COMPLETE AGENDA - COMMITTEE OF THE WHOLE

Thursday, July 21, 2022, 9:00 A.M.

COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE

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

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

Pages

A. APPROVAL OF AGENDA

*B. CONSENT AGENDA

Proposals for the Consent Agenda:

- C.1. Minutes from the meeting held June 9, 2022
- C.2. Minutes from the meeting held June 16, 2022
- F.5. Proclamation - International Day of the Girl
- H.3. Council Member Motion - Advocacy Regarding Detention of Immigrants in Provincial Jails
- H.4. Council Member Motion - Authorization of Attendance at UBCM Convention

C. READING OF MINUTES

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D. UNFINISHED BUSINESS

E. LAND USE MATTERS

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A report presenting Council with a proposal to allow manufacturing use in Fernwood Coffee, specifically to roast and package coffee and to distribute for off-site sales.

*E.2. Step Code Acceleration - Engagement Summary and Next Steps *99*

Addenda: Updated Attachment B, Presentation

A report providing Council with a summary of engagement on the BC Energy Step Code and BC carbon pollution standards, describing the impact of the engagement on recommended regulatory changes, and seeking direction to prepare bylaw amendments.

F. STAFF REPORTS

*F.1. Governance Review - Phase 2 Report *204*

Addenda: Report, Appendices & Presentation

A report regarding the outcome of Phase 2 of the Governance Review providing Council with the consultant's final report and recommendations.

*F.2. Cultural Infrastructure Grant Program 2022 Report *439*

Addendum: Presentation

A report seeking Council approval on staff recommendations for the 2022 Cultural Infrastructure Grant Program.

*F.3. Victoria 3.0: Recovery Reinvention Resilience Progress Report *453*

Addenda: Revised Report & Presentation

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F.4. Workshop with Council - Arts & Innovation District 541

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F.5. Proclamation - International Day of the Girl 547

A report regarding the proclamation for International Day of the Girl, October 11, 2022.

G. NOTICE OF MOTIONS

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H.1. Council Member Motion - Welcoming Cities Advisory Committee Recommendations to Council 550

A Council Member Motion actioning the Welcoming Cities Advisory Committee recommendations.

H.2. Council Member Motion - Recommendations for Rental Incentive and MAARS projects 557

A Council member motion regarding the rental incentive program and the MAARS program.

***H.3. Council Member Motion - Advocacy Regarding Detention of Immigrants in Provincial Jails** *566*

Addendum: New Item

A Council Member Motion regarding a resolution on the detention of immigrants in provincial jails.

***H.4. Council Member Motion - Authorization of Attendance at UBCM Convention** *586*

Addendum: New Item

A Council Member Motion authorizing attendance and associated costs for Councillor Loveday to attend the Union of BC Municipalities (UBCM) Annual Convention.

I. ADJOURNMENT OF COMMITTEE OF THE WHOLE

MINUTES - COMMITTEE OF THE WHOLE

June 9, 2022, 9:00 A.M.
COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE
The City of Victoria is located on the homelands of the Songhees and Esquimalt People
Meeting will recess for a lunch break between 12:30 p.m. and 1:30 p.m.

PRESENT:	Mayor Helps in the Chair, Councillor Alto, Councillor Andrew, Councillor Potts, Councillor Thornton-Joe, Councillor Young
ABSENT:	Councillor Dubow, Councillor Isitt, Councillor Loveday
STAFF PRESENT:	J. Jenkyns - City Manager, S. Thompson - Deputy City Manager / Chief Financial Officer, C. Kingsley - City Clerk, C. Anderson - Deputy City Clerk, T. Zworski - City Solicitor, T. Soulliere - Director of Parks, Recreation & Facilities, B. Eisenhauer - Head of Engagement, K. Hoese - Director of Sustainable Planning and Community Development, A. Meyer - Assistant Director of Development Services, A. Hudson - Assistant Director of Community Planning, J. O'Connor - Deputy Director of Finance, K. Moore - Head of Business and Community Relations, C. Mycroft - Manager of Executive Operations, P. Bellefontaine - Director of Engineering & Public Works, A. Galiev – Equity Diversity & Inclusion Lead, S. Alene – Equity Diversity & Inclusion Coordinator, K. Stratford - Neighbourhood Liaison, G. Pemberton - Neighbourhood Liaison, J. Dutton - Senior Planner of Social Policy, C. Macdonald - Inclusion Coordinator, L. Berndt - Manager of Energy & Climate Action, V. Kandiral - Manager of Supply Management Services, P. Angelblazer - Committee Secretary, Becky Roder - Committee Secretary,
GUESTS:	L. Moffat – Principal at Resilience Planning, E. Achugbue – Collaborator at Resilience Planning, S. Forrester – Collaborator at Resilience Planning,

A. APPROVAL OF AGENDA

Moved By Councillor Potts
Seconded By Councillor Andrew

That the agenda be approved.

CARRIED UNANIMOUSLY

B. CONSENT AGENDA

Moved By Councillor Alto
Seconded By Councillor Andrew

That the following items be approved without further debate:

C.1 Minutes from the meeting held May 12, 2022

Moved By Councillor Alto
Seconded By Councillor Andrew

That the minutes from the meeting held May 12, 2022 be approved.

CARRIED UNANIMOUSLY

C.2 Minutes from the meeting held May 19, 2022

Moved By Councillor Alto
Seconded By Councillor Andrew

That the minutes from the meeting held May 19, 2022 be approved.

CARRIED UNANIMOUSLY

C.3 Minutes from the meeting held May 26, 2022

Moved By Councillor Alto
Seconded By Councillor Andrew

That the minutes from the meeting held May 26, 2022 be approved.

CARRIED UNANIMOUSLY

F.3 Proclamation - Parachute National Injury Prevention Day

Committee received a report dated May 31, 2022 from the City Clerk regarding a proclamation for Parachute National Injury Prevention Day, July 5th, 2022.

Moved By Councillor Alto
Seconded By Councillor Andrew

That the Parachute National Injury Prevention Day Proclamation be forwarded to the June 23, 2022, Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

DRAFT

F.4 Proclamation - World Refrigeration Day

Committee received a report from the City Clerk dated May 24th, 2022 regarding a proclamation for World Refrigeration Day, June 26th, 2022.

Moved By Councillor Alto
Seconded By Councillor Andrew

That the World Refrigeration Day Proclamation be forwarded to the June 23rd, 2022, Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

F.5 Proclamation - International Women in Engineering Day

Committee received a report dated May 24th, 2022 from the City Clerk regarding a proclamation for International Women in Engineering Day, June 23rd, 2022.

Moved By Councillor Alto
Seconded By Councillor Andrew

That the International Women in Engineering Day Proclamation be forwarded to the June 23rd, 2022, Council meeting for Council's consideration

CARRIED UNANIMOUSLY

F.6 Proclamation - World Refugee Day

Committee received a report from the City Clerk dated May 31th, 2022 regarding a proclamation for World Refugee Day, June 20th, 2022.

Moved By Councillor Alto
Seconded By Councillor Andrew

That the World Refugee Day Proclamation be forwarded to the June 9th, 2022, Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

F.7 Proclamation - Year of the Salish Sea

Committee received a report from the City Clerk dated May 31, 2022 regarding a proclamation for Year of the Salish Sea, June 8th, 2022 to June 7th, 2023.

Moved By Councillor Alto
Seconded By Councillor Andrew

That the Year of the Salish Sea Proclamation be forwarded to the June 9th, 2022, Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

F.8 Proclamation - Hidradenitis Suppurativa Awareness Week

Committee received a report from the City Clerk dated June 1st, 2022 regarding a proclamation for Hidradenitis Suppurativa Awareness Week, June 6th to 12th, 2022.

Moved By Councillor Alto
Seconded By Councillor Andrew

That the Hidradenitis Suppurativa Awareness Week Proclamation be forwarded to the June 9th, 2022, Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

F.9 Proclamation - Island Good Days

Committee received a report from the City Clerk dated May 31st, 2022 regarding a proclamation for Island Good Days, June 20th to 26th, 2022.

Moved By Councillor Alto
Seconded By Councillor Andrew

That the Island Good Days Proclamation be forwarded to the June 23rd, 2022, Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

F.10 Proclamation - Living Donation Week

Committee received a report from the City Clerk dated June 1st, 2022 regarding a proclamation for Living Donation Week, September 11th to 17th, 2022.

Moved By Councillor Alto
Seconded By Councillor Andrew

That the Living Donation Week Proclamation be forwarded to the June 23rd, 2022, Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

F. STAFF REPORTS

F.1 Neighbourhood Boundaries Report

Council received a report dated May 17, 2022 from the Head of Business and Community Relations regarding information pertaining to results of the non-statutory public hearing held on January 27, 2022, as well as the official stance of each neighbourhood association involved in dialogue and/or the mediation process regarding the proposed neighbourhood boundaries adjustments.

DRAFT

Committee discussed the following:

- *Transparency of Community Associations*
- *Discerning the proposed boundaries*

Moved By Councillor Andrew
Seconded By Councillor Alto

That Council:

1. Direct staff to prepare map and text amendments to the Official Community Plan, 2012 to address boundary adjustments affecting Downtown, Harris Green, Fairfield, Oaklands and Jubilee neighbourhoods.

2. Consider consultation under Section 475(2)(b) of the Local Government Act and direct that no referrals of the Official Community Plan Amendment Bylaw are necessary to the Capital Regional District Board, Island Health, Songhees Nation, Esquimalt Nation, provincial or federal governments, Township of Esquimalt, District of Saanich and the District of Oak Bay.

3. Consider consultation under Sections 475(1) and 475(2) of the Local Government Act and direct consultation on the proposed Official Community Plan amendments in the form of a project update on the City's Have Your Say webpage.

CARRIED UNANIMOUSLY

F.2 Equity Framework

Council received a report dated May 12, 2022 from the Deputy City Manager and Chief Financial Officer regarding the proposed Equity Framework to guide program and policy design and implementation to ensure that underserved and marginalized populations are experiencing the same benefits and outcomes as the general population.

Committee discussed the following:

- *Appreciation of cross-departmental collaboration efforts*
- *Communicating progress on equity integration in City services*
- *Examples on the integration of equity values in other City projects*
- *Inclusion of equity values in reports to Council*
- *Reporting process for the work of the Equity, Diversity and Inclusion office*
- *Equitable urban forest management, including in relation to climate change*
- *Concerns about requiring self-identification to improve equity in services*
- *Concerns about a lack of consultation with specific stakeholder organizations*
- *Accessible language, readability of pdf documents and images within*
- *Intersections between public health and other equity concerns*
- *Ensuring that the equity framework focuses on creating inclusive spaces for all people*

Committee recessed at 9:25 a.m., and reconvened at 9:31 a.m.

Moved By Mayor Helps
Seconded By Councillor Potts

That Council endorse the proposed Equity Framework.

FOR (5): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Potts, and Councillor Thornton-Joe

OPPOSED (1): Councillor Young

CARRIED (5 to 1)

Committee recessed at 11:11 a.m., and reconvened at 11:18 a.m.

H. NEW BUSINESS

H.1 Council Member Motion: Waive Preapplication Process for 131/135/139 Menzies Street

Committee received a Council Member Motion dated June 1, 2022 from Mayor Helps requesting that the Preapplication Process for 131/135/139 Menzies Street be waived.

Committee discussed the following:

- *Waiving pre-application processes for other affordable housing projects*
- *Concerns voiced by residents about proposed change in process*
- *Consideration of this affordable housing proposal alongside another development application proposed by the same applicant*
- *Rental rates for the proposed building*
- *Concerns on industry labour and materials shortages*

Moved By Mayor Helps
Seconded By Councillor Alto

1. That Council waive the requirement for pre-application community consultation (Land Use Procedures Bylaw Section 6(b)(c)(d)) to be held in advance of the submission of a rezoning application for an affordable housing building at 131,135 and 139 Menzies Street.

2. That the public consultation for this site, including a Community Meeting, the posting of plans to the development tracker and the posting of signage on the site, occur after application submission and concurrently with the application review, prior to the Committee of the Whole meeting.

3. That this recommendation be forwarded to the daytime Council meeting of June 9, 2022.

Amendment:
Moved By Councillor Andrew
Seconded By Mayor Helps

1. That Council waive the requirement for pre-application community consultation (Land Use Procedures Bylaw Section 6(b)(c)(d)) to be held in advance of the submission of a rezoning application for an affordable housing building at 131,135 and 139 Menzies Street.

2. That the public consultation for this site, including a Community Meeting **to be held on July 13th, 2022**, the posting of plans to the development tracker and the posting of signage on the site, occur after application submission and concurrently with the application review, prior to the Committee of the Whole meeting.

3. That this recommendation be forwarded to the daytime Council meeting of June 9, 2022.

CARRIED UNANIMOUSLY

On the main motion as amended:

FOR (5): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Potts, and Councillor Thornton-Joe

OPPOSED (1): Councillor Young

CARRIED (5 to 1)

I. ADJOURNMENT OF COMMITTEE OF THE WHOLE

Moved By Councillor Andrew
Seconded By Councillor Thornton-Joe

That the Committee of the Whole Meeting be adjourned at 11:46 a.m.

CARRIED UNANIMOUSLY

CITY CLERK

MAYOR

DRAFT

MINUTES - COMMITTEE OF THE WHOLE

June 16, 2022, 9:00 A.M.
COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE
The City of Victoria is located on the homelands of the Songhees and Esquimalt People
Meeting will recess for a lunch break between 12:30 p.m. and 1:30 p.m.

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

ABSENT: Councillor Alto, Councillor Dubow

STAFF PRESENT: J. Jenkyns - City Manager, S. Thompson - Deputy City Manager / Chief Financial Officer, C. Kingsley - City Clerk, C. Anderson - Deputy City Clerk, T. Zworski - City Solicitor, T. Soulliere - Director of Parks, Recreation & Facilities, B. Eisenhauer - Head of Engagement, K. Hoese - Director of Sustainable Planning and Community Development, L. Van Den Dolder - Assistant City Solicitor, K. Moore - Head of Business and Community Relations, C. Mycroft - Manager of Executive Operations, R. Howard - Senior Housing Planner, D. Newman - Manager of Parks & Facilities, J. Dykstra – Manager of Parks Design & Construction, J. Handy - Senior Planner, M. Angrove - Planner, P. Bellefontaine - Director of Engineering & Public Works, P. Angelblazer - Committee Secretary

A. APPROVAL OF AGENDA

Moved By Councillor Thornton-Joe
Seconded By Councillor Loveday

That the agenda be approved.

CARRIED UNANIMOUSLY

B. CONSENT AGENDA

Moved By Councillor Thornton-Joe
Seconded By Councillor Loveday

That the following items be approved without further debate

CARRIED UNANIMOUSLY

E.1 640 Montreal Street - Development Permit with Variance Application No. 00197 (James Bay)

Council received a report dated June 2, 2022 from the Director of Sustainable Planning & Community Development presenting Council with an application to enclose two patios, and to legalize three enclosed patios.

Moved By Councillor Thornton-Joe
Seconded By Councillor Loveday

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

"That Council authorize the issuance of Development Permit with Variances Application No. 00197 for 640 Montreal Street, in accordance with:

1. Plans date stamped March 23, 2022.
2. Development meeting all Zoning Regulation Bylaw requirements, except the following variances to the R3-2 Zone, Multiple Dwelling District:
    i. reduce the rear yard setback from 11.275m to 8.37m.
3. The Development Permit lapsing two years from the date of this resolution."

CARRIED UNANIMOUSLY

F.1 EV Infrastructure Grant Funding Applications

Council received a report dated June 3, 2022 from the Director of Engineering & Public Works presenting Council with grant funding opportunities available for the expansion of the City's public EV charging network and to seek Council support for a joint Regional Public Electric Vehicle Charging Network Grant application led by the CRD to the ICIP CleanBC Communities Fund grant program.

Moved By Councillor Thornton-Joe
Seconded By Councillor Loveday

That Council:

1. Endorse the City of Victoria participation in the CRD led Regional Public Electric Vehicle Charging Network project grant application to the ICIP CleanBC Communities Fund grant program; and
2. Commit the City's share of $1,607,067 to install 424 Level 2 and 20 DCFC public EV charging stations through 2024 - 2027; and
3. Commit that the City of Victoria will undertake to cover all costs associated with completing the City of Victoria based projects that are otherwise ineligible for grant funding.
4. Authorize the City of Victoria to enter into future shared cost agreements with any of the Grant Funders identified in this report for grants awarded to the City for Electric Vehicle Charging Infrastructure that are in alignment with the City's Electric Vehicle and E-Mobility Strategy and on the terms acceptable to

the Chief Financial Officer and the Director of Engineering and Public Works and in a form acceptable to the City Solicitor.

5. Forward these recommendations to the daytime Council Meeting of June 16, 2022.

CARRIED UNANIMOUSLY

E. LAND USE MATTERS

E.2 680 Montreal Street - Rezoning Application No. 00792 (James Bay)

Council received a report dated June 2, 2022 from the Director of Sustainable Planning and Community Development presenting an application to permit the ongoing use of the hotel past the expiration of a Land Use Contract, and a request to increase density and site coverage to allow for a future redevelopment of the north wing of the building.

Committee discussed the following:

- *Potential shadowing on the adjacent public park*
- *Cost and labour involved with producing a shadow study*

Moved By Councillor Young
Seconded By Councillor Potts

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that authorize the proposed development outlined in Rezoning Application No. 00792 for 680 Montreal Street. That first and second readings of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once a legal agreement is executed by the applicant to secure an easement over the neighbouring lot at 225 Belleville Street to allow access for users of 680 Montreal Street to the vehicle parking stalls, with the form and contents to the satisfaction of the Director of Sustainable Planning and Community Development and the City Solicitor.

Amendment:
Moved By Councillor Isitt
Seconded By Councillor Loveday

That Council request a shadow study from the applicant for Councils review at the time of first reading of the bylaws.

FOR (3): Councillor Isitt, Councillor Loveday, and Councillor Potts

OPPOSED (4): Mayor Helps, Councillor Andrew, Councillor Thornton-Joe, and Councillor Young

DEFEATED (3 to 4)

DRAFT

On the main motion:

CARRIED UNANIMOUSLY

E.3 1309 & 1315 Cook Street, 1100-1120 Yates Street, and 1109-1115 Johnsons Street - Amendment to Project Partnering Agreement (Fernwood)

Council received a report dated June 2, 2022 from the Director of Sustainable Planning & Community Development presenting Council with a request to amend the Project Partnering Agreement for the Haven building in order to comply with financing requirements for the purposes of securing a loan.

Committee discussed the following:

- *Similar language in other project partnering agreements*
- *Concern about improving eligibility for individuals with co-signers over those that do not have the opportunity to obtain a co-signer*
- *Potential guarantor support the City may offer to aspiring homeowners*
- *Quantity of units sold in the building*

Moved By Councillor Andrew
Seconded By Councillor Thornton-Joe

That Council authorize the City Solicitor to execute an amendment to the Project Partnering Agreement between the City, BC Housing and Cook Street Plaza Limited Partnership pertaining to the BC Housing Affordable Home Ownership Program for the Haven building at 1309 and 1315 Cook Street, 1100-1120 Yates Street, and 1109-1115 Johnson Street to permit eligible purchasers to have co-signors to qualify for mortgage financing, on the terms satisfactory to the City's Director of Sustainable Planning and Community Development, and in the form satisfactory to the City Solicitor.

FOR (5): Mayor Helps, Councillor Andrew, Councillor Loveday, Councillor Thornton-Joe, and Councillor Young

OPPOSED (2): Councillor Isitt, and Councillor Potts

CARRIED (5 to 2)

F. STAFF REPORTS

F.2 Proposed Update to the Animal Responsibility Bylaw

Council received a report dated June 6, 2022 from the Director of Parks, Recreation & Facilities seeking Council approval to amend the Animal Responsibility Bylaw to align with current leash-optional areas and improve clarity for residents and visitors.

Committee discussed the following:

- *Aligning bylaws with facts on the ground*
- *Potential issues with compliance due to garbage bin and water fountain placement*

- *Clarifying signage and mapping around the Clover Point leash-optional areas*
- *Results of the off-leash area pilots*
- *Planned infrastructure improvements and consultations*
- *Safety and accessibility concerns associated with off-leash areas*
- *Anticipated timeline for Clover Point planning and Council approval*
- *Scope of the upcoming Paws in Parks review*

Moved By Mayor Helps
Seconded By Councillor Thornton-Joe

That Council direct staff to bring forward amendments for the Animal Responsibility Bylaw to update the boundaries to match existing leash-optional areas at Beacon Hill Park, Clover Point Park, Vic West Park, Topaz Park, Alexander Park, Fisherman's Wharf Park, Oaklands Park, and Barnard Park.

Amendment:
Moved By Councillor Isitt
Seconded By Councillor Young

That Council direct staff to bring forward amendments for the Animal Responsibility Bylaw to update the boundaries to match existing leash-optional areas at Beacon Hill Park, Clover Point Park, Vic West Park, Topaz Park, Alexander Park, Fisherman's Wharf Park, Oaklands Park, and Barnard Park, **including designating a leash-on, east-west pathway at clover point for accessibility**

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

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

CARRIED (5 to 2)

On the main motion as amended:

CARRIED UNANIMOUSLY

I. ADJOURNMENT OF COMMITTEE OF THE WHOLE

Moved By Councillor Thornton-Joe
Seconded By Councillor Potts

That the Committee of the Whole Meeting be adjourned at 10:38 a.m.

CARRIED UNANIMOUSLY

CITY CLERK

MAYOR

Committee of the Whole Report
For the Meeting of July 21, 2022

To: Committee of the Whole **Date:** July 7, 2022

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

Subject: **Rezoning Application No. 00786 for 1105 Caledonia Avenue**

RECOMMENDATION

That Council decline Rezoning Application No. 00786 for the property located at 1105 Caledonia Avenue.

LEGISLATIVE AUTHORITY

This report discusses a Rezoning Application. Relevant rezoning considerations include the proposal to specifically allow manufacturing as a permitted use on this property.

Enabling Legislation

In accordance with Section 479 of the *Local Government Act*, Council may regulate within a zone the use of land, buildings and other structures, the density of the use of the land, building and other structures, the siting, size and dimensions of buildings and other structures as well as the uses that are permitted on the land and the location of uses on the land and within buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Rezoning Application for the property located at 1105 Caledonia Avenue. The proposal is to rezone from the CR-4 Zone, Upper Cook Commercial-Residential District, to a site-specific zone that will include manufacturing to the permitted uses within this zone for this property. The proposal is to allow Fernwood Coffee manufacturing use, specifically to roast and package coffee and to distribute for off-site sales. The other on-site uses (coffee shop and retail outlet) will remain unchanged.

There is no concurrent Development Permit application associated with this application, as the buildings and landscaping already exist. Three deviations from the current *Zoning Regulation Bylaw* standards have been identified: two variances will be embodied in the proposed zoning bylaw amendment should this application proceed, and one variance for long term staff bike parking will be resolved by reinstating three stalls.

On-site changes, implemented without City approvals, related to exterior seating, awnings and landscaping have also been identified and will require follow-up approvals through the Delegated Development Permit process, should this application be approved by Council.

If the Rezoning Application is declined, then the deviations from the Zoning Bylaw will remain outstanding and a Development Permit with Variances will be required to address these variances.

The following points were considered in assessing the Rezoning Application:

- The *Official Community Plan* places the subject property within the North Park Large Urban Village designation. This designation anticipates predominately mixed use commercial and residential uses, with commercial opportunities that serve the local population. Manufacturing uses are not contemplated within this designation
- The *Fernwood Neighbourhood Plan* (1994) envisioned that the commercial properties along Cook Street be rezoned to a commercial-residential zone (CR-4) to encourage mixed use in this corridor. This was completed in 2004. This zone does not contemplate industrial uses. The draft *Fernwood Neighbourhood Plan* envisions the continuation of mixed use in this node
- There have been a number of approvals on the subject parcel to address the limitations of the site for accommodating the business operations. The off-street vehicle parking is reduced to three stalls and is intended for customer use. The loading and storage facilities associated with the coffee roasting business are constrained and create points of conflict with the neighbouring residential properties, along with the activities associated with this type of manufacturing on a small site
- Staff are recommending declining this Rezoning Application as the intensity of manufacturing use with the associated activity and noise are challenging.

In the options section of this report, an alternate motion has been provided, which would advance a Temporary Use Permit (TUP), which offers an opportunity for the use to continue at this site for up to six years (three years with the option to apply for a renewal), which would provide the applicant time to make other arrangements. However, the applicant has indicated a preference for a permanent solution that they believe can be achieved through rezoning. The second option advances the application as submitted by the applicant and the third option advances the application as submitted with the addition of enhanced landscape screening.

BACKGROUND

Description of Proposal

This proposal is to expand the use of the subject property to allow manufacturing up to 25% of the total floor area of the existing building and its associated uses (storage, distribution) to take place. By allowing manufacturing as an outright permitted use, the proponents would be permitted to distribute the product for sale at other outlets, which is a reflection of the current situation.

For clarity, the use of the subject property for Parsonage Café and Fernwood Coffee is permitted in the existing zone and is not proposed to change. The roasting of coffee for use within these two businesses is permissible and can continue. The issue under discussion is the roasting, packaging and distribution of coffee for sales in other retail locations.

The differences from the existing *Zoning Regulation Bylaw* requirements are as follows, and will be captured in the site-specific zone should this application proceed:

- reduce the required distance of the accessory building (storage and bike shelter) from the principal building from 2.4 m to 1.72m
- eliminate the landscape strip (1m requirement) along the vehicle parking space along the Caledonia Street frontage.

The loss of long-term bike parking will be addressed either by reinstating the bike parking or through the variance process. In any event, the bike parking numbers are a change to the previously approved Development Permits and will need to be addressed depending on how this application proceeds.

Land Use Context

Upper Cook Street is characterized by a diversity of land use: restaurants and coffee shops, retail stores, a place of worship, multi-family residential and Royal Athletic Park. The area along Caledonia Avenue to the east is generally single-family or two-family homes.

Existing Site Development and Development Potential

The site is presently used as a coffee shop, coffee roasting and coffee sales and distribution centre. While on-site sales of product (coffee) roasted and packaged on-site is permissible under the *Zoning Regulation Bylaw*, manufacturing (the roasting, packaging and wholesale of coffee for sales offsite to over 200 outlets) challenges the intent of the Upper Cook Commercial-Residential District.

Under the current CR-4 Zone, Upper Cook Commercial-Residential District, the property could be developed for uses with this current zone, such as multiple dwellings or commercial-residential buildings, however, the parcel size (447 m^2) would impose limitations on redevelopment potential.

Data Table

The following data table compares the proposal with the CR-4 Zone, Upper Cook Commercial-Residential District. An asterisk is used to identify where the proposal does not meet the requirements of the existing Zone. A double asterisk indicates an existing non-conforming status or previously approved variances. Explanatory notes provide information on deviations from previous approvals and other related information.

Zoning Criteria	Proposal	Existing Zone CR-4	Explanatory notes
Uses – manufacturing and wholesale use of up to 25% of floor area (48.19 sq.m)	**New requested use***	Not permitted	Requires new zone
Site area (m^2) – minimum	447.65	N/A	
Density (Floor Space Ratio) – maximum	0.47:1	1.4:1	Floor area can be increased to 1.6:1 with a 5m SRW
Total floor area (m^2) – maximum	211	610	
Height (m) – maximum	3.8	12	
Storeys – maximum	1	4	
Separation space between buildings (within the site) (m) – minimum	**1.727***	2.4	Required distance between accessory building (covered bike parking) and principle building
Landscape strip for vehicle parking space	**0***	1.0	This area has been replaced with pavers
Setbacks (m) – minimum			
Front	3.67**	6	Non-conforming
Rear	7.61	6	
Flanking Street (north)	3.05	2.4	
Interior (south)	0.13	0	
Parking – minimum	3**	6	Parking variance and location (side yard) approved DPV No.00057

Zoning Criteria	Proposal	Existing Zone CR-4	Explanatory notes
Bicycle parking stalls – minimum			
Short term	14	9	DPV No.00057, 16 short term stalls were shown to offset parking variance; however only 14 stalls exist on site
Long term	3	3	DPV No.00057, 10 long term bicycle stalls were shown to offset parking variance, and this was subsequently reduced to 8 (DDP No.00192). There are currently none available and the proposal is to just meet the bylaw minimum.

It is noted that if this application does not proceed as a Rezoning Application, the applicant will be required to apply for a Development Permit with Variances to legalize the variances outlined above and to recognize the changes to the previously approved Development Permits.

Active Transportation

The application proposes the following features which support active transportation:

- bike racks for public – a total of 14 stalls are available for public short-term use
- bike parking for staff – a total of three stalls will be located in the accessory building. Note that currently there is no long-term secure bike parking for staff.

Public Realm

The public realm will remain generally at is appears at this time.

Relevant History

This property has been subject to a number of applications. The previous applications are described below:

Development Permit with Variance No. 00057 - Approved by Council January 2018

This was the first Development Permit with Variance application for the subject property when it changed from an auto upholstery to a coffee shop. The commercial use of the property for a coffee shop and retailer was permitted in the applicable zone. This application addressed changes to the exterior of the building and a vehicle parking variance. In order to mitigate the vehicle parking shortfall, bicycle parking was increased above Bylaw requirements. However,

this bicycle parking has been subsequently reduced by the operator:

- The long-term bicycle parking has been reduced from eight stalls to no stalls at this time. The accessory building intended for staff bike parking is used for storage, and the applicant is indicating that three bike parking stalls will be reinstated as part of the current rezoning application.
- The short-term bicycle parking was reduced from 16 to 14 stalls due to issues of securing manufactured bicycle racks of the proposed size; an additional bike rack for two bikes was required, however, it was not installed.

Development Permit (Delegated) No. 00192 – Approved by staff March 2018

Resulting from changes to the interior floor plan, changes to the façade (window) were required.

With respect to the bicycle parking, this application relocated the 10-stall covered staff bike parking from along the south property line at the rear of the property to an accessory building in the rear yard accommodating eight bikes.

Development Permit (Delegated) No. 00237 – Approved by staff July 2018

This Permit was for revisions to landscaping only.

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the application was posted on the Development Tracker along with an invitation to complete a comment form from April 8, 2021 to May 9, 2021.

Additionally, the applicant participated in a virtual meeting with the Fernwood CALUC and approximately 60 residents on March 4, 2021. A letter dated March 18, 2021, along with the comment forms are attached to this report.

Other letters from the public are provided.

ANALYSIS

Rezoning Application

Official Community Plan

The *Official Community Plan,* 2012 (OCP) designates the subject property within a Large Urban Village. This designation contemplates the following uses:

- low to mid-rise multi-unit residential and mixed use
- commercial, including visitor accommodation
- live/work
- home occupations.

Most relevant to this business, in the Place Character Features for a Large Urban Village, ground-oriented commercial and community services that reinforce the sidewalk are encouraged.

The OCP identifies areas within the Industrial Designation and Core Employment as suitable locations for primary processing, warehousing and shipping. These areas are typically located in

the Rock Bay and Selkirk areas, and the zoning of these areas generally reflects these industrial types of uses.

While mixed-use is seen as a potential land use within a Large Urban Village, mixed-use is generally considered to be ground floor commercial with residential units above, or the inclusion of live/work units within a residential development. Industrial or manufacturing uses that involve wider distribution are not contemplated in this designation. Should Council opt to approve this Rezoning Application, it is recommended that the floor area dedicated to manufacturing and distribution be limited to 25% within the existing building to limit potential for expansion and to avoid the need for an OCP Amendment.

The *Official Community Plan* does provide an opportunity to consider a Temporary Use Permit for this property, which could potentially provide an allowance of up to six years for manufacturing on this property (three-year term plus the possibility of one renewal) and would allow the City to specify conditions under which the manufacturing can take place. However, the applicant does not wish to pursue this type of approval.

Fernwood Neighbourhood Plan (1994) and Local Area Plan Updates

The current *Fernwood Neighbourhood Plan* (1994) directed that the commercial properties along Cook Street be rezoned to a commercial-residential zone (CR-4) to encourage mixed use in this corridor. This was completed in 2004. This zone does not contemplate industrial uses. The draft *Fernwood Neighbourhood* Plan contains policies similar to the existing plan as they relate to a Large Urban Village.

The draft *North Park Neighbourhood Plan* contemplates an industrial/artisan area along North Park between Quadra and Cook but maintains the commercial – residential focus of the North Park Village Cook Street corridor.

Both the draft *Fernwood Neighbourhood Plan* and *North Park Neighbourhood Plan* are scheduled for Public Hearing on July 14.

Regulatory Considerations

The subject property is in the CR-4 Zone, Upper Cook Commercial-Residential District. This zone allows for a variety of uses, many of which are present in this area, such as:

- multiple dwellings
- commercial-residential buildings
- business offices
- retail store
- restaurants
- bakeries for the retail sales of products that are baked at that location and offered for sale at that location.

The intent of this zone is to facilitate the provision of goods and services to the local residents, and importantly, in a manner that is compatible with residential uses.

Any coffee roasting and packaging for distribution to off-site locations would qualify as manufacturing and would therefore not be permitted. For clarity, coffee roasting to be sold or consumed on site is permitted as it supports and is accessory to the café and retail outlet.

The most common industrial zones within the *Zoning Regulation Bylaw* (Light Industrial and Heavy Industrial) both preface the permitted industrial uses by stating the following:

> *The following uses are permitted, provided they are not noxious or offensive to any residential neighbourhood (or immediate neighbourhood) or the general public by reason of emitting odors, dust, smoke, gas, noise, effluent or hazard….*

In essence, the intent is to protect a residential neighbourhood from the adverse impacts of industrial operations and limit the interference with the use and enjoyment of a residential property. The proximity of the uses to residential properties can pose conflicts, and an ideal situation would have such uses on larger properties that can create their own mitigating buffer areas.

