of strength specific to the needs of Indigenous peoples include community-based Elders, Chiefs, and people with lived experience, the First Nations Justice Council, First Nations Courts, Native Court Workers, Friendship Centres, the First Nations Health Authority, and a growing network of Indigenous academic expertise at BC universities. The disproportionate marginalization of Indigenous peoples is a continuing legacy of colonization, and reconciliation requires engaging Indigenous leaders and communities in the design, implementation, and evaluation of responses.

Our call honours the necessity for Indigenous peoples to determine, develop, and administer the "health, housing and other economic and social programmes affecting them" (DRIPA, 2019). Lu'ma Housing and the First Nations Justice Council are the organizational leaders of services for Indigenous people within our call, enabling a substantial expansion of culturally rooted services while also advancing the urgency of reconciliation and strengthening knowledge and practices through the cultivation of two-eyed seeing.

A further source of strength is BC's status as a world leader in the use of government information to better assist individuals, identify needs, and evaluate the effectiveness and costs of interventions. Few large jurisdictions are capable of centrally aggregating data corresponding to services spanning health, social welfare, and justice for their entire population. BC data have been linked and analysed continuously for two decades via a partnership between Ministries and Simon Fraser University. These data enable a cross-government perspective with implications for improving support for citizens with interdependent needs. Numerous BC interventions have been evaluated using inter-Ministry data, providing benchmark values to assess the effectiveness of future programs while also promoting public transparency.

Our call to action adheres to the value of strengths-based practice, which we apply to our work with clients and in our relationships with all stakeholders.

An Inflection Point:

Calls for equity and inclusion have gained strength in tandem with the establishment of evidence and the capacity to safeguard and promote the human rights of people who experience homelessness, mental illness, and addiction.

Family & Work:

Paid employment is an immediate priority for nearly everyone who experiences long-term homelessness, mental illness, and addiction in BC, and two-thirds have worked continuously for at least one year at some point in the past. One in four have children who are under someone else's care.

Human Resources:

Non-profit organizations throughout BC have been the backbone of BC's response to homelessness among people with complex challenges including mental illness and addictions and have demonstrated the ability to deliver world class interventions when appropriately resourced.

Evidence of What Works:

Randomized controlled trials led by SFU have compared (1) existing services, (2) congregate housing and (3) independent recovery-oriented housing. Results show that recovery-oriented housing caused a 71% reduction in crime, a 50% reduction in medical emergencies, and fundamentally improved clients quality of life and community wellbeing.

Information Systems:

BC is the leading international jurisdiction in the use of linked population-level information spanning health, justice, and income assistance sectors. These data have been used to identify community-level needs and to evaluate interventions addressing housing, crime, mental illness, addiction, and recovery.

SFU will report the impact of services on crime, medical emergencies, and community integration through semi-annual analyses compared against peer reviewed benchmark values.

Large impacts on community safety, street disorder, and medical emergencies by 24 months

Recovery-oriented housing caused:

70% ↓

Reduction in crime

50% ↓

Reduction in medical emergencies

ACHIEVING CHANGE BEGINNING SEPTEMBER 1ST, 2021

Fostering Agency:

Grounded in human rights as well as empirical science, our service engages each client's motivation and fosters personal efficacy in all aspects of community living and social reintegration.

Addressing All of BC:

People from any BC community will have access to screening, assessment and referral, facilitated by collaborating community-based organizations (e.g., CMHA, Salvation Army). Consent to access administrative data will facilitate screening.

Implementing What Works:

Partnering organizations with experience delivering high-quality recovery-oriented housing will begin implementing services in the Lower Mainland, Southern Vancouver Island, Interior, and Northern regions. SFU will provide training and ongoing practice support based on established effective interventions.

Augmenting What Works:

Reinforced supported related to community inclusion and addiction will be provided via evidence-based Individual Placement and Support, Harm Reduction practices, Motivational Enhancement Therapy, and Recovery Coaching.

Leveraging Assets:

SFU will lead the development of a comprehensive inventory of community-based services specific to people who experience homelessness with mental illness, addiction, and concurrent challenges at all levels of service intensity.

Supporting The Workforce:

Partnering organizations will promote standards in employment as well as standards in the delivery of services.

Monitoring Outcomes:

Existing sources of data will be used to monitor outcomes and compare rates of improvement against peer-reviewed benchmarks achieved in BC.



AN OVERVIEW OF CHRONIC HOMELESSNESS IN BRITISH COLUMBIA

People who experience mental illness and addiction in British Columbia (BC) are increasingly at risk of death, incarceration, involuntary hospital admission, and long-term homelessness. The financial costs of services received by people who experience homelessness, mental illness, and addiction exceeds the cost of responses that have been shown to end homelessness, reduce crime and hospital emergencies, and promote recovery. This document describes a pathway forward that integrates high-quality evidence and relevant expertise in BC. We describe a three year plan to deliver effective and evidence-based interventions for 500 people each year, spanning multiple BC

communities, and using established benchmarks to confirm benefits to client wellbeing, community safety, and public value. The model of service that we describe has been investigated internationally, including two randomized controlled trials conducted in Vancouver. We propose to scale up what has been shown to work and add evidence-based improvements that respond to our clients' requests for additional support addressing addiction and employment. Our proposal will establish communities of practice supported by world class training and supervision, with long-term benefits to workforce development and the availability of effective practices addressing all forms of addiction and mental illness in BC.

BROADER CONTEXT

Multiple sources of evidence indicate that BC has substantial room for improvement in the prevention of addiction, mental illness, and poverty. BC has the highest prevalence of concurrent substance use and mental illness in Canada (Rush et al., 2008). Poisoning deaths per capita are higher in BC than any other region of Canada (Orpana, Lang, Halverson, 2019), and people who experience homelessness, addiction and mental illness are less likely to receive stable housing in Vancouver than in other Canadian cities (Adair et al., 2016). Life expectancy at birth continues to increase in Canada when studied at the national level. However between 2000 and 2016 life expectancy in BC declined (Orpana, Lang, Halverson, 2019), replicating similar results observed in the United States and caused by what are described as “deaths of despair”, including suicide and consequences of alcohol and drug use (Case & Deaton 2020). Between 2000 and 2015 US counties in which economic insecurity increased were significantly more likely to record higher rates of “deaths of despair”, suggesting that changes in economic wellbeing are important indicators of risk in addition to absolute measures of poverty (Knapp et al., 2019). BC was one of only two Canadian provinces to record an increase in poverty between 2006 and 2015, rising from 11.4% to 14.6%, and BC was the last Canadian province to implement a strategy to reduce poverty, announced in 2017 (Plante, 2018).

Homelessness is an experience shared by a wide variety of people whose primary commonalities are poverty and limited social support, and over 80% exit homelessness by accessing extant resources in their communities (Caton et al., 2005; Kuhn & Culhane, 1998). The roughly 10-20% who experience chronic homelessness are extremely likely to also struggle with mental illness, addiction, and to have been arrested or criminally convicted (Caton et al., 2005; Kuhn & Culhane, 1998). Prolonged homelessness is well known to disproportionately affect Canadians who struggle with mental illness and addictions (Goering et al., 2011) and has increased dramatically in BC communities. In 2008 then Senator Michael Kirby called for a 500 million dollar investment in recovery-oriented housing in Canada (Kirby, 2008), a call that remains unanswered despite accumulating evidence of benefits to individuals, communities, and substantial economic benefits (Somers et al., 2015; Latimer et al., 2020).

Several sources have strongly criticized BC's under-investment in treatment and recovery from mental illness and addictions. Police departments in Victoria and Vancouver issued a series of reports detailing adverse effects on public safety stemming from our province's collective failure to implement community-based care following deinstitutionalization

BC has the highest prevalence of concurrent substance use and mental illness in Canada

(Rush et al., 2008)

(Wilson-Bates, 2008; Vancouver Police, 2013; Victoria Police, 2017). BC's Auditor General investigated tertiary mental health and addiction care and concluded that "the Ministry of health (ministry) and health authorities collectively are not doing enough to ensure that people with serious mental health and/or substance use problems and illnesses can access the care they need" (Bellringer, 2016, p.4). The paucity of resources for people whose needs are most urgent is reflected in the alarming increase in involuntarily hospitalization under BC's Mental Health Act, which between 2008 and 2016 rose from 13,005 to 20,483 (Vigo et al., 2019). In addition, people diagnosed with schizophrenia,

bipolar disorder, and the combination of addiction and mental illness doubled in prevalence among those held in custody in BC between 2010-2017 (Somers et al., 2021).

Nearly all of the modifiable burden of illness associated with substance use and mental illness is socially determined (WHO, 2013). A body of research integrated by the World Health Organization affirms that mental health and addiction are determined by social, economic, and physical environments, and that the inequitable distribution of these determinants has profound effects on individuals and societies (Allen, Balfour, Bell, Marmot, 2014; WHO, 2013).

80%

exit homelessness by
accessing extant resources
in their communities

(Caton et al., 2005; Kuhn & Culhane, 1998)

Poisoning deaths per capita are higher
in BC than any other region of Canada

(Orpana, Lang, Halverson, 2019)

People who experience homelessness,
addiction and mental illness are less
likely to receive stable housing in
Vancouver than in other Canadian cities

(Adair et al., 2016).

EVIDENCE TO GUIDE ACTION IN BC

SFU clinicians and researchers have worked closely with the BC Public Service to identify the number and location of British Columbians who require integrated supports addressing addiction, mental illness, housing, employment, crime desistance, and community integration. During a five year period about 2,200 British Columbians experienced the combination of homelessness, an average of nine criminal sentences, three psychiatric hospital admissions, and five acute hospital admissions, while receiving shelter payments and income assistance (Somers et al., 2016). Only 20% of the people who met these criteria were located in Vancouver, with additional concentrations in Surrey, Victoria, Prince George, Central Okanagan, and Maple Ridge (Somers et al., 2016). Other research conducted in Vancouver's downtown illustrates potential harms caused by current services and attests to the resilience of people who are compelled to live in prolonged crisis. A sample of 107 people experiencing concurrent mental illness and addiction were followed for 5 years in downtown Vancouver. On average they experienced 59 days in hospital, received income assistance in 48 out of 60 possible months, had 19 criminal convictions, spent 590 days in custody and another 631 days under community supervision (Somers et al., 2015).

The financial costs of the status quo have been calculated by several teams led by investigators within and outside BC. A comprehensive economic analysis completed by SFU for the BC Ministry of Health estimated that on average,

each homeless British Columbian who experiences Severe Addiction and Mental Illness (SAMI) “costs the public system in excess of \$55,000 per year” (Patterson et al, 2008; p.11). The 107 individuals described in the above mentioned study in Vancouver (Somers et al., 2015) received services valued at \$246,899 per person over the five year study period, or roughly \$50,000 per person/per year. Latimer and colleagues (2017) conducted an economic analysis of public services received by people experiencing homelessness, addiction, and mental illness in Vancouver, concluding that costs were \$53,144 per person/per year. Canadian research has demonstrated that recovery-oriented housing offsets between 69% (Latimer et al., 2020) and 96% (Aubry et al., 2016) of the cost of intervening, a rate of return that is uncommon in other domains of health and social spending. Moreover, the amounts reported in the above studies do not include costs associated with lost productivity, which comprises the single largest category of cost attributable to substance use in Canada (Canadian Substance Use Costs and Harms Scientific Working Group, 2020).

The necessity for Indigenous-led services is enshrined in international commitments, in BC law, and in scientific investigations homelessness in Canada. Despite the effectiveness of recovery-oriented housing overall, SFU researchers urge that: “Further research and Indigenous leadership are required to investigate how culturally safe, trauma informed care can be incorporated into existing housing policy and programming.” (Bingham et al., 2019a)

A sample of 107 people experiencing concurrent mental illness and addiction were followed for 5 years in downtown Vancouver. On average they experienced 59 days in hospital, received income assistance in 48 out of 60 possible months, had 19 criminal convictions, spent 590 days in custody and another 631 days under community supervision

(Somers et al., 2015)

WHAT WORKS BEST

Recovery-oriented housing, employing independent housing and multi-modal psychosocial care, is the current best practice for people who experience homelessness alongside mental illness and addiction (Goering et al., 2011; Pleace, 2018). The term “recovery” refers to the subjective experience of people who at one time experienced profound psychological symptoms including addiction, and who at a later time transcended those symptoms and established a new experience of wellbeing. The central features of person-centred recovery have been systematically analysed and distilled by the acronym CHIME: Connectedness; Hope and optimism about the future; Identity; Meaning in life; and Empowerment (Leamy et al., 2011). Recovery-oriented housing embraces practices associated with harm reduction while simultaneously promoting change in alignment with client motivation. Effectively mobilizing client agency and motivation for change are central to the benefits of recovery-oriented housing and have a pervasive effect on service design as well as delivery. A recent systematic review and meta-analysis confirmed that the overwhelming majority (84%) of people who experience homelessness, mental illness, and addiction have a strong preference for independent housing, leading the authors to conclude that “In a given service planning area, the rate of independent housing settings should exceed the rate of more institutionalized settings by a wide margin” (Richter & Hoffman, 2017; p.817).

To be maximally effective recovery-oriented housing must be integrated with other services including sources of referral (Pleace, 2018).

Canadian multi-centre trials demonstrated that recovery-oriented housing achieves far superior housing stability compared to usual care (Stergiopoulos et al., 2013; Aubry et al., 2016). Research in Vancouver used administrative data from hospitals, courts, and corrections, finding that recovery-oriented housing caused a 50% reduction in emergency department visits (Russolillo et al., 2014) and a 71% reduction in offending compared to usual care (Somers et al., 2013). Clients receiving recovery-oriented housing in Vancouver provided detailed narrative insights into their experiences following homelessness (Patterson et al., 2013; Patterson et al., 2015). Thematic analyses underscore the importance of two inter-related experiences related to personal change. First, recovery-oriented housing provides a secure and stable foundation that enables diverse improvements, “e.g., health, substance use, social ties, identity, financial, leisure time” (Patterson et al., 2013; p.3). Second, it causes subjective improvement in positive identity, experienced as “a gradual process of shifting toward new social roles, networks, and routines” (Patterson et al., 2013; p. 5). These findings reflect a body of evidence demonstrating that the process of positive change is overwhelmingly interpersonal, described by clinical researchers as “the relational essence” of recovery (Mudry et al., 2019).

To be maximally effective recovery-oriented housing must be integrated with other services including sources of referral

(Pleace, 2018)

Our proposed actions complement existing services addressing homelessness, mental illness, and addiction in BC. For example, people who are discharged from institutional settings such as the redeveloped səmiq̓'əʔelə/Riverview site may require referral to recovery oriented housing in order to maintain and enhance improvements, representing a step down in care. Another step down in service arises when clients in recovery-oriented housing no longer require the same intensity of support. Alternatively, people who are currently housed and who experience a worsening

of symptoms may require referral to recovery-oriented housing (i.e., step up) as an alternative to an in-patient admission or potential eviction.

Our call anticipates these dynamics and is poised to address them by integrating key stakeholders around BC and by using existing high quality data to generate an integrated understanding of the population of people who experience homelessness in BC as an ongoing basis for improving the effectiveness of public services.

84%

of people who experience homelessness, mental illness, and addiction have a strong preference for independent housing

"In a given service planning area, the rate of independent housing settings should exceed the rate of more institutionalized settings by a wide margin"

(Richter & Hoffman, 2017; p.817)



ADDICTION RECOVERY AND SUPPORTED EMPLOYMENT

The majority of people who experience multi-year homelessness, addictions, and mental illness in BC have worked continuously for over one year in the past and state that they want to resume paid work (Somers et al., 2013). International literature confirms that between 70-90% of people who experience addiction and mental illness want to work (Morgan et al., 2017; Peterson, Gordon, Neale, 2017). Individual Placement and Support (IPS) is the international standard of practice for promoting employment among people with severe psychological challenges, as demonstrated in over twenty randomized controlled trials (Drake et al., 2016). Despite very strong evidence that IPS produces engagement in competitive employment, this model of support is unavailable to many in BC and across Canada. To illustrate,

in a year-long Vancouver study involving people who experience addiction and mental illness, participants received injectable opioids up to three times a day and “[o]nly 2 (1%) participants were employed at all 5 timepoints” (Nikoo et al., 2018 p20). People seeking help for opioid dependence must often choose between a day at work or a day on methadone. Canadian opiate agonist therapy guidelines do not incorporate evidence-based practices that assist patients returning to or maintaining employment. In Ontario, each year on methadone “was associated with a 7% increase in the odds of women engaging with criminal activity”, while three-quarters of the women who received methadone remained unemployed (van Reekum et al., 2020 p1).

ABOUT US

Our coalition members bring lived experience and formal expertise in addiction, mental illness, and wellness, alongside commitments to human rights and reconciliation. Members of our team played lead roles in previous relevant interventions including At Home/Chez Soi, Vancouver’s Drug Treatment Court, the BC Homelessness Intervention Project, Surrey’s Situation Table, the BC & Yukon Collaborative Care initiative, and Vancouver’s Downtown Community Court. Our members have designed and delivered curricula on best practices addressing mental illness and addiction for professionals, allied workers, family members, and self-care for individuals. We include practitioners with deep expertise in the prevention and treatment of addictions and mental illness and with the experience of recovery. Members of our team include agencies that have scientifically demonstrated the ability to successfully reintegrate people who would otherwise remain homeless in BC.

Our call to action includes short, intermediate, and long term objectives that integrate strengths in BC and promote the successive growth of evidence-based practices. The institutional strengths of SFU are essential to our success by consolidating longstanding collaborations and providing a sustained commitment to workforce development, education, and relevant research. Our call integrates Indigenous and non-Indigenous sources of knowledge and practice in the creation of a new and justifiably hopeful era in the prevention and treatment of addiction and mental illness in BC. To ensure that reconciliation is embedded in our approach we recommend integrating our call with the ongoing redevelopment of s̓əmiq̓wəʔelə/Riverview. The short term focus of our call is the implementation of recovery-oriented housing, while our intermediate and longer term objectives concentrate on preventing addiction and mental illness and promoting wellness in all BC communities.

ORGANIZATION	RESPONSIBILITIES	MEMBERSHIP
Reintegration Leadership Team	<ul style="list-style-type: none"> Develops and provides management structure Ensures coordination with public & private orgs Approves memoranda of understanding Prevents & resolves conflicts 	<ul style="list-style-type: none"> Indigenous & non-Indigenous PWLE; Applied/Clinical Researchers; Housing Specialist; Indigenous Service Lead; Addiction Specialist; Assessment Specialist; Employment Specialist; Human Rights Specialist
SFU/CARMHA	<ul style="list-style-type: none"> Coordinates service providers Develops & supports delivery of best practices / fidelity Evaluates & reports outcomes 	
First Nations Justice Council Lu'ma Native Housing	<ul style="list-style-type: none"> Leads inclusion of Indigenous communities, knowledge and practices 	
SFU/CARMHA, BCS	<ul style="list-style-type: none"> Develops and administers Provincial assessment, referral, and monitoring procedures 	
Housing Specialist Teams	<ul style="list-style-type: none"> Builds and maintains housing portfolio Deliver Service per Best Practices 	
HealthJustice	<ul style="list-style-type: none"> Ensures that practices are grounded in knowledge of human rights and law 	

NORMALIZING HOPE (YEARS 1-3)

Our immediate objectives are to replicate and extend the proven benefits of recovery-oriented housing by integrating existing strengths and capabilities.

- Beginning September 1st, 2021, recruit 500 people per year for three years into high-fidelity recovery-oriented housing.
- Create and maintain a comprehensive inventory of provincial resources related to housing and social re-integration for people who experience homelessness, mental illness, and addictions.
- Establish housing portfolios that include independent housing alongside existing supported housing resources in: Lower Mainland; Capital; Interior; Prince George.
- Convene, train, and support established service providers in the delivery of high-fidelity recovery-oriented housing, and introduce best-in-class assessment and referral in DTES.
- Engage service providers, service recipients, and municipal governments across BC to plan roll-out, recruitment, referrals, and priorities for service expansion.
- In regions where recovery-oriented housing will be concentrated engage with major allied services and stakeholders to ensure synergy between existing and new services.
- Collaborate with leaders of organized labour and employers to establish wage and benefit protections for employees and standards for the delivery of addiction and mental health services.
- Expand Individual Placement and Support (IPS) with links to employers and staff trained and supervised in IPS.
- Develop institutional dialogue with s̓míq̓wəḷelə/Riverview redevelopment to create a campus of excellence applying Indigenous and non-Indigenous knowledge and practices to prevent and treat addiction and mental illness,.
- Consult with relevant post-secondary programs to document, disseminate, and support the implementation of evidence-based practices to prepare future members of communities of practice.
- Implement province-wide screening and centralized recording of homelessness. Promote widespread use of strengths-based measures (e.g., Recovery Capital).
- Report effects of interventions in comparison to established benchmarks including emergency department visits, criminal justice involvement, and housing stability.