Another critical component of industrial zones is the requirement for off-street loading spaces to accommodate any potential transportation and shipment of goods associated with industrial operations. There are no dedicated loading facilities on site and the loading takes place within the three on-site parking stalls or the recently installed commercial loading zone on Caledonia Street, which was installed on the south side of the street in 2021.

It is noted that three other coffee roasters in Victoria that market their product beyond their own storefront (Bows and Arrows, Mile Zero and Discovery) are located within industrial zones.

Other Considerations

Statutory Right-of-Way

Cook Street has been identified as an arterial street. The standard right-of-way for an arterial street is 30m. This additional width required for arterials will be used in the future to achieve *Official Community Plan* objectives such as providing enhanced facilities for walking, cycling, and public transit, as well as provide space for future trees as identified by the Urban Forest Master Plan.

To help achieve this minimum width on this portion of Cook Street, a statutory right-of-way (SRW) of 5.0 metres has been requested and the applicant has agreed to and identified this right-of-way on the plan submission.

Tree Preservation Bylaw and Urban Forest Master Plan

There is no loss of trees associated with this application. Currently there are two trees along the Cook Street frontage on the subject parcel. With the required SRW, these two trees will fall within the SRW. Tree assets located within an SRW must be maintained at the applicant's expense.

These conditions will form part of the SRW agreement, in the event Council chooses to move this rezoning application forward.

Additional Approvals

The applicant has undertaken changes, without City approvals, so that the on-site conditions now deviate from the previously approved Development Permits. The identified changes to the external seating layout and plant placement can be considered through the Delegated Development Permit process, while some changes that involve variances (such as the distance between the principal building and accessory building and the removal of the parking stall buffer) require Council approval.

The issue of the bike parking presents a challenge. In previous applications there was an oversupply of short- and long-term bike parking to mitigate the shortfall of vehicle parking from six vehicle stalls to three. The short-term bike parking has been reduced from an approved 16 spaces to 14 spaces, which still exceeds the minimum Bylaw requirement of nine spaces and has only a nominal impact therefore staff recommend this is adequate.

At this time, the long-term bike parking has been removed, which is contrary to previous approvals and represents an additional variance as three secure bike parking stalls are required to meet the minimum standard of Schedule C. The Council approval was for eight stalls, and the request is now to reduce it to three stalls. This is a significant reduction from the original proposal, however the applicant is indicating that this would be sufficient to meet the needs for long term secure staff bike parking. If three stalls are re-introduced then this does not trigger a variance, but this does require recognition of these changes in a new Development Permit. The absence any long-term bike parking is in contravention of the bylaw.

The following changes are considered relatively minor and could be considered through the Delegated Development Permit process:

- addition of a retractable awning and patio heater
- addition of planters and seating
- landscaping changes, including a requirement for permeable paving for any new hard surfaces
- revisions to the bike parking locations, provided minimum Bylaw requirements for bike parking are satisfied.

OPTIONS

Due to the unique circumstances of this application combined with challenges related to considering both the addition of non-permitted uses and changes to buildings, bike parking and landscaping on the site, three additional options have been prepared for Council's consideration.

Option One – Temporary Use Permit

As noted above, a Temporary Use Permit would be an option for allowing this use for an interim period (up to 6 years), during which time the applicant could fully explore options for the business. Although this is not the applicant's preferred outcome, the following motion would advance this option:

> That Council instruct staff to work with the applicant to bring forward a Temporary Use Permit for Council's consideration that includes conditions to address the areas of concerns associated with the manufacturing and off-site sales associated with the roasting business as well as incorporating any required variances.

Option Two – Approve as Submitted

Council can approve the Rezoning Application as submitted:

> That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No.00786 for 1105 Caledonia Avenue limiting manufacturing floor area to 25% within the existing

building, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

1. The Statutory Right-of-Way agreement of 5.0 meters along Cook Street be registered on title.

Option Three – Alternative Motion Requiring Further Screening

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No.00786 for 1105 Caledonia Avenue limiting manufacturing floor area to 25% within the existing building, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Revisions to incorporate additional screening adjacent to the neighbouring residential lot.
2. The Statutory Right-of-Way agreement of 5.0 meters along Cook Street be registered on title.

CONCLUSIONS

The addition of manufacturing to the permitted uses of this existing commercial property is not anticipated under the OCP, the Fernwood Neighbourhood Plan, or the existing zoning. Therefore, it is recommended that the application by Fernwood Café, to add manufacturing use to allow the roasting and packaging of coffee and distribution for off-site sales, is not supportable.

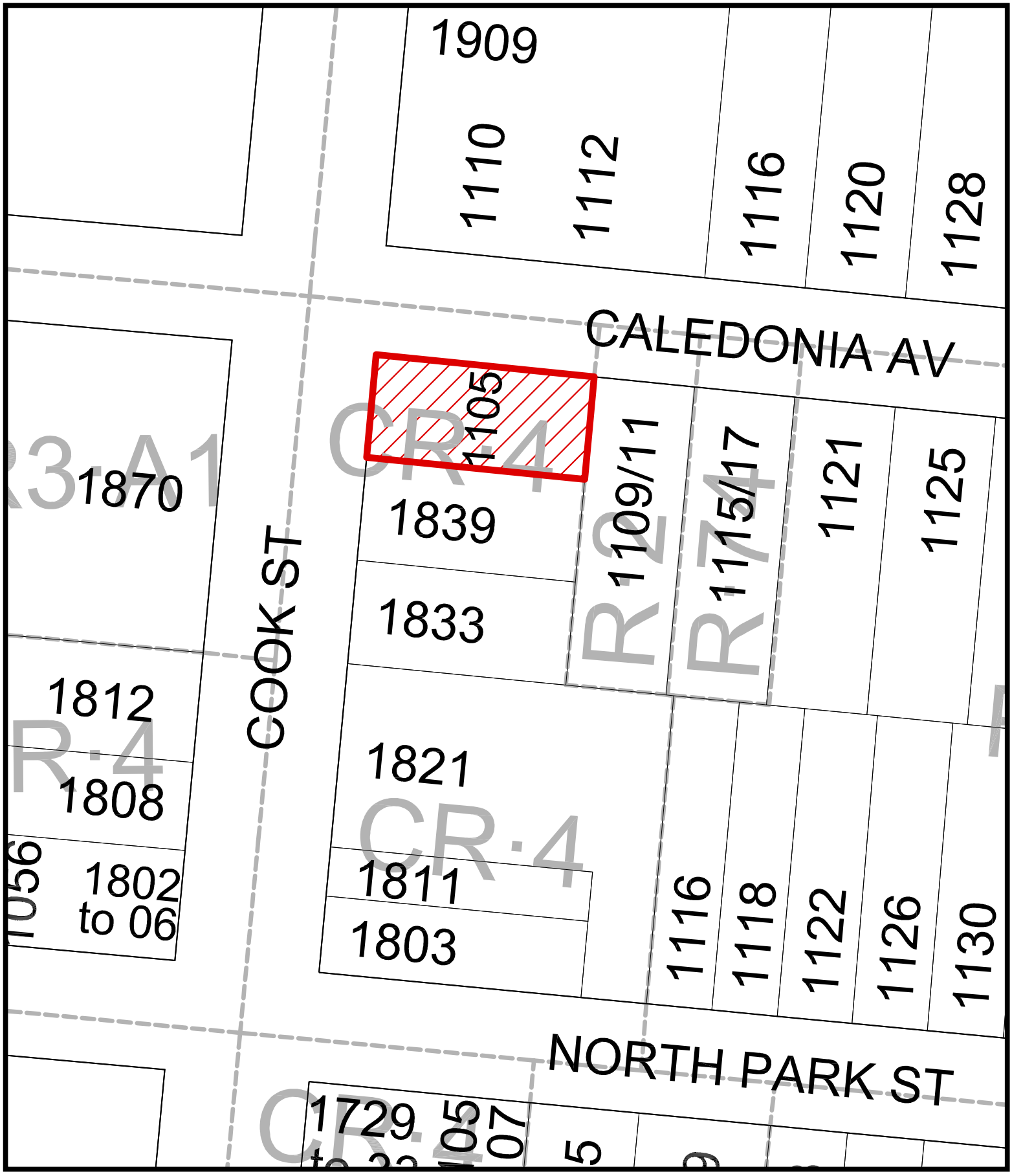
Respectfully submitted,

Lucina Baryluk Senior Planner Development Services Division	Karen Hoese, Director Sustainable Planning and Community Development Department

Report accepted and recommended by the City Manager.

List of Attachments

- Attachment A: Subject Map
- Attachment B: Plans date stamped January 4, 2022
- Attachment C: Letter from applicant to Mayor and Council dated January 3, 2022.
- Attachment D: Community Association Land Use Committee Comments dated March 18, 2021
- Attachment E: Pre-Application Consultation Comments from Online Feedback Form
- Attachment F: Correspondence (Letters received from residents).



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1105 Caledonia Avenue
Rezoning No.00786

CITY OF VICTORIA

1105 CALEDONIA AVENUE

ATTACHMENT B

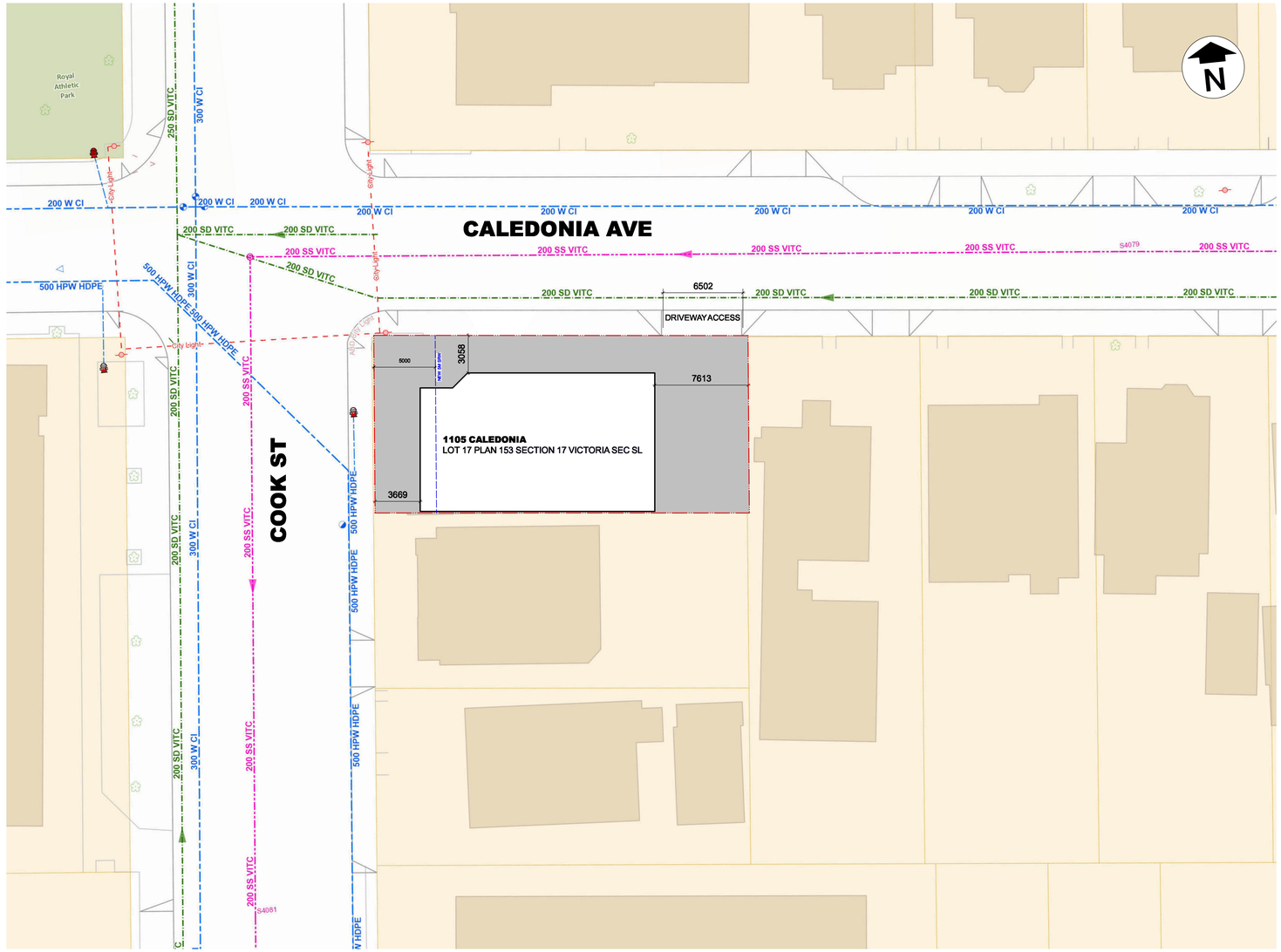
CODE REVIEW

Item	2012 British Columbia Building Code, Data Matrix Part 3		BCBC Reference
1	Address 1105 Caledonia Street, Victoria , BC		
2	Legal Description Lot 17, Suburban Lot 17, Victoria City, Plan 153		
3	Project Description Variance on parking requirements	Development Permit with Variance	
4	Classification of Building	Group A2 - Restaurant (Parsonage Cafe) Group E - Shop (Fernwood Coffee) Group F3 - Warehouse , sample room (Fernwood Coffee)	3.1.2.1(1)
5	Total Building Area	205.8 sq.m (2,215.2 sq.ft.)	1.4.1.2.1
6	Floor Area Parsonage Cafe Fernwood Coffee Sales F3	104.4 sq.m (1,123.75 sq.ft.) 101.4 sq.m (1,091.5 sq.ft.) 50.0 sq.m. (538.2 sq.ft.) 51.4 sq.m. (553.27 sq.ft.)	1.4.1.2.1
7	Occupant Load Parsonage Cafe Fernwood Coffee Sales Fernwood Coffee F3 Manufacturer Total Persons	Space with fixed seats 36 Persons 3.70 sq.m per Person for Merchantile uses 50.0 sq.m / 3.70 sq.m = 13.5 14 Persons 4.6 sq.m per Person for Manufacturing 51.4 sq.m / 4.60 sq.m = 11.1 11 Persons 61 Persons	3.1.17.1
8	Number of Storeys	One (1) storey	1.4.1.2.1, 3.2.1.1
9	Number of Streets Facing	Two (2)	3.2.2.10
10	Sprinklered	No	3.2.2.10
11	Major Occupancy Fire Separation Major occupancies shall be separated from adjoining major occupancies by fire separations having fire resistance eratings conforming to Table 3.1.3.1 Parsonage Cafe A-2 and Fernwood Coffee Sales E requires a 2 hour fire separation Parsonage Cafe A-2 and Fernwood Manufacturing F-3 requires a 1 hour fire separation Fernwood Coffee Sales E and Fernwood Manufacturing F-3 requires no separation		3.1.3.1
12	Group A, Division 2, One Storey • Parsonage Cafe 1) A building classified as Group A, Division 2 is permitted to be of combustable contruction or noncombustible construction used single or in combinatio , provided a) it is not more than 1 storey in building height, and b) except as permitted by Sentence (2), it has a building area not more than i) 400 sq.m. if facing one street, ii) 500 sq.m. if facing 2 streets , or iii) 600 sq.m. if facing 3 streets. 2) In a building referred to in Sentence (1) without a basement , the basement, the building area limits of Sentence (1) are permitted to be doubled provided a fire separation with a fire-resistance rating not less than 1 hour is used to separate the building into fire compartments , each one of which does not exceed the limits of Clause (1)(b). Group E, Up To 2 Storeys • Fernwood Coffee Sales 1) A building classified as Group E is permitted to conform to Sentence (2) provided a) it is not more than 2 storeys in building height, and b) it has a building area not more than the value in Table 3.2.2.66 1 Storey + Facing 2 Streets = 1,250 sq. m Maximum Area 2) The building referred to in Sentace (1) is permitted to be on combustable contruction or noncombustible construction used single or in combination , and a) floor assemblies shall be with a fire-resistance rating of not less than 45 min, and b) loadbearing walls, columns and arches shall have a fire-resistance rating not less than that required for the supported assembly. Group F, Division 3, Up To 2 Storeys • Fernwood Coffee Manufacturing 1) A building classified as Group F, Dision 3 is permitted to conform to Sentence (2) provided a) it is not more than 2 storeys in building height, and b) it has a building area not more than the value in Table 3.2.2.83 1 Storey + Facing 2 Streets = 2,000 sq. m Maximum Area 2) The building referred to in Sentace (1) is permitted to be on combustable contruction or noncombustible construction used single or in combination , and a) floor assemblies shall be with a fire-resistance rating and, if of combustible construction , shall have a fire resistance rating of not less than 45 min, and b) loadbearing walls, columns and arches supporting an assembly required to have a fire-resistance rating shall i) have a fire resistance rating not less than 45 minutes, or ii) be of noncombustible construction .		3.2.2.28 3.2.2.66 3.2.2.83
13	Location of Exits 1) A floor area in a building not more than 2 storeys in building height, is permitted to be served by one exit provided the total occupant load is served by the exit is not more than 60, and a) in a floor area that is not sprinklered throughout, the floor area and the travel distance are not more than the values in Table 3.4.2.1A Parsonage Cafe Group A Required Maximum Floor Area: 150 sq.m. (104.4 sq.m. actual) Required Maximum Travel Distance: 15m (2 exits provided) Fernwood Coffee Sales Group E Required Maximum Floor Area: 150 sq.m (50.0 sq.m. actual) Required Maximum Travel Distance: 15m (1 exit) Fernwood Coffee Manufacturing Group F Division 3 Required Maximum Floor Area: 200 sq.m (51.4 sq.m. actual) Required Maximum Travel Distance: 15m (1 exit)		3.4.2.5
14	Water Closets 2) If a single universal toilet room is provided in accordance with the requirements of Section 3.8, the total number of persons in the building used to determine the number of water closets to be provided, is permitted to be reduced by 10 before applying Sentences (6), (7), (8), (12), (13) or (14). Parsonage Cafe 6) Except as permitted by Sentences (4), (7) and (8), the number of water closets required for asembly occupancy shall conform to Table 3.7.2.2.A. 36 Persons - 18 Persons of Each Sex Required Water Closets: 1 Male, 1 Female Provided Water Closets: 1 Toilet Room and 1 Unisex Fernwood Coffee Sales 16) The number of water closets required in a suite of mercantile occupancy whose area is not more than 500 sq.m. is permitted to be determined in accordance with Table 3.7.2.2.B based solely on the total number of staff. Fernwood Coffee Manufacturing 14) Except as permitted by Sentences (4), the number of water closets required for an industrial occupancy shall conform to Table 3.7.2.2.C. The Fernwood Coffee Sales and Manufacturing has currently 3 staff. 4) Both sexes are permitted to be served by a single water closet if the the occupant load in an occupancy referred to in Sentence (6), (10), (12), (13), (14) or (16) is not more than 10. Provision for Universal Toilet Room between Sales and Manufacturing		3.7.2.2
15	Accessible Washroom	Universal Toilet Room Provided	3.7.2.10.9

DRAWING LIST

ARCHITECTURAL

A-00 SITE CONTEXT PLAN
A-01 SITE PLAN AND PROJECT INFORMATION TABLE
A-02 EXISTING FLOOR PLAN & NEW LANDSCAPE
A-03 ELEVATIONS & BUILDING SECTIONS



1 EXISTING SITE CONTEXT PLAN
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GENERAL NOTES

No.	REVISED/ ISSUED/ PLOTTED	DATE
4	REZONING RE-SUBISSION	2022-01-03
3	ISSUED FOR REVIEW	2021-07-26
2	ISSUED FOR REZONING	2021-04-06
1	ISSUED FOR REVIEW	2021-04-01

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ARCHITECTURAL

CONSULTANTS

SEAL

SEAL

SCALE: 1 : 200

DATE: 2021-12-22

PROJECT: 1105 Caledonia
Rezoning

SHEET TITLE: DRAWING LIST
EXISTING SITE PLAN

DRAWN BY: EL

CHECKED BY: BC

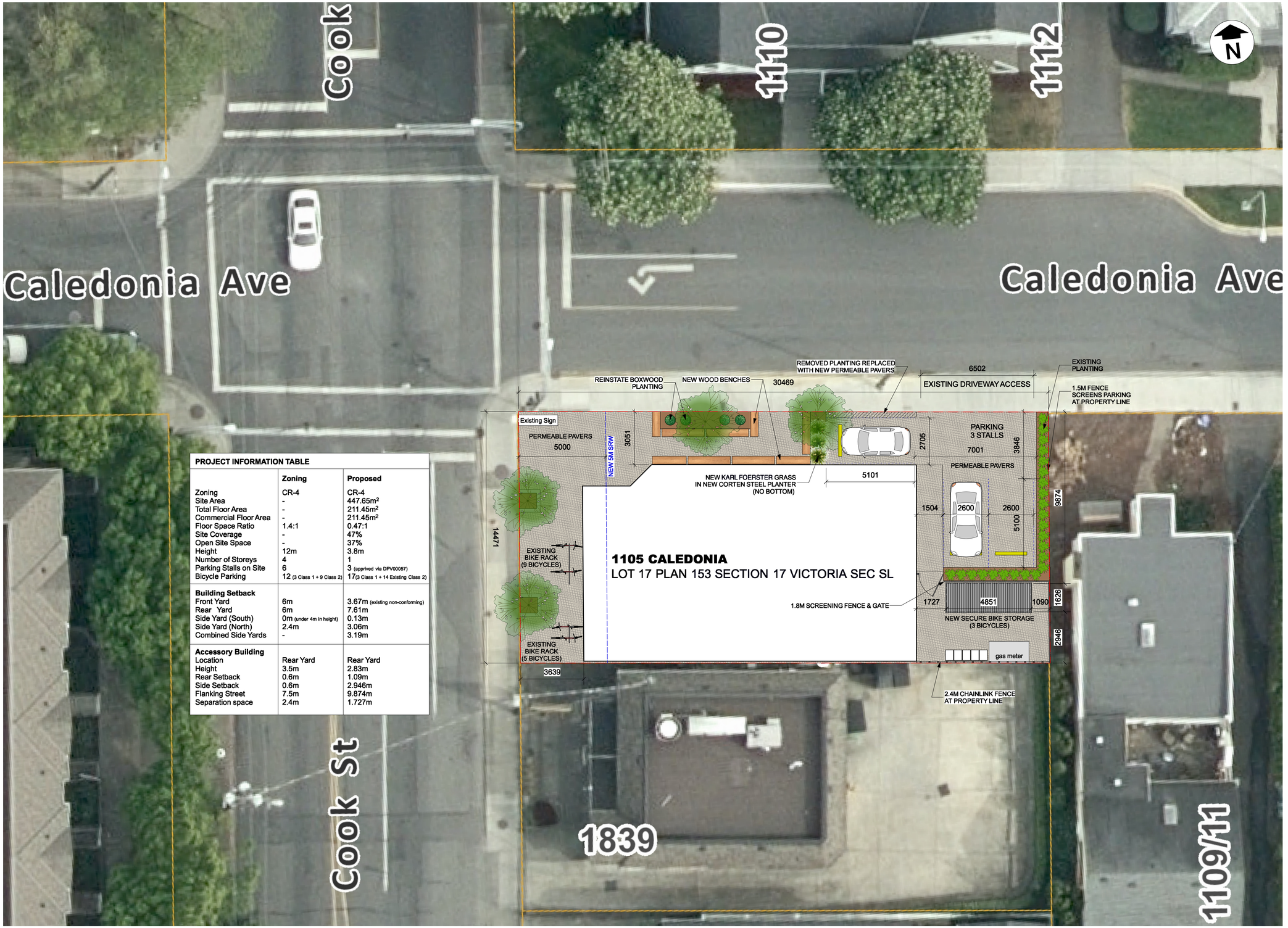
CLIENT PROJECT NO.: 2017564

NTAG PROJECT NO.

SHEET NO.: A-00

FILE NAME: 1105 Caledonia.vwx

PRINT DATE:



PROJECT INFORMATION TABLE

	Zoning	Proposed
Zoning	CR-4	CR-4
Site Area	-	447.65m²
Total Floor Area	-	211.45m²
Commercial Floor Area	-	211.45m²
Floor Space Ratio	1.4:1	0.47:1
Site Coverage	-	47%
Open Site Space	-	37%
Height	12m	3.8m
Number of Storeys	4	1
Parking Stalls on Site	6	3 (apprived via DPV00057)
Bicycle Parking	12 (3 Class 1 + 9 Class 2)	17(3 Class 1 + 14 Existing Class 2)
Building Setback		
Front Yard	6m	3.67m (existing non-conforming)
Rear Yard	6m	7.61m
Side Yard (South)	0m (under 4m in height)	0.13m
Side Yard (North)	2.4m	3.06m
Combined Side Yards	-	3.19m
Accessory Building		
Location	Rear Yard	Rear Yard
Height	3.5m	2.83m
Rear Setback	0.6m	1.09m
Side Setback	0.6m	2.946m
Flanking Street	7.5m	9.874m
Separation space	2.4m	1.727m

1 SITE PLAN
1:100

CLIENT

GENERAL NOTES

No.	REVISED/ ISSUED/ PLOTTED	DATE
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CONSULTANTS

SEAL

SEAL

SCALE 1 : 100

DATE 2021-12-22

1105 Caledonia
Rezoning

PROJECT

PROPOSED SITE PLAN
PROJECT INFORMATION TABLE

SHEET TITLE

DRAWN BY EL

CHECKED BY BC

CLIENT PROJECT NO.

NTAG PROJECT NO. 2017564

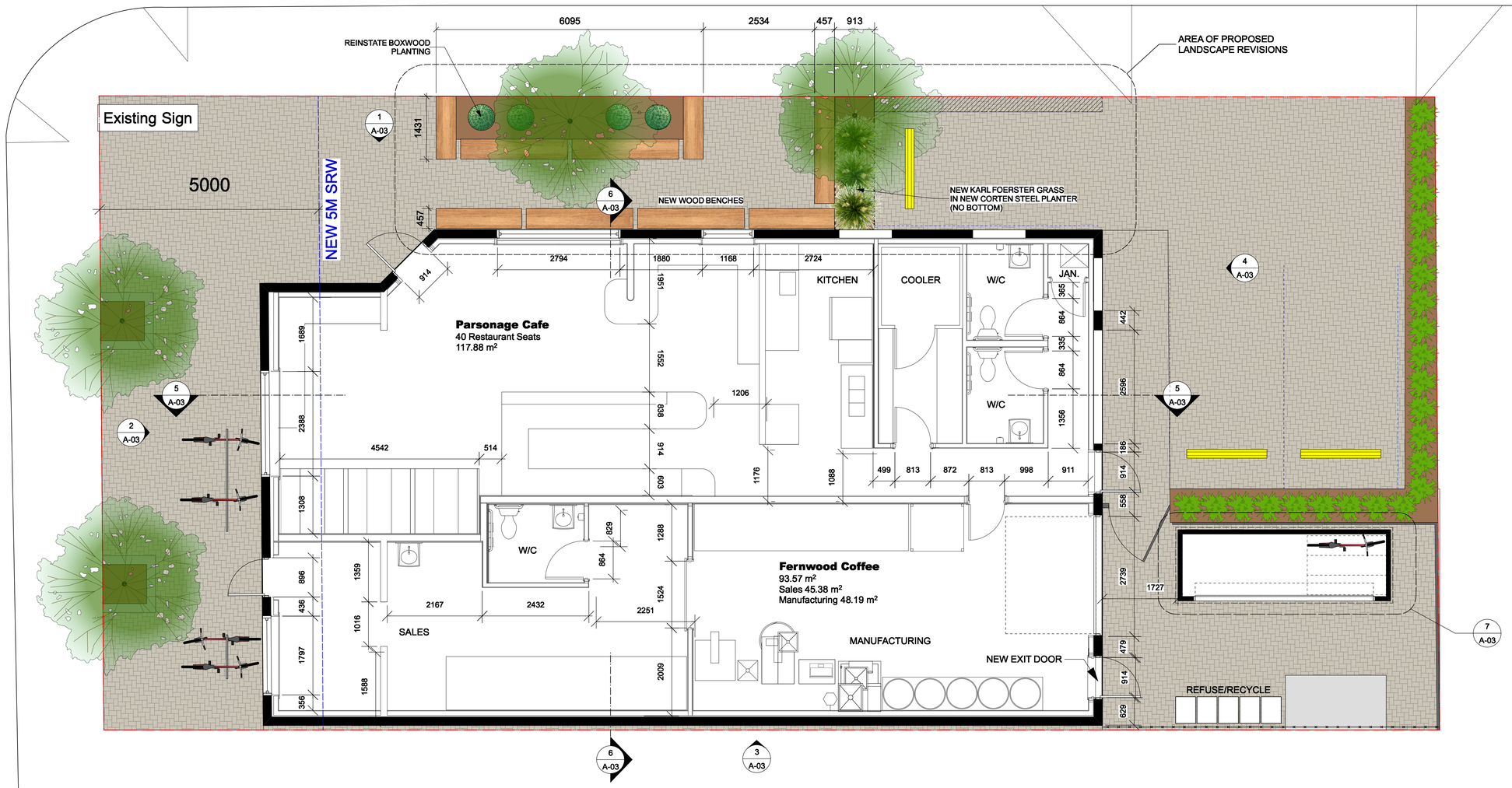
SHEET NO. A-01

FILE NAME: 1105 Caledonia.pwx

PRINT DATE:

PLANT SPECIFICATION LIST

Coniferous Shrubs		
4	*Buxus sempervirens 'Suffruticosa'* Dwarf English Boxwood	24" (600 mm) ø, well formed, even growth. Container stock.
Grasses		
10	*Calamagrostis x acutiflolia 'Karl Foerster'* 'Karl Foerster' Feather Reed Grass	Vigorous, healthy plants with strong root system, #2 pot (19-23 cm).



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CLIENT

GENERAL NOTES

No.	REVISED/ ISSUED/ PLOTTED	DATE
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SEAL

SEAL

SCALE 1 : 50

DATE 2021-12-22

1105 Caledonia
Rezoning

PROJECT

FLOOR PLAN

SHEET TITLE

DRAWN BY EL

CHECKED BY BC

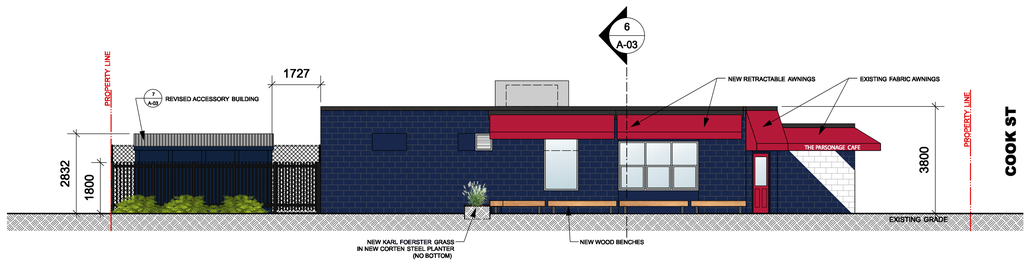
CLIENT PROJECT NO.

NTAG PROJECT NO. 2017564

SHEET NO. A-02

FILE NAME: 1105 Caledonia.vwx

PRINT DATE:



1 CALEDONIA AVE (NORTH) ELEVATION
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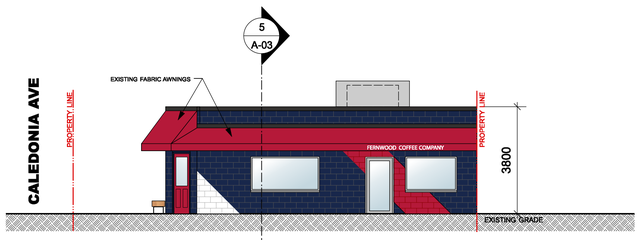
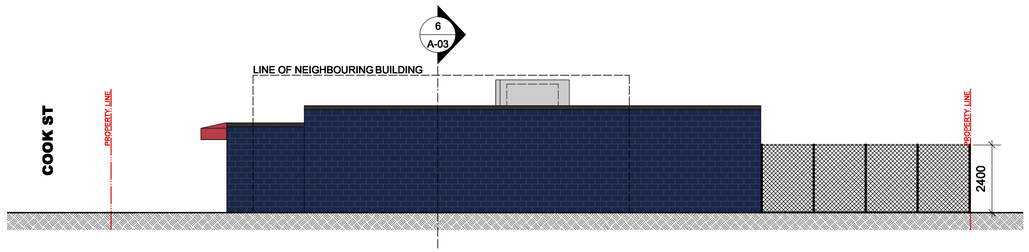


2 COOK ST (WEST) ELEVATION
1:100



3 SOUTH ELEVATION
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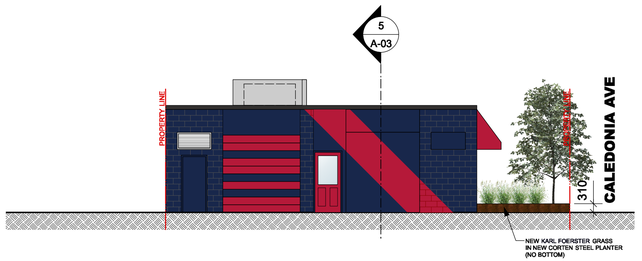

4 EAST ELEVATION
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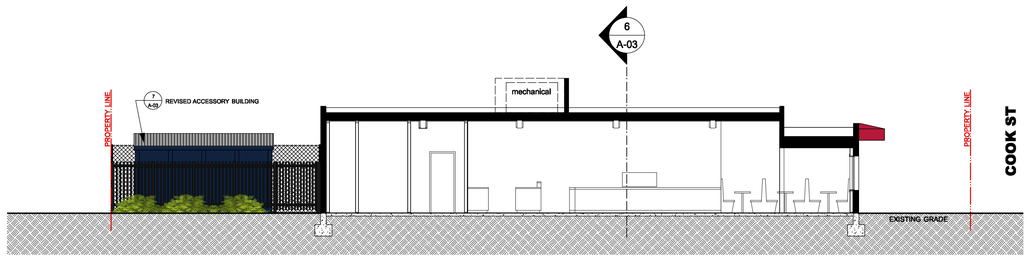

5 BUILDING SECTION
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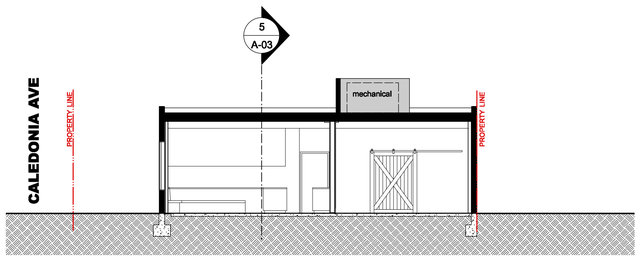

6 BUILDING SECTION
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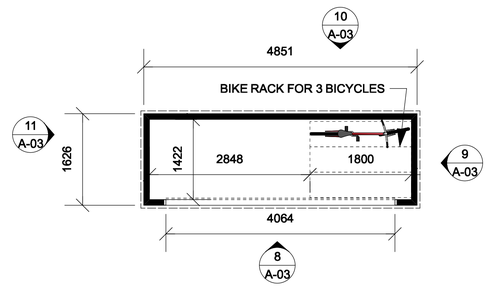
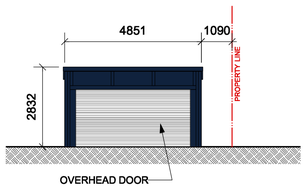


7 BICYCLE SHELTER PLAN
1:50



8 BICYCLE SHELTER ELEVATION
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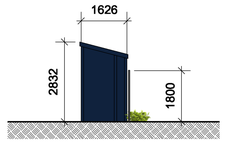
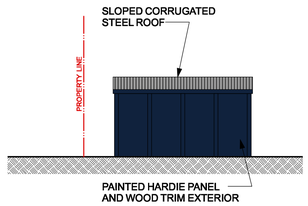
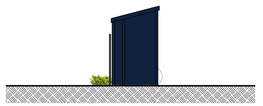


9 BICYCLE SHELTER ELEVATION
1:100



10 BICYCLE SHELTER ELEVATION
1:100



11 BICYCLE SHELTER ELEVATION
1:100

CLIENT

GENERAL NOTES

No.	REVISED/ ISSUED/ PLOTTED	DATE
4	REZONING RE-SUBISSION	2022-01-03
3	ISSUED FOR REVIEW	2021-07-26
2	ISSUED FOR REZONING	2021-04-06
1	ISSUED FOR REVIEW	2021-04-01

numberTEN architectural group
200 - 1619 Store Street
Victoria, BC
Canada V8W 3K3
T 250.360.2106
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www.numberten.com
victoria@numberten .com

ARCHITECTURAL

CONSULTANTS

SEAL

SEAL

SCALE: AS NOTED

DATE: 2021-12-22

PROJECT
1105 Caledonia
Rezoning

SHEET TITLE
ELEVATIONS
BUILDING SECTIONS

DRAWN BY: EL

CHECKED BY: BC

CLIENT PROJECT NO.

NTAG PROJECT NO.: 2017564

SHEET NO.: A-03

FILE NAME: 1105 Caledonia.vwx

PRINT DATE:

Date: Jan 3, 2022

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

Re: Application for a site specific zone, based on the existing CR-4 Zone, to allow a space for limited manufacturing use within the existing building

Dear Mayor and Council:

We are proposing the rezoning of 1105 Caledonia, the location of the Fernwood Coffee Company building, to allow the continued use of the space for roasting and distributing coffee. The necessary rezoning to allow for this use would be:

1. A site specific zone, based on the existing CR-4 Zone, to allow a space for limited manufacturing use within the existing building (i.e. the use would not exceed 48.5m^2 or 25% of the total building floor area).

Changes since BP & DDP (summary of changes from the previously approved plans with explanation)

Changes to enclosed bike shelter and reduction in long term Bicycle Parking
For security reasons we made a decision to modify our enclosed staff bicycle shelter. After two years of use we know the number of staff bike parking necessary is 3 secure stalls. We also required more secure storage so our bike shelter had to be modified to support 3 bicycles and allow for extra storage with a closing security door.

- Bike shelter has been enclosed and converted to storage garage with o/h door
- Size of building has been enlarged and encroaches into 2.4m min setback from primary building
- Proposal is to use this for 3 long term bicycle stalls
- Originally shown 8 long term in bike shelter.
- New plan shows 3 new bike stalls in the enclosed shed.
- Short term bike parking is unchanged with 14 in bike racks on Cook Street frontage, this is less than originally stated on previous DP (16) but remains unchanged from how it was accepted by the city after construction.

Revision to Exterior Elevations
Due to the initial COVID 19 lock down we were forced to convert our cafe to a take out operation. The new heater and awning were added to offer customers shelter while patronizing the take out window. The design was done to stay consistent with the existing facade of the building.

- New retractable awnings and patio heater on Caledonia

Landscape changes
The original landscaping plan was not viable due to the foot traffic along Caledonia. Certain beds of boxwoods were consistently being destroyed through normal public foot traffic along the sidewalk. New plan will reincorporate new greenery that will be more resistant to foot traffic damage and beautify the corner while adding permanent bench seating that will also enhance the corner during the evenings when we are closed.

- Boxwood shrubs from DP have been removed along Caledonia street edge
- New planter with grasses in front of parking stall, new benches, re-instate boxwoods around base of tree and new benches around planted area to prevent people walking through.
- Planting strip between parking stall and sidewalk has been removed and proposed to be infilled with permeable pavers to match surrounding parking and patio

Neighbourhood
We are seeking the support of the neighborhood to continue using the space for roasting and distributing coffee as we have been for the last three years. Our experience is that we have established a great relationship with the neighborhood. We are not asking for the rezoning to make any changes, we simply want to continue our current business but amend the zoning so that our daily business is not in contradiction to its allowed uses. A few of the actions we have taken to work with the residential and business neighbors are:

- We have invested in an “Afterburner” for the coffee roaster which eliminates all smoke, particulates and smell.

- We have recently added an insulated door to mitigate noise from our production area.

- We have rented off site storage at 3 other locations to minimize the number of deliveries to and from the site. The roasting and distributing of coffee accounts for less than 5% of the traffic to the building. The other 95% is created by our Parsonage cafe which is compliant with all zoning. *If the roastery were to move the change to the traffic flow and outward appearance of the day to day business would be imperceptible. Any business replacing the roasting operations would actually likely increase the traffic. With our cafe being our biggest wholesale client we would also have to deliver coffee daily to the site, which would also increase traffic to the area.*

- We are extremely active in keeping two street fronts clean on our property. We also have hired a cleaner to take care of our property and the surrounding sidewalks. Our cleaner is a resident of Fernwood.

- We have signage directing patrons to the three legal parking stalls on the property and asking them to not use any residential street parking spaces. We rent two off site parking stalls for our delivery vehicles. We allow use of our three parking spots for our patrons and deliveries. After hours we provide the three off street spots for our neighbours including the Little Thai Place Restaurant's delivery drivers, patrons of Royal Athletic Park and The Save On Memorial arena and the general public.

- We offer a Wellness Program through Limitless Fitness for our staff – we give a free gym membership to our staff to encourage good health and wellbeing. Since moving to this location we were awarded the 2019 Employer of the year by the Victoria Chamber of Commerce and one of our owners sits on the board of Think Local First.

- We have provided 16 Bicycle stalls for not just our patrons but anyone who wants to use them to enjoy North Park Village and the Fernwood area. We have a covered locking shed for our staff to store bikes.

- The majority of our existing customer base are people shopping in the neighboring businesses who will walk in for a coffee or lunch. We feel there is a strong symbiotic relationship with our business neighbors. We are a large piece of a thriving economic area and the mutual benefits are evident when you look at the growth and success rates of the businesses in the area.

- We are active in our community sponsoring over 50 charities, schools and fundraising events per year. We were fortunate to be able to provide free onsite coffee for the VIHA health unit during the first critical months of the COVID 19 lockdown at the COVID test center and are a main sponsor of the Victoria Film Festival. We also support The Victoria Harbourcats with advertising revenue.

- We are open to the amended zoning being conditional to its current use. We are not looking to benefit long term from a change of use that would open the door for undesirable types of manufacturing or distribution.

Background
Our family has operated The Parsonage Café & Fernwood Coffee Company serving the Fernwood and North Park communities for almost half of the 30 years that it has existed in the neighborhood.

Circumstances forced the relocation of our businesses in 2018. At that time we were fortunate enough to get an offer from a retiring neighbor and customer sympathetic to our situation. He agreed to sell us a suitable property to move to; 1105 Caledonia Avenue – Stan Thompson Upholstery. At the time, the site required a variance to the parking requirement stated in the zoning to make it viable.

With the support of the neighbors, city staff and city council we were granted the variances that we applied for. At the time members of city council remarked:

> *"I too am pleased to support the application"*
>
> and,
>
> *"there has been a degree of neighborliness in the consideration that we don't always see and I can't tell you how welcome that is because it makes our job easier that you have done it"*
>
> and,
>
> *"I want to commend the applicants for the work they did with their neighbors to create the kind of support that's evident, not just tonight but from the various communications that we've had. It really shows that a significant effort was put out to try and make sure that this new location was complementary to the neighborhood."*

Description of Proposal
We currently operate our café along the Caledonia street facing side of the building. The other half of the building has been divided in two parts for the Fernwood Coffee operation. The Cook Street frontage houses the training space, our coffee training bar, a tasting room for tours, storage for our café, and serves as a retail area for merchandise and coffee equipment. The space accessed from the rear of the site is the coffee roasting and packaging area.

Owning this property has given us the opportunity to grow the sense of community even further than our original location with the improvements we have made to the exterior and with landscaping. We have lots of bike racks, a dog stop outside the shop with a tie up area and water bowl and lots of space for stroller parking. It has been very rewarding to transform this corner into a bustling gateway to the village. Most of our patrons are stopping into our shop and also spending money at one or more of the other local businesses that are within Fernwood/North Park village area.

The restrictions imposed on us would force the business to move in order to operate as we currently do.

Transportation • Parking Variance
We have 3 stalls, two at the rear and one stall parallel to Caledonia Street. This is due to the available site space for parking with how the existing building is sited on the property. We were successful in an application for two variances to allow the business to operate with this configuration.

Design
We have changed the exterior colours of the building and replaced the existing awning on the Stan Thompson Auto Upholstery building. We have successfully updated the look of the building to better suit its prominence as a bookend to the lively commercial block between Northpark and Caledonia as well as reflect the recognizable Fernwood Coffee branding. The building's context opposite Royal Athletic Park and adjacent to its commercial neighbors warranted a visual statement matching the vibrancy of the neighborhood. The light scheme after sunset gives the corner a warm glow.

In response to the City of Victoria's Design Guidelines we maximized the amount of glazing and potential for interaction between pedestrians and the interior commercial space with a window bar that is currently in use as our take out window so we are able to meet and exceed COVID 19 safety protocols.

Additionally, we have removed an existing overhead door at the rear of the building to provide a new insulated door for increased soundproofing as a courtesy to our neighbors and to provide the necessary second means of egress. The implementation of the painted stripe motif on the exterior was used to emphasize the public entrances and provide visual interest to the existing
building's block façade. As a response to the COVID 19 pandemic we also added a retractable awning and 35 foot industrial gas heater to provide a warm sheltered area that our patrons can enjoy while maintaining social distance comfortably outdoors.

We used all of our Caledonia Avenue side yard and Cook street front yard as a sidewalk café area with exterior seating to create an outwardly visual connection to the building's use and promote pedestrian interaction. This has elevated the building's aesthetics and ability to activate the site to suit the property's designation as part of a Village Centre.

Landscaping has been used to extend the boulevard tree planting seen along Caledonia and soften the transition to the neighboring residential zoning to the East. Planting in addition to a screening fence is also used to help clearly define public and private space separating the parking area from the staff bicycle and refuse area.

We have retained the existing pylon sign at the corner of Quadra Street and Caledonia Street with the Stan Thompson branding because it has become a heritage icon in the streetscape of the area and we've been told it is the oldest freestanding business sign in the city.

Green Building Features

1. Reuse of an existing building and its elements
2. 24 bicycle stalls provided (16 public and 8 staff).
3. Future solar hot water ready with pre-plumb lines stubbed at the roof.
4. Commitment in future to permeable pavers along the Cook Street and Caledonia Street property (from the property line to the existing building faces).
5. Planting 5 new street trees to City of Victoria standards
6. Insulate existing building exterior walls (currently only concrete block)

Green Business Practices

1. Fitness club memberships for staff to encourage wellness. The vast majority of our staff arrive at work by "human powered" means.
2. Taxi vouchers are available for staff who have early or late shifts (to promote leaving vehicles at home)
3. 80% of the coffee Fernwood Coffee roasts is organic.
4. Fernwood Coffee reuse a lot of the roastery waste - 100% of the chaff goes to local farms and compost programs.
5. Fernwood Coffee is involved with Claremont High School's environmental projects - they pick up our coffee grounds for compost.
6. Parsonage Cafe composts all of it's kitchen waste with Community Composting.
7. Fernwood Coffee donated to Vic High for their electric car conversion program
8. The coffee roasting business is climate friendly certified by Offsetters, organic certified and a member of Fairtrade..

Infrastructure
The business has been operating for three years on the site in its current state and we are unaware of any negative impact on the existing services.

Neighbourhood Consultation
We are delivering an information letter to the residents on Caledonia Street and immediate Cook Street neighbours inviting them to a virtual session. The date will be set by the Fernwood Land Use Committee. Thank you very much for taking the time to read this. Any thoughts or advice would be greatly appreciated.

Sincerely,

Ben and Terra
250 889-7800
ben.r.cram@gmail.com

FERNWOOD COMMUNITY ASSOCIATION

March 18, 2021

Attention: developmentservices@victoria.ca

Regarding: 1105 Caledonia Avenue Rezoning Pre-Application: Community Feedback

Dear Mayor and Council;

The Fernwood Community Association Land Use Committee (CALUC) met on March 4, 2021 via Zoom to discuss a proposed rezoning of 1105 Caledonia (Fernwood Coffee Co / Parsonage Café). Approximately 60 participants attended the meeting. The purpose of this letter is to report on feedback gathered during that meeting, as well as in comments received directly by the CALUC; through the City's Development Tracker Form; and through letters and emails to Mayor and Council on which the CALUC was cc'd. A total of 61 additional comments were received after the CALUC meeting.

A larger number of community members expressed support for Fernwood Coffee as a thriving business that contributes a sense of place in the community. It was noted as "central to the neighbourhood" by many residents, including as a source of local jobs. Several neighbours expressed "strong support" for the rezoning application, and neighbours from both communities expressed admiration for the way the business had adapted to thrive even during the pandemic.

There were also concerns raised by neighbours that are important to address. Seven residents in the immediate neighbourhood (1100 block of Caledonia) joined together in a letter-writing campaign against the rezoning. These residents do not represent the viewpoints of all immediate neighbours, and others who live on the 1100 block of Caledonia have spoken in favour of the application.

It is the position of the Fernwood CALUC that our role is to ensure concerns are heard and taken seriously. In that spirit, we offer the following comments.

Traffic and Parking

Neighbours pointed out that traffic and parking in the area can be an issue. Because of social distancing requirements, patrons often stand in the street, which can impede pedestrian traffic. While there are three parking spots reserved for customers, neighbours noted that this seems to be insufficient, with customers using residential or church parking inappropriately to visit the café.

There are also often large trucks parked out front of the cafe for deliveries. This makes it difficult for vehicles to turn around, to drive through on Caledonia (as oncoming traffic can be difficult to view), or to turn onto Caledonia from Cook Street. This situation was flagged as a potential safety issue, especially with people crossing the street while vision for drivers is limited.

The Fernwood CALUC was pleased that the business owner recognized that this was a valid concern and has suggested a loading zone on Cook Street that would benefit not only his business, but other businesses in North Park Village. When this suggestion was made in our LUC meeting, participants seemed to largely agree that this would help mitigate the issue related to truck traffic, although we note

that it does not address the burden of parking. The Fernwood CALUC hopes that this possible solution to a valid safety concern will find support at City Hall.

Process and Precedent

There was also some concern that the City had overlooked the requirement for this rezoning in the first place. It seems that a lack of clarification during the original business application has exacerbated tensions related to this current rezoning, and we urge more care in the future to ensure that situations like this do not arise again. The process has been difficult for neighbours and for the business owner and could have been avoided.

Neighbours have expressed concern with the fact that the solution being proposed to the inappropriate approval is to rezone the property, rather than relocate the manufacturing aspect of the business's service. Retrofitting zoning to cover mistakes does not sit well with those who are concerned with fair and transparent processes. Other neighbours have expressed concern that this oversight has unfairly burdened the business owner, who has acted in good faith.

Those concerned with the precedent being set are worried that the rezoning could encourage further industrialization of a residential area in the future. However, it is important to note that many neighbours also expressed concern about the outcome of an *unsuccessful* rezoning application in this case: the potential loss of a local business, and the loss of local jobs.

Odor and Noise

A final concern brought forward by some residents is that the roastery produces both odor and noise that interfere with their right to quiet enjoyment of their property, especially in the midst of a pandemic when we are being asked to stay close to home.

+++

The comments that the Fernwood CALUC received directly are appended to this letter. These should be taken into consideration in addition to comments that were sent to Mayor and Council (some of which were cc'd to the CALUC – we have not reproduced them here) and in addition to those that were sent via the Development Tracker Form (again, not appended here).

Should you wish to discuss these comments further, please contact Kristin or Alieda at fernwoodlanduse@gmail.com.

Yours sincerely,

Kristin Atwood and Alieda Blandford, Co-Chairs
Fernwood Community Association Land Use Committee

/send to caluc@victoria.ca

Email Comments regarding 1105 Caledonia

+++

You can proxy me as against the rezoning to allow wholesale manufacturing at 1105 Caledonia Avenue. I am not in favor of industrializing our neighborhood. […] Fernwood Coffee has been wholesale manufacturing for the last three years on a site that is not zoned for this. Do you know why the city has allowed this to continue?

+++

I wish to support of the rezoning of Caledonia to allow the continued existence of The Parsonage and for Fernwood Coffee to continue roasting their delicious coffee.

The coffee product and the persons working in the shop are very much a part of a special community within this area. The bringing together of individuals in a safe manner during the pandemic has been successful mostly because of the coffee shops safe COVID practices whereas the clientele have so much respect for their service provider.

The roasting of Fernwood Coffee is important. I know I have sent many a bag across to the mainland as far as Toronto. To have it from our neighborhood is very special.

Please provide the rezoning; keep the community spirit and support for our locals.

+++

I'm writing to express my strong support for the proposed rezoning of the 1105 Caledonia (Fernwood Coffee / Parsonage Cafe) property to allow for limited manufacturing within the existing building.

I am a resident of Fernwood, drink Fernwood Coffee every morning, and often eat breakfast from the Parsonage Cafe. I can't think of a more quintessentially 'Fernwood' business-- it's local, quirky, and delicious. I understand that the roastery portion of Fernwood Coffee/Parsonage Cafe has helped keep them running throughout the pandemic and it would be terribly sad to see this business at risk of closure.

I hope that you will communicate my support for rezoning to the city so that Fernwood Coffee/Parsonage Cafe can keep its place as one of Fernwood's community hubs.

+++

I am writing in support of allowing a change to the zoning for Fernwood Coffee so they can keep their roastery running at the Caledonia location.

This company has been a community meeting place and they are community donors. They worked hard to maintain their business throughout the continuing pandemic. They care about their customers and their staff. We should support them to continue their business model.

+++

As a resident of Fernwood, I am in favour of 1105 Caledonia being rezoned to allow Fernwood Coffee to continue roasting at that location. Fernwood Coffee is my neighbourhood coffee shop of choice.

+++

Regarding the rezoning of the property housing the Fernwood Coffee. at 1105 Caledonia, We want Fernwood Cafe to continue operating as it has since relocating to Caledonia. The cafe is an asset to the neighborhood, it would be a shame to lose this gem.

+++

I am writing to support the application for rezoning at the Parsonage Cafe.

+++

I wanted to send this email listing my support for the Fernwood Coffee Co/Parsonage.

I understand a complaint has recently been made about their operations, but my understanding is that their roasting and wholesaling coffee is deemed 'manufacturing' and is not covered by the existing commercial zoning. During the pandemic, the roasting operation has allowed the Parsonage to continue serving coffee though these difficult times.

We need to do all we can to support local small businesses during such a challenging time for our communities. Operations like Fernwood are what make our region so special, and their work ensures economic vitality.

Please, allow Fernwood to keep operating as they have, and let's show some flexibility, so we can support our small businesses.

+++

I am writing to you today to express my concern that not allowing Fernwood Coffee Company/Parsonage to rezone will shut down a cornerstone business of Fernwood and North Park. As you know, small businesses have been greatly impacted by the COVID-19 pandemic. They have had to adapt to new ways in order to stay afloat. If the Land Use Committee does not approve this rezoning application Parsonage would likely close and many Victorians will no longer be able to get the best breakfast bagel in the City.

As someone who regularly goes to Parsonage, I strongly encourage you to allow for the rezoning of Fernwood Coffee Company, so that Parsonage can keep serving the City of Victoria and its residents.

+++

I live one block north of the Parsonage property, and have done so for 20+ years. I am writing to voice my strong support for the Fernwood Coffee/Parsonage rezoning application that is before the Fernwood Community Association Land Use Committee (CALUC) this evening, Thursday, March 4th, 2021.

I was stopping in for a coffee at the Parsonage even before the current owners purchased the cafe. I remember the excitement when the ownership changed, the renos were complete at the North Park St. location and there was talk of them roasting coffee on site. The roastery was a fairly innovative idea 15 years ago. It was welcomed and supported at the time as a first for Fernwood. And neighbours who saw the initial Fernwood Coffee bags on Thrifty's selves were thrilled.

I also remember when in 2018 the Parsonage was forced to relocate. Neighbours were very concerned that the cafe & roastery would have to leave Fernwood. We were delighted when the deal with Stan Thompson Upholstery on the Cook/Caledonia corner was struck. The neighbourhood turned out in numbers to support a parking variance for the 1105 Caledonia site showing such clear support for the Fernwood Coffee/Parsonage relocation that one of the City Councilors even remarked on how unique and special it was to hear that level of unified support for a business venture in the City.

I refer you to this history with a purpose. Because that level of support doesn't come to every business. It reflects the important place that Fernwood Coffee occupies in this community. It is more than a coffee shop and roastery. It is a locally owned and operated business that has served Fernwood well over the course of these past 15 years. Fernwood Coffee is at every community event, whether in Fernwood or North Park. The Parsonage space has hosted a myriad of community gatherings over the years. When anything is happening in the neighbourhood, Fernwood Coffee is among the first business approached for sponsorship or assistance, and they invariably come through. Fernwood Coffee also provides good employment to young people, most of whom live in Fernwood or North Park. They are our neighbours and having a comfortable place to gather where the faces are familiar, and the coffee is good matters. It matters a great deal.

So, it was with some consternation that I heard of the need for rezoning to retain the roastery at its current location. It doesn't take much business acumen to guess that the roastery operations are what was had kept Fernwood Coffee/The Parsonage afloat thru this 'Year of COVID'. After all The Parsonage was closed for some 6 weeks during the March/April 2020 lockdown. It has only been open for takeout service since that time. And even though the addition of great awnings and heaters has helped keep customers coming this winter and there are still line ups at times, it is pretty clear that The Parsonage may not have survived on its own.

So…what we have here is a locally owned and run business staffed largely by our neighbours that is hugely valued by the community it serves and has been innovative enough to survive the pandemic challenge when so many others have not. And we are here tonight to consider if that business should get the rezoning it requires to continue to do business as it always has done. To my mind, the question should never have been put. We should be doing everything possible to support our local businesses, including Fernwood Coffee, through this most difficult of times. Not challenging them with legal conundrums that can wait on more reasonable times to resolve. But if the matter must be raised, then it is to me a no brainer. Should Fernwood Coffee/The Parsonage receive the site specific zoning required for it to continue to roast and wholesale coffee as it has always done at its current location? Of course, it should.

The rezoning proposal has my complete support.

+++

This email is to express my support for the Parsonage Cafe. As a resident of the Fernwood area I frequent the Parsonage at least twice a week. It is a gathering place for friends and family and is perfect for safe, socially distanced visits during this public health crisis.

The Parsonage Cafe is a fixture of the Fernwood community and would be missed.

+++

I'm writing to let you and the land use committee know that I support the rezoning necessary to allow Fernwood Coffee/Parsonage Cafe to continue operations.

They are a great part of the local community and a business I patronize frequently.

I've been a resident of Fernwood for 13 years (though that might change if the boundary changes go ahead!) and really want to see Fernwood Coffee continue to operate in our neighbourhood.

+++

I'm writing to express my support for Fernwood Coffee and its bean-roasting enterprise. The cafe and its wholesale operation are staples of the community. I don't know the particulars of the zoning issue that's been raised, but I strongly encourage the LUC to do what it can to support this wonderful local business.

+++

[We] have been to both Little June and the Parsonage for coffee and breakfast bagels since moving here in spring of 2020. We are impressed with the sense of community that we observer and 'feel' as we make an order and wait for the call that it is ready.

As seniors we are impressed with all the young people and their children and dogs mingling around and talking about "stuff". That is an essential consequence of the availability of places to gather.

+++

I recently heard that there was a zoning issue with the Parsonage Cafe because of its roastery. I have lived in Fernwood for 7 years and the Parsonage is a super important part of the neighbourhood for me! I very much support rezoning.

+++

I'm writing this in support of Fernwood Coffee Company. [I live on] Caledonia Ave. I purchased my property before Fernwood Coffee Company/ Parsonage cafe opened. I've seen the neighbourhood change in the most positive way from their presence. They provide an amazing service and sense of community. My grandparents lived on this block of Caledonia for over 50 years so I've spent my whole life watching this neighbourhood change. The distribution part of Fernwood Coffee is streamlined and respectful. I'm aware of complaints from a close resident about idling trucks, residential parking used, loud noise, odour from roasting, etc. What about odours from little Thai Place? Many people park on Caledonia to go to Logan's Liquor store, the yoga studio above that, or one of the many businesses in that area. I'm in full support of allowing Fernwood Coffee Company to have a bylaw amendment to allow them to carry on with the great service they provide.

Survey Responses

1105 Caledonia Avenue Feedback

Have Your Say

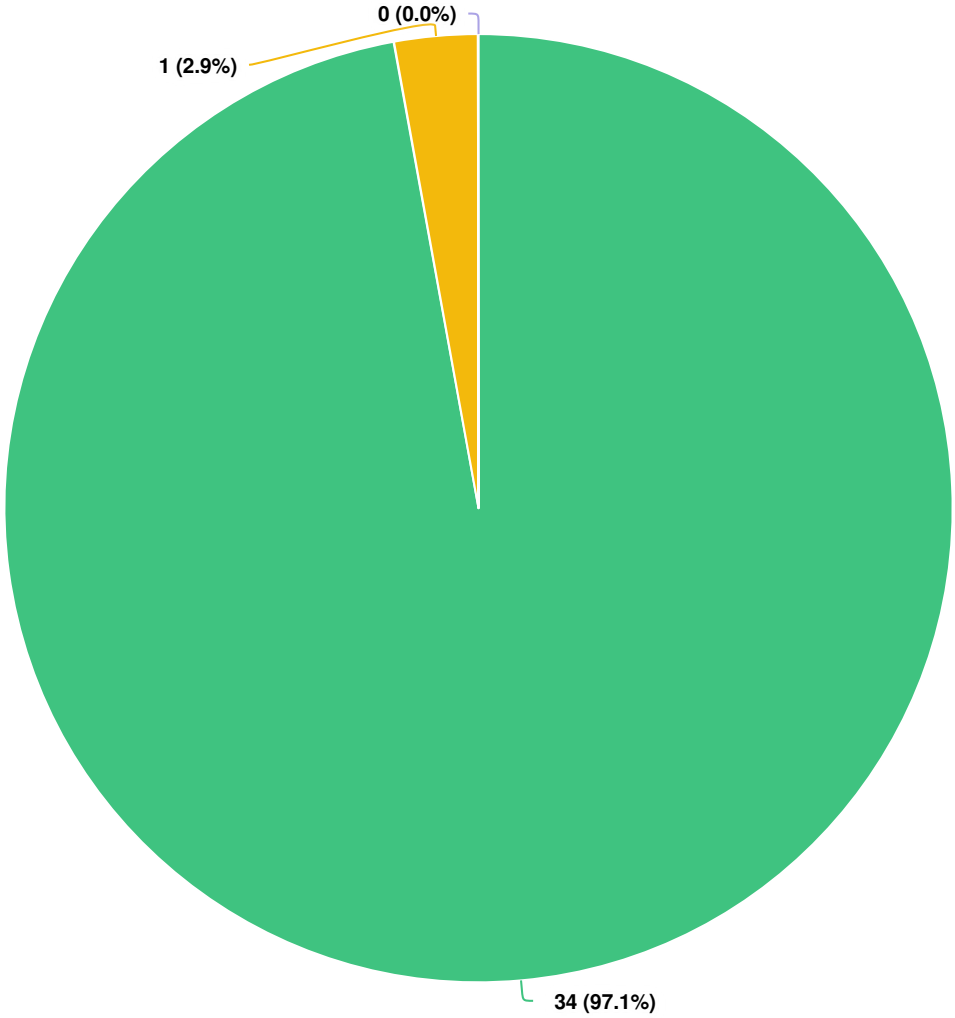
Project: 1105 Caledonia Avenue

BANG THE TABLE engagementHQ

VISITORS
37

CONTRIBUTORS			RESPONSES		
34			35		
3 Registered	0 Unverified	31 Anonymous	3 Registered	0 Unverified	32 Anonymous

Q1 What is your position on this proposal?



Question options

Support Oppose Other (please specify)

Mandatory Question (35 response(s))

Note: Participants may submit multiple responses. See detailed feedback in the following pages.

Respondent No: 1
Login:
Email:

Responded At: Apr 15, 2021 17:53:06 pm
Last Seen: May 02, 2021 20:02:20 pm
IP Address:

Q1.	**What is your position on this proposal?**	Support
Q2.	**Comments (optional)**	not answered
Q3.	**Your Full Name**	Jack Sandor
Q4.	**Your Street Address**	5366 Ruston Rd

Respondent No: 2
Login: Anonymous
Email: n/a

Responded At: Apr 26, 2021 14:36:13 pm
Last Seen: Apr 26, 2021 14:36:13 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Oppose

Q2. **Comments (optional)**

This neighbourhood should not be industrialized.

Q3. **Your Full Name** Karl Schanzenbacher

Q4. **Your Street Address** 1128 Caledonia Ave

Respondent No: 3
Login: Anonymous
Email: n/a

Responded At: Apr 28, 2021 08:27:33 am
Last Seen: Apr 28, 2021 08:27:33 am
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

My name is Glen Mitchell and I own the property at 1030 North Park street. I have operated my Land Surveying business there for 28 years. I fully support the application. The applicants have been the best of community partners and provide good jobs to a very diverse group of quality young people. They have improved the look of the street corner their business occupies. It was formerly an upholstery shop - The proposed use is a much less intrusive use of the property. If this rezoning allows these talented business people to continue to improve the neighbourhood while providing quality jobs the Council should approve this application Thank you Glen Mitchell, B.C.L.S.

Q3. **Your Full Name** Glen Mitchell

Q4. **Your Street Address** 1030 North Park Street, Victoria

Respondent No: 4
Login: Anonymous
Email: n/a

Responded At: Apr 28, 2021 10:09:14 am
Last Seen: Apr 28, 2021 10:09:14 am
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

This business is a huge asset to the community. The Owner goes out of his way to make sure that there is as little disruption to the neighbourhood as possible.

Q3. **Your Full Name** Ellen Cole

Q4. **Your Street Address** 1733 Cook Street

Respondent No: 5
Login: Anonymous
Email: n/a

Responded At: Apr 28, 2021 12:48:44 pm
Last Seen: Apr 28, 2021 12:48:44 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

just rubber stamp this - just like you did with solid recently - this is a joke that this application even needs to be applied for since you approved it initially.

Q3. **Your Full Name** Ken Wallace

Q4. **Your Street Address** 1054 North Park Street

Respondent No: 6
Login: Anonymous
Email: n/a

Responded At: Apr 28, 2021 12:57:41 pm
Last Seen: Apr 28, 2021 12:57:41 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

I am in support of The Fernwood Coffee company continuing their regular operations which include the manufacturing that has always been a part of their business.