BROADENING THE BASE (YEARS 3-5)

Preventing an ongoing need for recovery-oriented housing requires broadening the base of effective policies and services.

- Expand post-secondary training and continuing education for practitioners on evidence-based practices in addiction and mental illness prevention, treatment and recovery.
- Engage additional employers, municipalities, schools, and post-secondary institutions in effective practices to retain and assist people at risk for addiction and mental illness.
- Disseminate and support the application of self-care resources for people at risk for addictions including youth and people who currently use drugs (e.g., alcohol, smoking/vaping).
- Demonstrate adherence to reconciliation by showcasing the distinct and combined benefits of Indigenous and non-Indigenous pathways to wellness and reduced harm.
- Guide the expertise and resources at s̓əmiq̓w̓əɬelə/Riverview to support all BC communities with workforce development, on site training and sustained outreach.

PREVENTION AND WELLNESS PROMOTION (>5 YEARS)

- Normalize the practice of evaluating all public policies and services as they relate to reducing addictions and mental illness (AKA., recovery-oriented systems of care).
- Consolidate səmiq'wəʔelə/Riverview as an internationally acclaimed community that exemplifies and disseminates practices that promote reconciliation, equity, social inclusion and wellness.

DETAILS OF ACTIONS AND LEAD ORGANIZATIONS

500 people per year for 3 years

(MPA; Coast MH; RainCity; Phoenix;
John Howard Society; Lu'ma Native Housing)

Referrals from all parts of BC

(CMHA; Salvation Army; SFU/CARMHA)

Services provided in Lower Mainland,
Southern Island, Okanagan, North

(MPA; RainCity; Coast MH; Phoenix; John Howard; UGM;
Harbour Light; CMHA; Lu'ma Native Housing)

Screening conducted with consent to access
existing linked administrative data

(SFU/CARMHA; Building Community Society)

Assessment to follow protocol
used in Vancouver At Home

(SFU/CARMHA; Building Community Society)

Progress assessments conducted via interview and
with consent to access linked administrative data

(MPA; Coast MH; Phoenix; Building Community Society;
John Howard Society; SFU/CARMHA)

Two-eyed knowledge and practices:

Strengthening All my Relations &
Recovery Capital

(Lu'ma Native Housing; SFU/CARMHA)

Protocols, training, supervision in
recovery-oriented housing practices

(SFU/CARMHA)

Individual Placement and Support,
Vocational Reintegration

(CMHA; John Howard Society)

Recovery Coaching

(UGM)

Integrated recovery services

"from shelters to homes"

(Harbour Light; UGM; RainCity; MPA; Coast MH; Phoenix;
John Howard Society; Lu'ma Native Housing)

Human rights foundation, principles, practices

(HealthJustice)

500 People per year
for 3 years

Services provided in:

**LOWER MAINLAND
SOUTHERN ISLAND
OKANAGAN
NORTH**



TIMELINE TO IMPLEMENT THIS CALL TO ACTION



REFERENCES CITED

Aubry T, Goering P, Veldhuizen S, Adair CE, Bourque J, Distasio J, Latimer E, Stergiopoulos V, Somers JM, Streiner DL, Tsemberis S. (2016). A Multiple-City RCT of Housing First With Assertive Community Treatment for Homeless Canadians With Serious Mental Illness. *Psychiatric Services*, 67(3):275-281.

Bingham B, Moniruzzaman A, Patterson M, Sareen J, Distasio J, O'Neil J, Somers JM (2019a). Gender differences in Mental Disorders, Substance Use, and Service Use among Indigenous Canadians experiencing Homelessness and Mental Illness. *BMC Psychology*. doi.org/10.1186/s40359-019-0331-y

Bingham B, Moniruzzaman A, Patterson M, Sareen J, Distasio J, O'Neil J, Somers JM (2019b). Indigenous and non-Indigenous people experiencing homelessness and mental illness in two Canadian cities: A retrospective analysis and implications for culturally informed action. *BMJ Open*. dx.doi.org/10.1136/bmjopen-2018-024748

Canadian Substance Use Costs and Harms Scientific Working Group (2020). Canadian substance use costs and harms 2015-2017. Ottawa ON: Canadian Centre on Substance Use and Addiction.

Caton CM, Domingez B, Schanzer B, Hasin DS, Shrout PE, Felix A, et al. (2005). Risk factors for long-term homelessness: findings from a longitudinal study of first-term homeless single adults. *American Journal of Public Health*, 95, 1753–1759.

Chandler M, Lalonde C (2004). Transferring whose knowledge? Exchanging whose best practices?: On knowing about Indigenous knowledge and Aboriginal suicide. In J White, P Maxim, & D Beavon (Eds.), *Aboriginal Policy Research: Setting the Agenda for Change*, Vol. II. (pp. 111-123). Toronto: Thompson Educational Publishing.

Drake RE, Bond GR, Goldman HH, Hogan ME, Karakus M (2016). Individual placement and support services boost employment for people with serious mental illnesses, but funding is lacking. *Health Affairs*;35:1098–1105.

Goering PN, Streiner DL, Adair C, Aubry T, Barker J, Distasio J, Hwang SW, Komaroff J, Latimer E, Somers JM. (2011). The At Home/Chez Soi trial protocol: a pragmatic, multi-site, randomized controlled trial of a Housing First intervention for homeless individuals with mental illness in five Canadian cities. *BMJ Open*. 2011 Nov 14;1(2):e000323. DOI: 10.1136/bmjopen-2011-000323.

Government of British Columbia (2019). Bill 41: Declaration on the Rights of Indigenous Peoples Act. Victoria, BC: Legislative Assembly.

Kuhn R & Culhane DP (1998). Applying cluster analysis to test a typology of homelessness by pattern of shelter utilization: Results from the analysis of administrative data. *American Journal of Community Psychology*, 26, 207–232.

Latimer EA, Rabouin D, Cao Z, Ly A, Powell G, Aubry T, Distasio J, Hwang SW, Somers JM, for the At Home/Chez Soi Investigators (2020). Cost-effectiveness of Housing First with Assertive Community Treatment: Results from the Canadian At Home/Chez Soi trial. *Psychiatric Services*.

Latimer EA, Rabouin D, Cao Z, Ly A, Powell G, Aubry T, Distasio J, Hwang S, Somers JM, Stergiopoulos V, Veldhuizen S, Moodie E, Lesage A, Goering P (2017). Costs of services for homeless people with mental illness in 5 Canadian cities: a large prospective follow-up study. *CMAJ Open*. DOI: 10.99778/cmajo.20170018

McEwan K (2008) Request for Applications MHCC Research Demonstration Projects in Mental Health and Homelessness. Mental Health Commission of Canada

Morgan VA, Waterreus A, Carr V, Castle D, Cohen M, Harvey C & Neil A. (2017). Responding to challenges for people with psychotic illness: Updated evidence from the Survey of High Impact Psychosis. *Australian & New*

Zealand Journal of Psychiatry, 51(2), 124-140.

Mudry T, Nepustil P & Ness O (2019). The relational essence of natural recovery: natural recovery as relational practice. *International Journal of Mental Health and Addiction* 17:191-205

Patterson M, Somers J, McIntosh K, Shiell A & Frankish CJ. (2008). Housing and Support for Adults with Severe Addictions and/or Mental Illness in British Columbia. Government of British Columbia, Ministry of Health. Victoria, BC. www.health.gov.bc.ca/library/publications/year/2007/Housing_Support_for_MHA_Adults.pdf

Patterson ML, Rezansoff S, Currie L, Somers JM. (2013). Trajectories of recovery among homeless adults with mental illness who participated in a randomized controlled trial of Housing First: A longitudinal, narrative analysis. *BMJ Open* 2013;3:e003442 doi:10.1136/bmjopen-2013-003442.

Patterson ML, Moniruzzaman A, Somers JM. (2015). History of foster care among homeless adults with mental illness in Vancouver, British Columbia: a precursor to trajectories of risk. *BMC Psychiatry* 15:32 doi:10.1186/s12888-015-0411-3 www.biomedcentral.com/1471-244X/15/32. - Highly Accessed

Patterson M, Currie L, Rezansoff SN, Somers JM. (2015). Exiting Homelessness: Perceived Changes, Barriers and Facilitators among Formerly Homeless Adults with Mental Disorders. *Psychiatric Rehabilitation Journal*; DOI: 10.1037/prj0000101.

Peterson D, Gordon S, & Neale J (2017). It can work: Open employment for people with experience of mental illness. *Work*, 56(3), 443-454.

Pleace N (2018) Using Housing First in integrated homelessness strategies: a review of evidence. Research Report. University of York. orcid.org/0000-0002-2133-2667.

Russolillo A, Somers J, McCandless L, Patterson M, Moniruzzaman A. (2014). Emergency Department Utilization Among Formerly Homeless Adults with mental disorders after 1-year of housing First: A Randomized controlled trial. *International Journal of Housing Policy*. 14:1 79-97. DOI

Somers JM, Rezansoff S, Moniruzzaman A, Palepu A, Patterson M. (2013). Housing First Reduces Re-offending among Formerly Homeless Adults with Mental Disorders: Results of a Randomized Controlled Trial. Published 04 Sep 2013 | *PLoS ONE*, 8(9), 1- 8.

Somers JM, Patterson ML, Moniruzzaman A, Currie L, Rezansoff SN, Palepu A, Fryer, K. (2013). Vancouver At Home: Pragmatic Randomized Trials Investigating Housing First for People who are Homeless and Mentally Ill. *Trials*. *Trials* 2013, 14:365 doi:10.1186/1745-6215-14-365

Somers JM, Moniruzzaman A, Rezansoff S. (2016). Migration to the Downtown Eastside neighbourhood of Vancouver and changes in service use in a cohort of mentally ill homeless adults: a 10-year retrospective study. *BMJ Open*. Jan 6;6(1):e009043. doi: 10.1136/bmjopen-2015-009043.

Somers JM, Rezansoff SN, Moniruzzaman A, Zabarauckas C. (2015). High-frequency use of corrections, health, and social services, and association with mental illness and substance use. *Emerging Themes in Epidemiology* 2015 Dec 18;12:17. doi: 10.1186/s12982-015-0040-9. eCollection 2015.

Stergiopoulos V, et al. for the At Home/Chez Soi Investigators, note: group authorship (2015). Effect of scattered-site housing using rent supplements and intensive case management on housing stability among homeless adults with mental illness: a randomized trial. *JAMA*. 313(9):905-915.

Thistle, Jesse A (2017). The National Definition of Indigenous Homelessness in Canada, Canadian Observatory on Homelessness, Toronto: York University Press

United Nations (2008). Declaration on the Rights of Indigenous Peoples.



SFU

**SIMON FRASER
UNIVERSITY**

Budget 2021-2024 to accompany
Homelessness, Addiction & Mental Illness
A Call to Action for British Columbia

	2021 - 2022	2022 - 2023	2023 - 2024	All Years 2021-2024
Connection Centre - Screening, Assessment, Ongoing Evaluation				
FT Staffing (Client Referral, Annual Reporting)	\$562,500	\$562,500	\$562,500	\$1,687,500
PT and Support Services (Admin, Recep, Management)	\$200,000	\$270,000	\$270,000	\$740,000
Materials/Equipment	\$250,000	\$65,000	\$45,000	\$360,000
Other Services/Lease (\$10,000/mo)	\$120,000	\$120,000	\$120,000	\$360,000
* Total Connection Centre Costs	\$1,132,500	\$1,017,500	\$997,500	\$3,147,500
Recovery Oriented Housing Service Teams				
FT Staffing	\$1,050,000	\$1,050,000	\$1,050,000	\$3,150,000
Sessional & Consulting Services	\$270,000	\$270,000	\$270,000	\$810,000
Office costs	\$125,000	\$120,000	\$120,000	\$365,000
R-O Service Team COSTS per team	\$1,445,000	\$1,440,000	\$1,440,000	\$4,325,000
R-O Service Team COSTS per all teams (x5/11/15)	\$7,225,000	\$15,840,000	\$21,600,000	\$44,665,000
* Total All Service Teams	\$7,225,000	\$15,840,000	\$21,600,000	\$44,665,000
Accredited Recovery Coaching Program implementation				
FT Staff recruitment, curriculum delivery, training + supervision	\$450,000	\$450,000	\$450,000	\$1,350,000
Accredited Recovery Coaches (@2 RCs per team)	\$687,500	\$687,500	\$687,500	\$2,062,500
* Total Recovery Coaching	\$1,137,500	\$1,137,500	\$1,137,500	\$3,412,500
Housing				
Rent Subsidies/Leases (@\$900/mo.)	\$4,050,000	\$10,800,000	\$16,200,000	\$31,050,000
Housing Liaison to Communities of Practice	\$106,250	\$106,250	\$106,250	\$318,750
Housing Specialists/Portfolio Management	\$562,500	\$562,500	\$562,500	\$1,687,500
Maintenance, repair, relocation/transition	\$500,000	\$500,000	\$500,000	\$1,500,000
Household Furniture & Equipment	\$900,000	\$900,000	\$900,000	\$2,700,000
Other Housing Costs	\$15,000	\$15,000	\$15,000	\$45,000
* Total Housing Costs	\$6,133,750	\$12,883,750	\$18,283,750	\$37,301,250
CLIENT HUMAN/HOUSING SERVICES	\$15,628,750	\$30,878,750	\$42,018,750	\$88,526,250
Implementation, Fidelity, Evaluation				
Community of Practice coordination (implementation & ongoing)	\$275,000	\$275,000	\$275,000	\$825,000
Support Services (FT Admin + Reception)	\$200,000	\$200,000	\$200,000	\$600,000
Evaluation (Database Mgr + Analyst)	\$125,000	\$125,000	\$125,000	\$375,000
Recruitment (Clinical outreach)	\$280,000	\$280,000	\$280,000	\$840,000
Protocol Development, Training, Fidelity (front end heavy)	\$350,000	\$200,000	\$150,000	\$700,000
Data Collection & Evaluation (same all years)	\$106,000	\$106,000	\$106,000	\$318,000
Information Exchange & Reporting (trainee stipends @ 4)	\$100,000	\$100,000	\$100,000	\$300,000
Inter-Ministry data analyst, liaison, reporting	\$125,000	\$125,000	\$125,000	\$375,000
* Total Implementation/Fidelity/Evaluation Costs	\$1,561,000	\$1,411,000	\$1,361,000	\$4,333,000
General & Administrative				
Governance & Oversight	\$420,000	\$420,000	\$420,000	\$1,260,000
Reconciliation leader	\$112,500	\$112,500	\$112,500	\$337,500
Meetings and conferences	\$20,000	\$20,000	\$20,000	\$60,000
Materials, Office, IT Supplies, etc	\$28,000	\$28,000	\$28,000	\$84,000
Services & Communication	\$40,000	\$40,000	\$40,000	\$120,000
Training	\$120,000	\$40,000	\$20,000	\$180,000
Equipment < \$5000	\$30,000	\$30,000	\$30,000	\$90,000
Transportation	\$40,000	\$40,000	\$40,000	\$120,000
Administration (project Finance x 2, Communications, Admin)	\$450,000	\$450,000	\$450,000	\$1,350,000
* Total G&A	\$1,260,500	\$1,180,500	\$1,160,500	\$3,601,500
* SFU overhead costs (@25% CC + I/F/E + G&A)	\$988,500	\$902,250	\$879,750	\$2,770,500
IMPLEMENTATION, FIDELITY, EVALUATION AND G&A	\$3,810,000	\$3,493,750	\$3,401,250	\$10,705,000
CONTINGENCY (approximately 1.5%)	\$311,250	\$477,500	\$730,000	\$1,518,750
TOTAL	\$19,750,000	\$34,850,000	\$46,150,000	\$100,750,000

of client interactions 500 1100 1500

Client Human / Housing Service costs per client interaction **\$31,258** **\$28,072** **\$28,013**

Total costs per client interaction **\$39,500** **\$31,682** **\$30,767**

Client Services
Recovery & Housing Service Organizations
Year 1
page 2 of 4

	Nbr	Salaries / Unit Cost	Benefits	Total 2021 - 2022
Recovery Oriented Housing Service Teams				
FT Staffing	7	\$120,000	\$30,000	\$1,050,000
Sessional & Consulting Services	1.0FTE	\$270,000		\$270,000
Office costs	5	\$25,000		\$125,000
R-O Service Team COSTS per team				\$1,445,000
R-O Service Team COSTS per 5 teams	x5			\$7,225,000
* Total All Service Teams				\$7,225,000
Accredited Recovery Coaching Program implementation				
FT Staff recruitment, curriculum delivery, training + supervision	4	\$90,000	\$22,500	\$450,000
Accredited Recovery Coaches (@2 RCs per team)	10	\$55,000	\$13,750	\$687,500
* Total Recovery Coaching				\$1,137,500
Housing				
Rent Subsidies/Leases (@\$900/mo.)				\$4,050,000
Housing Liaison to Communities of Practice	1	\$85,000	\$21,250	\$106,250
Housing Specialists/Portfolio Management	5	\$90,000	\$22,500	\$562,500
Maintenance, repair, relocation/transition	per client 1	\$1,000		\$500,000
Household Furniture & Equipment	per client 1.	\$1,200		\$900,000
Other Housing Costs				\$15,000
* Total Housing Costs				\$6,133,750
TOTAL RECOVERY & HOUSING SERVICE ORGANIZATION				\$14,496,250

Implementation, Coordination & Evaluation Services
Simon Fraser University
Year 1
page 3 of 4

	Nbr	Salaries / Unit Cost	Benefits	Total 2021 - 2022
Connection Centre - Screening, Assessment, Ongoing Evaluation				
FT Staffing (Client Referral, Annual Reporting)	5	\$ 90,000	\$ 22,500	\$562,500
PT and Support Services (Admin, Recep, Management)	2FTE	\$ 80,000	\$ 20,000	\$200,000
Materials/Equipment				\$250,000
Other Services/Lease (\$10,000/mo)				\$120,000
* Total Connection Centre Costs				\$1,132,500
Implementation, Fidelity, Evaluation				
Community of Practice coordination	2	\$110,000	\$27,500	\$275,000
Support Services (FT Admin + Reception)	2	\$80,000	\$20,000	\$200,000
Evaluation (Database Mgr + Analyst)	1	\$100,000	\$25,000	\$125,000
Recruitment (Clinical outreach)	3	\$75,000	\$18,750	\$280,000
Protocol Development, Training, Fidelity (front end heavy)		\$350,000		\$350,000
Data Collection & Evaluation	1	\$85,000	\$21,250	\$106,000
Information Exchange & Reporting (trainee stipends @ 4)	4	\$25,000		\$100,000
Inter-Ministry data analyst, liaison, reporting	1	\$100,000	\$25,000	\$125,000
* Total Implementation/Fidelity/Evaluation Costs				\$1,561,000
General & Administrative				
Governance & Oversight	6	\$70,000		\$420,000
Reconciliation leader	1	\$90,000	\$22,500	\$112,500
Meetings and conferences	4	\$5,000		\$20,000
Materials, Office, IT Supplies, etc		\$28,000		\$28,000
Services & Communication		\$40,000		\$40,000
Training		\$60,000	\$60,000	\$120,000
Equipment < \$5000		\$20,000	\$10,000	\$30,000
Transportation		\$20,000	\$20,000	\$40,000
Administration (project Finance x 2, Communications, Admin)	4	\$90,000	\$22,500	\$450,000
* Total G&A				\$1,260,500
* SFU overhead costs (@25% CC + I/F/E + G&A)				\$988,500
TOTAL SIMON FRASER UNIVERSITY				\$4,942,500

Budget Notes & Assumptions

page 4 of 4

1. Client service delivery costs are based on previous actual costs of providing the same standard of care.
2. Service providers have essential experience delivering the specified service (Vancouver At Home) and include additional collaborators with critical strengths and capabilities (i.e., Indigenous culture, justice/human rights, geographic reach, expertise in recovery).
3. Housing inventory will be comprised of a mix of new housing secured from private landlords and units available through BC Housing. Year 1 housing lease budget assumes an average duration of 9 out of 12 possible months.
4. BC Housing will reserve 10% of annual vacancies in appropriate units for inclusion in the overall housing portfolio offered to clients in the current program, located in settings where teams are active and complementing the stock of units leased directly by the housing portfolio manager.
5. Teams or members of teams may be drawn from existing service providers (e.g., teams or individuals) where there is interest in adapting service delivery to adhere to the standards of recovery-oriented housing.
6. All funded teams will contribute to building communities of practice that advance knowledge rooted in Indigenous and non-Indigenous experiences (two eyed seeing), participating in the articulation of effective practices, and contributing to ongoing assessment/evaluation.
7. Housing portfolio management includes responsibilities for timely moves between units when needed (e.g., planned moves), furnishing units, repairs, and general landlord relations.
8. Teams are comprised of integrated professional and peer specialists. Recovery coaches function independently and are positioned in a non-hierarchical relationship with clients.
9. All costs for travel, equipment, meetings and related expenses will observe institutional standards related to value.
10. A surplus in any year will carry forward to the subsequent year for the duration of the initiative.
11. Recruitment to new positions created by this initiative will prioritize the engagement of Indigenous and non-Indigenous people with lived experience.
12. Amounts are in Canadian currency.
13. Allowable costs include coordination, training, assessment & referral, rent subsidies, support services, furniture and property management costs.
14. The Provincial Government will continue to provide SFU with linkable inter-ministry records in a timely manner to enable essential evaluations for government, service providers, clients, and the public.
15. Funds are anticipated to flow through existing contractual relationships between provincial government entities (e.g., BC Housing, Ministry of Advanced Education, Ministry of Health) and the parties delivering services through this initiative (i.e., NFP Societies, SFU).