Q3. **Your Full Name** Lauren Gaultier

Q4. **Your Street Address** 1141 Caledonia Ave

Respondent No:	7	**Responded At:**	Apr 28, 2021 22:38:19 pm
Login:		**Last Seen:**	Apr 29, 2021 05:17:03 am
Email:		**IP Address:**	

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

I live at 1170 Caledonia Ave, one block east of the Parsonage property, and have done so for 20+ years. I am writing to voice my strong support for the Fernwood Coffee/Parsonage rezoning application that was submitted to Council by letter of April 5, 2021 from the business owners. I was stopping in for a coffee at the Parsonage even before the current owners purchased the cafe. I remember the excitement when the ownership changed, the renos were complete at the North Park St. location and there was talk of them roasting coffee on site. The roastery was a fairly innovative idea 15 years ago. It was welcomed and supported at the time as a first for Fernwood. And neighbours who saw the initial Fernwood Coffee bags on Thrifty's selves were thrilled. I also remember when in 2018 the Parsonage was forced to relocate. Neighbours were very concerned that the cafe & roastery would have to leave Fernwood. We were delighted when the deal with Stan Thompson Upholstery on the Cook/Caledonia corner was struck. The neighbourhood turned out in numbers to support a parking variance for the 1105 Caledonia site showing such clear support for the Fernwood Coffee/Parsonage relocation that one of the City Councillors even remarked on how unique and special it was to hear that level of unified support for a business venture in the City. I refer you to this history with a purpose. Because not every local business can claim that level of support. The fact that the Parsonage/Fernwood Coffee can speaks to the important place that this business occupies in this community. It is more than a coffee shop and roastery. It is a locally owned and operated business that has served Fernwood well over the course of these past 15 years. Fernwood Coffee is at every community event, whether in Fernwood or North Park. The Parsonage space has hosted a myriad of community gatherings over the years. When anything is happening in the neighbourhood, Fernwood Coffee is among the first businesses approached for sponsorship or assistance, and they invariably come through. Fernwood Coffee also provides good employment to young people, most of whom live in Fernwood/North Park. They are our neighbours and having a comfortable place to gather where the faces are familiar and the coffee is good matters. It matters a great deal. So, it was with some consternation that I heard of the need for rezoning to retain the roastery at its current location. It doesn't take much business acumen to guess that the roastery operations are what was had kept Fernwood Coffee/The Parsonage afloat thru this 'Year of COVID'. After all The Parsonage was closed for some 6 weeks during the March/April 2020 lockdown. It has only been open for takeout service since that time. And, even though the addition of great awnings and heaters has helped keep customers coming this winter and there are still line ups at times, it is pretty clear that The Parsonage may not have survived on its own. So…what we have here is a locally owned and run business staffed largely by our neighbours that is hugely valued by the community it serves and has been innovative enough to survive the pandemic challenge when so many others have not. And Council is being asked to consider if that business should get the rezoning it requires to continue to do business as it always has done. To my mind, the question should never have been put. We should be doing everything possible to support our local businesses, including Fernwood Coffee, through this most difficult of times. Not challenging them with legal conundrums that can wait on more reasonable times to resolve. But, if the matter must be raised, then it is to me a no brainer. Should Fernwood Coffee/The Parsonage receive the site specific zoning required for it to continue to roast and wholesale coffee as it has always done at its current location? Of course it should. The rezoning proposal has my complete support. And I would ask that Council support it as well. Thank you. Trish Richards 1170 Caledonia Ave. Victoria, BC

Q3. **Your Full Name** Patricia (Trish) Richards

Q4. **Your Street Address** 1170 Caledonia Ave.

Respondent No: 8
Login: Anonymous
Email: n/a

Responded At: Apr 30, 2021 12:16:36 pm
Last Seen: Apr 30, 2021 12:16:36 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

My name is Paul Whittaker, and I am in support of the application for rezoning. I work for Fernwood Coffee/The Parsonage at this location. I have worked for other local businesses in the past, and I am impressed with how mindful and considerate Fernwood Coffee/The Parsonage is of its neighbours and community. This business really cares about it's neighbours, business and residential. And many of these neighbours are happy, regular customers. I have seen all that Fernwood Coffee offers to the community firsthand: jobs, a meeting place, and a sense of togetherness and identity. I strongly believe it should continue to do so moving forward.

Q3. **Your Full Name** Paul Whittaker

Q4. **Your Street Address** #125 243 Gorge Rd E, Victoria, BC

Respondent No: 9
Login: Anonymous
Email: n/a

Responded At: Apr 30, 2021 16:47:27 pm
Last Seen: Apr 30, 2021 16:47:27 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

As a former North Park resident, (used to lived above Wellburns Market until 2019) and current employee of Fernwood Coffee (over 4yrs), I am in favour of this rezoning. When we moved to 1105 Caledonia Ave it really helped bring a "village" feel to the community. Between us, North Park Bikes, Patisserie Daniel, and the food trucks, those few blocks of Cook St are now always bustling. We support local as much as possible with our bagels coming from Mount Royal down the street and source local salad greens from Mason St Farm, also just down the street. It feels fantastic to bring that much support to your neighbors. Fernwood Coffee also employs a great group of younger people, most who have been with the company for anywhere between 2-10+yrs. That excellent staff retention in a "hospitality" industry is almost unheard of. While I do currently live on Fort St, I would love my next move to be back to my former neighborhood of North Park where I am close enough to downtown if needed, but everything I could need, from groceries and fitness to coffee would be right outside my door. Thanks

Q3. **Your Full Name** Meg Dunning

Q4. **Your Street Address** 1249 Fort St

Respondent No: 10
Login: Anonymous
Email: n/a

Responded At: May 02, 2021 13:45:47 pm
Last Seen: May 02, 2021 13:45:47 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

I work for Ben and Terra at Little June cafe and feel that their use of the corner of Cook & Caledonia is beneficial to the neighborhood. Even if I didn't work for them I feel that their business brings vibrancy to the neighborhood and should continue.

Q3. **Your Full Name** Alex How

Q4. **Your Street Address** 1273 Denman st Victoria BC

Respondent No: 11
Login: Anonymous
Email: n/a

Responded At: May 02, 2021 21:16:24 pm
Last Seen: May 02, 2021 21:16:24 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

This is a vital community business and should be encouraged to continue operating

Q3. **Your Full Name** Susan Dempsey

Q4. **Your Street Address** 2561 Victor St.

Respondent No: 12
Login: Anonymous
Email: n/a

Responded At: May 02, 2021 21:41:50 pm
Last Seen: May 02, 2021 21:41:50 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

This locally owned business is very popular and is located on a strip of commercial activities. They support local suppliers in their food service, and are a social hub (outdoors now) for the Fernwood community and area residents. They represent the best of community minded, respectful, and neighbourhood values and make very fine coffee and treats. Please approve their application.

Q3. **Your Full Name** Charlene Simon

Q4. **Your Street Address** 1724 Foul Bay Road

Respondent No: 13
Login: Anonymous
Email: n/a

Responded At: May 02, 2021 22:02:00 pm
Last Seen: May 02, 2021 22:02:00 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

I lived in North Park for 4 years prior to moving to my current address, and the Parsonage and Fernwood coffee were and are an integral part of the community.

Q3. **Your Full Name** Darcy Lindberg

Q4. **Your Street Address** 906-1035 Belmont Ave

Respondent No: 14
Login: Anonymous
Email: n/a

Responded At: May 02, 2021 22:52:24 pm
Last Seen: May 02, 2021 22:52:24 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

This is a great little cafe and is a valuable and popular spot in the neighbourhood.

Q3. **Your Full Name** Kathryn Ogg

Q4. **Your Street Address** 1351 Gladstone Ave

Respondent No: 15
Login: Anonymous
Email: n/a

Responded At: May 02, 2021 23:49:29 pm
Last Seen: May 02, 2021 23:49:29 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

not answered

Q3. **Your Full Name** Anne Kirkaldy

Q4. **Your Street Address** 1685 Hillview Ave

Respondent No: 16
Login: Anonymous
Email: n/a

Responded At: May 02, 2021 23:50:08 pm
Last Seen: May 02, 2021 23:50:08 pm
IP Address: n/a

Q1.	**What is your position on this proposal?**	Support
Q2.	**Comments (optional)**	
	not answered	
Q3.	**Your Full Name**	Ron Kirkaldy
Q4.	**Your Street Address**	1685 Hillview Ave

Respondent No: 17
Login: Anonymous
Email: n/a

Responded At: May 03, 2021 07:38:16 am
Last Seen: May 03, 2021 07:38:16 am
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

This cafe has been a great addition to the neighbourhood. It has enlivened the walking sense of the neighbourhood and during Covid walking the neighbourhood and going for a coffee outside has been an important thing. Please insure outdoor seating remains.

Q3. **Your Full Name** Shannon Buchan

Q4. **Your Street Address** 1714 Fort St, apt 301

Respondent No: 18
Login:
Email:

Responded At: May 03, 2021 08:12:52 am
Last Seen: Apr 22, 2021 18:36:25 pm
IP Address:

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

I am in full support of Fernwood Coffee/The Parsonage's rezoning application for their building at 1105 Caledonia Avenue. They have always been good neighbours and are an integral part of the neighbourhood. They contribute in so many ways.

Q3. **Your Full Name** Dorothy Field

Q4. **Your Street Address** 1560 Gladstone Avenue

Respondent No: 19
Login: Anonymous
Email: n/a

Responded At: May 03, 2021 10:46:11 am
Last Seen: May 03, 2021 10:46:11 am
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

Fernwood coffee has been a major pin in my city map for 20 years, pre-dating Ben and Tara. After they purchased The biz it became a major employer and barista trainer for many young people. The staff was always treated with respect which transferred to customers. The quality of coffee, food and responsible sourcing has always been evident. I am now living in Jordan River and Fernwood coffee is my destination every time I come to victoria-about once a week. I strongly encourage you to allow the continuation of this asset to the community.

Q3. **Your Full Name** Blanche Black

Q4. **Your Street Address** Was 1342 Chambers St and is now 3742 Petrel Drive, Jordan River, BC

Respondent No: 20
Login: Anonymous
Email: n/a

Responded At: May 03, 2021 12:32:00 pm
Last Seen: May 03, 2021 12:32:00 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

Fernwood Coffee and the Parsonage are integral parts of our community, and provide a meeting place for locals. This company supports other local organizations and works hard to provide some local colour to our small shopping area on Cook St. When the roastery was 100 feet from our front door between Grant and North Park, we had no issues with its presence and can't imagine that has changed.

Q3. **Your Full Name** Annie Kitchen

Q4. **Your Street Address** 1128 Grant St

Respondent No: 21
Login: Anonymous
Email: n/a

Responded At: May 03, 2021 13:26:25 pm
Last Seen: May 03, 2021 13:26:25 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

The Parsonage has been a very important participant in the Fernwood Community for many years, providing terrific service and local jobs and great support to community initiatives - it would be a tremendous loss for the community to lose their business. We should be supporting local businesses not subjecting them to bureaucratic hurdles particularly at this time.

Q3. **Your Full Name** Gill Ellis

Q4. **Your Street Address** 421 Queen Anne Hts Victoria, V8S4K7

Respondent No: 22
Login: Anonymous
Email: n/a

Responded At: May 03, 2021 14:18:34 pm
Last Seen: May 03, 2021 14:18:34 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

My name is Edward Cunningham and I own my home at 1019 North Park street and am employed at Fernwood Coffee. I fully support the application. Ben and Terra have been great employers and wonderful community partners. They have improved the look of the street corner that their business occupies. It was formerly an upholstery shop - The proposed use is a much less intrusive use of the property. I have been part of this business for over 8 years now and have developed a career in coffee which has allowed me to purchase local real estate and support local business. North Park is a diverse community in which Fernwood Coffee and the Parsonage cafe have been hubs for many years, I believe it to be crucial to the "vibe" of north park. As a local resident I think North Park needs to maintain balance, the business attracts a lot of diverse groups to come for coffee or to meet a friend, we need this sort of positive energy to keep North Park going in the right direction. We have a lot of supportive housing coming (which is great!) to the area and as I live very close to two of these projects, I think having a energetic hub like the Parsonage and Fernwood Coffee very important to maintaining North Parks upswing. Council should approve this application Thank you.

Q3. **Your Full Name** Edward Cunningham

Q4. **Your Street Address** 10-1019 North Park Street

Respondent No: 23
Login: Anonymous
Email: n/a

Responded At: May 03, 2021 14:57:18 pm
Last Seen: May 03, 2021 14:57:18 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

Of the three coffee shops in my neighbourhood Fernwood Coffee is my # 1 choice.

Q3. **Your Full Name** Bernadette Letchford

Q4. **Your Street Address** 404 -1235 Balmoral Road

Respondent No: 24
Login: Anonymous
Email: n/a

Responded At: May 03, 2021 21:43:17 pm
Last Seen: May 03, 2021 21:43:17 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

Parsonage Cafe is such a fantastic addition to the neighbourhood. Our young family goes there often to sit and enjoy a coffee and baked good. Everyone there is so nice. It is a valuable part of our lives, as it is to many of our friends.

Q3. **Your Full Name** Jason Trill

Q4. **Your Street Address** 2555 Shakespeare St

Respondent No: 25
Login: Anonymous
Email: n/a

Responded At: May 04, 2021 01:01:02 am
Last Seen: May 04, 2021 01:01:02 am
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

As a Victoria native whose extended family lived and owned properties in Fernwood for over 100 years, I was so happy when a good friend and longtime Fernwood resident introduced me to The Parsonage a number of years ago. I have been an occasional but regular visitor ever since as the Parsonage has moved around the community. I was really pleased to have it land in its current location where it has made the most of the wee building at the corner of Cook and Caledonia and helped to reinforce this small business area. Fernwood Coffee / The Parsonage is a wonderful amenity and always impresses with the quality and consistency of the food and beverages, the constant foot traffic from the surrounding community, the friendly young people who work there and the spotless site. The owners have done an commendable job of safely continuing operations during the pandemic and it is the one coffee shop I continue to stop at - whenever I spot a parking spot on Cook as I pass by, or when I am visiting friends in the neighbourhood. For the 3 years it has been in its current location, I wasn't even aware that The Parsonage was roasting coffee on site and so was very surprised to learn that an adjacent neighbour had complained about this use. Given the building housed a small car upholstery business for years, it is hard to understand how the current business activity would have had a noticeable adverse effect on immediate neighbours. My understanding is that coffee roasting has taken place since they moved to the site, as it has at their previous Fernwood locations, so I wonder why it is now an issue? I have walked quite regularly by the rear of the building, which is kept impeccably clean, and have never noticed any odour or noise in its three years of operation. I strongly support the owner's request to amend the current zoning to allow their coffee roasting operation for Fernwood Coffee / The Parsonage to continue and this small local Fernwood business to continue to thrive and to provide an amenity and jobs in one of the Victoria's oldest and most neighbourly neighbourhoods.

Q3. **Your Full Name** Anne Underwood

Q4. **Your Street Address** 1908 Waterloo Road, Victoria, B.C.

Respondent No: 26
Login: Anonymous
Email: n/a

Responded At: May 04, 2021 07:52:58 am
Last Seen: May 04, 2021 07:52:58 am
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

I fully support Fernwood Coffee Company. Overall they bring people to the area and provide a real sense of community feel in the neighbourhood. It is fantastic to see so many people walking around Fernwood and really brightens up the corner of Cook and Caledonia. They have done an excellent job making their cafe COVID friendly and it is really nice to be able to see people safely being able to enjoy their coffee in an outdoor environment. It would be a real loss to the community not to have them in the area.

Q3. **Your Full Name** Sean Raymond

Q4. **Your Street Address** 1019 North Park

Respondent No: 27
Login: Anonymous
Email: n/a

Responded At: May 04, 2021 15:33:19 pm
Last Seen: May 04, 2021 15:33:19 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

I am writing in support of the Parsonage Cafe. I have been a member of the community for many years and this coffee shop helps foster the community so very much and the products they provide add to the over all neighbourhood. In reviewing the plans, I truly hope the city allows them to proceed. As a member of the community for more than a decade (used to live on Camosun St, still walk to parsonage from the other end of Fernwood on a regular bassi), the roastery move to Caledonia has been a great benefit for myself, my peers, my community. They have made great efforts to mitigate any concerns.

Q3. **Your Full Name** Kathryn Bissett

Q4. **Your Street Address** 2555 Shakespeare St

Respondent No: 28
Login: Anonymous
Email: n/a

Responded At: May 04, 2021 20:02:55 pm
Last Seen: May 04, 2021 20:02:55 pm
IP Address: n/a

Q1.	**What is your position on this proposal?**	Support
Q2.	**Comments (optional)**	
	not answered	
Q3.	**Your Full Name**	Jane Storrier
Q4.	**Your Street Address**	913 Green St, Victoria British Columbia V8T 1G3, Canada

Respondent No: 29
Login: Anonymous
Email: n/a

Responded At: May 04, 2021 23:54:21 pm
Last Seen: May 04, 2021 23:54:21 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

This is a great cafe and a most welcome part of North Park village. Their coffee is wonderful and I am glad to see it in many local grocery stores. This kind of local business that is well integrated in the community is extremely valuable for quality of life for everyone. The proposals seem very reasonable and they clearly work hard to fit in with the community. I wish there were more coffee shops like it around town.

Q3. **Your Full Name** Ryan Nicoll

Q4. **Your Street Address** 3680 Savannah Avenue

Respondent No: 30
Login: Anonymous
Email: n/a

Responded At: May 05, 2021 12:09:39 pm
Last Seen: May 05, 2021 12:09:39 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

Parsonage is a fantastic anchor to the neighbourhood! The proposal seems totally reasonable in regards to managing traffic.

Q3. **Your Full Name** Brooke Leddy

Q4. **Your Street Address** 2855 Blackwood Street

Respondent No: 31
Login: Anonymous
Email: n/a

Responded At: May 05, 2021 16:47:52 pm
Last Seen: May 05, 2021 16:47:52 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

My name is Scott Bell and I've been a resident in Victoria for 13 years. Fernwood coffee is a great spot providing jobs for quality individuals and providing a valuable hub for the community. They are a long standing business providing positive attributes to the neighbourhood and should be able to opperate their business in the location they are. I fully support this rezoning application and the good that they bring to the community.

Q3. **Your Full Name** Scott Bell

Q4. **Your Street Address** 304 - 708 Burdett Ave

Respondent No: 32
Login: Anonymous
Email: n/a

Responded At: May 06, 2021 15:48:17 pm
Last Seen: May 06, 2021 15:48:17 pm
IP Address: n/a

Q1. **What is your position on this proposal?** Support

Q2. **Comments (optional)**

A very cheery corner to walk past and a great neighborhood coffee shop.

Q3. **Your Full Name** Heather Le Blanc

Q4. **Your Street Address** 2626 Cook Street

Respondent No: 33
Login: Anonymous
Email: n/a

Responded At: May 08, 2021 18:00:55 pm
Last Seen: May 08, 2021 18:00:55 pm
IP Address: n/a

Q1.	**What is your position on this proposal?**	Support
Q2.	**Comments (optional)**	not answered
Q3.	**Your Full Name**	Nicholas Picard
Q4.	**Your Street Address**	202-1488 Cook St.

Respondent No: 34
Login: Anonymous
Email: n/a

Responded At: May 08, 2021 22:09:40 pm
Last Seen: May 08, 2021 22:09:40 pm
IP Address: n/a

Q1.	**What is your position on this proposal?**	Support
Q2.	**Comments (optional)**	
	not answered	
Q3.	**Your Full Name**	Kendall Salahub
Q4.	**Your Street Address**	2635A Blackwood Street

Respondent No: 35
Login: Anonymous
Email: n/a

Responded At: May 09, 2021 09:11:10 am
Last Seen: May 09, 2021 09:11:10 am
IP Address: n/a

Q1.	**What is your position on this proposal?**	Support
Q2.	**Comments (optional)**	Your request totally fits our neighbourhood.
Q3.	**Your Full Name**	Sue Brown
Q4.	**Your Street Address**	947 Caledonia Ave

UKRAINIAN CATHOLIC CHURCH OF
ST NICHOLAS THE WONDERWORKER

May 4, 2021

Mayor and Council, City of Victoria

Re: Proposed Development Notice for property at 1105 Caledonia Ave.

As Chairman of the Parish Council of St. Nicholas the Wonderworker Ukrainian Catholic Church, 1110 Caledonia Avenue, I am writing on behalf of Council members to express our collective concern about the proposed rezoning of the property at 1105 Caledonia Avenue, occupied by Fernwood Coffee, from CR-4 Zone to site specific CR-4 Zone that will "allow a space for limited manufacturing use within (i.e. the use would not exceed 48.5m2 of 25% of the existing floor space.)"

Historically his property has only permitted CR-4 zoning allowing for the operation of a commercial business that is fronted along Cook Street on the west and Caledonia Avenue on the north. All other properties in the 1100 block of Caledonia Avenue, other than that occupied by St. Nicholas Ukrainian Catholic Church as a place of worship are zoned residential.

While we have no concern about Fernwood Coffee operating commercially as a coffee house establishment that includes eat-in and take out snacks and light lunches we are concerned about the significant noise and traffic volume that is being generated by the use of this premise to roast and manufacture coffee in large quantities. We have already seen an increase in large truck traffic coming to unload manufacturing supplies and pick up finished product to be distributed within and beyond Greater Victoria to other commercial establishments. The trucks either drive into the parking space to the left of the premises where the manufacturing is taking place, located only feet from the home at 1109 Caledonia Ave. or onto Caledonia Avenue itself. While not directly related to this re-zoning proposal we do note that our church community has experienced a significant increase in traffic along Caledonia Ave. by Fernwood Coffee patrons that park along Caledonia in 'residential parking only' spaces or in our parking lot taking up reserved spaces that are rented out on a monthly basis.

We are aware that several other coffee manufacturers have premises in Central Saanich that already are zoned for such an operation. It is our opinion and recommendation that Fernwood Coffee should locate its manufacturing operation to such premises, thereby retaining only its current CR 4 Zoning.

Sincerely,

Alec Rossa,
Chairman, Parish Council
St. Nicholas Ukrainian Catholic Church

1112 Caledonia Avenue, Victoria, BC V8T 1G1
250.384.2292 | www.stnicholasparish.org | st.nicholas.victoria@gmail.com

Attention:

Kristen Atwood, Chair, Fernwood Land Use Committee
Mayor and Council, City of Victoria
Jim Handy, Senior Planner - Development Agreements

I am writing on behalf of the residents of the 1100 block of Caledonia Avenue who received the Proposed Development Notice at 1105 Caledonia Avenue.

This invitation is open until Sunday, May 9th.

We received this Notice as we are within 100 - 200 metres of the proposed land use change. This email is from this group comprising the nine lots within this area, some lots with two homes/addresses. See attached Map of No Residents document in the folder.

We have come together to say NO to the proposed land use change at 1105 Caledonia Avenue.

This writer, being the most impacted by the change of operations at the Fernwood Coffee Company over the past three years, from never being a small roaster of inhouse and retail coffee according to the bylaws for this site where manufacturing for wholesale distribution of coffee is not allowed, to a full blown wholesale manufacturing plant operating seven days a week, up to 10 hours a day and with shipping and receiving having increased three fold over the past three years. This writer lives right next door to this pop up wholesale manufacturing plant. The Fernwood Coffee Company has exploded in their manufacturing operations in such a small period of time that they are now distributing coffee across the country. This wholesale manufacturing site does not allow for any peace or normalcy to the 1100 block of Caledonia Avenue residents. This writer cannot sit outside on her front lawn without listening to the drones of the machinery. This droning can be heard within my home too, seven days a week, up to 10 hours a day. With the bay doors to this site open most of their operating hours, with ubiquitous gasses rolling off their rooftop all day long, with the steady stream of large vehicles, often left idling, parking all over Caledonia Avenue creating chaos and confusion, not only has the calm of this small residential area been thrown into upward displacement, but our physical and mental health has become severely compromised. Two of our residents have compromised lung issues without the factory in motion and the additional air pollution created from the huge increase in vehicular traffic has had a notable impact on their health.

We have had some discussions around the statement made by the owners that this whole situation was "an agreed mutual oversight" by both the City and the owners. That at the time of the owners acquisition of the property and approval of the business operations, their wholesale manufacturing and distribution arm of their business was somehow

overlooked? The very core of their business. We found this statement made to about 40 participants in a Zoom meeting on March 8th with the Fernwood CALUC, extremely misleading and not in tune with how the City is mandated to conduct business. Consequently, we have been unable to find anyone or any department to support or confirm this announcement. What we did discover and have had to ask ourselves is, that when the businesses resided at 1115 North Park Avenue they were governed by C-1-Zone Limited Commercial District Bylaws. Before, during and after the acquisition of their new location at 1105 Caledonia Avenue which is governed by C-4-Zone Upper Cook Commercial-**Residential** District Bylaws, why was the wholesale manufacturing and distribution of the coffee company not fully disclosed. This is not an oversight, not when you are acquiring a property within a completely different Bylaw zone. This is the time to disclose what the true nature of your business is and this is when you would have realized that your business did not and will not comply with the zoning bylaws that are there to protect all persons and properties involved. This is where you seek guidance from your conveyancing lawyer. I started my inquiry into their exponential growth in May/June of 2019 (quite a while before COVID) as I felt extremely neglected as a neighbour and found I could no longer spend quality time outside on my property and my overall physical and mental health was deteriorating fast while they were operating daily at full throttle. I eventually had to hire a lawyer to gain the acknowledgement that I was right and something was terribly wrong. Now I am the one who is being bullied by distant neighbours, Fernwoodians whose lives go uninterrupted with this large scale manufacturing operation next to us, bullied and being told that my "behaviour is vile" and why this, because the truth has not been spoken and it needs to be. This is why there are laws and. bylaws and they need to be enforced.

We welcome each and everyone of you to join us on any day of the week and see what we are living. Caledonia Avenue is primarily a residential street with a focus on future increased residential density. The development at the east foot of Caledonia Avenue has not begun, this will bring an extended period of construction traffic to the avenue and in the end an additional 150 plus residents. Parking before the Parsonage Cafe/Fernwood Coffee Company was a challenge for residents and their guests, it has now only exacerbated our problem.

Our next project will be to work with the City on how to harness this problem of an average of 40 plus non residential parkers a day (we have actually sat, observed and counted) using our residential street parking as public parking spots. As the weather improves these people are hanging out longer and longer therefore blocking residents and their family and friends from access to their homes. It has even gone so far as some people using the private parking lot behind the Church to park in. This is extremely unfair to the residents and even the other businesses on Cook street and it needs to be addressed. There is currently an empty lot at 1115/1117 Caledonia Avenue in this cache of residents being notified. They have a permit for a 2.5 storey residential qua yet to be built. How are those

developers and future buyers going to stand a chance when they too will be subjected to a seven day a week, 10 hour a day manufacturing operation that releases particulate matter and gasses into the very air we breathe. Coffee roasting VOC's are extremely dangerous to your health and we are being subjected to second hand ones, much like second hand smoke. My windows, my counters and floors are all proof of this debris.

As you will see in some of the responses, residents have chosen to elaborate on their decision to not support this proposal and some you will be seeing for a second time as they have sent them in directly. During this pandemic as well as my time away helping out my 88 year old father, it has obviously been difficult for our group of concerned residents to come together collectively. However, together we stand and together we agree that the non-conforming use of the Fernwood Coffee Company, the large scale, wholesale manufacturing on this site, is inappropritate and completely unacceptable to the residents neighbouring it. Industrial operations belong in industrial zoned areas.

To this end, again, we welcome each and everyone of you to come and spend a morning or an afternoon, any day of the week on Caledonia Avenue and see for yourself what kind of an impact this has had on all of our lives, both indoor and out.

The attached folder contains an area map of the No residents and copy of their No responses.

Thank you for this opportunity to collectively put forward our voices.

Regards,

Marianne Ketchen

PROPOSED DEVELOPMENT NOTICE

This Notice is an invitation for you to consider a proposed development for the property at:

1105 Caledonia Ave, Victoria, BC, V8T 1E9 (address)

During the COVID-19 pandemic, development application plans will be posted on the Development Tracker (victoria.ca/devtracker) as a substitute for the Community Association Land Use Committee (CALUC) Community Meeting.

A Comment Form is provided in order to obtain feedback on the proposal which will be shared with the applicant, CALUC, and City. To access the comment form on the Development Tracker, filter "Pre-Application (CALUC)" applications or search all applications by address. Submit your comments by May 9 2021 (30 days after plans submitted to City) to allow the applicant to consider revisions in advance of application submission.

Comment forms submitted by residents or other third parties will include personal email addresses. These email addresses are only for the purpose of the CALUC or applicant to contact individuals regarding their comments. The email addresses must be secure from any other purpose or provided to any third party for any other purpose than described.

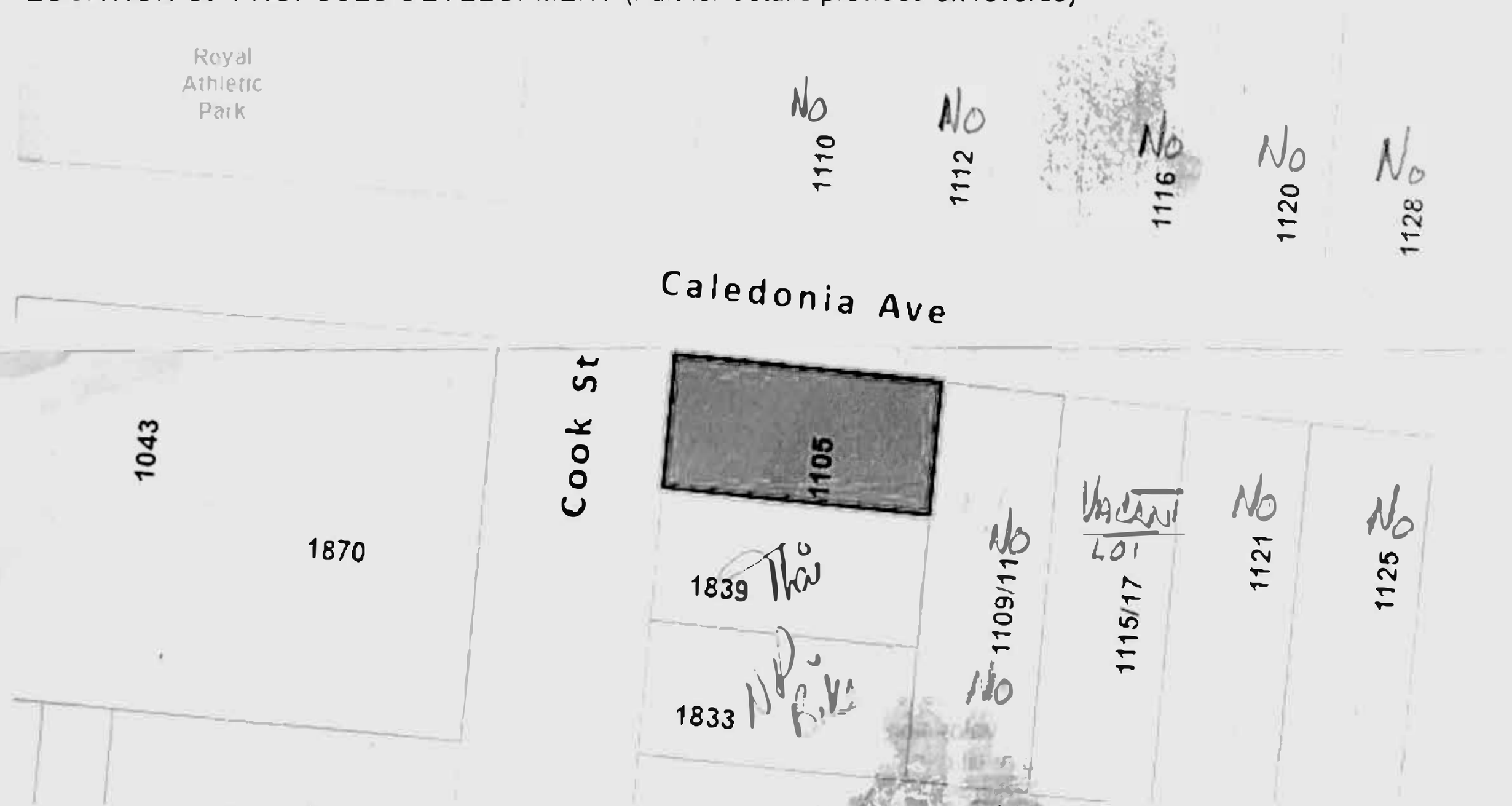
CALUCs are voluntary organizations that operate under the CALUC Terms of Reference as endorsed by Council. Contact information for the CALUC:

Name of CALUC representative: Kristin Atwood, Chair Land Use Committee

Name of CALUC: Fernwood

Phone 250-384-7441 Email fernwoodlanduse@gmail.com

LOCATION OF PROPOSED DEVELOPMENT (Further details provided on reverse)



You are receiving this notice because you live or own property in the City of Victoria within:

- ■ **100 metres** of the proposed development or land use change
- ☐ **200 metres** of the proposed development or land use change that also involves an amendment to the Official Community Plan (Land Use Designation or Development Permit Area or Heritage Conservation Area guidelines)

CALUC Chair or Designate Signature: _____ Date: March 21, 20

Applicant Signature: _____ Date: March 31,202

May 2021

To Whom It May Concern:

As a resident in receipt of the proposed development notice for 1105 Caledonia Avenue, to amend the current zoning to allow the above noted business to carry on with existing wholesale operations, I would like to advise that we DO NOT SUPPORT this proposal.

In consideration of the neighbours and residents of Caledonia Avenue, this wholesale manufacturing plant was not included in the plans of the existing building, which was developed with a city approved plan in 2018. It was at this time and engagement of all concerned and impacted, that the wholesale operations of the Fernwood Coffee Company, then too in contravention of the existing and current 2018 CR-4 Zone-Upper Cook Commercial-Residential District, should have been fully disclosed and discussed. It would not have been accepted as residents of this area do not want an industrial manufacturing operation within its residential limits.

We would request that the wholesale manufacturing operations on this site be relocated to an industrial site that allows for this type of activity.

Thank you.

Name: Cody McEvay
Karlie Windatt

Address: 1109 Caledonia Avenue

Email: [redacted]

Phone Number: [redacted]

May 2021

To Whom It May Concern:

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We would request that the wholesale manufacturing operations on this site be relocated to an industrial site that allows for this type of activity.

Thank you.

Name: Marianne Ketchen

Address: 1111 Caledonia Avenue

Email: [redacted]

Phone Number: [redacted]

Gmail

Marianne Ketchen [redacted]

Non Support Of Proposed Development Notice 1105 Caledonia Avenue Fernwood Coffee Company

Yuriy M Vyshnevskyy [redacted]
To: Marianne Ketchen <[redacted]>

Tue, Apr 27, 2021 at 11:32 AM

On Mon, Apr 26, 2021 at 11:58 AM Marianne Ketchen [redacted] wrote:

To Whom It May Concern:

As a resident in receipt of the proposed development notice for 1105 Caledonia Avenue, to amend the current zoning to allow the above noted business to carry on with existing wholesale operations, I would like to advise that we DO NOT SUPPORT this proposal.

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We would request that the wholesale manufacturing operations on this site be relocated to an industrial site that allows for this type of activity.

Thank you.

Name: Yuriy Vyshnevskyy and Hanna Vyshnevska

Address: 1112 Caledonia Avenue, Victoria, BC V8T 1G1

Email: [redacted]

Phone Number: [redacted]

From: **stephen roome** [redacted]
Date: Wed, Apr 28, 202[redacted]
Subject: revamped missive
To: Marianne Ketchen [redacted]

Dear Marianne:

I live in 1116 Caledonia in the second floor suite. I have read over your email and thought it over for a while. My conclusion is that the substance of your objections have validity. My personal observations, which result from my having a perfect view of the area of Caledonia in question, would concur with yours that the volume of truck traffic related to the cafe and roasting company is considerable and that it often poses an unacceptable risk to pedestrians, cyclists and motorists. I also witness parking violations of non-residents in the residential parking zones and in no parking zones to the extent of 40-80 per day. I will say that I enjoy the Parsonage Cafe and I know many others do as well as confirmed by their steady flow of customers. I would hope that the cafe remains undisturbed but I can't help but think that maybe the owners of what seems like a moderately substantial coffee production and distribution operation are trying to get more out of this small location then is safe or realistic. These are my impressions. Perhaps some of these issues could be clarified by making available for public scrutiny some of the financial and production information related to the roasting company over the last few years..

At this point in time, I would say that I am against the proposed re-zoning application.

Yours truly,

Stephen Roome

Non Support Of Proposed Development Notice 1105 Caledonia Avenue Fernwood Coffee Company

May, 2021

To Whom It May Concern:

As a resident in receipt of the proposed development notice for 1105 Caledonia Avenue, to amend the current zoning to allow the above noted business to carry on with existing wholesale operations, I would like to advise that we DO NOT SUPPORT this proposal.

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We would request that the wholesale manufacturing operations on this site be relocated to an industrial site that allows for this type of activity.

Thank you.

Name(s): Allan Poupart

Address: 1120 Caledonia Ave

Email [redacted]

Phone Number: [redacted]

Gmail

Marianne Ketchen [redacted]

Fernwood Coffee Company Letter

alfred cadger [redacted] Thu, Mar 4, 2021 at 6:11 PM
To: Marianne Ketchen [redacted]

Hi Marianne.....I agree with your opposition to T F C Co new expansion.....they need to divorce the coffee roast and grind from Cook & Caladonia ....its gonna be expensive but it will be the best for many reasons .....best regards .....Alf

[Quoted text hidden]

Gmail **Marianne Ketchen** [redacted]

Fwd: Proposed development at 1105 Caledonia

1 message

BOB RUTHERFORD [redacted] Wed, May 5, 2021 at 7:17 PM
To: Marianne Ketchen

Hi Marianne,

I sent this to Fernwood land use. You can include it in your package.

cheers
Bob

From: "bkrutherford" [redacted]
To: "fernwoodlanduse
Sent: Wednesday, May 5, 2021 7:16:27 PM
Subject: Proposed development at 1105 Caledonia

Bob and Karen Rutherford
1125 Caledonia

Attn. Kristen Atwood

We are opposed to the change in zoning proposed for 1105 Caledonia. The current non-conforming use at Fernwood Coffee is not appropriate for this residential neighbourhood.

Fernwood Coffee is fine but has also greatly impacted residential parking as it is a destination coffee shop and customers have no respect for resident only parking. The wholesale roasting operation increases the amount of traffic impacting the street.

Also despite the purification unit on the roof of the building when the breeze is from the west, as it often is, the smell of burning coffee beans is strong which Karen finds very distressing (she has stage 3 COPD).

The argument that the business is only viable with the roasting going on seems disingenuous as most of the many coffee shops in town have to buy their beans already roasted and are doing fine. And it appears to me that many of them are not as busy as Fernwood Coffee.

We do not believe that a wholesale coffee roasting business is appropriate for this location.

sincerely
Bob and Karen Rutherford.

Gmail Marianne Ketchen [redacted]

Fernwood Coffee Company

Karl Schanzenbacher [redacted] Wed, Mar 3, 2021 at 10:42 AM
To: Marianne Ketchen <
Cc: [redacted]

Hi,

You can proxy me as against the rezoning to allow wholesale manufacturing at 1105 Caledonia Avenue. I am not in favor of industrializing our neighborhood. You mentioned enough reasons in your letter.

Also, as I understand your letter, Fernwood Coffee has been wholesale manufacturing for the last three years on a site that is not zoned for this. Do you know why the city has allowed this to continue?

Cheers,

Karl Schanzenbacher
Resident owner
1128 Caledonia Avefnue

Dear Mayor and Council,

In addition to all the residents within 200 metres of this rezoning application being vehemently opposed to this application, we would also like to ensure you are aware of some of the real issues that we, living next door to the applicant, are suffering. As no one has made a site visit to our homes, we felt we should bring the site to you as you cannot make decisions of this catastrophic size without being in and a part of the problem that it presents.

We began our communication with bylaws in June of 2019, quite a while before Covid was even a part of our lives. We repeatedly complained about the increase in air quality, white noise, traffic and activity and asked for qualification of their activities, even on a foodsafe level with their manufacturing doors open through their entire production hours allowing for airborne particles to enter their food chain. Eventually we had to hire a lawyer to explore our rights as property owners. It was not until a lawyer was involved that it was revealed that indeed, the owners of this property have been operating illegally ever since they moved in. We are not sure how the city approved this operation within this zoning, unless it was not presented to them above board during the initial application process?

The two attached videos will help you to visualize the amount of ubiquitous off gases being pumped out and off their low roof top, SEVEN DAYS A WEEK, 10-12 HOURS A DAY. No one, who lives in a home, should have to live in it with their windows closed because of the amount of VOC's being expelled into their breathing space.

We do not believe this operation is far enough removed, nor high enough up, from residential properties even without residents who are asthmatics and COPD sufferers.

The videos illustrate the amount of ubiquitous gasses that frolick outside our dining room window, our front yards and those within its combustible range, all day long. This window is the only westerly facing window on our house and it must remain closed during their extended operations to try and reduce the amount of contaminated air within the home.

The increase in traffic, albeit secondary to air quality concerns, is beyond acceptable, with delivery trucks adding to the reduced air quality with most idling in place while loading and unloading, creating chaos by stopping illegally and blocking a through traffic lane. Caledonia Avenue is a public residential street and we are tired of it being held hostage every day for the loading and unloading for a manufacturing facility that does not belong in a commercial and residential area.

There are no customer parking signs on their property as stated in their letter of April 5th, they actually took down the former customer parking only sign. There is no staff bike storage either, it is now dedicated to additional manufacturing storage and houses a freezer

from time to time. Their wish to continue to do business as they have always done is an extremely unfair statement as the first year of their operation did not see mega tonnes of raw coffee beans being delivered weekly, nor was their manufacturing site operating seven days a week, 10 -12 hours a day. They actually did not even work weekends. The manufacturing facility they operate today is for wholesale distribution across Canada, they did not operate like this on North Park nor when they relocated to Caledonia Avenue. This company has monopolized the impacts that Covid has had on most of us and they have expanded their business to a point where it has taken unprecedented ownership of the street, the noise and air quality on the street. It is difficult enough for the residents who have endured the last 18 months of a take out window on the north side of their building that continues to hold the pedestrian walkway hostage also for those of us just wanting to safely get to the corner. How long are they going to keep the extremely profitable take out window in operation while they use the restaurant space for manufacturing overload. Have we not reached that step where they can now invite your customers back inside your restaurant and release the public sidewalk back to the public? We have been a tolerant group of residents, but we are at our tipping point.

With diminishing air quality due to the anticipated long fire season ahead of us, combined with the heavily polluted air within approximately 200 metres of their rooftop afterburner, the City will be putting its residents in an extremely unhealthy living environment should they allow this to continue. A manufacturing operation that increases air pollution, white noise (you can hear their roaster and grinder in our homes and in our yards, seven days a week, 10-12 hours a day) creates chaotic and extremely dangerous traffic situations and operates at full throttle day after day, DOES NOT BELONG ON A RESIDENTIAL STREET. We did not move here to live in dangerous conditions.

"The process of **roasting** green **coffee** beans emits air **pollutants** such as particulate matter, volatile organic compounds and fuel combustion byproducts. In addition, specific toxic compounds such as acrolein, acetaldehyde and formaldehyde are emitted as a **result** of the **coffee roasting** process."

We believe they willingly and knowingly acquired this property hoping the City would continue to not enforce the bylaws that were in place not only on the 1105 Caledonia Avenue site but also on their former 1115 North Park Street site. No one invests that kind of money into a real estate acquisition without completely ensuring the business and continued and expanding business operations are conducive to not only the bylaws governing the site but also in consideration to those who reside or operate in the area prior to such an acquisition. Full disclosure is essential.

The health implications alone are enough to say no to this application and request that the wholesale manufacturing facility be relocated to a site zoned for the health and welfare of all of those within the vicinity of such an operation. We believe the City needs to engage an

independent environmental company to provide written evidence that this environment is safe and healthy for those within its range of impact and a statement from the health authorities that you can produce a human consumed product that has been produced in an environment where there is no control over the airborne contaminants within the manufacturing facility as they bay door is wide open during their long hours of operations.

"**Roasting coffee** produces **chemicals** that, when inhaled, can cause serious, irreversible lung damage. The **chemicals** are released into the air in greater concentrations when the **coffee** is ground and during packaging."

Again, I welcome you to attend to my home and see, smell and hear what is really happening at 1105 Caledonia Avenue before making what we would hope to be an informed and explored decision. I personally, am suffering tremendously from the compromised air quality as I am an asthma sufferer.

We sincerely hope, that the rubber stamp that staff members of this company have already told us has been applied, if so, was done so with water soluble ink and that members of this council seriously look at the health and welfare of the residents in this commercial/residential area who have said NO to this application. The right decision is imperative for all concerned as the long term effects are clearly irreversible on the health and well being of the City's residents.

Sincerely,

Marianne Ketchen
1111 Caledonia Avenue

CITY OF VICTORIA |

Rezoning Application

For 1105 Caledonia Avenue

Committee of the Whole July 21, 2022

1

Aerial photo

2

Building transformation since 2018

3

Part of the North Park Village fabric

4

Proximity to residential property
Caledonia Street

5

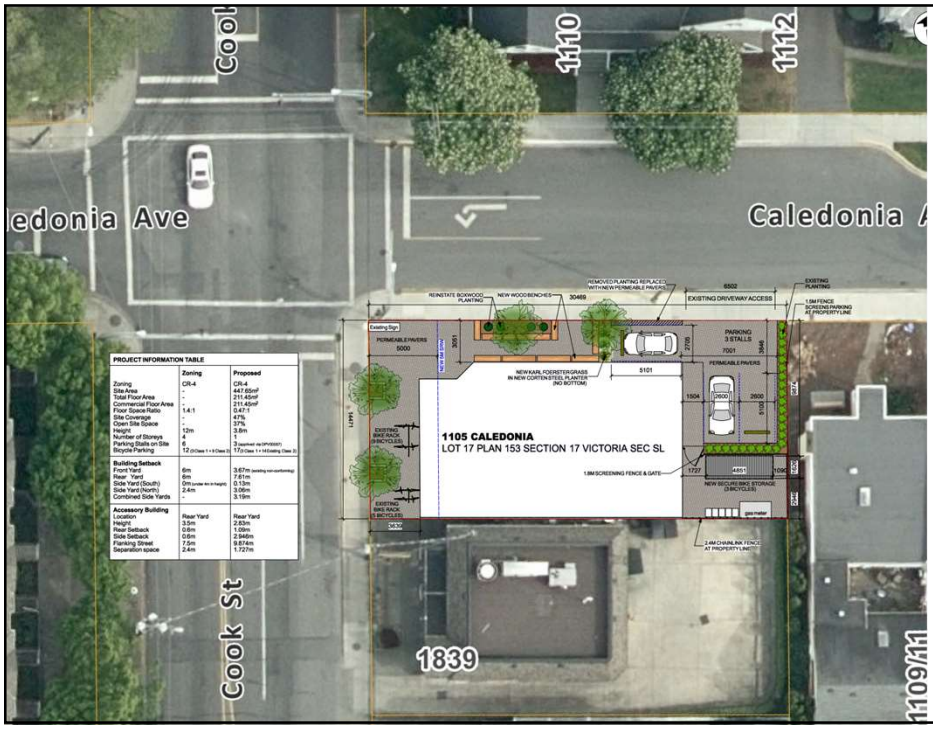
View of residential property from parking

CITY OF VICTORIA

6

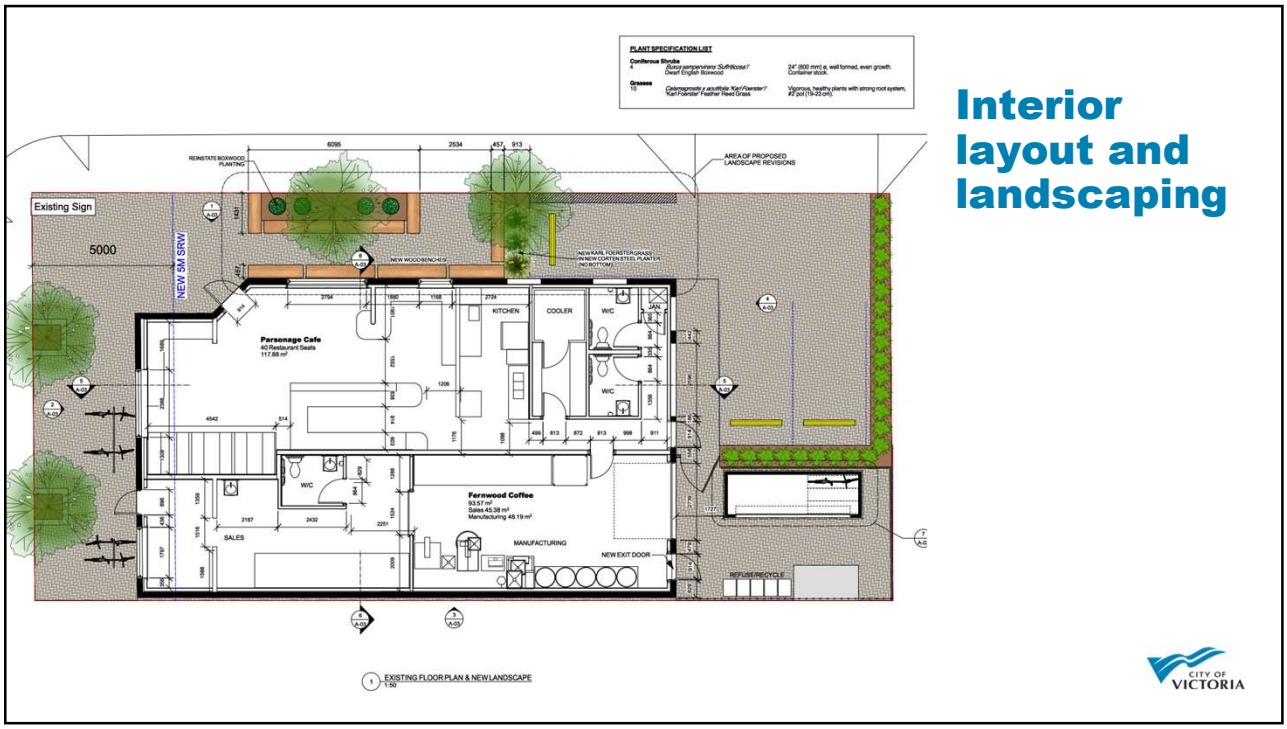
Commercial loading zone – Caledonia Street

7



Site plan

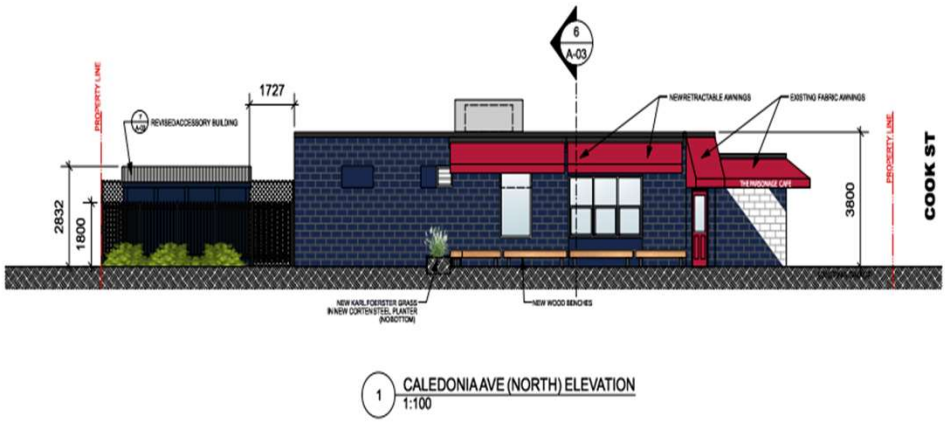
8



Interior layout and landscaping

CITY OF VICTORIA

9

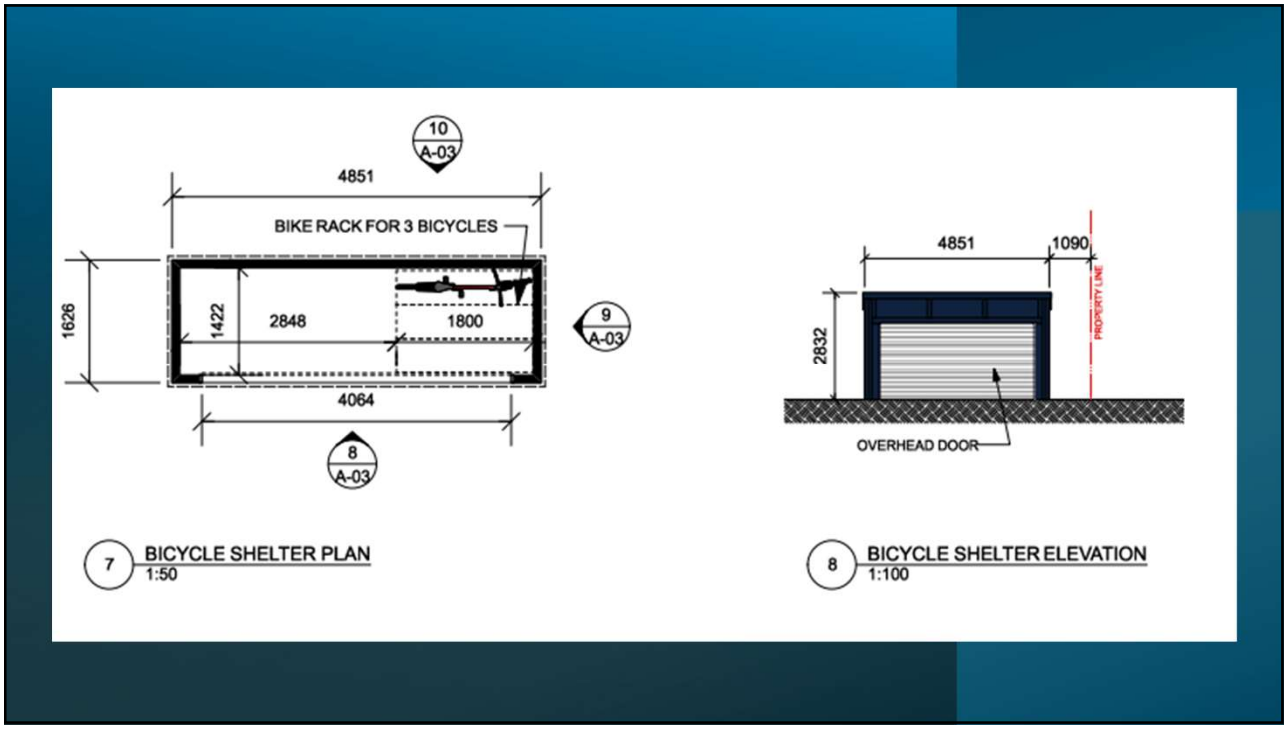


CITY OF VICTORIA

10

5
A-03
CALEDONIA AVE
3107
NEW KARL FOERSTER GRASS IN NEW CORTEN STEEL PLANTER (NO BOTTOM)
4 EAST ELEVATION
1:100
CITY OF VICTORIA

11


10
A-03
4851
BIKE RACK FOR 3 BICYCLES
1626
1422
2848
1800
9
A-03
4064
8
A-03
7 BICYCLE SHELTER PLAN
1:50
4851
1090
2832
PROPERTY LINE
OVERHEAD DOOR
8 BICYCLE SHELTER ELEVATION
1:100

12

OCP Policy Direction

- North Park Large Urban Village – uses are as follows:
  Low to mid-rise multi-unit residential and mixed use.
  Commercial, including visitor accommodation
  Live/work
  Home Occupations
- Economic guidelines for large urban villages do not include manufacturing. Manufacturing listed in Industrial designation only.
- Fernwood Strategic Directions
  No specific policies relating to this proposal

13

Committee of the Whole Report
For the Meeting of July 21, 2022

To:	Committee of the Whole	**Date:**	July 7, 2022
From:	Karen Hoese, Director, Sustainable Planning and Community Development		
Subject:	**Step Code Acceleration – Engagement Summary and Next Steps**		

RECOMMENDATION

1. That Council direct staff to:
   a. Prepare the necessary Building and Plumbing Regulation Bylaw amendments to adopt the approach to the BC Energy Step Code, and forthcoming BC carbon pollution standards outlined in Table 2 and Table 3 of this report following the release of the 2022 BC Building Code revision.
   b. Through engagement and analysis, explore requiring benchmarking for new and existing Part 3 buildings and requiring home energy labelling for Part 9 buildings.
   c. Develop educational communications to build public awareness and understanding of the benefits of decarbonization through electrification.
2. If Provincial regulations enabling local government to adopt carbon pollution standards do not come into effect with the next BC Building Code revision, that Council direct staff to prepare the necessary Building and Plumbing Regulation Bylaw amendments as outlined in Table 4 and Table 5 of this report, as an alternative to 1.a above.

EXECUTIVE SUMMARY

The purpose of this report is to provide Council with a summary of engagement on the BC Energy Step Code and BC carbon pollution standards, describe how the results of the engagement and further analysis has informed the recommended regulatory changes, and seek direction to prepare bylaw amendments.

In early 2022, an industry engagement process was launched as a collaboration between the City of Victoria, District of Saanich and the District of Central Saanich, with support from the Capital Regional District (CRD). During engagement, industry participants expressed support for focusing regulation on limiting greenhouse gas emissions from new construction contingent upon the provision of sufficient notice for regulatory changes. Analysis has been conducted on community emissions modelling, the regulatory tools available to reduce greenhouse gas (GHG) emissions, local Step Code compliance data, and a Provincial costing and energy modelling study that informs and supports the recommended regulatory changes.

One of the key findings of this analysis is that while the highest steps of the Step Code reduce overall energy use in buildings, the focus on efficiency rather than emissions results in buildings that continue to emit significant emissions over their lifetime. The forthcoming BC carbon pollution standards will regulate emissions directly. Focusing regulation on emissions rather than efficiency is the surest path to reducing emissions.

The recommendation, if implemented, will advance carbon pollution standards until mid-2025 when all new buildings will be required to meet a zero-carbon ready[1] standard and will also harmonize Step Code adoption with the Provincial schedule as they catch up with existing local building energy efficiency standards. The recommendation is specifically to implement the following adoption schedule for new buildings:

- Residential buildings between four and six storeys will be required to achieve Step 3 and a low carbon standard by July 1, 2024, and Step 3 and a zero-carbon ready standard by July 1, 2025.
- Residential buildings over six storeys and commercial buildings will be required to achieve Step 2 and a low carbon standard by July 1, 2024, and Step 2 and a zero-carbon ready standard by July 1, 2025.
- Low density residential buildings such as single-family dwellings, duplexes and townhouses will be required to achieve Step 3 and a low carbon standard by July 1, 2023, and Step 3 and a zero-carbon ready standard by January 1, 2025.

Engagement and analysis have demonstrated that the electrification of buildings is achievable for the building and development industry and will set the City up for success in achieving the necessary community greenhouse gas emission reductions.

These proposed regulatory changes fulfil actions in the City's Strategic Plan, and support goals in the OCP and Climate Leadership Plan. The goal of the engagement and analysis was to find a regulatory pathway to achieve the GHG emission reduction targets while striking a balance that would provide the building and development industry with sufficient notice to adjust to changing regulations. It is believed that the recommended approach achieves these goals.

PURPOSE

The purpose of this report is to provide Council with a summary of the regional Step Code engagement process, the forthcoming BC carbon pollution standards, and to seek direction to develop bylaws that will adopt carbon pollution standards for new buildings.

BACKGROUND

What Is Step Code?

The BC Energy Step Code is an optional compliance path in the BC Building Code that local governments may use to require a level of energy efficiency in new construction that goes above and beyond the requirements of the BC Building Code. The Step Code is divided into two main segments, steps that apply to Part 9 Residential buildings (single family dwellings, duplexes, triplexes, townhouses, and laneway homes), and steps that apply to Part 3 buildings (multi-unit, commercial, mixed use, office, and hotels).

[1] For a building to meet a zero-carbon ready standard, most will use electricity for all building systems. As the BC Hydro grid does not yet provide 100% renewable energy, these buildings are 'ready' to be zero-carbon upon the decarbonization of the grid, which is planned for 2030.

For Part 9 residential buildings, there are five 'steps' with each step increasing energy efficiency beyond the standard code requirements. Buildings will be 10% more efficient at Step 2, 20% more efficient at Step 3, 40% more efficient at Step 4 and 80% more efficient at Step 5. For most Part 3 buildings, there are four steps. Buildings will be 20% more efficient at Step 2, 40% more efficient at Step 3, and 80% more efficient at Step 4. For all building types, Step 1 requires the measurement of energy efficiency, but no increased efficiency requirements.

Step Code in Victoria

The BC Energy Step Code was first adopted in Victoria on November 1, 2018, with higher steps coming into effect on January 1, 2020. The current requirement is for high-rise, concrete residential and commercial buildings and small homes (garden suites) to reach Step 2, and single family homes, duplexes, townhomes and mid-rise, wood frame residential buildings to reach Step 3.

Council Direction

The City's Strategic Plan (2019-2022) includes an action to expedite implementation of the BC Energy Step Code to reach upper steps to rapidly reduce emissions from new construction. At the November 14, 2019 meeting, Council directed staff to:

> *Adopt the strategies and directions contained within the High Impact Initiatives section of this report to meet the CLP [Climate Leadership Plan] and new policy direction objectives.*

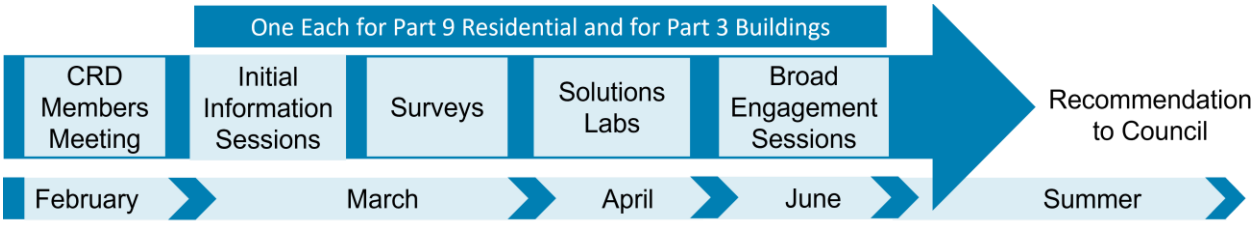
The following excerpt from High Impact Initiative Three: Low Carbon Step Code summarizes the direction and the intent:

> *In order to ensure that new builds at lower 'steps' avoid using fossil fuel heating systems, the City is proposing the introduction of a 'Low Carbon Pathway' included in the tiered steps, as an alternative compliance path. This approach would present a more direct path toward addressing carbon reduction in new construction, and would incent builders to meet zero emissions targets, through a relaxation of Step Code requirements in favour of zero-emissions heating systems. This gives the City more flexibility in simultaneously achieving lower carbon new builds, while still meeting BC Energy Step Code requirements, at or before 2032.*

Since this direction from Council, staff have been collecting and analyzing data on local Step Code compliance, engaging at the provincial level regarding the development of BC carbon pollution standards, conducting an analysis of local, regional and provincial data and completing an industry engagement process. The industry engagement process was completed in collaboration with the District of Saanich and the District of Central Saanich, with support from the Capital Regional District (CRD). The industry engagement followed the process outlined in Diagram 1.

This report marks the completion of regional industry engagement and the additional analysis needed to inform the proposed regulatory changes.

Diagram 1: 2022 Regional Engagement Timeline



**Part 9 residential buildings are residential buildings which are three stories or less, 600m² or smaller; Part 3 buildings are all buildings larger than three stories and/or larger than 600m².*

ISSUES & ANALYSIS

1. Technical Review

a. Greenhouse Gas Emissions Reductions

GHG emissions modelling has shown that to achieve the 80% reduction in community-wide emissions committed to in the Climate Leadership Plan, all new construction must be built to use 100% renewable energy by 2025. This should achieve the 7% of community emissions reductions from new construction that is projected to be necessary by 2050.

b. Implications of the BC Energy Step Code on GHG Emissions

In June 2019, the BC Energy Step Code Council published a report entitled *"Implications of the BC Energy Step Code on GHG Emissions."* This report sought to understand the relationship between the BC Energy Step Code efficiency standards and GHG emissions reductions. The key finding was that while the Step Code reduces overall energy use in buildings, its focus on efficiency results in buildings that continue to emit significant emissions over their lifetime.

GHG emissions remain relatively high for some buildings and not others primarily because of the energy source for space heating and domestic hot water systems. Buildings that have mechanical systems that use natural gas emit far more GHGs than those that use electricity. According to the BC Building Code (BCBC), one gigajoule (GJ) of natural gas has approximately 17 times higher global warming potential than one GJ of electricity. This means that if a building uses 100 GJs of natural gas in a year it produces 5.1 tonnes of carbon dioxide equivalent (tCO_2e). If it uses 100 GJs of electricity, it produces 0.3 tCO_2e. This disparity in global warming potential is exacerbated by the relative efficiency of electric and gas fired equipment. In most cases, gas equipment is less efficient than electric equipment. This means that gas uses more energy to produce the same amount of heat.

As the primary cause of emissions from buildings is the energy source (i.e., electricity or gas) used for space and domestic hot water heating, it is the fuel source that must be addressed to consistently reduce emissions from new construction.

c. BC Carbon Pollution Standards

The BC carbon pollution standards are new regulations that are expected to be added to the BC Building Code in December 2022. It is expected to provide local governments with the ability to limit

GHG emissions from new construction. The BC carbon pollution standards will be available for municipalities to opt into and are expected to have four levels:

1. Measure-only (requires measurement of a building's emissions without reductions and is intended to build knowledge and capacity)
2. Medium carbon (in most cases, will require electrification of either space heating or domestic hot water systems)
3. Low carbon (in most cases, will require electrification of both space heating and domestic hot water systems)
4. Zero-carbon (in most cases will require the full electrification of a building)

In practice the BC carbon pollution standards use a GHG intensity (GHGi) and total GHG emission maximums to achieve the stated intent of each threshold. The details of these carbon pollution standards can be found in Attachment A: BC carbon pollutions standards.

d. Provincial Adoption Schedule

The Province has announced anticipated adoption dates for both the BC Energy Step Code and the BC carbon pollution standards. Table 1 outlines the expected adoption schedule.

Table 1: BC Adoption Schedule for Step Code and carbon pollution standards

BCBC	Dec. 2022	Dec. 2024	Dec. 2027	Dec. 2030	Dec. 2032
Expected Adoption	20% better efficiency and carbon optional regs	Medium carbon	Low carbon and 40% better efficiency	Zero carbon	80% better efficiency
Regulations	*Step Code and carbon pollution*	*Carbon Pollution*	*Step Code and carbon pollution*	*Carbon pollution*	*Step Code*

e. Building Permit Analysis

Energy models that have been submitted with building permits have been compiled to analyse the relationship between the GHG intensities of buildings and the energy systems that are being installed. A strong correlation has been found between electrification of major building systems and lower GHG intensities. In all cases, buildings that are fully electric meet or are very close to meeting proposed zero carbon ready standards. Conversely, buildings that use primarily natural gas are rarely able to achieve even the medium carbon standard. While not the majority, many buildings are being built fully electric by industry leaders.

f. Costing Analysis

Two costing studies were reviewed to better understand the potential cost implications of electrifying most, or all buildings' systems; one from the Building and Safety Standards Branch of the Provincial Government and a second by the City of Vancouver. These studies found that incremental capital costs for all building types fell within a range of 0.1% cost savings to a high of 2.2% increased costs. These costs varied depending on the electric systems that were chosen and will vary further depending on what is considered to be the baseline building. Operating costs were also analysed. The modelled operating cost implications varied from a savings of 7% to an annual cost increase of 2.2%.