Committee of the Whole Report

For the Meeting of September 16, 2021

To: Committee of the Whole **Date:** August 24, 2021
From: Curt Kingsley, City Clerk
Subject: Recommendation for Jima Cannabis at 2622 Douglas 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 Jima Cannabis at 2622 Douglas 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 Jima Cannabis at 2622 Douglas Street.
- b. Bylaw and Licensing Services, the Victoria Police Department, and Sustainable Planning and Community Development 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 338 notices and received 2 responses. The City did not receive correspondence from the Burnside/Gorge Community 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 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 338 notices and received 2 responses. The City did not receive correspondence from the Burnside/Gorge Community Association.

Staff recommend Council provide a positive recommendation for Jima Cannabis at 2622 Douglas 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 Jima Cannabis at 2622 Douglas Street to obtain a provincial cannabis retail store license.

BACKGROUND

The Liquor and Cannabis Regulation Branch 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, the LCRB may not issue a licence to the applicant at this location.

As a part of the local government recommendation, the Province requires that the City 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. This includes the requirement to ensure that windows on any street frontage of the premises are not blocked by translucent or opaque material, artwork, posters, shelving, display cases or similar elements.

To date, Council has provided 19 positive recommendations and no negative recommendations to the Province in response to proposed cannabis retail store referrals.

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.

Applicant

Jima Cannabis is proposing a cannabis retail store at 2622 Douglas Street.

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 and Licensing Services, the Victoria Police Department, and Sustainable Planning and Community Development did not raise any concerns about this referral in terms of community impacts.

Bylaw and Licensing Services comments are attached as Attachment A.

The Victoria Police Department comments are attached as Attachment B.

Residents' Views

The City sent 338 notices and received 2 responses. The City did not receive correspondence from the Burnside/Gorge Community Association.

Residents' views are attached as Attachment C.

Applicant's Response

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

The applicant also collected letters of support which are attached as Attachment E.

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

The applicant has been compliant with municipal bylaws which require a provincial and municipal license before operating a cannabis retail store business. Staff in Bylaw and Licensing Services, the Victoria Police Department, and Sustainable Planning and Community Development did not raise any concerns. 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

List of Attachments

Attachment A: Bylaw and Licensing Services comments

Attachment B: Victoria Police Department comments

Attachment C: Residents' views

Attachment D: Letter from applicant

Attachment E: Letters of support provided by applicant

Attachment A – Licensing and Bylaw Services Comments

No issue with the company/owners/applicants we have no compliance history or concerns.

Regarding the property at 2622 Douglas, in the past there were bylaw calls for service here for FIVE STAR MEDICINAL and FIVE STAR CANNABIS for unlicensed cannabis retail and they were referred to the provincial regulator (last being closed early 2021). I've checked the files and business licence application for FIVE STAR CANNABIS and there is no indication these are the same people who have applied here. I spoke briefly to Community Safety Unit for provincial enforcement, and they said no issues ongoing.

Attachment B – Victoria Police Department Comments

I have reviewed the application for a cannabis retail license for the business Jima Retail Corp., located at 2622 Douglas St. I noted the surrounding businesses are commercial and retail. This location should not cause an increase in calls for service to VicPD, thereby impacting community safety. I have no other site specific comments.

We (VicPD) would rely upon the existing fit and proper results through the LCLB and their background checks through the RCMP, and the community consultation process through the City of Victoria with respect to the applicant. The Victoria Police Department will not be conducting any further background investigation on the application.

[REDACTED]

From: Agnes Stieda [REDACTED]
Sent: Saturday, July 31, 2021 2:42 PM
To: Legislative Services email
Subject: Cannabis retail store

You asked the public about our opinion for a cannabis retail store to be built. My reason for being against it is that in our neighbourhood around Ross Place there is already so much going on which we residents are encountering: people being on "High", or sleeping their reaction to drugs out on the opposite lawn, or people with mental health issues, that we don't feel safe to go out alone, at least not after dark. There is already a cannabis store on Kings and Quadra, and that is just fine, but is that not enough? the City is in the process of building a safe and pleasant Midtown residential area. Does a cannabis store have to be included? Thank you for reading my comment, Agnes Stieda. [REDACTED]

Sent from my iPad

August 9, 2021

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

Dear Mayor and Councillors,

I am writing to express my opposition to Jima Cannabis' application for a cannabis retail store at 2622 Douglas Street.

Over the past few years, the businesses in the City of Victoria have been struggling and continue to struggle with constant vandalism, crime and filth. In addition, the community is inundated with a large number of residents or transients who suffer from drug addiction. Lastly, there are already a number of cannabis stores in the area. A quick search found three cannabis stores within 1 kilometre of 2622 Douglas Street.

The above-mentioned factors lead us to believe that having another cannabis store in this area will not be beneficial to the community. I am surprised that Council is spending time on this topic instead of focusing on cleaning up the City of Victoria. Although cannabis is legal, more drug consumption in the community is not what we should be directing our time and energy on.

I can be available to discuss this topic and provide records of damages, police incidents and crimes taking place in and around our areas of business with short notice.

Thank you for your time.

Sincerely,



Peter Trzewik

Jima Retail Corp.

300-303 W Pender Street
Vancouver, BC V6B 1T3
(778) 919-4328
sean@jima.ca

14th September 2021

Mayor and Council

City Hall
1 Centennial Square
Victoria, BC V8W1P6

Dear Mayor and Council,

We're Jima Cannabis, a BC-based Canadian retail cannabis operator committed to the highest standards of customer care. Jima is an emerging adult-use cannabis company that is growing in BC. Jima is focused on delivering an elevated, safe, and responsible customer experience through our curated retail environments, offering a diversity of brands for British Columbians across a retail network. Jima Retail Corp. is wholly owned by TCap Private Equity who has invested in other successful businesses located in Victoria and on the Island including Pixel Union.

The proposed location has already been approved as a retail cannabis location under a rezoning by a previous company. Jima acquired the property and is looking forward to opening a professional retail operation at this location. We employ local residents starting at \$20/ hour plus benefits, which is a living wage in Victoria. Jima is committed to being a valued member of the community and is already planning contributions to local community events.

Jima conducted public consultation in the community and has submitted letters of support from ten local businesses, eight residents and a letter of non-opposition from the Pacific Coast Health Services located across the street. There were two letters of opposition submitted with concerns about existing issues in the community and clustering of cannabis stores. There is no evidence that shows legal cannabis stores increase crime or other issues in a community such as addiction. Infact, there have been studies that show legal cannabis stores reduce crime in a neighbourhood¹ and cannabis helps with harm reduction for those struggling with opiod

¹ Brinkman, J., & Mok-Lamme, D. (2017, July 1). *Not in my Backyard? Not so Fast. the effect of marijuana legalization on neighborhood crime*. Federal Reserve Bank of Philadelphia. Retrieved September 14, 2021, from

addiction². This location is not within close proximity to another cannabis store according to the city of Victoria bylaws. Finally, legal cannabis sales have been very effective in reducing black market sales. Recent data from Statistics Canada continues to show a reduction in black market sales and an increase in legal cannabis sales³. This reduction proves that legal stores are working in achieving the goal of eliminating the black market which is a good reason to encourage retail stores that meet city bylaw requirements.

Jima is committed to being a valued member of the community and working to advance community and city goals so that residents can enjoy living in such a beautiful city.

Sincerely,



Sean Bruce-Hayes
Head of Real Estate & Licencing
Jima Retail Corp.

<https://www.philadelphiafed.org/the-economy/regional-economics/not-in-my-backyard-not-so-fast-the-effect-of-marijuana-legalization-on-neighborhood-crime>.

² Khan SP, Pickens TA, Berlau DJ. Perspectives on cannabis as a substitute for opioid analgesics. *Pain Manag*. 2019 Mar 1;9(2):191-203. doi: 10.2217/pmt-2018-0051. Epub 2019 Jan 25. PMID: 30681029.

³ Statistics Canada. [Table 36-10-0124-01 Detailed household final consumption expenditure, Canada, quarterly \(x 1,000,000\)](#).

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

I'm writing today in support of Jima's retail location at 2622 Douglas Street. As a resident of the community I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jima will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jima is also operated by an experienced senior management team; with this in mind, I have no doubt that Jima will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jima's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Name: Spencer Berghauer

Address: 1069 Southgate St.

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

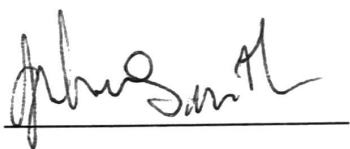
I'm writing today in support of Jimma's retail location at 2622 Douglas Street. As a resident of the community I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,

A handwritten signature in black ink, appearing to read "Graham Smith", written over a horizontal line.

Signature

Name: Graham Smith

Address: 2520 work st.
V8T 5G6
Vic B.C.

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

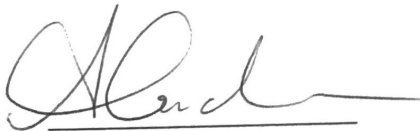
I'm writing today in support of Jimma's retail location at 2622 Douglas Street. As a resident of the community I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

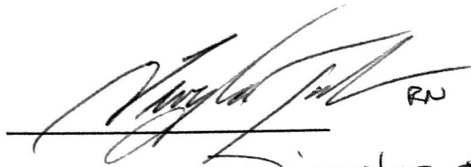
Name: Anna Hendrickson

Address: 1760 Fort St.

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

Please accept this letter as confirmation we do not have any opposition to the City of Victoria approving Jima's application to open up a non-medical retail cannabis store at 2622 Douglas Street.

Sincerely,

 RN

Signature Director of Operations

Business/Resident Name: Pacific Coast Health Services
2631 B Douglas St.

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

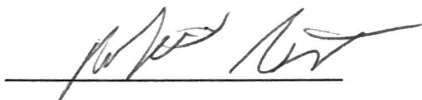
I'm writing today in support of Jimma's proposed retail location at 2622 Douglas Street. As a business owner in the area, I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Business Name: Q-LLECTRONICS
2626 Douglas St
V8T 4M1

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

I'm writing today in support of Jimma's proposed retail location at 2622 Douglas Street. As a business owner in the area, I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Business Name: PADGETT BUSINESS SERVICES
2531 Government St

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

I'm writing today in support of Jimma's proposed retail location at 2622 Douglas Street. As a business owner in the area, I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,

A handwritten signature in black ink, appearing to read 'Frank Whites', written over a horizontal line.

Signature

Business Name: FRANK WHITES DIVE STORE
721 Kings Rd

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

I'm writing today in support of Jimma's proposed retail location at 2622 Douglas Street. As a business owner in the area, I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Rob Armstrong.
Business Name: Manager D. Lube
708 Bay St.

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

I'm writing today in support of Jima's proposed retail location at 2622 Douglas Street. As a business owner in the area, I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jima will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jima is also operated by an experienced senior management team; with this in mind, I have no doubt that Jima will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jima's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Business Name: Budget Brake + Muffler
AutoCentres
2445 Douglas St

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

I'm writing today in support of Jima's proposed retail location at 2622 Douglas Street. As a business owner in the area, I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jima will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jima is also operated by an experienced senior management team; with this in mind, I have no doubt that Jima will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jima's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Business Name: Popeyes Victoria
2500 Douglas St

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

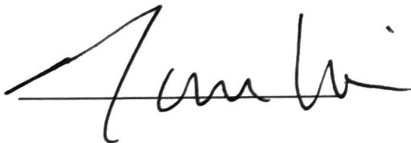
I'm writing today in support of Jimma's proposed retail location at 2622 Douglas Street. As a business owner in the area, I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Business Name: Morinwood
2610 Douglas St

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

I'm writing today in support of Jima's proposed retail location at 2622 Douglas Street. As a business owner in the area, I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jima will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jima is also operated by an experienced senior management team; with this in mind, I have no doubt that Jima will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jima's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Business Name: Sawasdee Thai massage
2624 Douglas St.

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

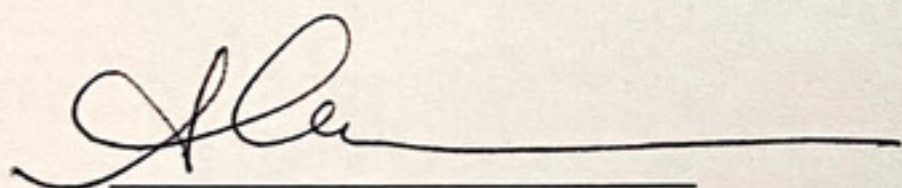
I'm writing today in support of Jimma's proposed retail location at 2622 Douglas Street. As a business owner in the area, I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Business Name: BAGGINS SHOES

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

I'm writing today in support of Jimma's proposed retail location at 2622 Douglas Street. As a business owner in the area, I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,

Signature

Business Name:

The Number Creative

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

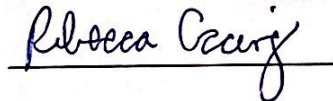
I'm writing today in support of Jima's retail location at 2622 Douglas Street. As a resident of the community I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jima will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jima is also operated by an experienced senior management team; with this in mind, I have no doubt that Jima will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jima's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Name: Rebecca Craig

Address: 715 Vancouver Street, Victoria.

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

I'm writing today in support of Jimma's retail location at 2622 Douglas Street. As a resident of the community I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Name: JAIME FOGG

Address: 102 MOSS ST.
VICTORIA, B.C.

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

I'm writing today in support of Jimma's retail location at 2622 Douglas Street. As a resident of the community I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Name: Ryan Malcolm

Address: 661 Head St. Esq. V9A5S9

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

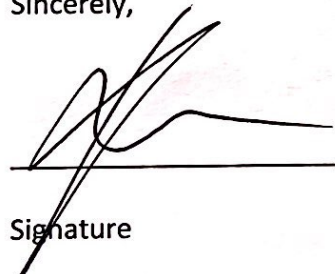
I'm writing today in support of Jima's retail location at 2622 Douglas Street. As a resident of the community I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jima will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jima is also operated by an experienced senior management team; with this in mind, I have no doubt that Jima will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jima's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Name: Kayne Middleton

Address: 1552 Limer St

Jima Retail Corp. – Retail Cannabis Store Application – 2622 Douglas Street

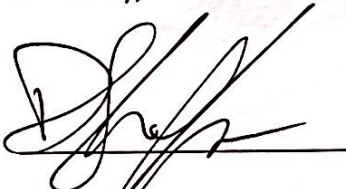
I'm writing today in support of Jimma's retail location at 2622 Douglas Street. As a resident of the community I have a vested interest in ensuring that cannabis is sold responsibly through licensed retail outlets.

Evidence from states and countries that have legalized or decriminalized cannabis (including Canada) clearly shows that legal cannabis retail does not negatively impact the community; in fact, it can improve community wellbeing by increasing public awareness, reducing illegal activity, and providing a quality-assured supply of cannabis products.

Unlike illicit black-market operations, Jimma will be accountable to its customers, its shareholders, the communities it serves, and to municipal, provincial, and federal authorities. Jimma is also operated by an experienced senior management team; with this in mind, I have no doubt that Jimma will operate with complete integrity and transparency, and that they will be a good neighbour and a positive influence on the surrounding community.

In closing, I'd like to thank you for taking the time to consider my comments. We support Jimma's retail cannabis application through all the required steps including the BCLCR public notification.

Sincerely,



Signature

Name: Dayden

Address: 1608 Clanthorpe Ave.
V.I.C, BC



Committee of the Whole Report

For the Meeting of September 16, 2021

To: Committee of the Whole **Date:** August 24, 2021
From: Curt Kingsley, City Clerk
Subject: Recommendation for Fernwood Green at 1-1725 Cook 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 Fernwood Green at 1-1725 Cook 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 Fernwood Green at 1-1725 Cook Street.
- b. Bylaw and Licensing Services, the Victoria Police Department, and Sustainable Planning and Community Development 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 490 notices and received 5 responses. The City did not receive correspondence from the Fernwood Community 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 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 490 notices and received 5 responses. The City did not receive correspondence from the Fernwood Community Association.

Staff recommend Council provide a positive recommendation for Fernwood Green at 1-1725 Cook 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 Fernwood Green at 1-1725 Cook Street to obtain a provincial cannabis retail store license.

BACKGROUND

The Liquor and Cannabis Regulation Branch 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, the LCRB may not issue a licence to the applicant at this location.

As a part of the local government recommendation, the Province requires that the City 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. This includes the requirement to ensure that windows on any street frontage of the premises are not blocked by translucent or opaque material, artwork, posters, shelving, display cases or similar elements.

To date, Council has provided 19 positive recommendations and no negative recommendations to the Province in response to proposed cannabis retail store referrals.

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.

Applicant

Fernwood Green is proposing a cannabis retail store at 1-1725 Cook Street.

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 and Licensing Services, the Victoria Police Department, and Sustainable Planning and Community Development did not raise any concerns about this referral in terms of community impacts.

Bylaw and Licensing Services comments are attached as Attachment A and the Victoria Police Department comments are attached as Attachment B.

Residents' Views

The City sent 490 notices and received 5 responses. The City did not receive correspondence from the Fernwood Community Association.

Residents' views are attached as Attachment C.

Applicant's Response

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

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

The applicant has been compliant with municipal bylaws which require a provincial and municipal license before operating a cannabis retail store business. Staff in Bylaw and Licensing Services, the Victoria Police Department, and Sustainable Planning and Community Development did not raise any concerns. 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

List of Attachments

Attachment A: Bylaw and Licensing Services comments

Attachment B: Victoria Police Department comments

Attachment C: Residents' views

Attachment A: Licensing and Bylaw Services Comments

No issue with the company/owners/applicants we have no compliance history or concerns for the applicant or Fernwood Green Holdings

The address at 1-1725 Cook St previously had a cannabis dispensary "Ocean Grown Medicinal Society" and later "Ocean Grown" Cannabis, business licence not active since 2019. There was a closed bylaw file from 2016 regarding that retailer which included action from the Community Safety Unit. None of those records appear to include the applicant or Fernwood Green Holdings.

Attachment : Victoria Police Department Comments

The location is a business plaza in a urban residential area. This location should not have a significant impact on the community. Cook St. is already a very busy roadway. The vehicle and foot traffic related to this business should have little impact.

We (VicPD) would reply upon the existing fit and proper results through the LCLB and their background checks through the RCMP, and the community consultation process through the City of Victoria with respect to the applicant. The Victoria Police Department will not be conducting any further background investigation on the application.

[REDACTED]

From: Gail Brown [REDACTED]
Sent: Thursday, July 22, 2021 3:42 PM
To: Legislative Services email
Subject: application for a cannabis retail store at 1-1725 Cook Street

To Whom It May Concern:

I am writing in support of this application. I live around the corner of this address on Balmoral Road. I believe the 1725 location was previously a retail outlet for cannabis that is easily accessible to pedestrians, cyclists and vehicles with parking in front and on side streets.

I am in my 80's with a prescription from my family doctor for medicinal cannabis. I take THC 375 dark chocolate bars for my osteoarthritis, achalasia and as an aid for insomnia. Previous across-the-counter drugs for insomnia and prescribed pharmaceuticals failed to provide the results and success I enjoy with cannabis. There are no side-effects and it costs less than the alternatives.

I submit my personal information and experience that I hope adds merit to your consideration of my support for this cannabis retail store application. As well, there seems to be a myth that cannabis is consumed mostly by younger adults and while that's true, it denies the reality that there are older adults who welcome the opportunity to access cannabis.

With this location, as one who walks with a walker, I will be able to walk around the corner and across the street and avoid traveling to my downtown location by bus that also requires considerable walking.

Respectfully,

Gail

Gail Brown / 102 – 1044 Balmoral Road / Victoria / BC V8T 1A8

Please keep my email and cell number information private.

[REDACTED]

[REDACTED]

From: [REDACTED]
Sent: Thursday, July 22, 2021 11:33 AM
To: Legislative Services email
Subject: Re: Cannabis Retail store at 1-1725 Cook Street

[REDACTED] [REDACTED]

Good Morning,

I cannot believe the city is looking at putting another store in our North Park Neighbourhood that sells marijuana. We already have to put up with the Solid dispensary that has caused us so much grief since they moved into the neighbourhood. But thanks to the council's vote they were allowed to stay and cause us even more grief.

As for this store, I strongly request you put it somewhere else, we do not want any more Cannabis-related stores in this neighbourhood. Maybe the City of Victoria could look at attracting a butcher shop or anything else by cannabis.

I am the resident manager of a seniors complex and have tenants that are afraid to go out or walk the street because of the idiots that are out there, so please let's not invite more into the neighbourhood.

Mine is a great big **NO!!!!!!** to this the opening of this store.

Concerned resident,
S.J. Moyes

[REDACTED]

From: harold stanley [REDACTED]
Sent: Tuesday, July 27, 2021 4:20 PM
To: Legislative Services email
Subject: Provincial License application for retail cannabis store 1725 Cook St.

Follow Up Flag: Follow up
Flag Status: Completed

My name is Harold Stanley and I live at #12 - 1043 Caledonia Ave.. I am writing in response to a notice that was sent to my address concerning a Provincial License application for a cannabis retail store at #1 - 1725 Cook St..

I have no objection to this application. The address currently has the appropriate zoning for cannabis retail and there are, to my understanding, no other cannabis retail stores within 400 m of the subject site, the separation distance required under the current zoning. Nor is there a school within 200 m of the site, another requirement for the use.

Previous to this application, prior to the legalization of cannabis, the cannabis retailer Trees operated out of a storefront on N. Park St., a short distance from the subject site. From my observation and understanding, as a nearby resident, there were no problems related to this operation, which is no longer in use as they didn't have the appropriate zoning.

Note also that SOLID, located at the corner of N. Park and Cook, distributes cannabis as a medical treatment to a predetermined clientele as opposed to what a cannabis retailer does. Again, as a nearby resident, I have not observed any problems regarding their operation and don't foresee any occurring as a result of the two operations being in close proximity given that they serve different purposes.

So I am supportive of this application. However, should another application for a rezoning to allow cannabis retail occur within 400 m of the subject site I would hope that Council would adhere to the Zoning regulations and not approve the rezoning.

Thank you for giving me the opportunity to comment on this application.

Sincerely

Harold Stanley

--

Harold Stanley
M. Env. Design
Community Planning Consultant

[REDACTED]

From: Sean Coleman [REDACTED]
Sent: Tuesday, July 27, 2021 10:00 PM
To: Legislative Services email
Subject: 1-1725 Cook Street

All for it! My full support. --
The Coalman.

Legislative Services Department
1 Centennial Square
Victoria BC
V8W 1P6

329-1035 North Park St
Victoria
24 Jul 21

We certainly don't need any more
cannabis in this area or in Victoria, that's
the predominant smell when one walks around
here.

Also we don't need any more children
hospitalized from eating cannabis laced
"pretty" candy that their cannabis user
parents can't seem to keep from them.

Sincerely
Occupant
329-1035 North Park St
Victoria BC
V8T5A1



Committee of the Whole Report

For the Meeting of September 16, 2021

To: Committee of the Whole **Date:** September 1, 2021
From: Thomas Soulliere, Director of Parks, Recreation and Facilities
Subject: Animal Responsibility Bylaw - Amendments

RECOMMENDATION

That Council instruct the Director of Parks, Recreation and Facilities to bring forward bylaw amendments necessary to remove Gonzales Beach from the designated off-leash areas within the *Animal Responsibility Bylaw* to align with federal regulations within the Victoria Harbour Migratory Bird Sanctuary ("VHMBS").

EXECUTIVE SUMMARY

The purpose of this report is to seek Council approval to amend the *Animal Responsibility Bylaw* (No. 11-044). The proposed amendment to the Bylaw is required to align with federal regulations within the VHMBS.

The *Animal Responsibility Bylaw* (the "Bylaw") is the City's primary regulatory tool to designate dog off-leash areas in the city (see Appendix A). The Bylaw includes regulations for dogs in public places, schedules identifying off-leash areas on City land and penalties and enforcement. Previously known as the *Animal Control Bylaw*, the City amended the Bylaw in 2018 to update the name, add new definitions, regulate the number of animals allowed on a lot, and protect animals from abuse and cruelty. Dog off-leash areas are defined within the Bylaw and are allowed for in various City parks and beaches.

The VHMBS was established in 1923 and is the first bird sanctuary in Pacific Canada. The sanctuary is located around the southern tip of Vancouver Island and impacts five municipalities in the Capital Regional District: Victoria, Oak Bay, Esquimalt, Saanich and View Royal (see map in Appendix B). The sanctuary provides important habitat for wildlife including several species at risk. The federal *Migratory Bird Sanctuary Regulations* (the "Regulations") applies to the sanctuary.

In June 2021, the City received a letter from the Canadian Wildlife Service identifying inconsistency between the *Animal Responsibility Bylaw* and subsection 5(1) of the Regulations which states, "no person who owns a dog or cat shall permit the dog or cat to run at large in a migratory bird sanctuary" (See Appendix B). They also stated that they have been receiving complaints about off-leash dogs in the VHMBS and requested that changes be made to the Bylaw to address these issues. On July 29, 2021, staff were directed to review the Bylaw in light of concerns expressed by the Canadian Wildlife Service and report back to Council with any recommendations arising from this review.

Issues & Analysis

Staff have completed further technical analysis and have identified the primary inconsistency between the Bylaw and the Regulations is at Gonzales Beach where the VHMBS boundary overlaps with the beach, which is currently designated as a dog off-leash area under the Bylaw. Amendment of the Bylaw to remove Gonzales Beach as a dog off-leash area will resolve this conflict. Although there are other off-leash areas identified in the Bylaw along coastal areas, they are adjacent to the VHMBS boundary and do not extend into the VHMBS.

In addition to amending the Bylaw, staff also plan to work with the Canadian Wildlife Service on updated signage to provide clarity for the public on the location of dog off-leash areas and the impact that off-leash dogs can have on important habitat and species at risk. The Canadian Wildlife Service has also committed to increasing staff presence in the Victoria area to assist with education and enforcement efforts over the coming months.

Accessibility Impact Statement

The Gonzales Beach dog off-leash area is not accessible to individuals with mobility challenges due to the topography of the park and available infrastructure. As a result, the recommended removal of Gonzales Beach as an off-leash area will have minimal impact on residents with physical mobility issues. There is another dog off-leash area accessible to residents of the Gonzales neighbourhood at Pemberton Park, which is approximately a one-kilometer distance from Gonzales Beach. Additional dog off-leash areas are also located in close proximity at Clover Point Park and Beacon Hill Park along Dallas Road, and at Redfern Park.

2019 – 2022 Strategic Plan

The proposed bylaw amendments support Strategic Plan Objective #6: Climate Leadership and Environmental Stewardship.

CONCLUSIONS

The proposed change will align with federal regulations and help to protect species at risk and migratory birds that depend on the VHMBS as vital habitat seasonally or year-round. Pending Council approval of the recommended approach, staff will continue to work with the Canadian Wildlife Service on updated signage, education and outreach.

Respectfully submitted,

Janelle Wyman
Manager, Park Operations

Thomas Soulliere
Director

Report accepted and recommended by the City Manager

List of Attachments

Appendix A: *Animal Responsibility Bylaw*

Appendix B: June 10, 2021, Correspondence from the Canadian Wildlife Service



ANIMAL RESPONSIBILITY BYLAW

BYLAW NO. 11-044

This consolidation is a copy of a bylaw
consolidated under the authority of
section 139 of the *Community Charter*.
(Consolidated on August 13, 2018 up to
Bylaw No. 18-077)

This bylaw is printed under and by
authority of the Corporate Administrator
of the Corporation of the City of Victoria.

NO. 11-044

ANIMAL RESPONSIBILITY BYLAW**A BYLAW OF THE CITY OF VICTORIA**

(Consolidated to include Bylaws No. 12-020, 12-021, 14-054, 18-050 and 18-077)

The purpose of this Bylaw is to consolidate, update, and introduce new regulations relating to animals.

Contents**PART 1 - INTRODUCTION**

- 1 Title
- 2 Definitions
- 3 Application

PART 2 – ADMINISTRATIVE DUTIES OF THE POUNDKEEPER

- 4 Appointing a poundkeeper
- 5 Keeping records
- 6 Monthly reporting
- 7 Money received

PART 3 – ANIMAL WELFARE

- 8 Animal abandonment
- 9 Basic animal care requirements
- 10 Outdoor shelter requirements
- 11 Sanitation requirements
- 12 Tying animals
- 13 Animals in an enclosed space
- 14 Transport of animals in motor vehicles
- 15 Exercising dogs from a motor vehicle or bicycle
- 16 Animal performances
- 17 Traps
- 17A Animal Cruelty

PART 4 – ANIMAL CONTROL

- 18 Animals on private property
- 19 Dogs in public places
- 20 Other animals in public places
- 21 Requirements for keeping bees
- 22 Secure enclosure of outdoor rabbits
- 23 Animals damaging public property
- 24 Animals chasing or harassing
- 25 Limits on the number of animals
- 26 Dogs in heat
- 27 Farm animals

PART 5 – DANGEROUS DOGS

- 28 Designating dangerous dogs
- 29 Control of dangerous dogs

- 30 Signage
- 31 Duties of a dangerous dog owner

PART 6 – DOG LICENCES

- 32 Obtaining dog licences
- 33 Collars and licence tags

PART 7 – ANIMAL NUISANCES

- 34 Noisy dogs
- 35 Animal waste
- 36 Feeding wildlife

PART 8 – PET STORES

- 37 Sale of rabbits
- 38 Pet store register
- 39 Pet store record of sale

PART 9 – SEIZING AND IMPOUNDING ANIMALS

- 40 Authority to seize and impound
- 41 Releasing an animal before its arrival at the pound
- 42 Informing the owner of impoundment
- 43 Redeeming an animal from the pound
- 44 No liability for injury to animal
- 45 Disposition of unredeemed animals
- 46 Euthanization of impounded animals
- 47 Prohibition against breaking into pound
- 48 Prohibition against hindering the poundkeeper or officers

PART 10 – PENALTIES AND ENFORCEMENT

- 49 Provision of information
- 49.1 Entering property for inspection
- 50 Offences

PART 11 – GENERAL PROVISIONS

- 51 Severability
- 52 Repeal
- 53 Coming into force

Schedule A – Dog Off Leash Areas and Times

Schedule B – Dogs-Prohibited Area in Beacon Hill Park

Schedule C – Dangerous Dog Sign

Schedule D – Fees

Schedule E – Prohibited Wildlife Feeding Area

Under its statutory powers, including sections 8(3)(k), 47 and 48 of the *Community Charter*, the Council of the City of Victoria enacts the following provisions:

PART 1 - INTRODUCTION

Title

- 1 This Bylaw may be cited as the "ANIMAL RESPONSIBILITY BYLAW".

Definitions

- 2 In this Bylaw

"animal"

means any member of the animal kingdom, other than a human being;

"animal control officer"

means a person designated as an animal control officer for the purposes of section 49 of the *Community Charter*;

"cat"

means an animal of the species *Felis domesticus* that is apparently over the age of twelve weeks old;

"chicken"

means an animal of the species *Gallus gallus domesticus*;

"dangerous dog"

means a dog that has been designated as a dangerous dog under section 28;

"dog"

means an animal of the species *Canis familiaris* that is apparently over the age of twelve weeks old;

"farm animal"

means any domesticated animal normally raised for food, milk or as a beast of burden and includes cattle, horses, swine, sheep, goats, mules, donkeys, asses and oxen but does not include poultry or bees;

"guinea pig"

means an animal of the species *Cavia porcellus* that is apparently over the age of twelve weeks old;

“keep”

means to lodge, possess, have care and control of, harbour, board, or feed on a regular basis;

“lot”

has the same meaning as in the *Zoning Regulation Bylaw*;

“motor vehicle”

means a self-propelled vehicle other than a motorized wheelchair;

"owner"

in respect of any animal includes

- (a) a person possessing or harbouring the animal, and
 - (b) a person who has care, custody or control of the animal,
- and "owns" has a corresponding meaning;

“poultry”

means any domesticated bird that is normally kept for its eggs, meat, or feathers, and includes chickens;

"poundkeeper"

means

- (a) the City employee appointed pursuant to section 4(a), or
- (b) the person under contract with the City to act as a poundkeeper pursuant to section 4(b),

and includes the poundkeeper’s assistants and, in the case of a contractor, employees.

“rabbit”

means an *Eastern cottontail* or *European rabbit* that is apparently more than twelve weeks old;

“self-contained dwelling unit”

has the same meaning as in the *Zoning Regulation Bylaw*.

Application

- 3
 - (1) Sections 18 to 20 do not apply to an animal control officer acting in the course of the officer's employment.
 - (2) Sections 19(4), 32(3)(b) and 35(1) do not apply to a person with a disability with respect to a guide animal certified under the *Guide Animal Act*.
 - (3) Sections 19(1), 19(4) and 32(3)(b) do not apply to a police officer with respect to a police dog.
 - (4) Section 19 does not apply to a person with respect to a dog participating in a show, exhibition or performance that is being conducted in accordance with a permit issued by the Director of Parks, Recreation and Culture.
 - (5) Section 19 does not apply to a dangerous dog.
 - (6) Section 20 does not apply to peafowl in Beacon Hill Park.
- 3A
 - (1) If, in the opinion of Council, application of any provision in Parts 4 or 7 of this Bylaw would result in undue hardship, Council may, by resolution, exempt a person or property from the application of that provision.
 - (2) Council may impose terms and conditions as part of an exemption under subsection (1), including a time limit on the application of the exemption.

PART 2 – ADMINISTRATIVE DUTIES OF THE POUNDKEEPER

Appointing a poundkeeper

- 4 Council may
 - (a) appoint, by resolution, an employee of the City to be a poundkeeper or poundkeeper's assistant, or
 - (b) enter into an agreement with a qualified contractor to act as the poundkeeper and to manage a dog licensing program for the City.

Keeping records

- 5 The poundkeeper must keep the following records for each impounded animal:
 - (a) the date the animal was impounded;
 - (b) a description of the animal;
 - (c) if applicable, the place where the animal was seized;
 - (d) if applicable, the name and address of the person who brought the animal to be impounded;

- (e) if applicable, the name and address of the person who redeems the animal and, if the person who redeems the animal is not the owner, the name and address of the owner of the animal;
- (f) the date when the animal was redeemed or otherwise disposed of;
- (g) a description of the method of and reason for the disposition;
- (h) the amount of money, if any, recovered in respect of the animal.

Monthly reporting

- 6 At the end of every month the poundkeeper must submit a report to the City, containing:
- (a) the information referred to in section 5;
 - (b) a complete record of any dog bites which occurred in that month, including:
 - (i) information concerning the severity of the bite;
 - (ii) the breed of the dog;
 - (iii) the name and address of the owner of the dog, if known;
 - (iv) the name of the person bitten; and
 - (v) the details of any charges under the Bylaw.

Money received

- 7
- (1) All money received by the poundkeeper pursuant to this Bylaw is the property of the City.
 - (2) The poundkeeper, if not employed by the City, must once every month pay over to the City all money received.
 - (3) On demand at any time during business hours, the poundkeeper must produce books of accounts and records for inspection by the Director of Finance or the Manager of Bylaw and Licensing Services.

PART 3 – ANIMAL WELFARE

Animal abandonment

- 8 The owner of an animal must not abandon the animal.

Basic animal care requirements

- 9 The owner of an animal must ensure that the animal is provided with:

- (a) clean, potable drinking water;
- (b) suitable food of sufficient quantity and quality to allow for normal growth and the maintenance of normal body weight;
- (c) clean and disinfected food and water receptacles that are located so as to avoid contamination by excrement;
- (d) the opportunity for regular exercise sufficient to maintain good health; and
- (e) necessary veterinary care when the animal exhibits signs of pain, injury, illness or suffering.

Outdoor shelter requirements

- 10(1) An owner of an animal must ensure that the animal has protection from all elements and must not allow the animal to suffer from hyperthermia, hypothermia, dehydration, discomfort, or exertion causing unnecessary pain, suffering or injury.
- 10(2) A person must not keep an animal outside, unless the animal is provided with a shelter that provides
 - (a) protection from heat, cold and wet that is appropriate to the animal's weight and type of coat,
 - (b) sufficient space to allow the animal the ability to turn about freely and to easily stand, sit and lie in a normal position, and
 - (c) protection from the direct rays of the sun.

Sanitation requirements

- 11 A person must not keep an animal in a shelter, pen, cage or run unless the shelter, pen, cage or run is clean, sanitary and free from wild vermin.

Tying animals

- 12 No owner shall cause, permit, or allow a dog:
 - (a) to be hitched, tied, or fastened to a fixed object in such a way that the dog is able to leave the boundaries of the owner's property;
 - (b) to be hitched, tied, or fastened to a fixed object where a choke collar forms part of the securing apparatus, or where a rope or cord is tied directly around the dog's neck;
 - (c) to be tethered other than with a collar that is properly fitted to that dog and attached in a manner that will not injure the dog or enable the dog to injure itself by pulling on the tether;

- (d) to be hitched, tied, or fastened to a fixed object except with a tether of sufficient length to enable the full and unrestricted movement of the dog;
- (e) to be hitched, tied, or fastened to a fixed object unattended at any time; or
- (f) to be hitched, tied, or fastened to a fixed object for longer than four hours within a 24 hour period.

Animals in an enclosed space

- 13 (1) A person must not confine an animal in an enclosed space, vehicle or vessel unless the person provides sufficient ventilation and water to prevent the animal from distress.
- (2) If a person confines an animal in an enclosed space, vehicle or vessel that is stationary, the person must ensure that the space, vehicle or vessel is in an area providing sufficient shade to protect the animal from the direct rays of the sun at all times.

Transport of animals in motor vehicles

- 14 A person must not transport an animal in a motor vehicle outside the passenger compartment or in an uncovered passenger compartment unless the animal is adequately confined or secured in a body harness or other manner of fastening that is adequate to prevent the animal from jumping or falling off the vehicle or otherwise injuring itself.

Exercising dogs from a motor vehicle or bicycle

- 15 (1) A person must not exercise a dog by allowing it to run next to a moving motor vehicle.
- (2) A person must not exercise a dog by allowing it to run next to a bicycle unless the dog is attached to the bicycle by an apparatus that allows the person to retain two-handed control of the bicycle at all times.
- (3) Subsection (2) does not apply to a person exercising a dog in an off leash area if:
 - (a) the dog is not being held; and
 - (b) bicycle riding is allowed in the area.

Animal performances

- 16 (1) A person must not operate or carry on a public show, exhibition, carnival or performance in which animals are required to perform tricks, fight or otherwise participate for the amusement or entertainment of an audience.

- (2) Despite subsection (1), a person may operate or carry on:
- (a) an exhibition or performance involving horses or in which individuals ride horses or ponies;
 - (b) an exhibition involving dogs;
 - (c) a display or showing of animals in an agricultural fair or pet show; or
 - (d) an event that is conducted in accordance with a permit issued by the Director of Parks, Recreation and Culture;

if the person does not use or treat any animal in an inhumane manner for profit or advantage.

Traps

- 17 A person must not use, set or maintain a trap or device that is designed to capture an animal by the foot or leg.

Animal Cruelty

- 17A Notwithstanding any other provision of this Bylaw, no person shall:

- (a) tease, torment, or provoke any animal;
- (b) cause, permit or allow an animal to suffer;
- (c) train or allow any animal to fight other animals; or
- (d) choke, kick or punch an animal.

PART 4 – ANIMAL CONTROL

Animals on private property

- 18 (1) The owner of an animal must not allow the animal to be on any private lands or premises without the consent of the occupier or owner of the lands or premises.
- (2) Subsection (1) does not apply to a person who keeps bees.
- (3) A person may keep chickens only on the same lot where he or she resides.

Dogs in public places

- 19 (1) The owner of a dog must not allow the dog to be in a public place unless the dog is firmly held on

- (a) a leash not exceeding 2.4 m in length, or
 - (b) a retractable lead not exceeding 8 m in length when fully extended,

by a person competent to restrain the dog.
- (2) Despite subsection (1), the owner of a dog may allow the dog to be in an off leash area of a park shown on a map included in Schedule A without being firmly held if
 - (a) the dog is in the area during the times listed in Column 2 of the table in Schedule A opposite the name of the park in Column 1,
 - (b) the dog is under the effective control of a competent person,
 - (c) the off leash area is not being used under a permit issued by the Director of Parks, Recreation and Culture, and
 - (d) the off leash area has not been closed by the Director of Parks, Recreation and Culture.
- (3) For the purposes of paragraph (2)(b), a dog is under the effective control of a person if
 - (a) the person can see the dog, and
 - (b) when the person calls the dog, the dog returns to the person within three calls.
- (4) Despite subsection (1), the owner of a dog must not allow the dog to be in any of the following public places during the times specified:
 - (a) all times in that part of Beacon Hill Park shown as a dogs-prohibited area on the map in Schedule B;
 - (b) all times in Pioneer Square;
 - (c) all times in Ross Bay Cemetery;
 - (d) from June 1 to August 31 on Gonzales Beach;
 - (e) all times in playground areas that
 - (i) surround slides, swings, structures for climbing and other similar equipment for children's use, and
 - (ii) are covered with sand, wooden chips or rubberized surfacing;
 - (f) all times on the all-weather sports field, known as Finlayson Field, in Topaz Park.