The technical review has found that the building and development industry is technically capable of meeting both the low carbon and zero carbon ready standards today, and what is needed is time and clarity for industry to integrate new requirements into building, site planning and design. For more details, please see Attachment B: Technical Review: Step Code and Carbon Pollution Standards.

2. Summary of What We Heard Through Engagement

The building and development industry engagement included over 150 connections with professional builders, developers, home designers, architects, engineers, energy modellers and Energy Advisors in the region, and amounted to a general agreement to focus additional regulation on reducing GHG emissions rather than on increasing efficiency.

The first survey sought to better understand the challenges that industry would expect if they were required to meet the highest steps of the Step Code and if they were required to electrify major building systems. For the Step Code, the challenges identified were varied, but the most common challenges identified for all building types included concerns about the availability of appropriate equipment, incremental cost increases, design challenges, availability of appropriate expertise and lack of consumer demand for energy efficient buildings. When those involved in building Part 9 buildings were asked whether they felt there were barriers to implementing low carbon energy (electric) space heating systems in new Part 9 buildings, most (71%) said no. When asked about electric hot water systems most (63%) also said no. Those who said there were challenges (17% and 29% respectively) identified incremental cost, availability of equipment and low confidence in relatively new technology as barriers.

When those involved in building Part 3 buildings were asked whether they felt there were barriers to implementing low carbon energy (electric) space heating systems in new Part 3 buildings, half (50%) said no, 31% said yes. For those that said there were barriers, the top three picks were availability of appropriate equipment, confidence in relatively new practices/equipment and electric servicing. When those involved in building Part 3 buildings were asked about electric hot water systems the most common (44%) response was that there are barriers, 37% said that there weren't barriers. The top challenges identified for hot water systems were operating costs, electrical servicing and incremental cost increases.

This initial survey was focused on identifying challenges and barriers that were discussed in detail by two Solutions Labs that were convened on April 20, 2022. The key outcomes from both the Part 9 and Part 3 solutions labs were:

- there is agreement on the need for carbon emission reductions
- there is support for focusing regulation on greenhouse gas emissions reduction; efficiency is secondary
- current Step Code requirements do not fundamentally change how buildings are built, accelerating to higher steps could
- significant lead time and/or grandfathering before new regulations come into effect is desired, and the lead time needed varies by building type and depending on the regulatory change
- construction costs are a key concern
- simplicity in messaging, keep policy simple and easy to understand
- education/training – labour market challenges a concern
- the housing availability and affordability challenge is a core consideration that forms a backdrop for this work
- decarbonizing is technically possible and is achievable by the building industry

- consumer understanding is lagging, consumers don't typically understand the benefits of efficiency and decarbonization
- builder and trades training would support new efficiency and carbon regulations
- regional consistency remains a priority
- how the FortisBC grid and renewable natural gas (RNG) will contribute is an open question
- BC Hydro grid capacity and connection process is an ongoing concern.

The final phase of engagement included four opportunities for submitting feedback. The primary method was through two virtual engagement sessions during which participants were asked to participate in several polls which amounted to a short survey by the end of the session. The polls were also compiled into a survey which was open for participation from June 2 to June 13. For those that had more detailed feedback than the survey allowed, one-on-one meeting time slots were advertised although none were completed.

The polls demonstrated that there is a high level of agreement with the proposed adoption scenarios for both Part 9 and Part 3 buildings with just two in each category expressing serious disagreement. In both the Part 9 and Part 3 polls "Fully Agree" was the most common response (35% for Part 9 and 46% for Part 3). Because of the support for the adoption pathway that was presented to industry, there are no substantive changes between it and the adoption pathways that are recommended.

When asked to elaborate upon points of contention or reservations, some felt that timelines for adoption could be faster or that the Step Code could be advanced more quickly. For those that did not fully agree due to concerns about how ambitious the proposed approach is, the concerns varied from the need for backups due to perceived reliability issues with electricity, concerns about regional consistency and concerns about municipal capacity to enforce new regulation. Please see Attachment C – Final Engagement Report: Step Code and Carbon Pollution Standards to review detailed feedback received.

3. Recommended Adoption Timelines and Actions

The goals of the recommended approach are to minimize the number of changes, provide adequate notice to industry and meet required GHG emissions reductions. The proposal is to advance the BC carbon pollution standards until mid-2025 when all new buildings will be required to meet zero carbon ready standards and to harmonize with the Provincial advancement of the Step Code as they catch up with existing local building energy efficiency standards. Table 2 and Table 3 provide additional detail by building type including the step of the Step Code that is and will be required.

Table 2: Part 3 BC carbon pollution standards and Step Code Adoption Schedule

Part 3	Current Bylaw	Proposed Bylaw		
	January 1, 2020	**Effective with Bylaw Adoption**	**July 1, 2024**	**July 1, 2025**
RESIDENTIAL (Group C) **Between 4 and 6 storey**	Step **3**	Measure and Report GHGi	Step **3** AND Low Carbon	Step **3** AND Zero Carbon Ready
RESIDENTIAL (Group C) **Over 6 storey**	Step **2**		Step **2** AND Low Carbon	Step **2** AND Zero Carbon Ready
COMMERCIAL (Group D and E)	Step **2**		Step **2** AND Low Carbon	Step **2** AND Zero Carbon Ready
ASSEMBLY/ CARE (Group A & B)	Not currently required	Step **1**		

Table 3: Part 9 BC carbon pollution standards and Step Code Adoption Schedule

Part 9	Current Bylaw	Proposed Bylaw	
	January 1, 2020	**July 1, 2023**	**January 1, 2025**
RESIDENTIAL (Group C)	Step **3**	Step **3** AND Low Carbon	Step **3** AND Zero Carbon Ready

a. Alternative Adoption Approach

There is a risk that the 2022 BCBC Revision may not provide the ability for local governments to regulate carbon emissions directly. While the Building and Safety Standards Branch has made it clear that is their intention, it is possible that it may not happen. To mitigate this risk and ensure that the City stays on track with reducing emissions from new buildings the following 'step back' option is proposed for each building type. This option would provide that if an owner voluntarily meets the relevant carbon pollution standards, then they are not required to move up to the higher step at the prescribed timeline. Research indicates it is likely most projects would choose to meet the proposed BC carbon pollution standards rather than the highest step making emissions reductions likely, although not guaranteed. Table 4 and Table 5 provide the specific detail of the alternative proposal.

Table 4: Part 3 Carbon Pollution Limit and Step Code Adoption Schedule

Part 3	Current Bylaw	Proposed Bylaw		
	January 1, 2020	**Mar. 1, 2023**	**July 1, 2024**	**July 1, 2025**
RESIDENTIAL (Group C) **Between 4 and 6 storey**	Step **3**	Measure and Report GHGi	Step **4** OR Step 3 AND Low Carbon	Step **4** OR Step 3 AND Zero Carbon Ready
RESIDENTIAL (Group C) **Over 6 storey**	Step **2**		Step **4** OR Step 2 AND Low Carbon	Step **4** OR Step 2 AND Zero Carbon Ready
COMMERCIAL (Group D & E)	Step **2**		Step **3** OR Step 2 AND Low Carbon	Step **3** AND Step 2 AND Zero Carbon Ready
ASSEMBLY/ CARE (Group A & B)	Not currently required.	Step 1		

Table 5: Part 9 Carbon Pollution Limit and Step Code Adoption Schedule

Part 9	Current Bylaw	Proposed Bylaw	
	January 1, 2020	**July 1, 2023**	**January 1, 2025**
RESIDENTIAL (Group C)	Step **3**	Step **5** OR Step 3 AND Low Carbon	Step **5** OR Step 3 AND Zero Carbon Ready

The recommendation includes this alternate approach in the event the BCBC updates do not include opportunities for local governments to regulate carbon emissions directly.

4. Projects Required to Connect to District Energy Systems

There are some properties in Victoria that are required to connect to district energy systems such as those at the Dockside Green development. The GHG emissions factor of the district energy system will be different from that of the FortisBC and BC Hydro grid. The difference in emissions factor and the requirement for new developments to connect means that these projects will require special consideration in the drafting of the final bylaw. Exactly how these instances will be handled is yet to be determined and requires additional analysis and discussion.

5. Support Needed for Industry

The City has a Senior Energy Specialist position that is currently in recruitment and is envisioned to support the implementation of the BC Energy Step Code and the BC carbon pollution standards. This position will coordinate training with industry and government partners such as BC Hydro and the Province, and work on permitting compliance verification. Ensuring that industry is aware of existing Provincial and BC Hydro incentives that support electrification will be critical to easing the transition to fully electric buildings and in encouraging the Province and BC Hydro to continue to offer these incentives.

Consumer education was identified during engagement as an important component in the transition to Zero Carbon buildings. A newly developed City education program called *Climate Friendly Homes* will seek to inform residents of the benefits of electrification of existing buildings, it could be expanded to include new buildings in addition to existing buildings. This will assist builders and developers in the design and sales stages.

6. Next Steps

Should Council direct staff to proceed with the recommended approach, amendments to the City's Building and Plumbing Bylaw will be required to implement these actions, and staff would bring the bylaw amendments forward for consideration of first and second readings.

If the bylaw amendments are approved, ongoing monitoring of compliance will also be needed to ensure that new buildings are achieving the emissions reductions necessary to meet the needs identified in the community energy modelling. This monitoring can take place in the following ways:

- evaluating energy models submitted for building and occupancy permits
- through potential benchmarking and home energy labelling requirements.

Ongoing industry engagement and public education efforts to increase awareness of the benefits of decarbonizing new construction will also be part of implementation.

In recognition of the relatively long timelines associated with the recommended regulation adoption and those associated with most building projects, a two to three-year monitoring period is recommended following any regulation changes Council may choose to adopt. A report would be brought forward to Council at the end of this monitoring period, providing an evaluation of outcomes against the GHG emissions reductions required of new construction.

OPTIONS & IMPACTS

Option 1 (Recommended)

Direct staff to prepare Building and Plumbing Regulation Bylaw amendments as outlined in Table 2 and 3 in this report and bring these amendments for first and second reading following the release of the 2022 BCBC Revision. This option is the most effective way to achieve the GHG emission reductions required of new construction to meet the City's climate commitments.

Option 2 – Alternative Adoption Approach (also Recommended)

Alternatively, if Provincial regulations enabling local government to adopt carbon pollution standards do not come into effect with the next BC Building Code revision, that Council direct staff to prepare necessary Building and Plumbing Regulation Bylaw amendments as outlined in Table 4 and Table 5 of this report.

Accessibility Impact Statement

The proposed adoption of the BC carbon pollution standards will not impact accessibility in any obvious way. However, the increasing use of heat pumps in units, corridor and common areas could lead to increased thermal comfort during heat events for those will limited mobility. This will increase the livability of all buildings.

2019 – 2022 Strategic Plan

This project is focused on implementing Action 10 listed under Strategic Plan Objective 6, Climate Leadership and Environmental Stewardship.

Impacts to Financial Plan

There are no impacts anticipated to the Financial Plan if Council approves the recommendation. The additional staff time required to ensure the transition to zero carbon ready buildings is already accounted for in the creation and resources of the Senior Energy Specialist position.

Official Community Plan Consistency Statement

This initiative is consistent with the OCP and is focused on implementing direction provided in Section 12: Climate Change and Energy, in particular goal 12 (B): New and existing buildings are energy efficient and produce few greenhouse gas emissions.

CONCLUSIONS

The proposed regulatory changes fulfil actions in the City's Strategic Plan and support goals in the OCP and Climate Leadership Plan. The goal of the engagement and analysis was to find a regulatory pathway to achieve the GHG emission reduction targets while striking a balance that would provide the building and development industry sufficient notice to adjust to changing regulations. It is believed that the recommended approach achieves these goals.

Respectfully submitted,

Derek de Candole	Karen Hoese, Director
Community Energy Specialist	Sustainable Planning and
Community Planning Division	Community Development Department

Report accepted and recommended by the City Manager.

List of Attachments

- Attachment A: BC Carbon Pollution Standards
- Attachment B: Technical Review: Step Code and Carbon Pollution Standards
- Attachment C: Final Engagement Report: Step Code and Carbon Pollution Standards

Attachment A: Excerpt from the Provincial policy bulletin for reducing greenhouse gasses from new construction

A best practices bulletin for local governments and other Authorities Having Jurisdiction.
February 2022

About this bulletin

The Province of British Columbia is introducing greenhouse gas (GHG) reduction targets for new buildings into the BC Building Code, which local governments may reference in their building or zoning bylaws. These targets will enable local governments to regulate the emissions of new construction in their communities.

This bulletin provides an overview of the greenhouse gas reduction (GHG) targets, the Province's intentions and policies regarding the targets, and guidance for Authorities Having Jurisdiction who wish to implement the GHG targets.

The information provided here is for guidance only and is not a substitute for provincial legislation. It is not legal advice and should not be relied upon for that purpose.

This document is analogous to the 2017 Provincial Policy Guide for Local Government Implementation of the BC Energy Step Code.

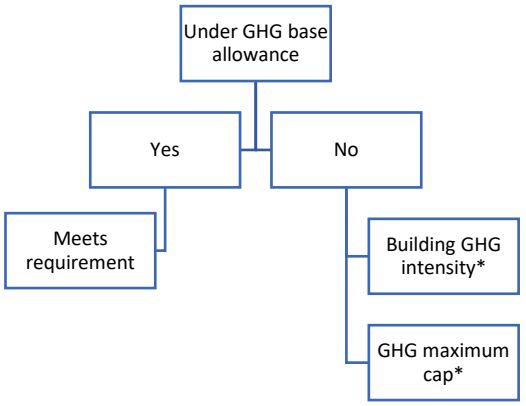
Proposed Part 3 carbon pollution standard metrics

Figure 1: Proposed Part 3 metrics

(all GHGI targets in $kgCO_2e/m^2/year$)	Medium	Low	Zero Carbon Ready
MURB	7	3	1.8
Office	5	3	1.5
Retail	6	3	2
Hotel	9	4	2

Proposed Part 9 carbon pollution standard decision tree

Figure 2: Decision tree for Part 9 builders



*Whichever emits *less* total GHG

Proposed Part 9 carbon pollution standards

	GHG Base Allowance *(ideal for small houses)*
	kg CO2e per unit
Medium	1050
Low	440
Zero Carbon Ready	265

	Whichever emits less total GHG		
	Building GHG Intensity *(ideal for medium-sized houses)*	**OR**	**GHG Maximum Cap** *(limits emissions of the largest houses)*
	$kgCO_2e/m^2/year$		kg CO2e per unit
Medium	6		2400
Low	2.5		800
Zero Carbon Ready	1.5		500

DRAFT

Proposed Part 9 carbon pollution prescriptive standards

	Action
Medium	Decarbonize heat
Low	Decarbonize both heat and hot water
Zero Carbon Ready	Fully decarbonized building

DRAFT

2022

Technical Review: Step Code and Carbon Pollution Standard

Charting a Path to Net Zero Emissions Buildings in the Victoria Region

July 5, 2022

CITY OF VICTORIA

Saanich

Central Saanich

CRD

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1.0 Introduction

This technical review summarizes the qualitative and quantitative data that was compiled and analyzed to inform the proposed Step Code and Carbon Pollution Standard adoption pathway. This is a supplement to the engagement process that was undertaken. This technical review includes background information on the BC Energy Step Code and carbon pollution standards, a discussion of Step Code policy adopted by other BC local governments, a discussion of related Provincial policy that will have impacts on new construction, an overview of local Council Direction and the impact of such legislation on local greenhouse gas (GHG) emissions models and targets, an analysis of building permits data, and a summary of a Provincial modelling and costing study. Each section contributes to the body of knowledge that informs the Step Code and carbon pollutions standards adoption approaches being taken by local governments in the Capital Regional District. This is a companion document to the *Final Engagement Report: Step Code and Carbon Pollution Standards, July 2022,* which summarizes the industry engagement conducted.

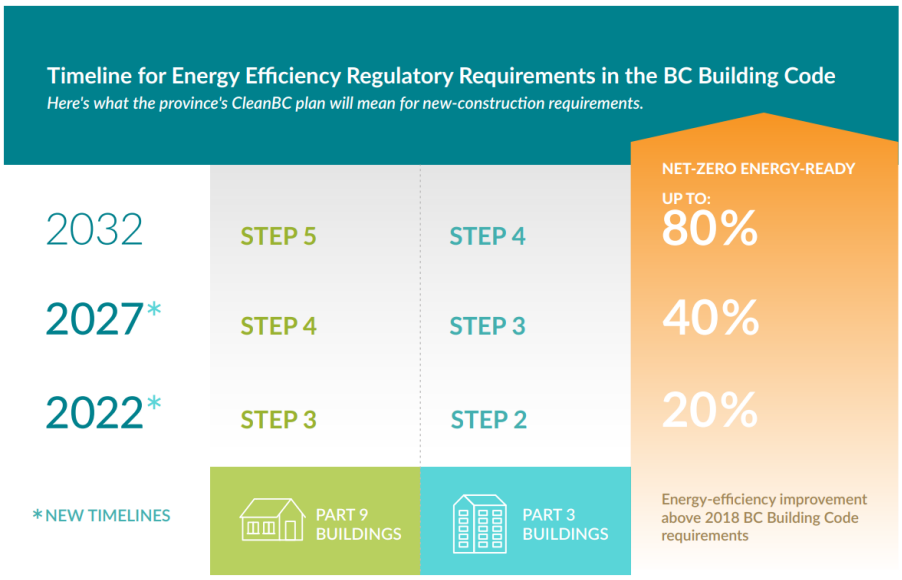
2.0 BC Energy Step Code and Provincial Policy

The BC Energy Step Code is an optional compliance path in the BC Building Code that local governments may use to require a level of energy efficiency in new construction that goes above and beyond the requirements of the BC Building Code[1]. The Step Code is divided into two main segments, Steps that apply to Part 9 Residential buildings (single family dwellings, duplexes, triplexes, townhouses, and laneway homes), and Steps that apply to Part 3 buildings (multi-unit, commercial, mixed use, office, and hotels).

For Part 9 residential buildings, there are five 'Steps' with each Step increasing energy efficiency beyond the standard code requirements. Buildings will be 10% more efficient at Step 2, 20% more efficient at Step 3, 40% more efficient at Step 4, and 80% more efficient at Step 5. For most Part 3 buildings there are four Steps. Buildings will be 20% more efficient at Step 2, 40% more efficient at Step 3, and 80% more efficient at Step 4. For all building types, Step 1 requires the measurement of energy efficiency, but no increased efficiency requirements. The steps for Part 9 and Part 3 buildings are outlined in Figure 1.

[1] energystepcode.ca

Figure 1: Provincial Step Code Adoption Schedule



2.1 Step Code Adoption in the Victoria Region

Several local governments in the Capital Region have adopted the Step Code. The current Step Code compliance requirements for the City of Victoria, District of Saanich and District of Central Saanich are outlined in Table 1 below.

Table 1: Step Code Adoption in Victoria, Saanich and Central Saanich

Building Type	Compliance Requirement
Part 9 Buildings	Step 3
Part 9 – 111.5 m2 or less*	Step 2
Part 3 – residential wood frame building six stories or less	Step 3
All other Part 3 Buildings	Step 2

*Central Saanich does not have this relaxation for small buildings

Based on considerable engagement and GHG modelling completed in the development of their respective climate plans, the Councils in the City of Victoria, District of Saanich and District of Central Saanich have set direction to staff to meet the following targets:

- Highest steps of the BC Energy Step Code by 2025
- 100% renewable energy and/or net-zero carbon in new construction by 2030
- 50% community-wide GHG emission reductions by 2030

The City of Victoria and District of Saanich have also directed staff to:

- Accelerate adoption of net-zero carbon new construction/quickly decarbonize new construction
- Integrate a carbon/GHG emissions cap into Step Code adoption
- Adopt the highest Steps of the Step Code by 2025 (in the City of Victoria this is for most buildings and then 2027 for some part 3 buildings)

2.2 Step Code Policy and Adoption in BC

There are a wide variety of approaches that have been taken by local governments to adopt the Step Code in BC. Several jurisdictions have adoption schedules that reach the highest steps for the most common building types. It is common for building bylaws to include schedules that indicate future adoption dates for the highest steps for all part 9 residential buildings, and all part 3 residential buildings (below 6 stories). While some jurisdictions have adoption dates in bylaw for all building types, most jurisdictions do not have specific dates for the highest steps for buildings such as garden suites, residential buildings over 6 stories, and buildings with business, personal service and mercantile occupancies.

Several jurisdictions have adopted an approach that requires higher or highest steps of the Step Code but allows for an optional lower steps to be met for buildings built with a low carbon energy system (LCES). The definition of a LCES varies, most common is a specific greenhouse gas emissions intensity (GHGi) score, 3 or 6 kg/m^2/year are both currently in use. Surrey allows connections to their district energy system as a LCES, Richmond includes an absolute tCO_2e/year as a secondary definition.

Details related to Step Code and LCES adoption schedules for various BC jurisdictions are outlined in Tables 2 – 9 below.

Table 2: City of Surrey Step Code Adoption[2]

Buildings Type	Building Bylaw		Future Anticipated	
	Apr. 1, 2019	Jan. 1, 2021	2023	2025
Part 9 Residential	Step 1	Step 3	Step 4	Step 5
Part 3 Residential	Step 3 or Step 2 with LCES*		Step 4 or step 3 with LCES*	
Part 3 Group D&E	Step 2		Step 3	

**LCES defined as GHGi @max. 6 kg/m2/yr.*

Table 3: City of North Vancouver Step Code Adoption

Buildings Type	Building Bylaw	
	July 1 2018	July 1 2021
Part 9 Residential	Step 3	Step 5 or Step 3 with a LCES*
Part 3 Residential	Step 3 or Step 2 with LCES*	
Part 3 Groups A & B	Step 1	
Part 3 Group C	Step 3	
Part 3 Groups D&E	Step 2	

**LCES defined as GHGI @ max of 3 kg/m2/yr*

Table 4: City of Burnaby Step Code Adoption[3]

Buildings Type	Current Requirements
All Part 9 Buildings	Step 1
All Part 3 Buildings	Step 1
Part 3 projects that require a rezoning	Step 3 OR Step 2 with a low-carbon energy system and greenhouse gas emission limits

[2] City of Surrey Builder session presentation, December 8, available at: https://www.surrey.ca/sites/default/files/media/documents/BuildersessionDec8withspeakernotes.pdf, and BC Energy Step Code for New Buildings, City of Surrey, available at https://www.surrey.ca/renovating-building-development/green-buildings/bc-energy-step-code-for-new-buildings

[3] City of Burnaby Green Building & Land Development webpage, available at https://www.burnaby.ca/services-and-payments/construction-and-renovation/green-building-and-land-development

Table 5: City of New Westminster Part 9 Step Code Adoption[4]

Part 9 Residential	**January 1, 2020**
*Single- or Two-*Family *Dwellings*	Step 3
Laneway and Carriage Dwellings	Step 2
Townhomes and Apartment Buildings up to three floors	Step 3

Table 6: City of New Westminster Part 3 Step Code Adoption

Part 3 Multi-Family Residential	**January 1, 2020**
Group C – Residential Occupancies 6 stories or less and combustible construction *Group C – Residential Occupancies over 6 stories or non-combustible construction* *Hotels / Motels*	Step 3 OR Step 2 with approved Low Carbon Energy System*
Offices (Personal and Personal Services) *Other Group D and E Occupancies (Mercantile)*	Step 2

**"Low Carbon Energy System" means the space heating, cooling and domestic hot water heating mechanical systems in a building that is supplied energy through a connection to a district energy utility, or a building-scale or site-scale thermal energy system, that is designed to meet a minimum of 70% of the building's annual heating, cooling and domestic hot water from a renewable energy source, as approved by the City.*

[4] City of New Westminster Building Bylaw No. 8125, 2019, available at: https://www.newwestcity.ca/database/files/library/Consolidated_Bylaw_8125__2019_Building.pdf

Table 7: City of Richmond Part 9 Step Code Adoption[5]

	Current Bylaw	Proposed Bylaw	Future Amendments		
	Dec. 2020	July 2022	July 2023	Jan. 2025	Jan 2027
Single Family Dwellings, Duplexes and Multiplexes including townhomes and Apartments	Step **3** *-or-* Step **2** + LCES <6kg/m^2	Step **5** *-or-* Step **4** *-or-* Step **3**+ LCES <2.5kg/m^2	Step **5** + BC GHGI: Mid Carbon *-or-* Step **4** + BC GHGI: Low Carbon *-or-* Step **3** + BC GHGI: Zero Carbon Ready	Step **5** + BC GHGI: Low Carbon *-or-* Step **4** + BC GHGI: Zero Carbon Ready	Step **5** + BC GHGI: Zero Carbon Ready

***Table 8*: City of Richmond Part 3 Step Code Adoption**

	Current	Proposed	Future Amendments		
	Dec. 2020	**July 2022**	**July 2023**	**Jan. 2025**	**Jan 2027**
Office and Retail	Step **2**	Step **3** *-or-* Step **2** + LCES	Step **3** + BC GHGI: *-or-* Step **2** + BC GHGI	Step **3** + BC GHGI:	Step **3** + BC GHGI:
Residential: Wood Frame (mid-rise)	Step **3**	Step **4** *-or-* Step **3** + LCES	Step **4** + BC GHGI: *-or-* Step **3** + BC GHGI	Step **4** + BC GHGI:	Step **4** + BC GHGI:
Residential: concrete Frame	Step **3** -or- Step **2** + LCES	Step **3** *-or-* Step **2** + LCES	Step **3** + BC GHGI: *-or-* Step **2** + BC GHGI	Step **4** + BC GHGI: *-or-* Step **3** + BC GHGI	Step **4** + BC GHGI:
Hotels and Motels	Step **3** -or- Step **2** + LCES	Step **3** *-or-* Step **2** + LCES	Step **4** + BC GHGI: *-or-* Step **3** + BC GHGI	Step **4** + BC GHGI: *-or-* Step **3** + BC GHGI	Step **4** + BC GHGI:

[5] Source: May 9, 2022, General Purposes Committee Report: 2022 BC energy Step Code and GHG Requirements for New Buildings

Table 9: District of West Vancouver Step Code Adoption[6]

Building Type	Current Standard
Part 9 Buildings	Step 5 or Step 3 with a LCES*
Detached secondary suite (garden suite?)	Step 5 or Step 2 with a LCES*
Part 3 residential (multi-family and apartment buildings)	Step 4 or Step 2 with a LCES*
Part 3 for business and personal services or mercantile occupancies	Step 2

"Low Carbon Energy System" means a mechanical system providing all thermal conditioning and all domestic hot water heating for a building primarily from low-carbon energy sources with the following characteristics: (a) system seasonal average co-efficient of performance greater than two; (b) modelled Greenhouse Gas Intensity of no more than 3 kg CO2e/m2 /yr; and (c) any natural gas fired peak demand heating equipment is appropriately sized to augment the primary low carbon system under peak demand conditions;

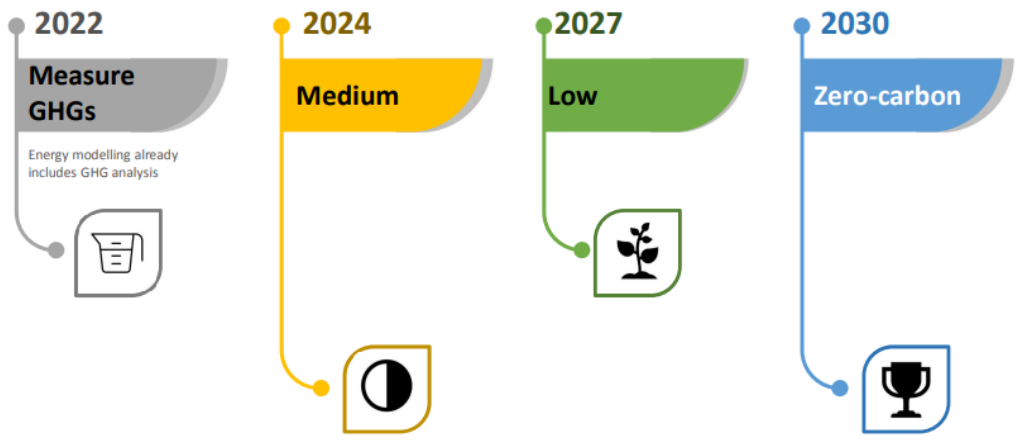
2.2 Related Provincial Targets from CleanBC

The 2018 CleanBC plan[7] and subsequent 2021 CleanBC: Roadmap to 2030[8] set the Provincial adoption schedule for the Step Code. The Roadmap to 2030 has accelerated the Provincial adoption of net zero ready regulation for all building types by 2 years, moving it to 2030. There is no indication if the intermediate steps will also be changed, so for the time being the original 2027 for Step 4 (part 9) Step 3 (part 3 residential) will be assumed to be the Provincial schedule.

There are several other policies in the Roadmap that will have a large impact on new construction and how the Step Code is implemented. First and foremost is the introduction of greenhouse gas emissions intensity (GHGi) targets. This GHGi is meant to cap emissions from new buildings and will be introduced via carbon pollution standards in the BC Building Code in 2022 (measure only), with mandatory requirements in 2024 that then phase to zero carbon by 2030 as outlined in Figure 2.

[6] District of West Vancouver BC Energy Step Code webpage, available at; BC Energy Step Code | District of West Vancouver
[7] CleanBC: our nature. our power. our future. (gov.bc.ca)
[8] CleanBC Roadmap to 2030 (gov.bc.ca)

Figure 2: Anticipated Provincial GHGi for New Buildings Implementation Timeline



Complimenting the GHGi is regulation that will require all new and replacement domestic hot water (DHW) and space heating equipment systems to be 100% efficient or better by 2030. While this will certainly encourage the installation of equipment like heat pumps, electric baseboards, and electric DHW heaters, it will allow natural gas/electric combination systems. When asked what this might look like, the Province provided the following clarification:

> *The most direct examples are residential dual fuel heat pumps and commercial hybrid rooftop units. Residential dual fuel systems consist of a central heat pump integrated with a gas furnace. Commercial hybrid rooftop units are package systems that include both a heat pump (instead of the DX Cooling component) and a gas furnace. In both cases the heat pump covers the majority of the heating load while the gas furnace provides the backup/peaking service.*
>
> *Beyond the above examples there is a variety of systems that could be considered "hybrids." We are working to define what will and won't be compliant. The metric is a system efficiency >= 100% and a significant reduction of emissions compared to current combustion technology (i.e., compared to a condensing furnace).*

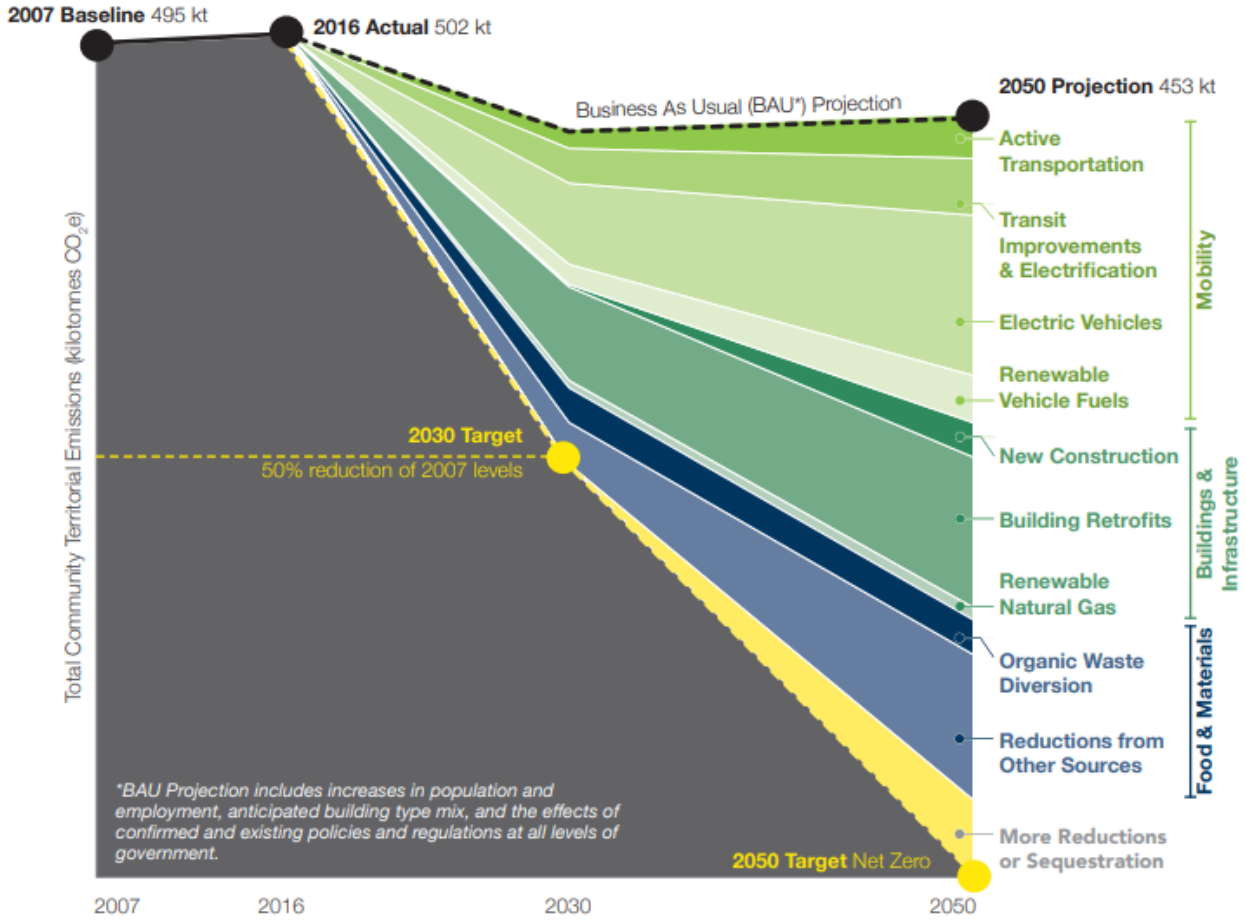
The following CleanBC Roadmap policy directions will also have an impact on new construction and the emissions from buildings generally, although they are unlikely to influence the course of Step Code adoption in the Victoria region:

- 15% of all gas used in BC to be RNG by 2030;
- 30% reduction in carbon from natural gas by 2030;
- Enhancing energy efficiency program;
- Introducing home energy labelling (believed to be focused on Part 9 buildings); and
- More low carbon building materials.