Other animals in public places

- 20 (1) The owner of a snake or other reptile must not allow the snake or other reptile to be in a public place unless the animal is securely confined in a cage or other container.
- (2) The owner of an animal other than a dog or reptile must not allow the animal to be in any public place unless the animal is under the direct control of a competent person.
- (3) An owner of a cat or rabbit must not cause the animal to be in an off leash area of a park shown on a map included in Schedule A.

Requirements for keeping bees

- 21 (1) A person who keeps bees must
- (a) provide adequate water for the bees on the person's property,
 - (b) maintain the bees in a condition that will reasonably prevent swarming, and
 - (c) keep hives at least 7.6 m away from each property line, unless there is a solid fence or hedge at least 1.8 m tall parallel to the property line.
- (2) The Fence Bylaw applies to a fence erected in accordance with paragraph (1)(c).

Secure enclosure of outdoor rabbits

- 22 A person must not keep rabbits in an outdoor pen, cage or run, unless the pen, cage or run is securely enclosed to prevent escape.

Animals damaging public property

- 23 The owner of an animal must not allow the animal to damage or destroy any building, structure, tree, shrub, plant, or turf in a public place.

Animals chasing or harassing

- 24 The owner of an animal must not allow the animal to chase, harass, molest, attack, injure or kill a person or animal.

Limits on the number of animals

- 25 (1) No person may keep, or allow to be kept, at any one time, on a lot more than six dogs or cats, or any combination of dogs or cats greater than six.
- (2) No person may keep, or allow to be kept, at any one time, on a lot more than four rabbits or guinea pigs or any combination of rabbits and guinea pigs greater than four.

- (3) No person may keep, or allow to be kept, at any one time, on a lot more than fifteen female chickens or other poultry, or any combination of chickens or other poultry greater than fifteen.
- (4) Subsections (1) and (2) do not apply to animals kept:
 - (a) during business hours on premises where a registered veterinarian practices veterinarian medicine;
 - (b) by an animal groomer, or an animal daycare where those uses are permitted in accordance with the Zoning Regulation Bylaw; or
 - (c) at an animal shelter or in a veterinary hospital where those uses are permitted in accordance with the Zoning Regulation Bylaw.
- (5) For the purposes of subsections (1) and (2) each self-contained dwelling unit on a lot shall be considered a separate lot such that the limits provided for in those subsections apply to such self-contained dwelling unit provided that no animals are kept on the shared or common property or outside buildings located on the property.

Dogs in heat

- 26 (1) Except as permitted by subsection (2), the owner of a female dog in heat must confine her within a building or kennel until she is no longer in heat.
- (2) The owner of a female dog in heat may allow the dog to leave the building or kennel in order to urinate or defecate on the person's private lands if the person
 - (a) firmly holds the dog on a leash, and
 - (b) immediately returns the dog to the building or kennel upon completion of the urination or defecation.

Farm animals

- 27 (1) A person must not keep a
 - (a) farm animal,
 - (b) rooster, or
 - (c) peafowl.
- (2) The prohibition in subsection (1) does not apply to:
 - (a) a person who is licensed to operate a business using a horse drawn sightseeing vehicle pursuant to the Vehicles for Hire Bylaw with respect to horses used in the business;

- (b) the Beacon Hill Farm Society with respect to farm animals and peafowl kept at the Beacon Hill Children's Farm; and
- (c) a person who brings a farm animal into the City for an event conducted in accordance with a permit issued by the Director of Parks, Recreation and Culture.

PART 5 – DANGEROUS DOGS

Designating dangerous dogs

- 28 (1) An animal control officer may designate a dog as a dangerous dog if the dog
- (a) bites a human or animal without provocation,
 - (b) has a known propensity, tendency or disposition to attack a human or animal without provocation, or
 - (c) has previously been designated as a dangerous dog and endangers the safety of a human or animal.
- (2) A designation under subsection (1) may be for any time period that an animal control officer considers appropriate, considering
- (a) the circumstances of the incident,
 - (b) the severity of the incident, and
 - (c) any previous incidents.
- (3) After designating a dog as a dangerous dog, an animal control officer must inform the owner of the dog in writing of
- (a) the designation and its length, and
 - (b) the responsibilities of the owner of a dangerous dog.

Control of dangerous dogs

- 29 (1) Except as allowed under subsection (2) and subject to subsection (3), the owner of a dangerous dog must not allow the dangerous dog to be in a public place or on any private lands and premises unless the dog is
- (a) firmly held by a person competent to restrain the dog on a leash not exceeding 2.4 m in length, and
 - (b) properly fitted with a humane basket muzzle that allows the dog to pant and drink.

- (2) A person may allow a dangerous dog to be in areas of private lands or premises that are exclusively owned or occupied by that person so long as the dog is securely confined
 - (a) indoors,
 - (b) on a deck that is no less than 3 m above ground level, or
 - (c) in a rear yard and inside a pen, enclosure or fenced area that
 - (i) is adequately constructed to prevent the dog from escaping,
 - (ii) is locked to prevent casual entry by another person, and
 - (iii) has been inspected and approved by an animal control officer.
- (3) A person must not allow a dangerous dog to be
 - (a) on school grounds,
 - (b) within 30 m of any playground apparatus, or
 - (c) in any of the public places listed in section 19(4) during the times specified in that section.

Signage

- 30 (1) The owner of a dangerous dog must display a sign in the form prescribed in Schedule C at each entrance to
 - (a) the property and building in or upon which the dog is kept, and
 - (b) any deck, pen, enclosure or fenced area used to securely confine the dog.
- (2) A sign displayed in accordance with subsection (1) must be
 - (a) attached so that it cannot be removed easily by passersby, and
 - (b) visible and capable of being read from any adjacent sidewalk, street or lane.
- (3) A person must not deface or remove a sign that is required to be displayed under subsection (1).

Duties of a dangerous dog owner

- 31 The owner of a dangerous dog must
 - (a) allow an animal control officer or the poundkeeper to photograph the dog, on demand,

- (b) within two working days of moving to a new residence, provide an animal control officer or the poundkeeper with the owner's new address,
- (c) within two working days of selling or giving away the dog, provide an animal control officer or the poundkeeper with the name, address and telephone number of the new owner,
- (d) within two working days of the death of the dog, provide an animal control officer or the poundkeeper with a veterinarian's certificate of the death, and
- (e) immediately advise an animal control officer or the poundkeeper if the dog is loose or has bitten or attacked any person or animal.

PART 6 – DOG LICENCES

Obtaining dog licences

- 32 (1) The owner of a dog over the age of 4 months must hold a valid licence issued by the City for the dog.
- (2) Every licence expires on December 31 of the calendar year for which the licence is issued.
- (3) A person may obtain a licence for a dog by
- (a) applying to the City for a licence, and
- (b) paying the fee prescribed in Schedule D.
- (4) Despite paragraph (3)(b), a person may obtain a licence for a dog without paying the prescribed fee if
- (a) the dog has been sterilized within the 12 months prior to the application for a licence, the person provides proof of sterilization, and a free licence has not previously been issued for that dog under this subsection, or
- (b) the person holds a valid licence for the dog issued in another jurisdiction and surrenders the licence tag from the other jurisdiction.
- (5) A person who obtains a licence on or after March 1 must pay the late purchase fee prescribed in Schedule D in addition to the licence fee.
- (6) The late purchase fee provided for in subsection (5) does not apply to a person who obtains a licence for a dog that was purchased or acquired in the calendar year for which the licence is issued.
- (7) An owner may obtain a replacement licence tag if a valid licence tag is lost or destroyed by paying the fee prescribed in Schedule D.

Collars and licence tags

- 33 (1) A licence consists of a written receipt and a licence tag designed to be attached to a dog collar.
- (2) The owner of a dog over the age of 4 months must not allow the dog to be anywhere except on premises normally occupied by the owner unless the dog wears a collar with a valid licence tag attached to the collar.
- (3) If a dog does not wear a collar to which the licence tag is attached in a conspicuous place, it shall be presumed not to be licensed until the contrary is proven.
- (4) A person must not remove a collar or licence tag from a dog, unless that person is
- (a) the owner,
- (b) a person authorized by the owner,
- (c) the poundkeeper, or
- (d) an animal control officer.

PART 7 – ANIMAL NUISANCES

Noisy dogs

- 34 In addition to the requirements of the Noise Bylaw the owner of a dog must not allow the dog to bark, howl or cry
- (a) continuously for ten minutes or more without significant periods of rest,
- (b) sporadically for a cumulative total of 15 or more minutes within 1 hour, or
- (c) otherwise in such a manner as to cause a nuisance.

Animal waste

- 35 (1) The owner of a dog must not allow the dog to defecate
- (a) in a public place, or
- (b) on any private property other than the property of the owner
- unless the owner immediately removes the excrement and lawfully disposes of it.
- (2) A person who grooms an animal in a public place must remove and lawfully dispose of any hair or other debris that result from the grooming process.

- (3) A person must not store, deposit, spread, or compost, or allow to be stored, deposited, spread, or composted, poultry manure on a lot except in accordance with subsection (4).
- (4) A person may store or compost poultry manure on a lot on which poultry is kept only if it is
 - (a) stored in a single fully enclosed container that is not more than one metre by one metre by one metre in size; and
 - (b) located at least three metres from the nearest property line.

Feeding wildlife

- 36 (1) A person must not intentionally feed or leave food out for the purposes of feeding
- (a) deer,
 - (b) raccoons,
 - (c) squirrels, or
 - (d) feral rabbits.
- (2) A person must not intentionally feed or leave food out for the purposes of feeding
- (a) rock doves (pigeons),
 - (b) crows, or
 - (c) gulls
- within the area outlined in black on the map in Schedule E.
- (3) Subsections (1) and (2) do not apply to a person who is engaging in hunting or trapping wildlife in accordance with the *Wildlife Act* and its regulations.
- (4) A person must not keep, or allow to be kept, any animal feed outside a building unless it is stored in a fully enclosed container that is capable of keeping out rats, raccoons, and other wildlife.

PART 8 – PET STORES

Sale of rabbits

- 37 A pet store operator must not sell or give away a rabbit unless the rabbit has been spayed or neutered.

Pet store register

38 A pet store operator must

- (a) keep and maintain a pet store register in the pet store containing a record of each transaction in which the operator acquires or disposes of a rabbit, cat or dog, including the following information:
 - (i) the name and address of the person from whom the operator acquired the animal;
 - (ii) the date of the acquisition;
 - (iii) the animal's date of birth;
 - (iv) a description of the sex and colouring of the animal, and of any tattoo, microchip number, or other identifying marking;
 - (v) the date the operator disposed of the animal;
 - (vi) if the disposition is other than by sale, the method of and reason for the disposition;
- (b) produce the pet store register for inspection by an animal control officer or bylaw officer,
- (c) provide copies of any entries required by an animal control officer or bylaw officer, and
- (d) retain each transaction recorded in the pet store register for at least 12 months from the date of the transaction.

Pet store record of sale

39 At the time of the sale of an animal, a pet store operator must

- (a) provide the purchaser with a written record of sale including the following information:
 - (i) the date of sale;
 - (ii) the name and address of the pet store;
 - (iii) a description of the animal;
 - (iv) a description of any tattoo, microchip number, or other identifying marking;
 - (v) the breed or cross breed, if applicable; and
- (b) if the animal is a dog or cat, provide the purchaser with

- (i) a health certificate from a registered veterinarian, and
- (ii) a record of medical treatment, vaccinations and de-worming.

PART 9 – SEIZING AND IMPOUNDING ANIMALS

Authority to seize and impound

- 40 (1) An animal control officer may seize
- (a) a dog if the owner does not hold a valid licence for the dog as required by section 32(1),
 - (b) an animal that is in a public place in contravention of sections 19, 20 or 29,
 - (c) an animal that is on any private lands or premises without the consent of the occupier or owner of the lands or premises, or
 - (d) an animal that is on unfenced land and not securely tethered or contained.
- (2) The poundkeeper shall impound any animal seized under subsection (1) and delivered to the pound by an animal control officer and may impound any animal brought to the pound by any other person.

Releasing an animal before its arrival at the pound

- 41 (1) If the owner or the agent of the owner appears and claims an animal that has been seized at any time before the animal has been taken to the pound, an animal control officer must release the animal to the owner or agent if the person
- (a) proves ownership of the animal to the satisfaction of the animal control officer or, in the case of an agent, satisfies the animal control officer of the agent's authority to redeem the animal,
 - (b) pays any applicable licence fees, and
 - (c) pays to the animal control officer half of the applicable impoundment fee set out in Schedule D.
- (2) Subsection (1) does not apply if the animal that has been seized is a dangerous dog.

Informing the owner of impoundment

- 42 If the poundkeeper knows the name and address of the owner of an animal which has been impounded, the poundkeeper will inform the owner verbally or by mail within 24 hours of the impoundment.

Redeeming an animal from the pound

- 43 (1) The owner of an impounded animal or the owner's agent may redeem the animal from the pound by
- (a) proving ownership of the animal to the satisfaction of the poundkeeper or, in the case of an agent, satisfying the poundkeeper of the agent's authority to redeem the animal, and
 - (b) paying to the poundkeeper
 - (i) any applicable licence fees,
 - (ii) the applicable impoundment fees prescribed in Schedule D,
 - (iii) the applicable maintenance fees prescribed in Schedule D for each day or part of a day that the animal was impounded,
 - (iv) the costs of any special equipment, resources or boarding facilities required to seize, impound or maintain the animal, and
 - (v) any veterinary costs incurred in respect of the animal during the impoundment period.
- (2) Despite subsection (1), the poundkeeper may detain a dangerous dog for a period of up to 14 days before allowing the owner or the owner's agent to redeem the animal.

No liability for injury to animal

- 44 No provision of this Bylaw shall be construed as making the poundkeeper, an animal control officer or the City liable to the owner of any animal for injury to, sickness or death of the animal.

Disposition of unredeemed animals

- 45 (1) An animal becomes the property of the City if it is not redeemed within 96 hours after
- (a) its impoundment, or
 - (b) the expiration of an impoundment period set under section 43(2).
- (2) If an animal becomes the property of the City under subsection (1), the poundkeeper may
- (a) sell it on behalf of the City,
 - (b) give it away, or
 - (c) put it to death in a humane manner.

Euthanization of impounded animals

- 46 The poundkeeper may have an impounded animal humanely euthanized at any time if
- (a) a registered veterinarian certifies that the animal is suffering from an infectious or contagious disease, or
 - (b) the poundkeeper is satisfied that the animal has been so seriously injured that its death is imminent.

Prohibition against breaking into pound

- 47 A person must not
- (a) break open or in any manner directly or indirectly aid or assist in breaking open the pound,
 - (b) enter the pound without the permission of the poundkeeper, or
 - (c) take or release any animal from the pound without the consent of the poundkeeper.

Prohibition against hindering the poundkeeper or officers

- 48 (1) A person must not hinder, delay or obstruct
- (a) the poundkeeper,
 - (b) an animal control officer, or
 - (c) a bylaw officer
- in the performance of their duties under this Bylaw.
- (2) Without limiting the generality of subsection (1), a person must not
- (a) release an animal from a trap set by an animal control officer, or
 - (b) tamper with, damage, move or remove a trap set by an animal control officer.

PART 10 – PENALTIES AND ENFORCEMENT

Provision of information

- 49 (1) If a person occupies premises where a dog is kept or found, the person must provide the following information when requested by an animal control officer, bylaw officer or police officer:
- (a) the person's name, address and telephone number;

- (b) if the person is not the dog owner, the dog owner's name, address and telephone number;
 - (c) the number of dogs kept on the premises;
 - (d) the breed, sex, age, name and general description of each dog kept on the premises;
 - (e) whether each dog kept on the premises is licensed.
- (2) If a person has apparent custody of a dog, the person must provide the following information when requested by an animal control officer, bylaw officer or police officer:
- (a) the person's name, address and telephone number;
 - (b) if the person is not the dog owner, the dog owner's name, address and telephone number;
 - (c) the place where the dogs owned or in the custody of the person are kept;
 - (d) the breed, sex, age, name and general description of each dog owned or in the custody of the person;
 - (e) whether each dog owned or in the custody of the person is licensed.

Entering property for inspection

49.1 In accordance with section 16 of the *Community Charter* but without limiting section 49 of the *Community Charter* an animal control officer at reasonable times may enter onto and into real property to inspect and determine whether the requirements and prohibitions of this Bylaw are being complied with.

Offences

- 50 (1) A person commits an offence and is subject to the penalties imposed by this Bylaw, the Ticket Bylaw, and the *Offence Act* if that person
- (a) contravenes a provision of this Bylaw,
 - (b) consents to, allows, or permits an act or thing to be done contrary to this Bylaw, or
 - (c) neglects or refrains from doing anything required by a provision of this Bylaw.
- (2) Each day that a contravention of a provision of this Bylaw continues is a separate offence.

PART 11 – GENERAL PROVISIONS

Severability

- 51 Each section of this Bylaw shall be severable. If any provision of this Bylaw is held to be illegal or invalid by a Court of competent jurisdiction, the provision may be severed and the illegality or invalidity shall not affect the validity of the remainder of this Bylaw.

Repeal

- 52 The following bylaws are repealed:
- (a) Bylaw No. 92-189, the “Animal Control Bylaw”, and
 - (b) Bylaw No. 79-89, the “Animal Protection Bylaw.”

Coming into force

- 53 (1) Except for Part 8, this Bylaw comes into force on the date of adoption.
- (2) Part 8 comes into force on January 1, 2012.

READ A FIRST TIME the	21st	day of	July	2011
AMENDED the	25th	day of	August	2011
READ A SECOND TIME the	25th	day of	August	2011
AMENDED the	13th	day of	October	2011
READ A THIRD TIME the	13th	day of	October	2011
ADOPTED on the	27th	day of	October	2011

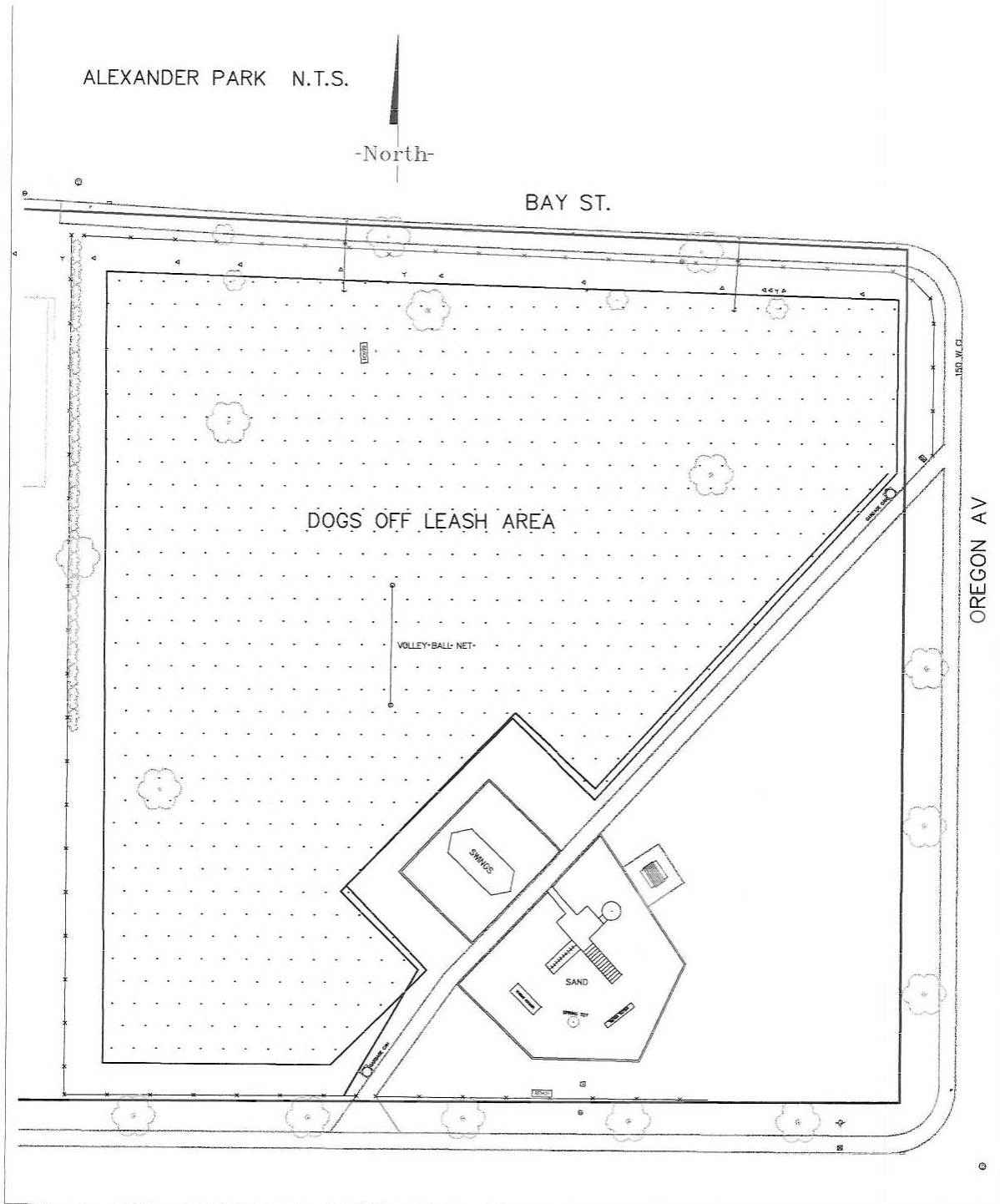
“ROBERT G. WOODLAND”
CORPORATE ADMINISTRATOR

“DEAN FORTIN”
MAYOR

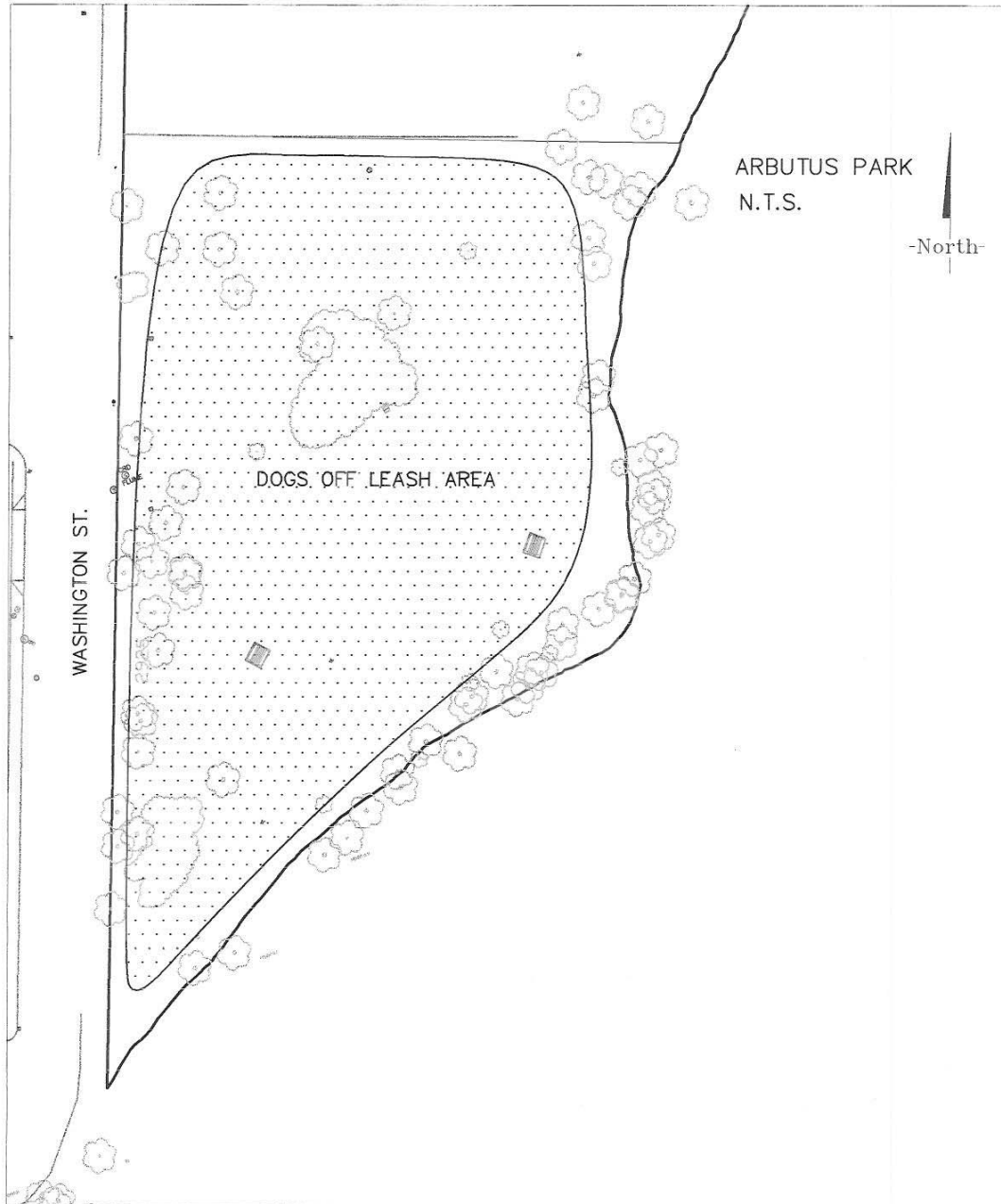
Schedule A**Dog Off Leash Areas and Times (Section 19(2))**

Column 1 Park	Column 2 Times
Alexander Park	all days 6:00 a.m. - 10:00 a.m. & 4:00 p.m. - 10:00 p.m.
Arbutus Park	all days 6:00 a.m. - 10:00 p.m.
Banfield Park	all days 6:00 a.m. – 9:00 a.m. & 5:00 p.m. - 10:00 p.m. April 1 to Sept. 30 all days 6:00 a.m. - 10:00 p.m. Oct. 1 to March 31
Beacon Hill Park south of Dallas Road, from Douglas Street to Clover Point Park	all times
Clover Point Park	all times
Gonzales Beach	all times Sept 1 to May 31
Oswald Park	all days 6:00 a.m. - 10:00 p.m.
Pemberton Park	all days 6:00 a.m. - 10:00 p.m.
Redfern Park	all days 6:00 a.m. - 10:00 a.m. & 4:00 p.m. - 10:00 p.m.
Songhees Hilltop Park	all days 6:00 a.m. - 10:00 p.m.
Topaz Park – Off leash area	Monday to Friday 6:00 a.m. - 10:00 a.m. & 4:00 p.m. - 10:00 p.m. Saturday & Sunday 6:00 a.m. – 8:00 a.m. & 5:00 p.m. - 10:00 p.m.
Topaz Park – Alternate off leash area	all days 6:00 a.m.-10:00 p.m.
Vic West Park	all days 6:00 a.m.-10:00 p.m.

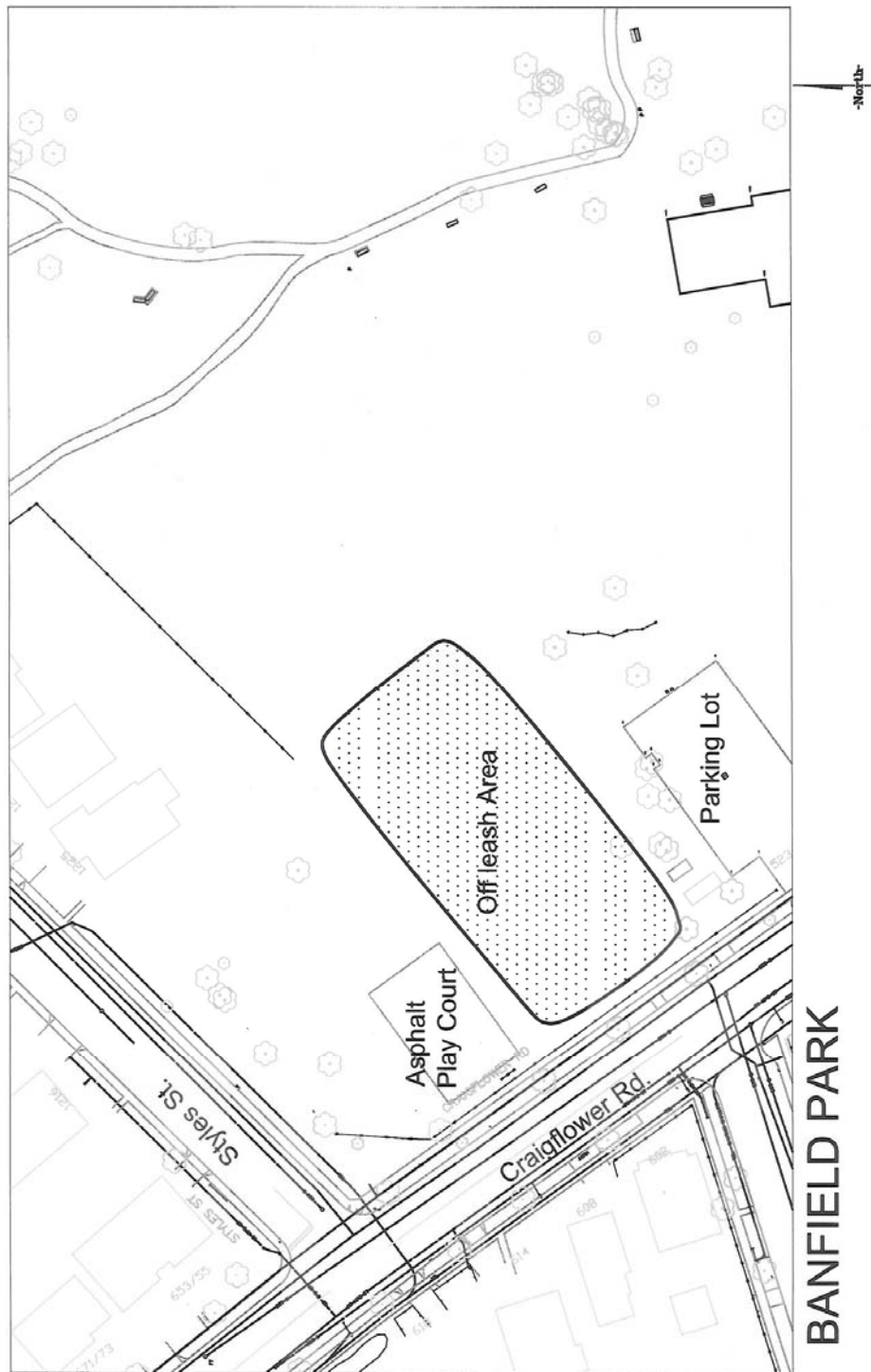
Map of Off Leash Area Alexander Park



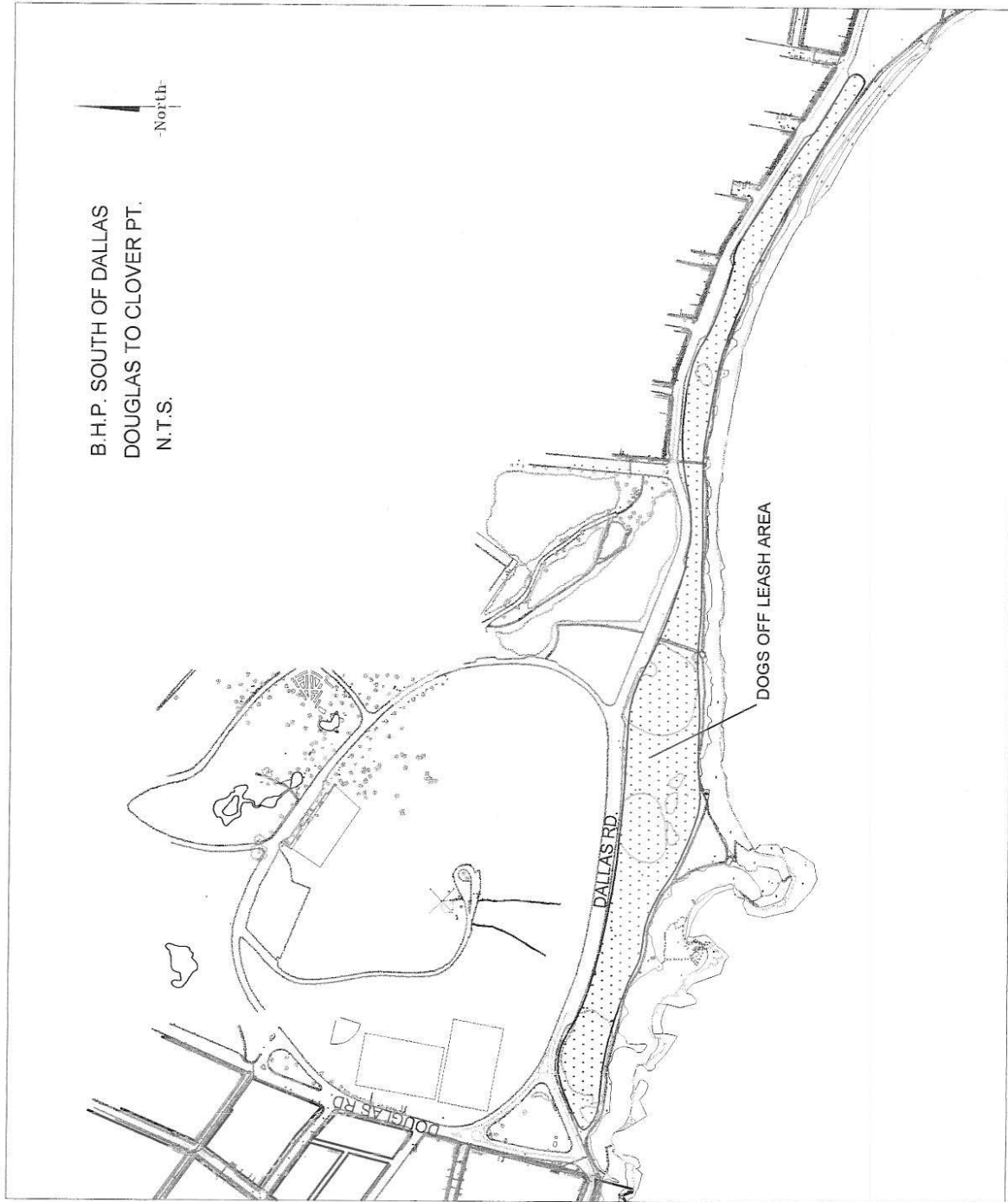
**Map of Off Leash Area
Arbutus Park**



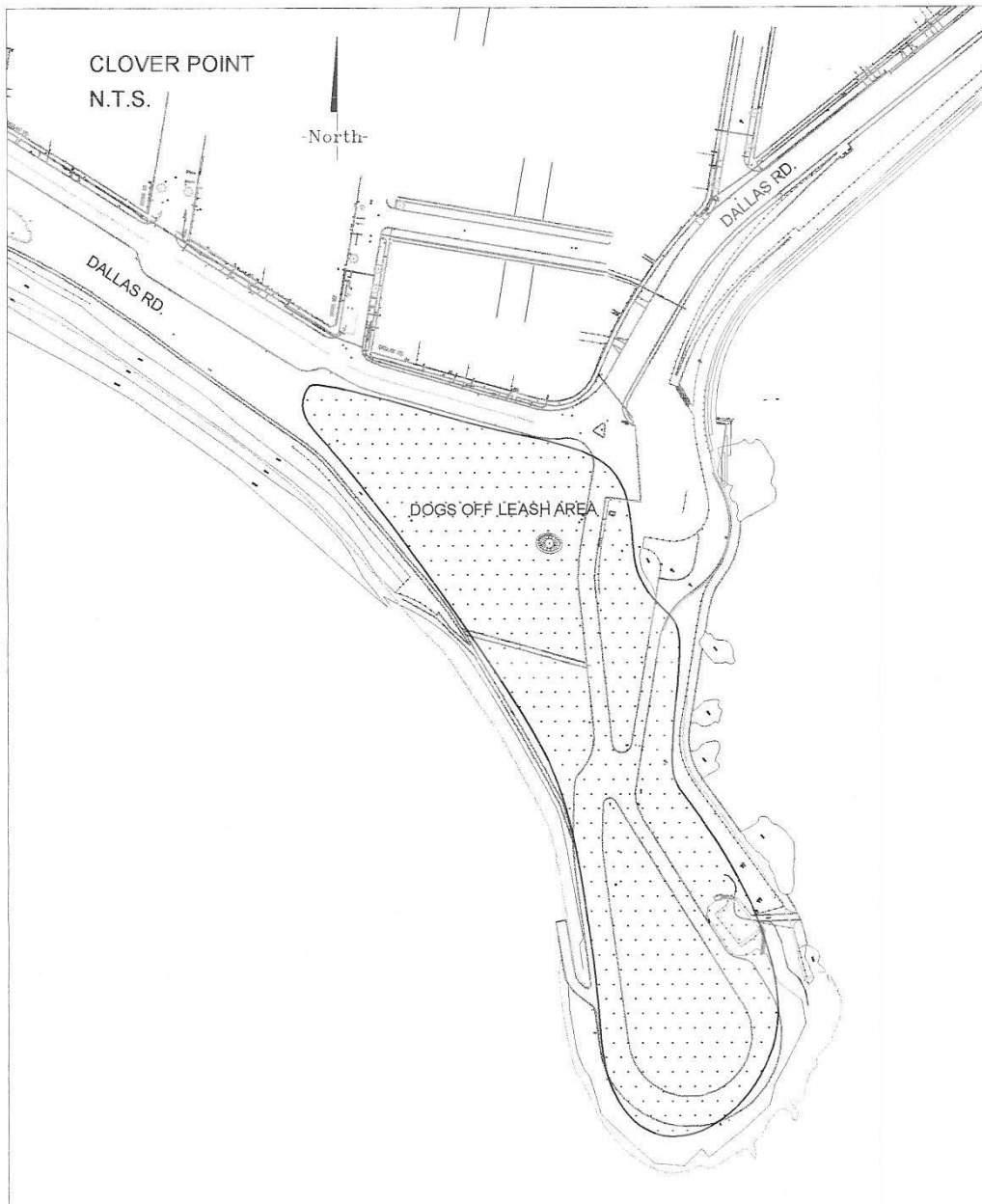
Map of Off Leash Area Banfield Park



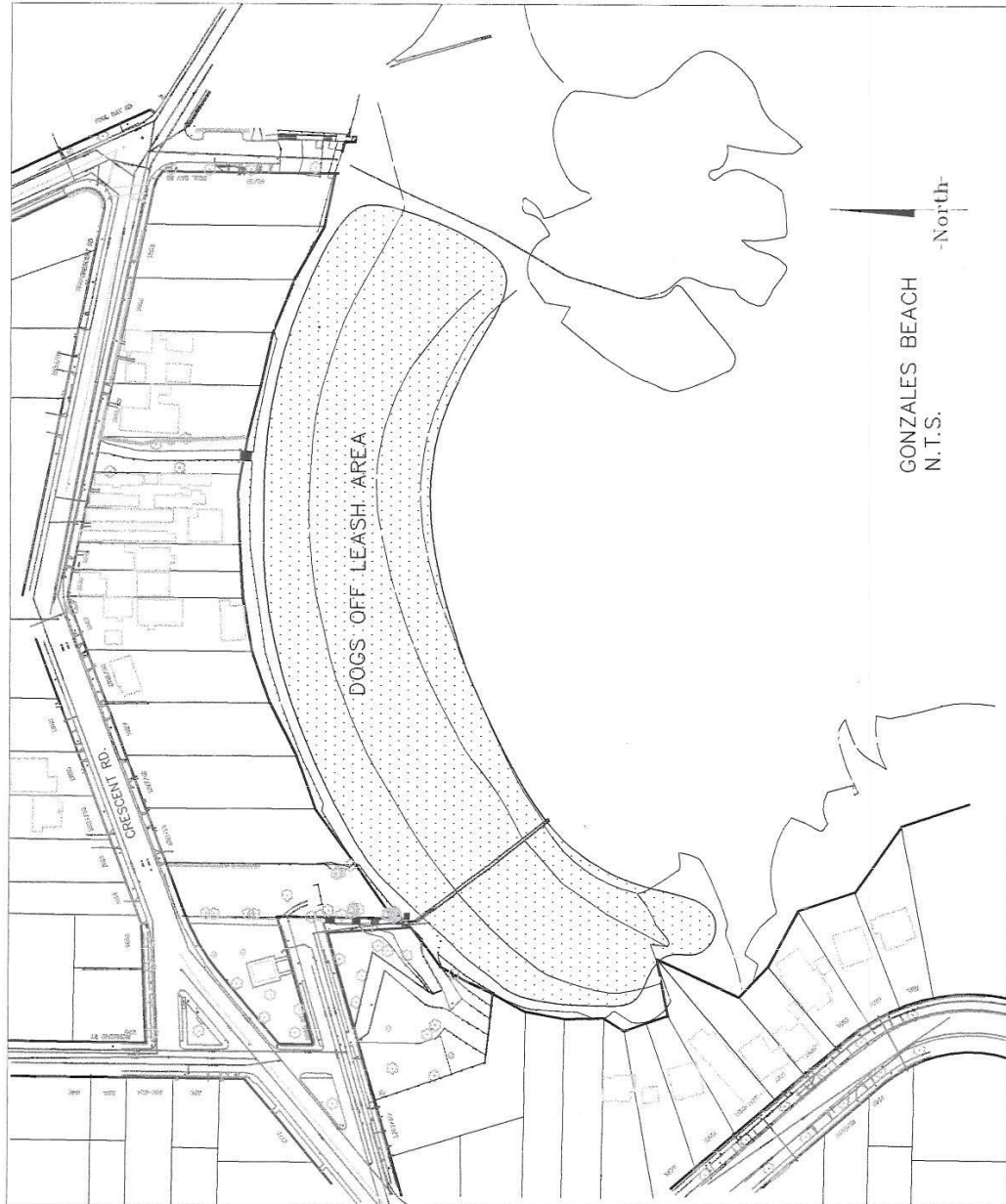
**Map of Off Leash Area
Beacon Hill Park
south of Dallas Road
from Douglas Street to Clover Point Park**