3.0 Community Emissions Modelling

Both the City of Victoria and District of Saanich conducted community energy and GHG emissions modelling as part of their Climate Plan development. This was necessary to understand and evaluate the types and magnitude of changes required to meet our territorial GHG emission reduction targets. The models (the model for the District of Saanich is shown in Figure 3) show that reaching our targets will require multiple strategies and transformative change, primarily in the areas of mobility and buildings. The Business as Usual (BAU) projection for Saanich indicates that only a 9% reduction in GHG emissions from 2007 levels would be achieved by 2050 if we were to adhere to existing and confirmed policies and regulations at time of adoption (2020). However, the target for 2050 is net-zero emissions.

Figure 3: Modelled Pathway for Territorial GHG Emission reductions in Saanich



The models are clear that every strategy must be implemented in order to come close to the 2050 emissions targets and, even then, more reductions and carbon sequestration is required. Over 23% of the emissions reductions in the Saanich model relate to building strategies and while much of this is associated with building retrofits, it is critical that all new construction converts to renewable energy and meets zero carbon standards by 2025 if our targets are to be achieved. Ensuring all new buildings use 100% renewable energy by 2025 represents 7% of total emissions reductions in 2050 for the City of Victoria and 4% in the District of Saanich. It is important to note that all new construction that uses fossil fuels adds to the overall emissions inventory and to the building stock that needs to be retrofitted in the near future to meet our targets. This can be much more costly to do via retrofitting rather than electrifying the development when it is initially built and owners/renters can face multiple barriers to retrofitting, particularly in multi-family buildings with strata boards. This also does not account for the additional waste and embodied carbon emissions involved with retrofitting and from the stranded assets associated with fossil fuel infrastructure such as natural gas connections.

While these models apply specifically to the District of Saanich and City of Victoria, the emissions modelling for other jurisdictions in the CRD would be similar.

4.0 Implications of the BC Step Code on GHG Emissions

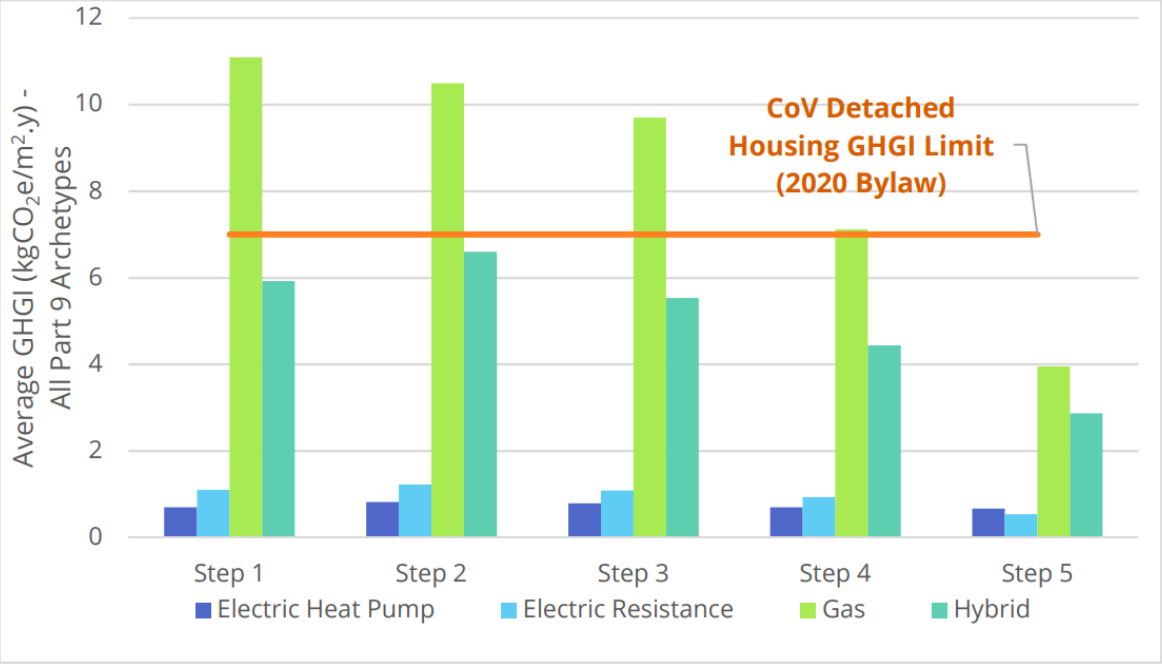
In June 2019, the BC Energy Step Code Council published a report entitled *"Implications of the BC Energy Step Code on GHG Emissions."*[9] This report sought to understand the relationship between the BC Energy Step Code efficiency standards and GHG emissions reductions.

Overall, the results of the study show that that while the Step Code is an effective tool for driving significant emissions reductions in select building types and configurations, it can nevertheless result in buildings that continue to emit significant emissions over their lifetime. In short, the Step Code's focus on energy efficiency does not guarantee the level of emissions reductions necessary to drive emissions to zero or near-zero levels. Building designers can pursue mechanical system options that result in significantly higher GHGis, potentially hampering the Province's ability to realize CleanBC's future vision of zero emissions buildings and local government climate targets. This is summarized in sections taken from the report and detailed below and in Figure 4:

- *While the energy efficiency of buildings is greatly improved, the implementation of the Step Code can nevertheless result in significant variations in the total GHGI of different building, even at higher steps. Depending on mechanical heating systems selected, GHGI varied by:*
    - *An average of 91% for Part 9 buildings, and*
    - *An average of 92% for Part 3 buildings.*
- *Even at the highest Steps, the Step Code does not require designers to select a low-carbon mechanical system – in other words, the energy efficiency targets set by the Step Code can be met using a range of mechanical systems.*
- *The Step Code drives emissions intensity reductions in gas-based systems, but electric-based systems offer very low GHGIs (around or below 1 kgCO2e/m2/year) independent of the Step achieved. To provide more detail on the findings above, GHGIs for Part 9 and Part 3 buildings by mechanical heating system are shown in the figures below (averaged across all archetypes). The City of Vancouver's GHGI targets are shown alongside each step to provide a context for a low-emissions building.*

[9] Implications of the BC Energy Step Code on GHG Emissions, Integral Group, June 2019, available at: https://energystepcode.ca/app/uploads/sites/257/2019/11/BC-Step-Code-GHGI-Report_Nov-2019.pdf

Figure 4: Part 9 GHG Intensity by Mechanical Systems (average across all archetypes)



5.0 BC Proposed carbon pollution standards

The Province of British Columbia is introducing greenhouse gas (GHG) reduction targets for new buildings into the BC Building Code, which local governments may reference in their building or zoning bylaws. These targets will enable local governments to regulate the emissions of new construction in their communities. The province released a bulletin outlining a draft of the regulation.

The Provincial bulletin provides an overview of the greenhouse gas reduction (GHG) targets, the Province's intentions and policies regarding the targets, and guidance for Authorities Having Jurisdiction who wish to implement the GHG targets.

The BC carbon pollution standards are new regulations that are expected to be added to the BC Building Code in December 2022[10]. It is expected to provide local governments with the ability to

[10] Provincial policy bulletin for reducing greenhouse gasses from new construction
A best practices bulletin for local governments and other Authorities Having Jurisdiction.
February 2022

limit GHG emissions from new construction. The BC carbon pollution standards will be available for municipalities to opt into, and are expected to have four levels:

1. Measure-only - requires measurement of a building's emissions without reductions, and is intended to build knowledge and capacity;
2. Medium carbon - in most cases, will require electrification of either space heating or domestic hot water systems;
3. Low carbon - in most cases, will require electrification of both space heating and domestic hot water systems; and
4. Zero-carbon - in most cases will require the full electrification of a building.

In practice the BC carbon pollution standard use a GHG intensity (GHGi) and total GHG emission maximums to achieve the stated intent of each threshold as outlined in Tables 10 -13 below.

5.1 Proposed Part 3 Carbon Pollution Standard Metrics

Table 10: Proposed Part 3 Carbon Pollution Standards

(All GHGI targets in $kgCO_2e/m^2/year$)	Medium	Low	Zero Carbon Ready
MURB	7	3	1.8
Office	5	3	1.5
Retail	6	3	2
Hotel	9	4	2

5.2 Proposed Part 9 Carbon Pollution Standards

Table 11: Proposed Part 9 Carbon Pollutions Standards, GHG Base Allowance

	GHG Base Allowance *(ideal for small houses)*
	kg CO2e per unit
Medium	1050
Low	440
Zero Carbon Ready	265

Table 12: Proposed Part 9 Carbon Pollution Standards, GHG Intensity and GHG Maximum

	Whichever emits less total GHG		
	Building GHG Intensity *(ideal for medium-sized houses)*	**OR**	**GHG Maximum Cap** *(limits emissions of the largest houses)*
	$kgCO_2e/m^2/year$		kg CO2e per unit
Medium	6		2400
Low	2.5		800
Zero Carbon Ready	1.5		500

5.3 Proposed Part 9 Carbon Pollution Prescriptive Standards

Table 13: Proposed Part 9 Carbon Pollution Standards, Prescriptive Pathway

	Action
Medium	Decarbonize heat
Low	Decarbonize both heat and hot water
Zero Carbon Ready	Fully decarbonized building

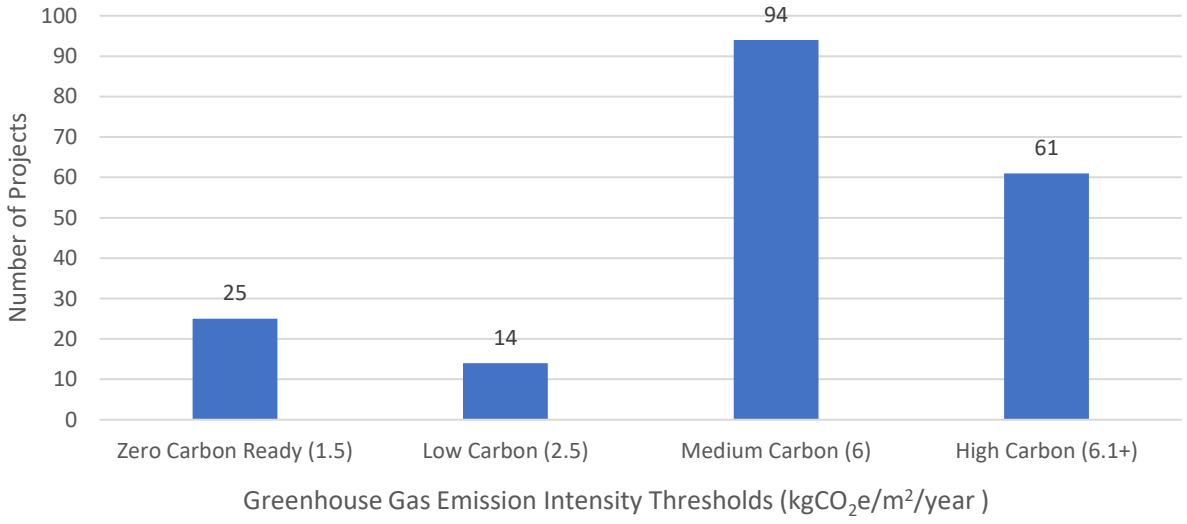
6.0 Building Permit Data Analysis

Energy models that have been submitted with building permits to the City of Victoria, District of Saanich and District of Central Saanich since the Step Code was adopted have been analysed to determine the relationship between the GHG intensities of buildings and the energy systems that are being installed. A strong correlation has been found between electrification of major building systems and lower GHG intensities. In all cases buildings that are fully electric meet or are very close to meeting proposed zero carbon ready standards. Conversely, buildings that use primarily natural gas are rarely able to achieve even the medium carbon standard. While not the majority, many buildings are being built fully electric by industry leaders in the region.

6.1 Modelled Greenhouse Gas Emissions Analysis

Greenhouse gas emissions (GHGs) are reported using both an absolute annual GHG emissions estimate for kg of CO_2e/year and a GHG emissions intensity (GHGi) which divides that number by the square meters of the building. This metric is reported as $kgCO_2e/m^2$/year and is the metric commonly used to limit emissions from new buildings. Chart 1 shows the emissions intensity scores reported for new part 9 buildings in the City of Victoria, District of Saanich, and District of Central Saanich since Step Code was adopted.

Chart 1: City of Victoria, District of Saanich and District of Central Saanich Part 9 GHG Emissions Intensity Scores



6.2 Mechanical Equipment Analysis

Energy used for space and water heating makes up on average 77% of energy use in a house; 52% for space heating and 25% for water heating. As shown in Chart 2, Air Source Heat Pumps (ASHP) and electric baseboards are the most frequently used heating equipment from the energy model analysis. Chart 3 shows electricity is the dominant energy source for space heat with 19 buildings (20%) using natural gas as the only fuel for heating.

Chart 2: Space Heating by Equipment Type

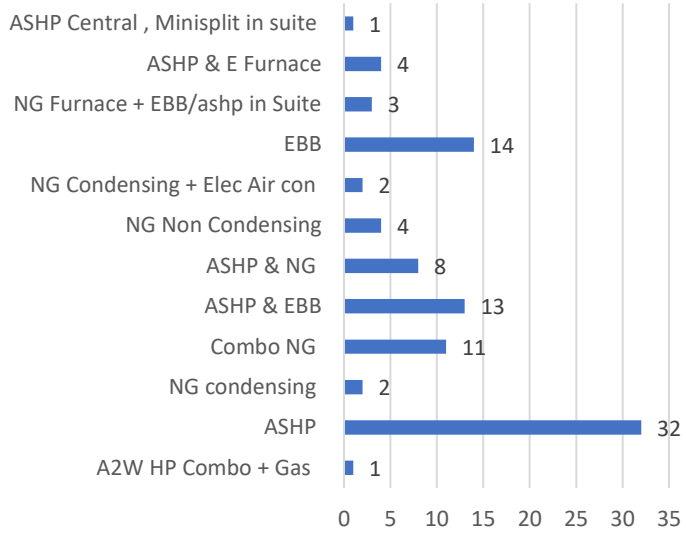
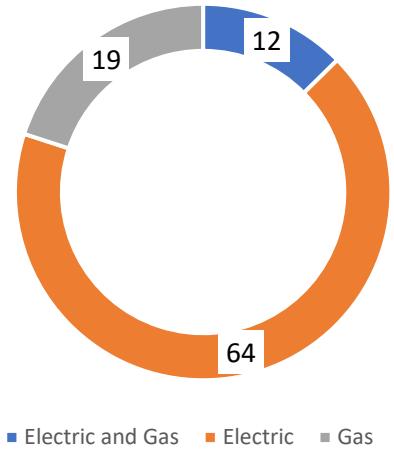


Chart 3: Space Heating by Fuel Type



Hot water is primarily provided by natural gas on-demand systems as shown in Chart 4 and Chart 5. Air-to-water heat pumps are rare (1), and just 14 electric tanks were installed based on the regional energy model analysis.

Chart 4: Hot Water by Equipment Type

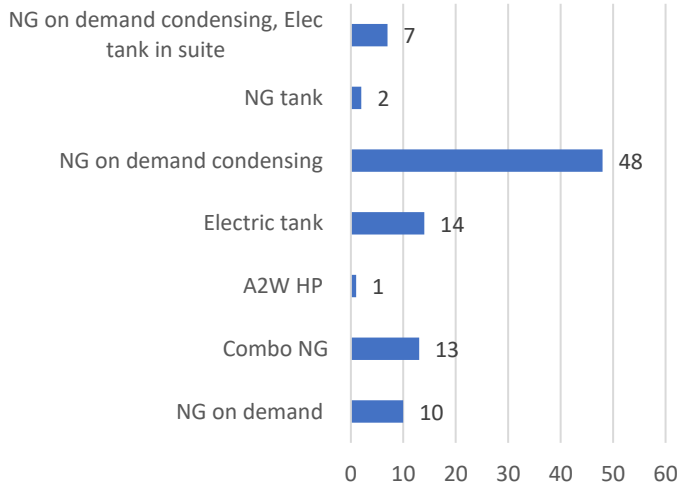
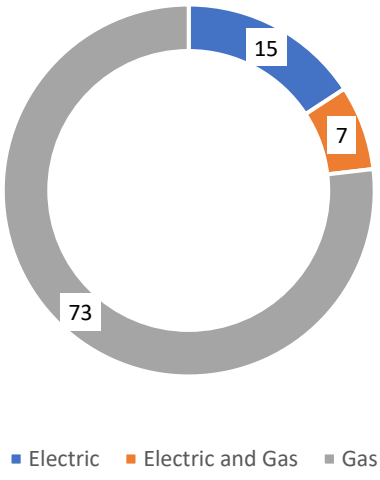


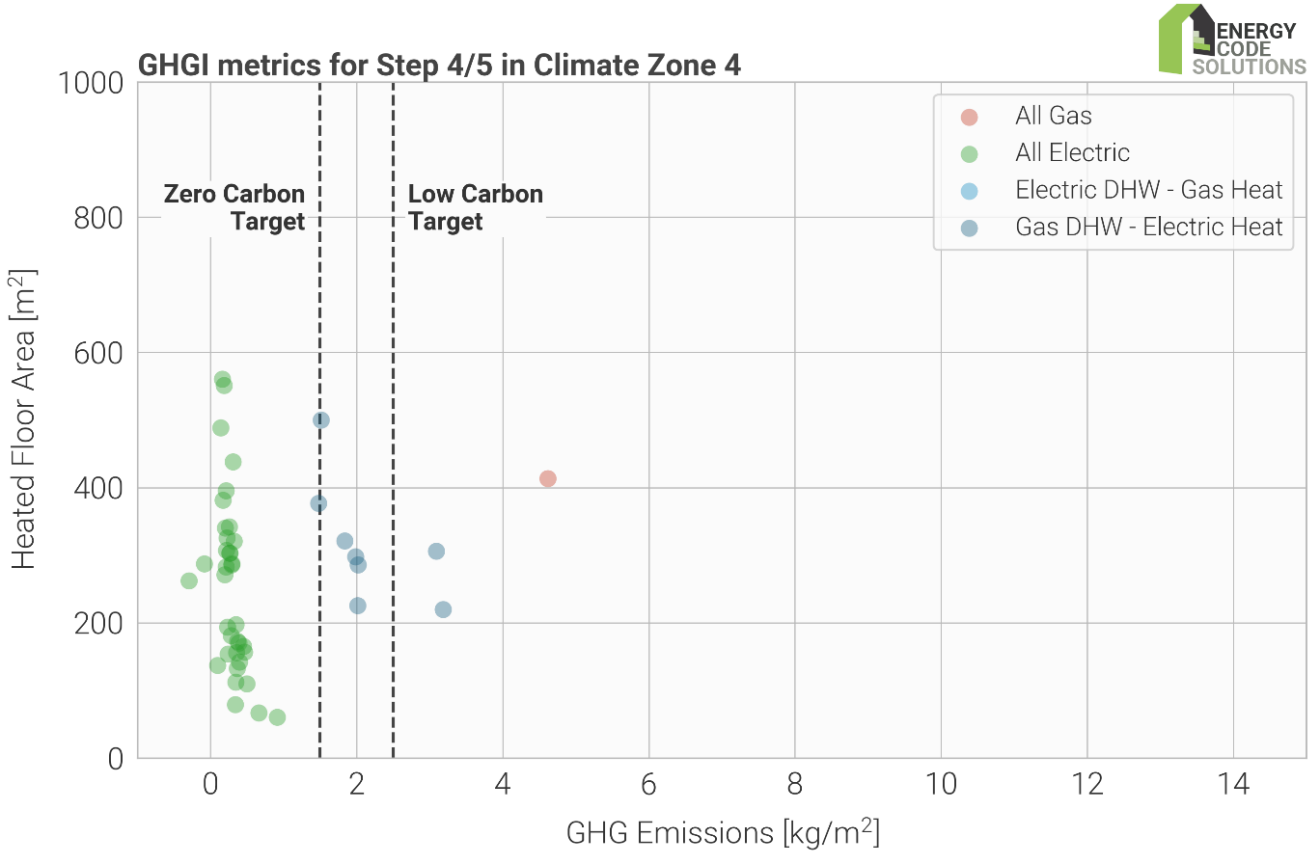
Chart 5: Hot Water by Fuel Type



6.3 Supplemental Data: Regional Step Code and GHGi Data

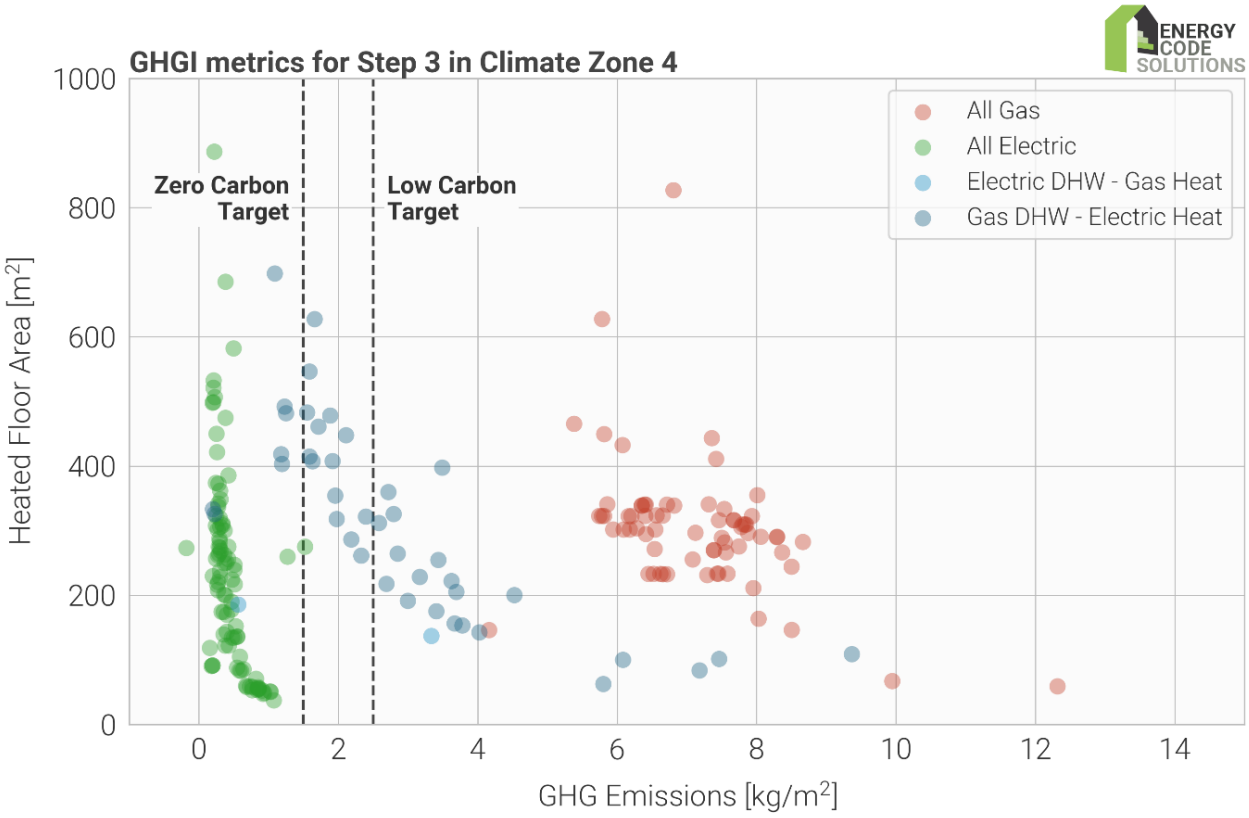
In addition to a review of regional data, analysis was also completed in June 2022 by Bernhardt Contracting Ltd. on the energy evaluations of 654 new home units within climate zone 4 in BC. This analysis is outlined in Charts 6 and 7 below and shows the relationship between mechanical system energy sources, the Step of the Step Code achieved, and GHG intensities. The dotted vertical lines indicate the GHGi limits being used in the draft carbon pollution standards for low and zero carbon targets. The data presented clearly shows the correlation between electric systems and low GHGi with many units being designed and built with all electric systems and meeting the zero carbon targets.[11]

Chart 6: GHGi Metrics for step 4/5 new Part 9 units in Climate Zone 4



[11] Data provided via email by Bernhardt Contracting

Chart 7: GHGi Metrics for Step 3 new Part 9 units in Climate Zone 4

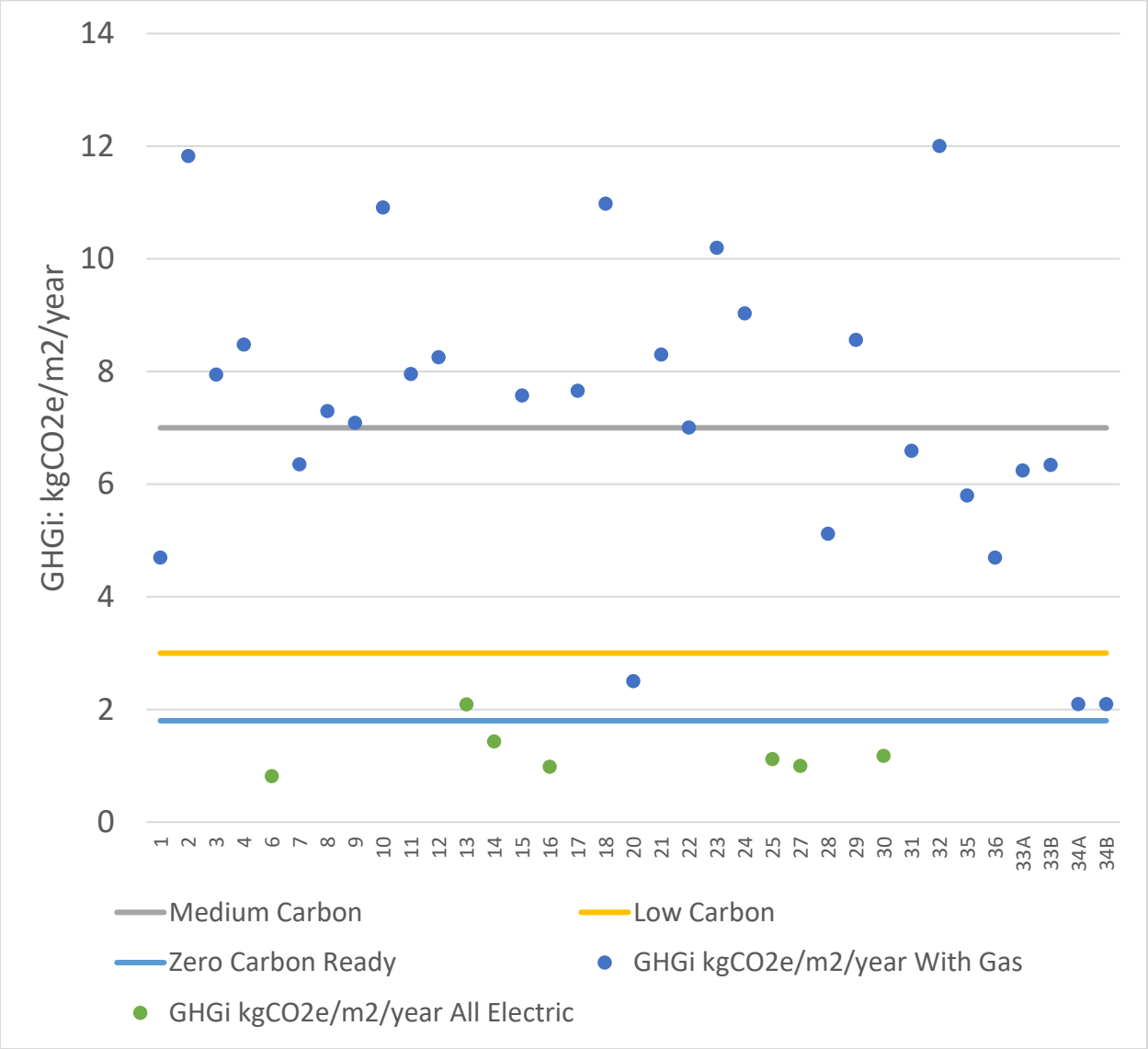


6.4 Part 3 Energy Model Review

An Energy Model review for new Part 3 developments was conducted in June 2022, and included calculating the GHGi of all the regional projects with energy models available to staff (primarily from the City of Victoria) and identifying the primary mechanical system's energy source. The results show that buildings that are fully electrified are consistently able to achieve the zero carbon ready standard, and that while those with gas have a broad range of GHG intensities, none of them have achieved a zero carbon standard to date.[12]

[12] City of Victoria internal analysis: June 2022

Chart 8: Capital Region MURBS and Mixed-Use Part 3 Buildings GHGi and Approximate Carbon Pollution Standards Thresholds



7.0 Provincial Costing and Modelling Study Summary

The cost of complying with low and zero carbon ready regulations will vary from building to building and project to project depending on the project type, goals of the project, and the decisions made during design. To assist with local government decision making the Building and Safety Standards Branch (BSSB) of the Provincial Government completed an energy modelling and costing study[13]. This was reviewed alongside a second costing study completed by the the City of Vancouver[14] to help better understand the potential cost implications of electrifying most, or all buildings' systems (i.e. moving to low and zero carbon).

These studies found that incremental capital costs for meeting low and zero carbon requirements for all building types within Climate zone 4 fell within a range of 0.1% cost savings to a high of 2.2% increased costs. These costs varied depending on the electric systems that were chosen and will vary further depending on what is considered to be the baseline building. Table 14 summarises this costing information alongside the incremental costs for reaching higher steps of the BC Energy Step Code taken from the Step Code costing reports[15].

Table 14: Incremental Construction Costs (% increase from Step 3) for Low/Zero Carbon and Higher Steps

Building Type	**Incremental Construction Costs** (% increase from Step 3)			
	Low Carbon (at Step 3)	**Zero Carbon** (at Step 3)	**Step 4**	**Step 5**
Small SFD (approx. 100-200m^2)		0.6%	1.8% - 2.8%	7.1% - 8.8%
Medium SFD (approx. 200-300m^2)		0.6%	1.0%	2.8%
Large SFD		0.4%	1.1%	2.9% - 3.7%
Multi-Family (6 storey or less)	1.3%	0% - 2.2%	2.6%	N/A

Operating costs were also analysed. The modelled operating cost implications varied from a savings of 7% to an annual cost increase of 2.2%.

[13] Draft carbon pollution standards for Part 3 and Part 9 buildings in British Columbia: Data Tables. Building and Safety Standards Branch, Province of British Columbia, Feb. 25, 2022
[14] City of Vancouver Council Report, Climate Emergency – Bylaw and Policy Updates Applicable to New Buildings, May 17, 2022, available at: https://council.vancouver.ca/20220517/documents/R1a.pdf
[15] Step Code Costing reports available at: https://energystepcode.ca/reports/#cost.

7.1 Part 9 Costing Tables

Tables 15 - 19 provide details on the Part 9 costing analysis completed by the BSSB[16].