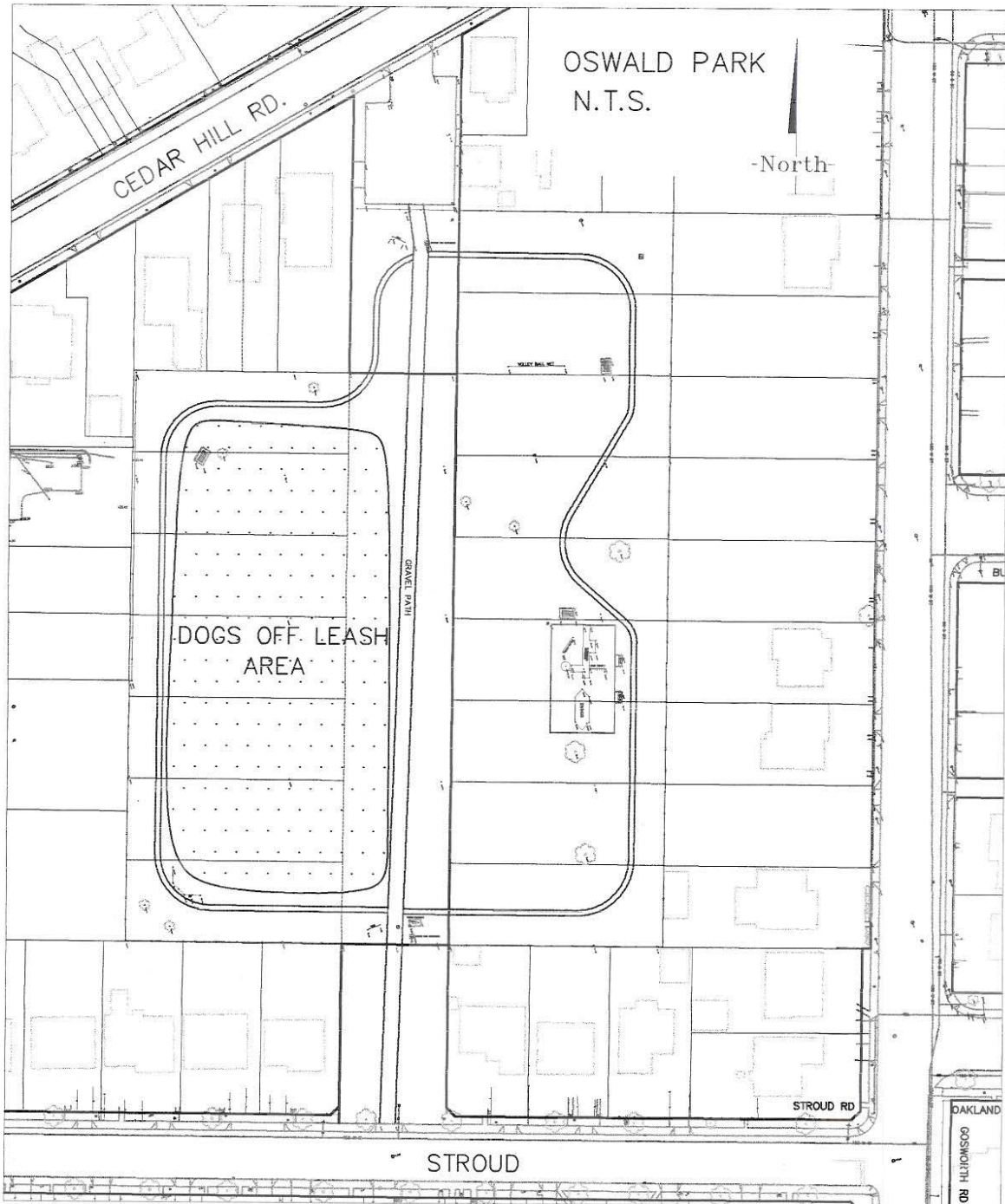
**Map of Off Leash Area
Clover Point Park**



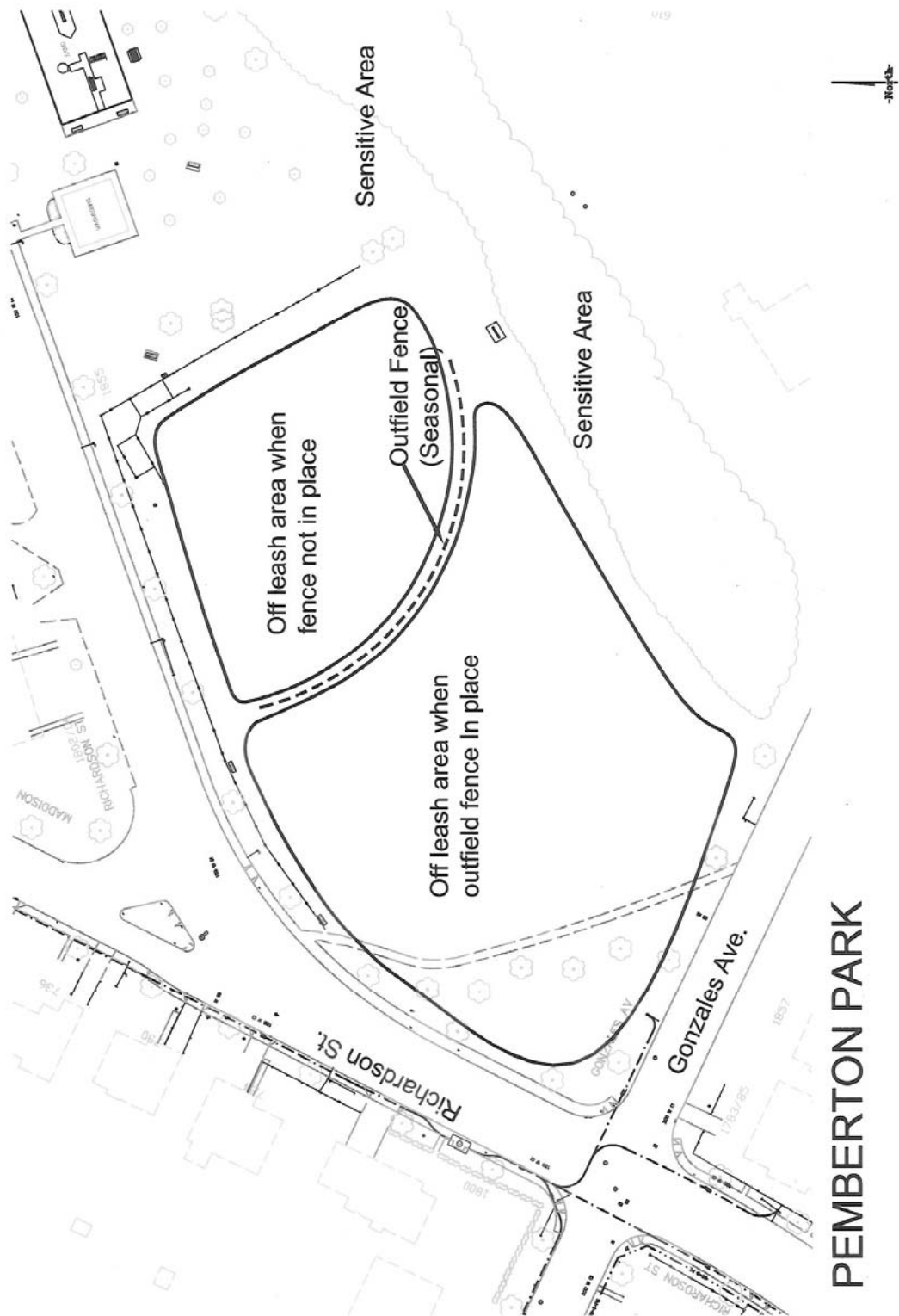
**Map of Off Leash Area
Gonzales Beach**



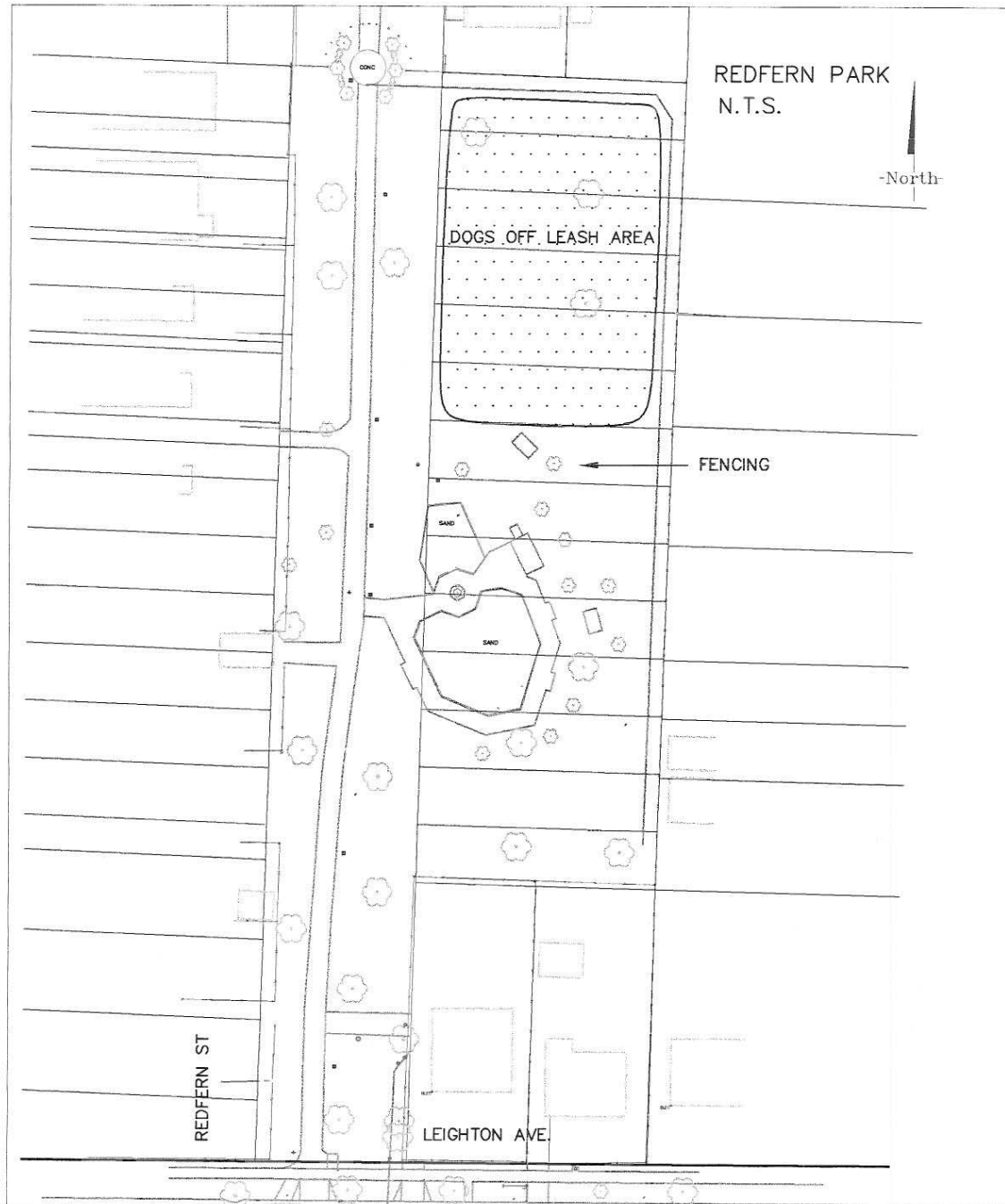
**Map of Off Leash Area
Oswald Park**



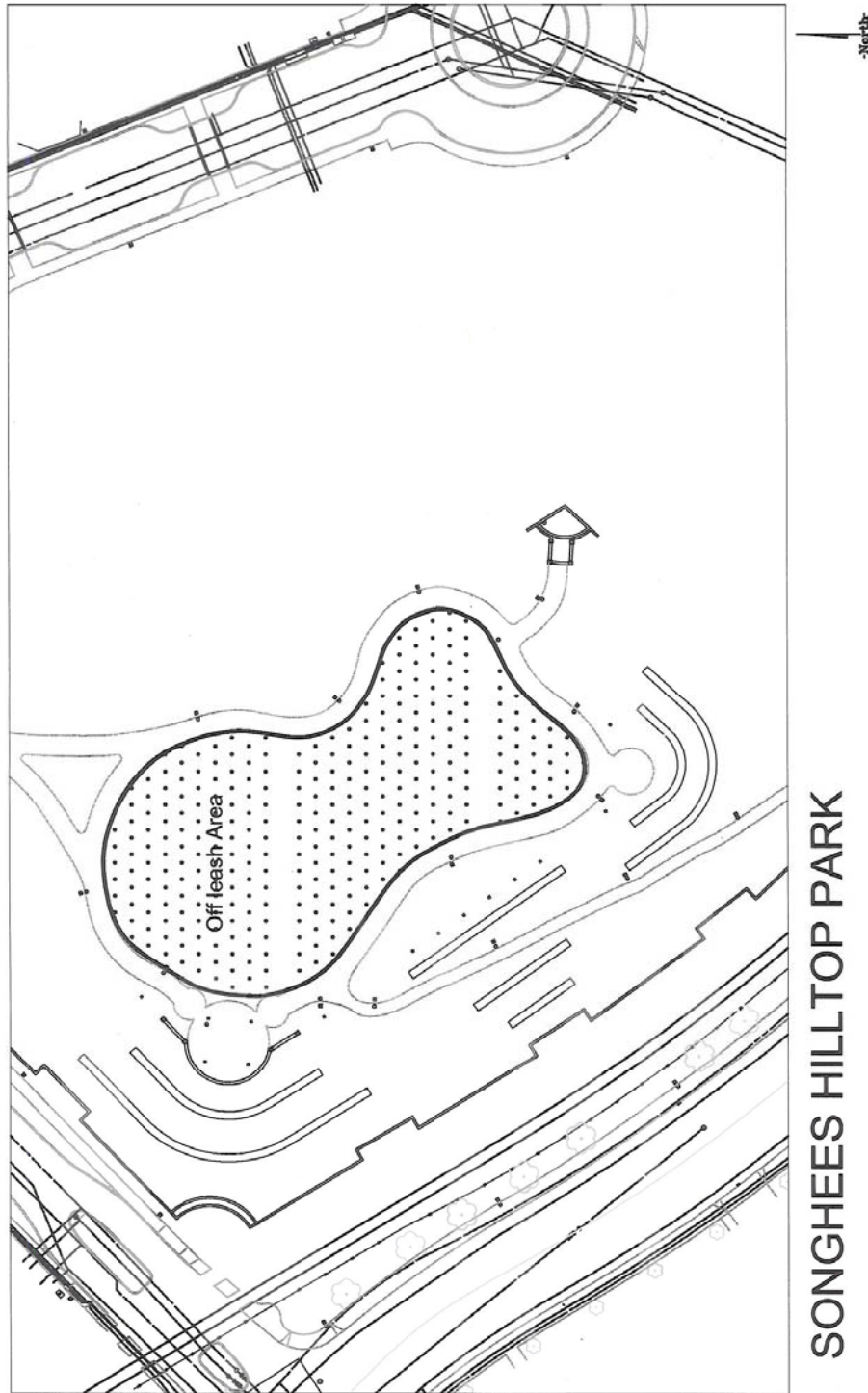
Map of Off Leash Area Pemberton Park



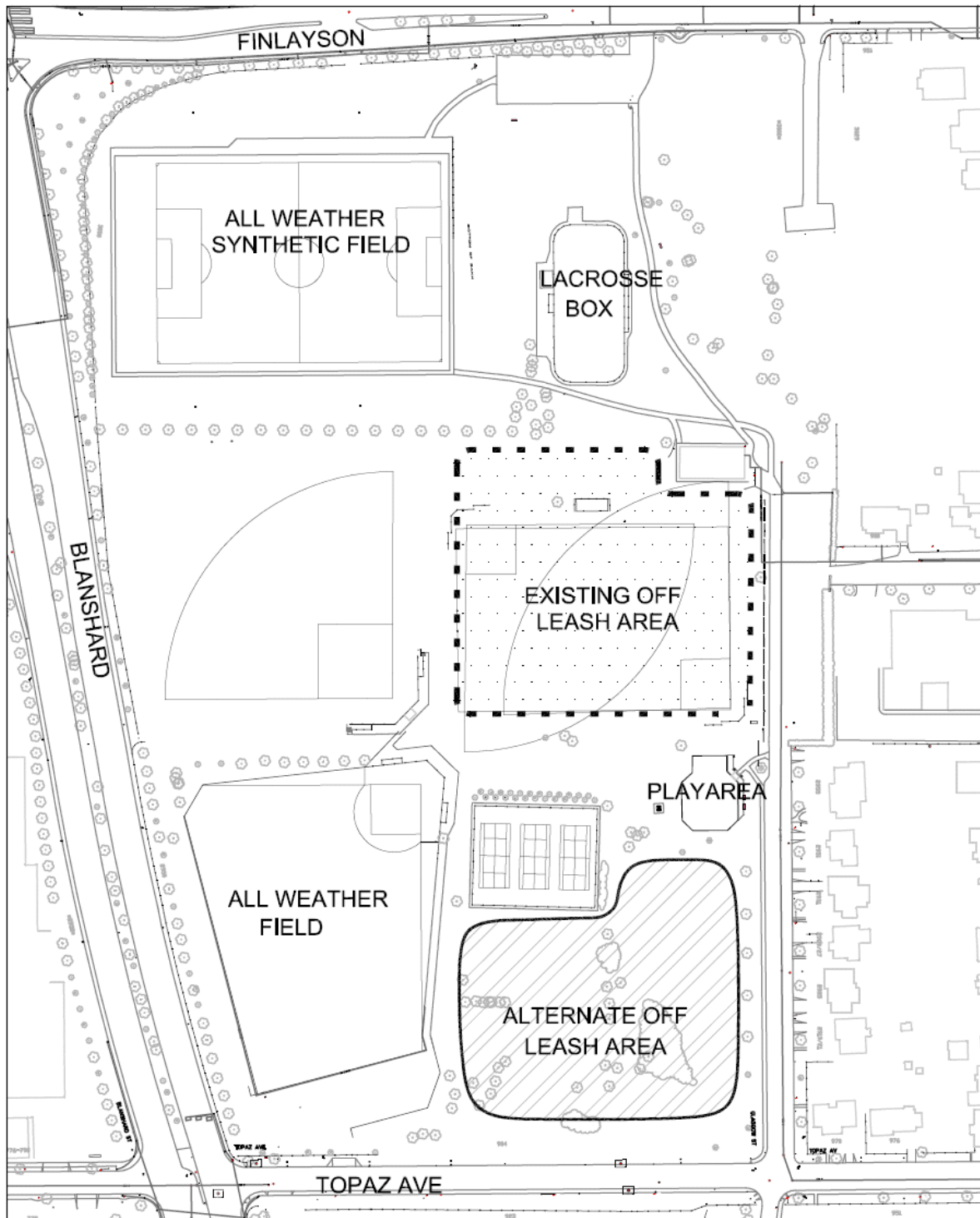
**Map of Off Leash Area
Redfern Park**



**Map of Off Leash Area
Songhees Hilltop Park**



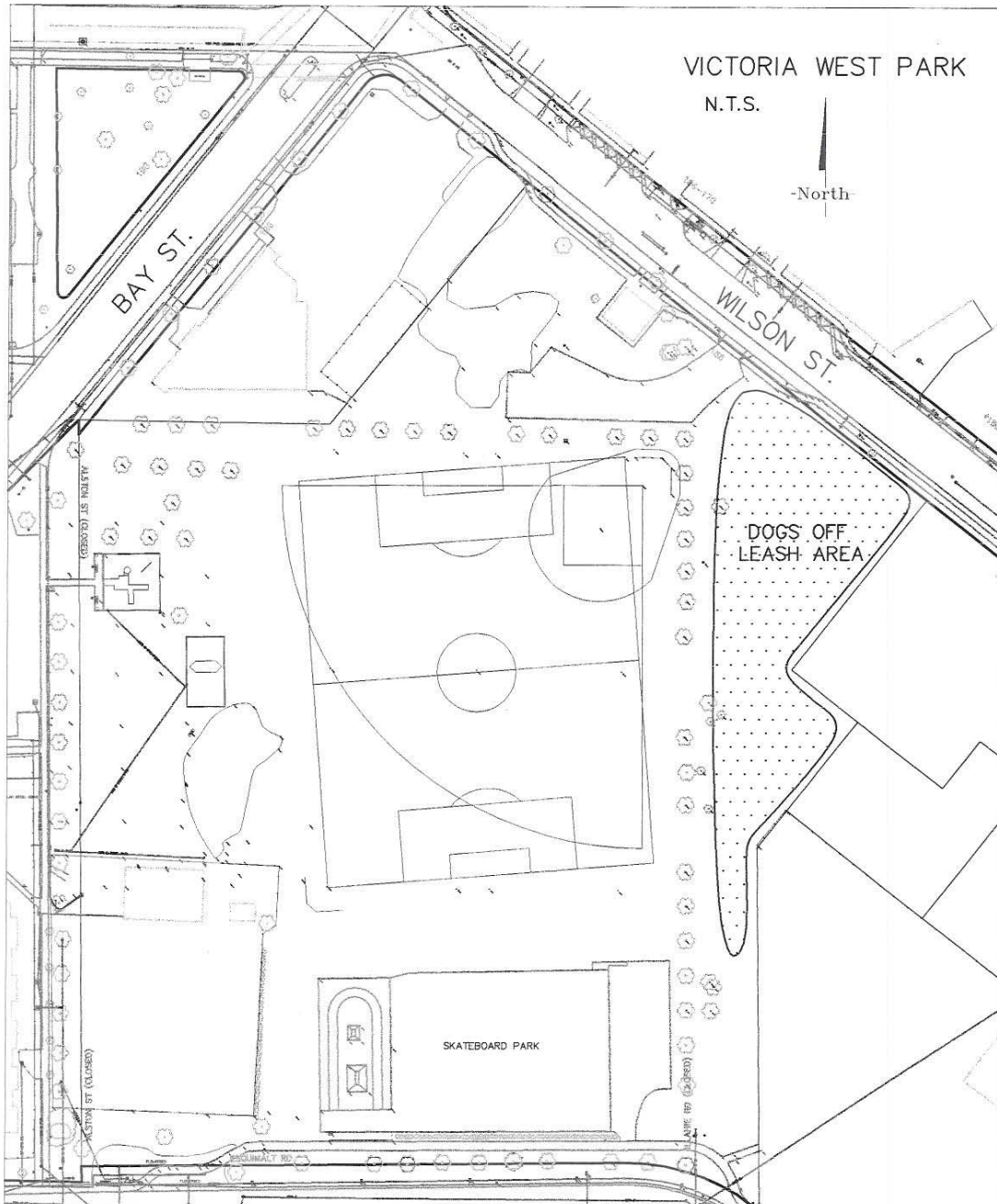
**Map of Off Leash Area and Alternate Off Leash Area
Topaz Park**



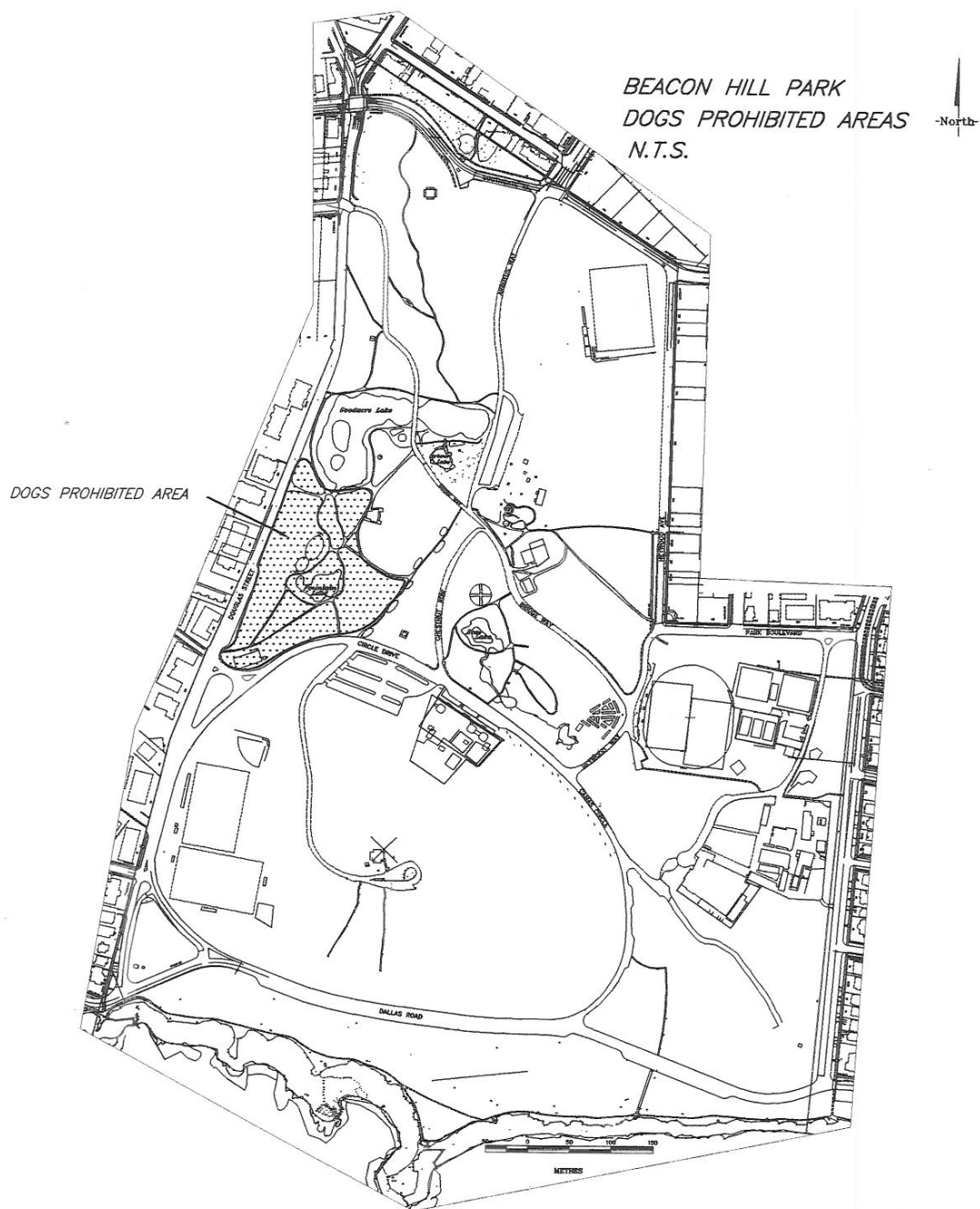
MAP OF OFF LEASH AREA TOPAZ PARK

North

**Map of Off Leash Area
Vic West Park**



Schedule B
Dogs-Prohibited Area in Beacon Hill Park (section 19(4)(a))



Schedule C
Dangerous Dog Sign (Section 30(1))

WARNING
DANGEROUS DOG ON PREMISES



Schedule D**Fees****Dog licence fees (Section 32)**

Description	Fee
1. Sterilized dog licence	\$30.00
2. Unsterilized dog licence	\$40.00
3. Late purchase	\$20.00
4. Replacement licence tag	\$5.00

Impoundment fees (Section 43(b)(ii))

Description	Fee
5. Call out fee for all impounds conducted between 5:00 p.m. and 9:00 a.m.	\$50.00
6. Licensed dog	
(i) First impound	\$50.00
(ii) Second impound	\$100.00
(iii) Third and subsequent impound	\$150.00
7. Unlicensed dog	
(i) First impound	\$100.00
(ii) Second impound	\$200.00
(iii) Third and subsequent impound	\$300.00
8. Cat	\$25.00

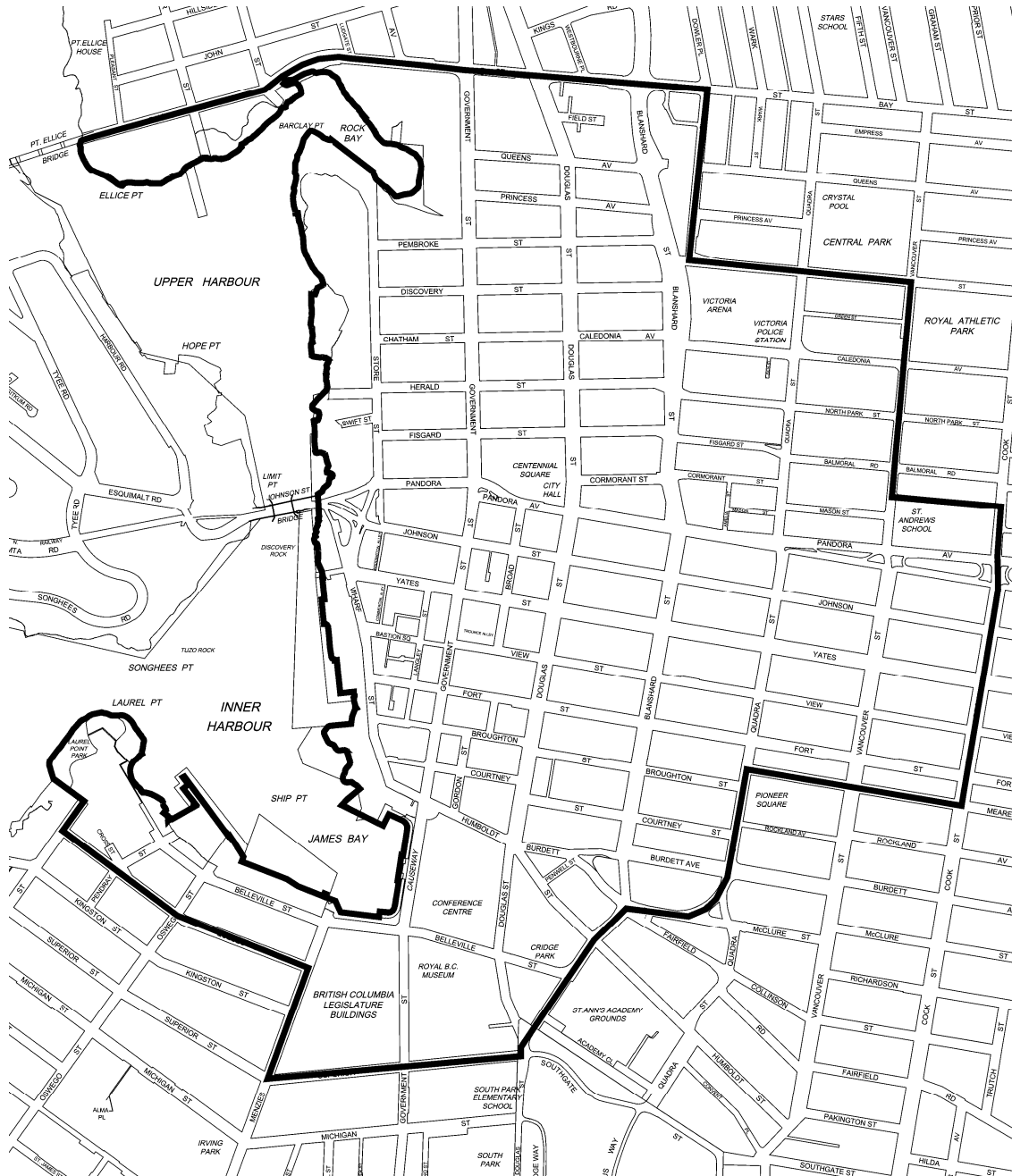
Description	Fee
9. Bird, rabbit, rodent or other animal	\$10.00

Maintenance fees (Section 43(b)(iii))

Description	Fee
10. Dog	\$15.00
11. Cat	\$10.00
12. Bird, rabbit, rodent or other animal	\$5.00

Schedule E

Prohibited wildlife feeding area (Section 36(2))





June 10, 2021

Canadian Wildlife Service
Pacific & Yukon Region
5421 Robertson Road
RR1, Delta, BC
V4K 3N2

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

RE: City of Victoria By-law No. 11-044 within the Victoria Harbour Migratory Bird Sanctuary

To City of Victoria Mayor Lisa Helps and Council;

I am writing to you with respect to the issue of sanctioned off-leash dog areas within the Victoria Harbour Migratory Bird Sanctuary (VHMBS).

A portion of the VHMBS lies within the City of Victoria boundaries. Certain federal regulations apply in the migratory bird sanctuary, including subsection 5(1) of the *Migratory Bird Sanctuary Regulations*, which states, “no person who owns a dog or cat shall permit the dog or cat to run at large in a migratory bird sanctuary”.

For more information on the *Migratory Bird Sanctuary Regulations* and *Migratory Birds Convention Act* please see:

- <https://laws-lois.justice.gc.ca/eng/regulations/C.R.C., c. 1036/index.html>
- <https://laws-lois.justice.gc.ca/eng/acts/M-7.01/>

For clarity, subsection 5(1) of the *Migratory Bird Sanctuary Regulations* requires an owner to have continuous and effective control of their animal within a migratory bird sanctuary by restraining or constraining it to ensure that the dog or cat is not capable of disturbing, harassing, harming or killing a migratory bird, their eggs, or their nest. Typical ways to restrain or control an animal include: a leash, transport carriage or cage, attaching them to a static object, holding tightly on the animal's collar, or holding the animal in the owner's arms. Effective control, or lack thereof, will be assessed on a case by case basis by a Wildlife Enforcement Officer.

Coastal areas are important for wildlife and used by birds for migration stopovers, wintering sites, and breeding, foraging and roosting locations. Dogs can cause disturbance to birds that results in displacement, reduced foraging rates, nest abandonment, increased alert behaviours, and even increased mortality. Many bird species within the VHMBS are facing population-level stressors and even widespread declines. Eleven birds species that are also highly susceptible to dog disturbance are species at risk listed under the Schedule 1 of the federal *Species at Risk Act* and/or red/blue/yellow listed under provincial legislation.

Over the past few years Environment and Climate Change Canada (ECCC) has received numerous complaints from the public regarding the negative interaction of off-leash dogs with migratory birds within Migratory Bird Sanctuaries in the greater Victoria area. To gain a further understanding of the extent of and impacts related to this issue, and to better inform compliance promotion needs, the Canadian Wildlife Service (CWS) of ECCC has recently undertaken a study of the impacts of dogs to migratory birds within the Victoria Harbour, Shoal Harbour and Esquimalt Lagoon Migratory Bird Sanctuaries. CWS intends to finalize this study and make it publically available in the next year. In the interim, and with the interest of working with municipalities on next steps, CWS would be pleased to circulate a confidential draft version of this report to the City of Victoria for review and comment.

The public complaints and recent study both highlight the inconsistency between the City of Victoria Bylaw No.11-044 and Subsection 5 (1) of the MBSR. The MBSRs continue to apply despite local by-laws; however, portions of City of Victoria Bylaw No.11-044 counter to the purposes of subsection 5(1) of the MBSRs and create confusion for the local public. As such, we request that changes be made to the bylaws to address the inconsistency between the City of Victoria Bylaw No. 11-044 and subsection 5(1) of the MBSR.

We understand that the City of Victoria Council is discussing how to proceed with respect to dogs off leash. We would appreciate being apprised of the results of your discussions. In particular, we would request that that you indicate what steps, if any, Victoria would propose to take to rectify the inconsistency between the bylaw and section 5(1) of the MBSR.

My staff look forward to working with the City staff to craft a collaborative path forward that will provide clarity, reduce conflict, and align our regulations to the extent possible.

Thank you for your time and attention on this matter.

Ian Parnell

Acting Regional Director, Canadian Wildlife Service – Pacific Region
Environment and Climate Change Canada
5421 Robertson Road, Delta, BC, V4K 3N2
[REDACTED]

Cc. Ken Brock, Manager, Conservation Planning and Stewardship, Canadian Wildlife Service;
Ailish Murphy, Head, Protected Areas – Pacific Region, Canadian Wildlife Service;
Erin Roberts, Habitat Officer, Protected Areas – Pacific Region, Canadian Wildlife Service.
Justin Ziola, Wildlife Officer- Wildlife Enforcement Directorate - Pacific & Yukon Region

Attached: Map of the Victoria Harbour Migratory Bird Sanctuary

Attachments



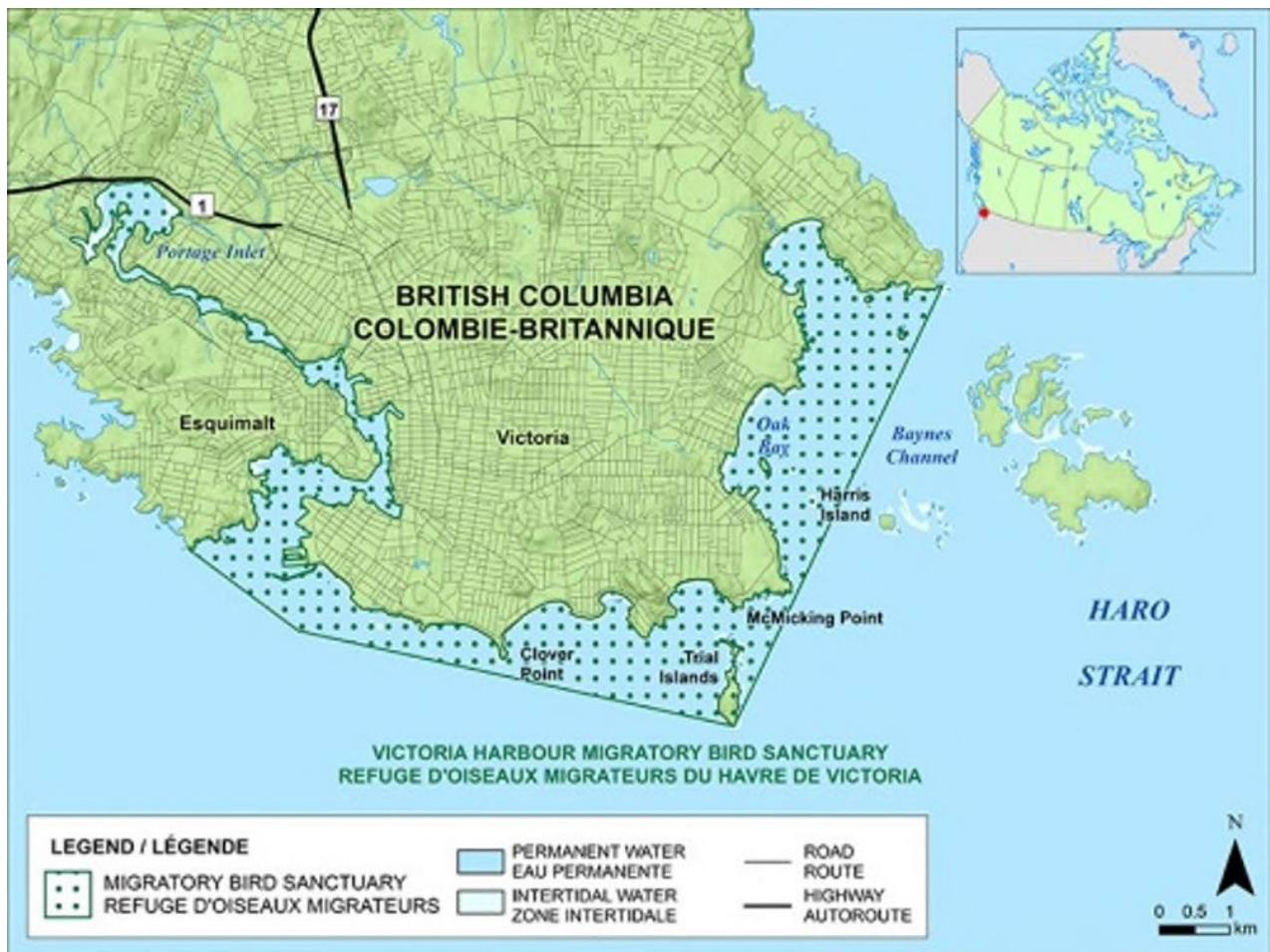


Figure 1. Location of the Victoria Harbour Migratory Bird Sanctuary