Table 15: Laneway Home Incremental and Utility Cost Analysis

Laneway Data Tables	Base Scenario	Scenario 1	Scenario 2
	Step 3 Base Case (Current)	Step 3 AND Zero Carbon Scenario 1	Step 3 AND Zero Carbon Scenario 2
Space Heating Equipment	Gas Furnace	Air Source Heat Pump	Electric Baseboard
Water Heating Equipment	Tankless gas heater (95%)	Air Source Heat Pump	Electric Resistance
Annual Modelled GHGs	15.8 $kgCO_2e/m^2/yr$	1.7 $kgCO_2e/m^2/yr$	1.9 $kgCO_2e/m^2/yr$
Modelled GHGi	1100 $kgCO_2e/yr$	116 $kgCO_2e/yr$	137 $kgCO_2e/yr$
Annual Modelled Utility Cost	$13.50/m^2$	$13.60/m^2$	$16.70/m^2$
Incremental Cost	--	$56.10/m^2$	$0/m^2$
Incremental Cost % difference	--	2%	0%

Table 16: Small Single-Family Home Incremental and Utility Cost Analysis

Small Single Family	Base Scenario	Scenario 1
	Step 3 Base Case (Current)	**Step 3 AND Zero Carbon**
Space Heating Equipment	Gas Furnace	Air Source Heat Pump
Water Heating Equipment	Tankless gas heater (95%)	Air Source Heat Pump
Modelled GHGi	12.5 $kgCO_2e/m^2/yr$	1.2 $kgCO_2e/m^2/yr$
Annual Modelled GHGs	1278 $kgCO_2e/yr$	126 $kgCO_2e/yr$
Annual Modelled Utility Cost	$9.40/m^2$	$9.90/m^2$
Incremental Cost	--	$38.40/m^2$
Incremental Cost % difference	--	0.6%

[16] Draft carbon pollution standards for Part 9 buildings in British Columbia: Data Tables. Building and Safety Standards Branch, Province of British Columbia, Feb. 25, 2022

Table 17: Medium Single-Family Home Incremental and Utility Cost Analysis

Medium Single Family	Base Scenario	Scenario 1
	Step 3 Base Case (Current)	**Step 3 AND Zero Carbon**
Space Heating Equipment	Gas Furnace	Air Source Heat Pump
Water Heating Equipment	Tankless gas heater (95%)	Air Source Heat Pump
Modelled GHGi	8.9 $kgCO_2e/m^2/yr$	0.6 $kgCO_2e/m^2/yr$
Annual Modelled GHGs	2119 $kgCO_2e/yr$	138 $kgCO_2e/yr$
Annual Modelled Utility Cost	$4.50/$m^2$	$4.60/$m^2$
Incremental Cost	--	$13.20/$m^2$
Incremental Cost % difference	--	0.6%

Table 18: Large Single-Family Home Incremental and Utility Cost Analysis

Large Single Family	Base Scenario	Scenario 1
	Step 3 Base Case (Current)	**Step 3 AND Zero Carbon**
Space Heating Equipment	Gas Furnace	Air Source Heat Pump
Water Heating Equipment	Tankless gas heater (95%)	Air Source Heat Pump
Modelled GHGi	7.1 $kgCO_2e/m^2/yr$	0.3 $kgCO_2e/m^2/yr$
Annual Modelled GHGs	3637 $kgCO_2e/yr$	172 $kgCO_2e/yr$
Annual Modelled Utility Cost	$2.50/$m^2$	$2.60/$m^2$
Incremental Cost	--	$7.70/$m^2$
Incremental Cost % difference	--	0.4%

Table 19: Row Home Incremental and Utility Cost Analysis

Row Home Based on 6 Units.	Base Scenario	Scenario 1
	Step 3 Base Case (Current)	**Step 3 AND Zero Carbon**
Space Heating Equipment	Gas Furnace	Air Source Heat Pump
Water Heating Equipment	Tankless gas heater (95%)	Air Source Heat Pump
Modelled GHGi	8.8 $kgCO_2e/m^2/yr$	0.7 $kgCO_2e/m^2/yr$
Annual Modelled GHGs	8298 $kgCO_2e/yr$	721 $kgCO_2e/yr$
Annual Modelled Utility Cost	$5.70/$m^2$	$4.70/$m^2$
Incremental Cost	--	$3.30/$m^2$
Incremental Cost % difference	--	0.2%

7.2 Part 3 Costing Tables

Tables 20 - 24 provide details on the Part 3 costing analysis completed by the BSSB[17].

Table 20: Low Rise MURB Home Incremental and Utility Cost Analysis

Low Rise MURB	Base Scenario	Scenario 1	Scenario 2	Scenario 3
	Step 3 Base Case (Current.)	Step 3 AND Low Carbon	Step 3 AND Zero Carbon scenario 1	Step 3 AND Zero Carbon scenario 2
Space Heating Equipment	Gas Condensing Boiler	Air source heat pump; 30% gas backup	Electric baseboard	Air-source heat pump, no natural gas back-up
Water Heating Equipment	High efficiency gas (95%)	Electric Resistance	Electric Resistance	Electric Resistance
Modelled GHGi	9.8 $kgCO_2e/yr$	2.2 $kgCO_2e/yr$	1.2 $kgCO_2e/yr$	1.2 $kgCO_2e/yr$
Annual Modelled Utility Cost	\$9.3/m^2	\$9.50/m^2	\$9.10/m^2	\$9.30/m^2
Incremental Cost	--	\$42.40/m^2	-\$3.40/m^2	\$70.20/m^2
Incremental Cost % difference		1.3%	-0.1%	2.2%

Table 21: High Rise MURB Home Incremental and Utility Cost Analysis

High Rise MURB	Base Scenario	Scenario 1	Scenario 2	Scenario 3
	Step 2 Base Case (Current)	Not modelled	Step 2 AND Zero Carbon scenario 1	Step 2 AND Zero Carbon scenario 2
Space Heating Equipment	Gas Condensing Boiler		Electric baseboard	Air-source heat pump, no natural gas back-up
Water Heating Equipment	High efficiency gas (95%)		Electric Resistance	Electric Resistance
Modelled GHGi	11.7 $kgCO_2e/yr$		1.3 $kgCO_2e/yr$	1.2 $kgCO_2e/yr$
Annual Modelled Utility Cost	\$10.2/m^2		\$10.4/m^2	\$9.50/m^2
Incremental Cost	--		-\$3/m^2	\$65/m^2
Incremental Cost % difference	--		-0.1%	2.1%

[17] Draft carbon pollution standards for Part 9 buildings in British Columbia: Data Tables. Building and Safety Standards Branch, Province of British Columbia, Feb. 25, 2022

Table 22: Home Incremental and Utility Cost Analysis

Offices	Base Scenario	Scenario 1	Scenario 2
	Step 2 Base Case (Current)	Step 2 AND Low Carbon Scenario 1	Step 2 AND Zero Carbon Scenario 2
Space Heating Equipment	Gas Condensing Boiler	Air source heat pump; 30% gas backup	Air-source heat pump, no natural gas back-up
Water Heating Equipment	High efficiency gas (95%)	Electric Resistance	Electric Resistance
Modelled GHGi	6 $kgCO_2e/yr$	1.9 $kgCO_2e/yr$	0.9 $kgCO_2e/yr$
Annual Modelled Utility Cost	$\$9.3/m^2$	$\$7.30/m^2$	$\$7.00/m^2$
Incremental Cost	--	$\$42.00/m^2$	$\$65.00/m^2$
Incremental Cost % difference	--	1.4%	2.1%

Table 23: Retail Building Home Incremental and Utility Cost Analysis

Retail	Base Scenario	Scenario 1	Scenario 2
	Step 2 Base Case (Current)	Step 2 AND Low Carbon	Step 2 AND Zero Carbon
Space Heating Equipment	Gas Condensing Boiler with fan coils	Air source heat pump; 10% gas backup	Air-source heat pump, 10% natural gas backup
Water Heating Equipment	High efficiency gas (95%)	High efficiency gas (95%)	Electric Resistance
Modelled GHGi	6.6 $kgCO_2e/yr$	2.1 $kgCO_2e/yr$	1.3 $kgCO_2e/yr$
Annual Modelled Utility Cost	$\$1.8/m^{2`}$	$\$1.90/m^2$	$\$2.00/m^2$
Incremental Cost	--	$\$43.00/m^2$	$\$43.00/m^2$
Incremental Cost % difference	--	1.2%	1.2%

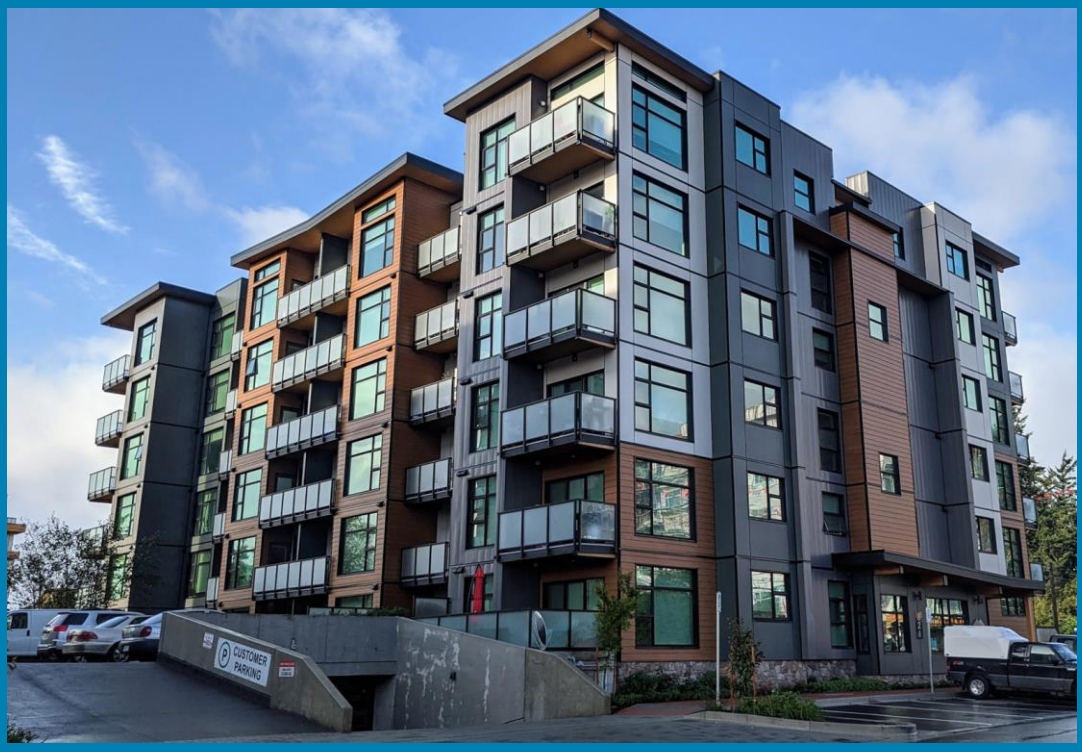
Table 24: Hotel Home Incremental and Utility Cost Analysis

Hotels	Base Scenario	Scenario 1	Scenario 2
	Step 2 Base Case (Current)	Step 2 AND Low Carbon	Step 2 AND Zero Carbon
Space Heating Equipment	Gas Condensing Boiler with fan coils	Air source heat pump; 30% gas backup	Air-source heat pump, no natural gas backup
Water Heating Equipment	High efficiency gas (95%)	Electric Resistance	Electric Resistance
Modelled GHGi	20.5 $kgCO_2e/yr$	3.3 $kgCO_2e/yr$	1.6 $kgCO_2e/yr$
Annual Modelled Utility Cost	$\$11.80/m^{2`}$	$\$11.00/m^2$	$\$10.60/m^2$
Incremental Cost	--	$\$42.00/m^2$	$\$65.00/m^2$
Incremental Cost % difference	--	1.3%	2%

2022

Final Engagement Report: Step Code and Carbon Pollution Standards

Charting a Path to Net Zero Emissions Buildings in the Victoria Region



July 4, 2022

CITY OF VICTORIA

Saanich

Central Saanich

CRD

Executive Summary

The City of Victoria, District of Saanich and District of Central Saanich have been engaging the regional building industry on the adoption of the highest energy efficiency standards in the BC Energy Step Code and the implementation of a new Carbon Pollution Standards, which limits greenhouse gas emissions (GHGs) in new buildings, since February 2022. This project was undertaken with the support of the Capital Regional District (CRD).

This Step Code Regional Engagement Project focused on determining the best way for local governments to use the regulatory tools available to reduce operating GHG emissions from new construction.

The local governments noted above have specific GHG emission targets and Council direction that requires reductions from new construction. These GHG emission reductions need to be achieved using the BC Energy Step Code and the newly drafted Carbon Pollution Standards, which are expected to be included in the BC Building Code at the end of 2022. The mandate to advance the Step Code and the Carbon Pollution Standards is rooted in the community engagement conducted as a part of respective climate plans and Council directions.

Participating local governments and the CRD worked with to the Urban Development Institute (UDI) - Capital Region, the Canadian Home Builders Association (CHBA) - Vancouver Island and the Vancouver Island Construction Association (VICA) in designing and delivering the engagement process. The engagement process included two information sessions, two industry surveys, two Solutions Labs, two final engagement sessions and one-on-one meetings and phone calls. The building industry has been the primary audience for this engagement effort given their key role in implementing the new standards. Other local governments and electoral areas within the region have been invited to collaborate or participate in the process and information has been shared with them throughout.

This Engagement Report summarises the engagement process and feedback from all phases of the engagement. Key messages communicated through the engagement include:

- There is agreement on the need for carbon emission reductions;
- There is support for focussing regulation on GHG emissions reduction, efficiency is secondary;
- Current Step Code requirements do not fundamentally change how homes are built, accelerating to higher step could;
- Significant lead time and grandfathering before new regulations come into effect is desired. The lead time needed varies by building type and depending on the regulatory change;
- Construction costs were identified as a key concern;

- Simplicity in messaging is desired - keep policy simple and easy to understand and outline the full pathway to 2030/2032;
- Education/training – labor market restrictions are a concern;
- The housing availability and affordability challenge is a core consideration that forms a backdrop for this work;
- Decarbonizing is technically possible and is achievable by the building industry;
- Consumer understanding is lagging: consumers do not typically understand the benefits of efficiency and decarbonization;
- Builder and trades training would support new efficiency and carbon regulations;
- Regional consistency remains a priority;
- How the FortisBC grid and RNG will contribute is an open question; and
- BC Hydro grid capacity and connection process is an ongoing concern.

The engagement feedback has been used to inform final recommendations to Councils on how to adopt the higher steps of the BC Energy Step Code and the Carbon Pollution Standard.

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1.0 Common Acronyms and Definitions

Part 3: all buildings larger than three stories and/or larger than 600m² - more than 4 residential units is often the cut-off.

Part 9: residential buildings which are three stories or less, 600m² or smaller, 4 units or less is often the cut-off.

GHG emissions: Greenhouse gas emissions

Step Code: The BC Energy Step Code is an optional compliance path in the BC Building Code that local governments may use, if they wish, to incentivize or require a level of energy efficiency in new construction that goes above and beyond the requirements of the BC Building Code.

Carbon Pollution Standard: A set of emissions targets, both annual greenhouse gas emissions intensities based on a buildings' size and total annual greenhouse gas emissions that builders and developers would have to meet if a local government required them to. These targets are expected to remain in draft form until adopted into the BC Building Code in December 2022.

The Industry: In this document 'the Industry' refers to all businesses that are actively involved in the construction and development of new buildings. This can include, but is not limited to, Registered Professional Builders, Energy Advisors, home designers, architects, engineers, Energy Modellers, developers and representatives of membership organizations.

2.0 Industry Engagement Overview

2.1 Objectives

Engagement objectives for this project were to:

1. Establish a cohort of municipalities who intend to participate in the engagement and who are interested in adopting additional Step Code and Carbon Pollution Standards to accelerate greenhouse gas (GHG) emission reductions from new construction;
2. Develop a fulsome understanding of the opportunities and challenges associated with several Step Code and Carbon Pollution Standard adoption scenarios by providing varied opportunities for feedback from industry members; and
3. Identify a preferred adoption scenario for Councils in the Capital Region to consider through a collaborative solutions-oriented process that will achieve the greenhouse gas (GHG) emissions reductions required to meet our climate targets.

2.2 Engagement Process

The engagement process builds upon extensive regional industry engagement conducted in 2017 and 2018 for the initial Step Code adoption and considerable public and stakeholder engagement completed during the development of the climate action plans. The engagement has followed the process outlined in Figure 1.

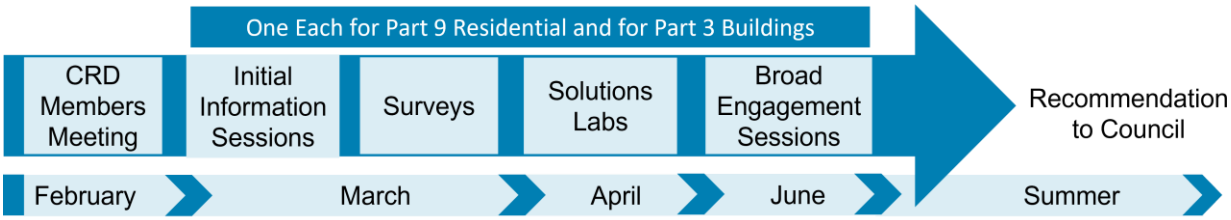


Figure 1: Engagement Process

**Part 9 residential buildings are residential buildings which are three stories or less, 600m² or smaller, Part 3 buildings are all buildings larger than three stories and/or larger than 600m².*

2.3 Technical Review

A significant technical review was also conducted in parallel with this engagement process. This included a review and analysis of data from Step Code compliance in the CRD and Province, several economic analyses and Provincial modelling. The results of this technical review are included in the Technical Analysis Report (July, 2022), a companion document.

3.0 Engagement Opportunities

Engagement with the industry took place between February 2022 and June 2022. This engagement took several different forms. There were virtual events, open surveys, in person events, one-on-one phone calls and the opportunity for individual meetings with project leads from City of Victoria, District of Saanich and District of Central Saanich. There were approximately 150 touchpoints made with industry stakeholders throughout the process.

3.1 Industry Associations

The CRD, City of Victoria, District of Saanich and District of Central Saanich have worked closely with the Urban Development Institute (UDI) - Capital Region, the Canadian Home Builders Association - Vancouver Island (CHBA-VI) and the Vancouver Island Construction Association (VICA) in designing and delivering the engagement process. Several meetings were held with these associations at different points throughout the project, from pre-project development through to drafting the final recommendations. This was valuable to understand industry engagement needs, identify additional stakeholders, inform the webinar and workshops/solution labs contents, advise on suitable venues/format/timing, raise awareness of the engagement and share information with their members in addition to providing valuable feedback on information gaps and areas of potential concern. The Victoria Residential Builders Association were invited to participate in the engagement process several times, however they declined. A letter submitted on the association's behalf by their Executive Director is attached to this package as Appendix A. The Executive Director did attend some of the engagement sessions.

3.2 CRD Members Meeting

A Capital Region Local Government Step Code Workshop was held on February 9, 2022. The purpose was to ensure all local governments and electoral areas in the region were aware of the future BC Energy Step Code changes to be implemented as part of the BC Building Code and the opportunity presented by the forthcoming provincial Carbon Pollution Standards. They were also invited to collaborate or participate in the industry engagement process. The meeting sought to accomplish the following outcomes:

- Provide a background on Step Code incorporation into future Provincial Building Code updates;
- Summarize Step Code adoption, design implications, and compliance in the Capital Region (City of Victoria and District of Saanich in particular) to date;
- Provide an overview of the approaches taken to integrate GHG emissions reductions into Step Code by other local governments in BC;

- Summarize local government direction and targets for adoption of higher steps of the Step Code and GHG emissions/Low Carbon Energy Systems performance standards; and
- Outline the proposed industry engagement process and next steps.

While the project has continued to be led by the CRD, City of Victoria, District of Saanich and District of Central Saanich, several other local governments in the region have expressed interest in following the engagement process, receiving the results and understanding the final recommended pathways. Some have indicated the potential for alignment with the implemented approach.

3.3 Initial Industry Information Sessions

Two two-hour long virtual sessions were held with industry to provide background information on the BC Energy Step Code and provincial Low Carbon Pollution Standards as a basis for the engagement process. The Part 3 building industry information session was held on March 2, 2022 and the Part 9 residential building industry was held on March 9, 2022. Each session focussed on the challenges and opportunities specific to these major building types.

The information sessions covered the following:

53 People attended the Part 9 Information Session, 66 attended the Part 3 Information Session

- Background on the BC Energy Step Code and its adoption in the capital region;
- A summary of data analysis for Step Code implementation to date (focused on the City of Victoria and District of Saanich);
- An overview of low carbon energy systems and Greenhouse Gas emission intensity (GHGi) measurements, including the draft provincial Carbon Pollution Standards;
- Provincial timeline and local government direction on implementing higher steps of the BC Energy Step Code and Carbon Pollution Standards;
- Provincial direction for 100% equipment efficiency requirements;
- Grid carbon intensity regulation (gas and hydro);
- Examples of approaches taken to achieve higher steps of the Step Code and low carbon energy systems;
- Opportunity for questions through a Q&A panel; and
- Overview of the Step Code industry engagement process and timeline, ways to provide input and next steps.

Speakers included the CRD, local government project leads and key subject matter experts, including the co-chair of the Local Government Step Code Peer Network, the Director of Electric Mobility & Low Carbon Strategies at AES Engineering who is on contract to provide technical

support for local governments on matters related to the Step Code, Energy Advisors, builders, designers and architects.

Participants were encouraged to provide feedback via the industry survey and participate in future rounds of engagement, including the solutions labs.

3.4 Initial Industry Survey

The survey focussed on identifying technical and process constraints that the industry might face with the adoption of higher steps of the Step Code, developing an understanding of industry knowledge of the GHG intensity (GHGi) metric and Carbon Pollution Standards regulation, and establishing an understanding of the Industry's perspective on Step Code implementation to date. The survey was hosted by the CRD on behalf of the participating local governments and open for feedback from March 2 – March 27.

The industry survey was distributed to the attendees of the initial information sessions, emailed to the full stakeholder project list (with approximately 260 industry contacts), promoted through the construction industry association newsletters and posted on local government webpages and planning/building inspection counters. 31 industry members completed the survey.

3.5 Solutions Labs

The solutions labs involved convening small groups of industry members to discuss the feedback from the survey and a short-list of adoption scenarios to determine an optimal path forward to decarbonize new construction. Two three-hour in-person sessions were held on April 20, 2022. One focussed on Part 9 buildings and one on Part 3 buildings. There were 15 people in addition to municipal staff at the Part 9 workshop, they included Energy Advisors, Builders, and home designers. There were 18 people in addition to municipal staff at the Part 3 workshop, they included energy modellers, developers, Builders, Architects, and mechanical engineers.

Recruitment

The solutions labs participants were recruited by invitation. Those who completed the survey had the opportunity to volunteer for the solutions lab they were interested in and all of those who volunteered received an invitation to participate. Recruitment via direct contact (email and phone) followed. Companies that were relatively frequently either submitting or supporting the submission of building permits were invited to attend. A balance between design professionals (e.g. architects, home designers, Energy Advisors, energy modellers and engineers) and builders and developers was sought to ensure a fulsome and informed discussion.

3.6 Final Phase - Broad Engagement Sessions, Survey & Individual Meetings

The final engagement sessions were open to all industry stakeholders (including local government staff) who wished to attend and were intended to seek feedback on the proposed adoption pathways.

These sessions covered the engagement to date, provided a recap of the Carbon Pollution Standard and presented the proposed adoption pathways. After the presentation attendees were invited into breakout rooms for small group discussions, which was followed by plenary discussions. Throughout the sessions attendees were asked to answer questions via Zoom polls. For those unable to attend the sessions, a survey was open from June 2 to June 13. There were a combined 70 attendees at the two sessions and 11 completed surveys.

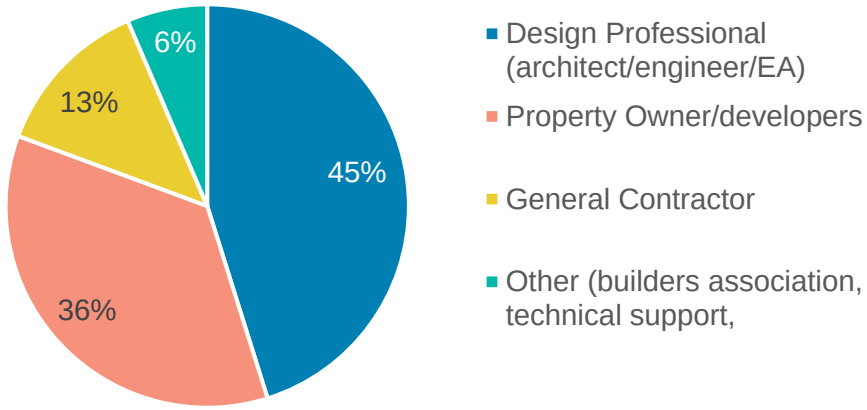
In addition to these feedback and discussion opportunities, industry members were invited to book a one one-on-one meeting with a local government project lead. A presentation was also delivered to the CHBA-VI Builders Council and staff followed-up with several organizations to explore feedback in more detail and identify any information that would help further inform final recommendations to council. Given some concerns raised during the engagement process regarding costs and with consideration given to housing affordability, staff met with BC Housing in a separate meeting to discuss the proposed pathway to adoption. BC Housing indicated support for the proposed approach in this meeting and follow-up email (see Appendix B). BC Housing currently has a GHGi requirement of 5.5kg CO_2/m^2 and they recognize that it will be increasingly difficult to meet their CleanBC targets if they add new buildings that burn fossil fuels. As such, they are seeking approval from their executive this summer to lower the allowable GHGi in our climate zone to 3kg CO_2/m^2 and expect to further reduce this to 1kg CO_2/m^2 in the next version of their Design Guidelines and Construction Standards expected in 2024. These dates would be slightly ahead of those being proposed within recommendations for regional adoption for low and zero carbon new development.

4.0 What We Heard

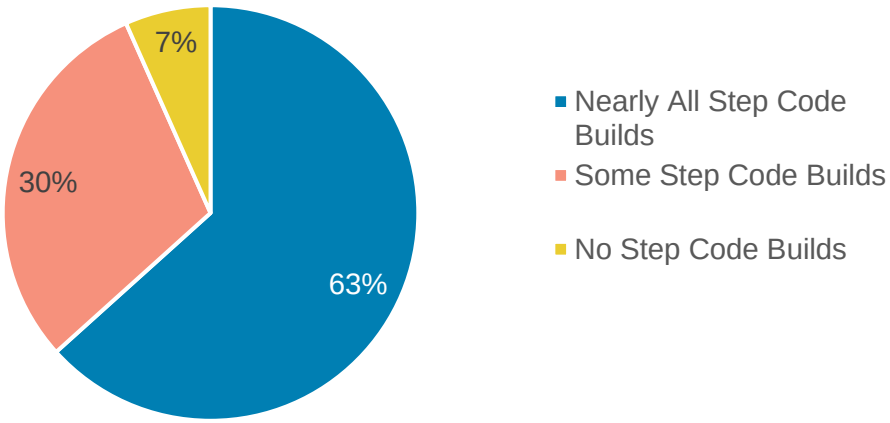
The following sections summarize the feedback that was received throughout the engagement process.

4.1 Initial Industry Survey Results

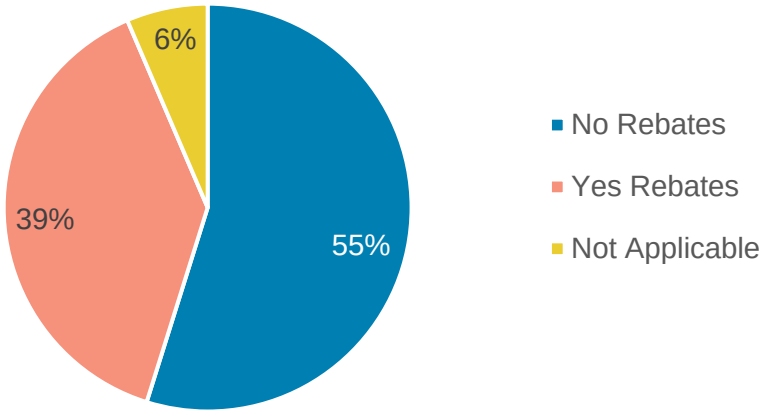
How would you describe your role as it relates to development and buildings?



Do you currently build or contribute to the design of new buildings that achieve (or are designed to achieve) Step Code compliance?



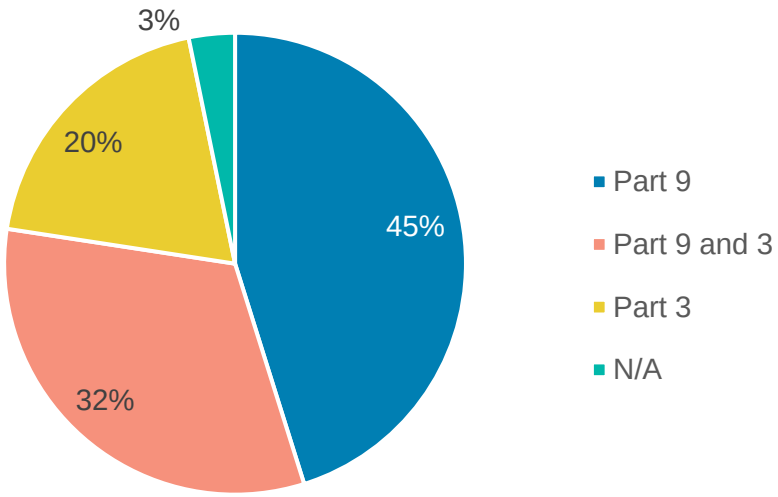
Have you accessed any rebates to comply with Step Code?



Which rebates have you accessed?

Program Identified	Number of Responses
CleanBC Better Homes New Construction Program	11
CleanBC Commercial New Construction Program	2
Local government Step Code implementation	4
FortisBC New Home Program	8
Mid-construction blower door test rebate	4
FortisBC Commercial New Construction Performance Program	2

What type of buildings do you construct or design?



4.1.1 Part 9 Residential Specific Responses

For Part 9 residential Step 3 compliance, which of the following is the most challenging part of a project?

Building Component	Responses
Air Barrier (ACH)	4
All Equally Challenging	6
Enclosure	3
Not Challenging	8
Mechanical	3
No Answer	7

Please explain why (optional):

The common themes for this open-ended question were:

- Step 3 is an achievable standard
- Cost is a top concern
- Design is key to meeting targets
- Consumer demand lags creating challenges for contractors
- Heat pumps are not the only option for GHG reduction

See Appendix C: Completed Open Ended Question Responses for complete comments.

For Steps 4 and 5 compliance, which of the following is likely to be the most challenging part of a project?

Building Component	Response
Air Barrier (ACH)	8
All Equally Challenging	6
Enclosure	3
It wasn't challenging	2
Mechanical equipment and systems	5
No Answer	7

Please explain why (optional):

The common themes for this open-ended question were:

- Concern related to higher technical difficulty
- The need for education was emphasized
- Air tightness in particular was identified as a challenge
- Lack of consumer demand was mentioned
- Concern about unintended consequences of higher efficiency was raised

See Appendix C: Completed Open Ended Question Responses for complete comments.

Please pick the top two challenges you anticipate for achieving the required Air Changes per Hour (ACH50) for the upper steps (Steps 4 and 5).

Challenges	First Choice	Second Choice
Availability of appropriate building materials	2	--
Availability of required expertise	13	1
Ensuring performance at completion	1	5
Incremental cost increase	1	9
Time to master construction details	2	4
Design impacts related to building form and exposure	5	2
No second choice	--	3
No Answer	7	7

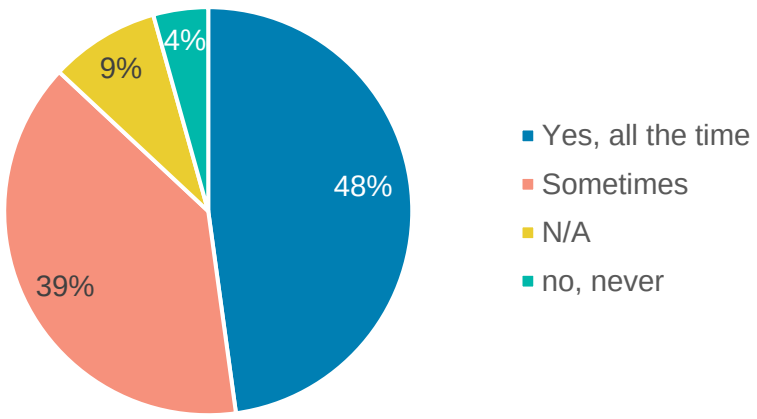
Please explain why (optional):

The common themes for this open-ended question were:

- Mid-construction blower door tests are critical to success
- Achieving the ACH target is difficult
- Education is essential
- Consumer education will be needed

See Appendix C: Completed Open Ended Question Responses for complete comments.

Do you typically conduct a blower door test?



Please pick the top two challenges you anticipate for achieving the required enclosure/envelope efficiency targets for the upper steps (Steps 4 and 5).

Challenges	Choice 1	Choice 2
Availability of appropriate building materials	2	--
Availability of required expertise	8	1
Design impacts relating to building form	9	2
ensuring performance at completion	2	2
Incremental cost increase	3	10
Time to master construction skills	--	5
no second choice	--	4

Please explain why (optional):

The common themes for this open-ended question were:

- Detailed planning and design important
- Education should come before higher standards
- Increase costs a concerns

See Appendix C: Completed Open Ended Question Responses for complete comments.

Please pick the top two challenges you anticipate for achieving the required mechanical equipment and systems efficiency for the upper steps (Steps 4 and 5).

Challenges	Choice 1	Choice 2
Availability of Appropriate Equipment	7	--
Considering design of building as whole system	9	1
Incremental Cost Increase	2	7
Installation expertise	2	2
Meeting DHW Demand	1	2
Meeting Space Heating Demand	2	1
Meeting Ventilation	1	--
No second choice	--	5
Electrical Energy on Grid	--	1

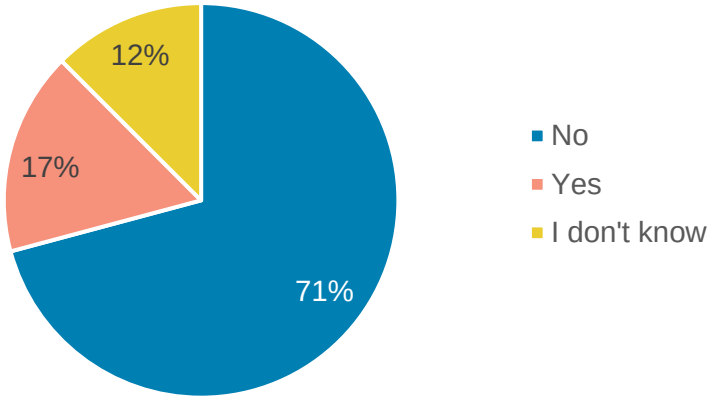
Please explain why (optional):

The common themes for this open-ended question were:

- Challenges with supply chain and access to equipment such as air to water heat pumps were the primary points raised
- Conflicting regulatory standards (zoning bylaws) a challenge for some sites

See Appendix C: Completed Open Ended Question Responses for complete comments.

Do you feel there are barriers to implementing low carbon energy (electric) space heating systems in new buildings?



If Yes - What are the barriers to implementing low carbon energy (electric) space heating systems in new buildings?

Challenges	Responses
Incremental cost increase	3
Electrical service	2
Operating costs	2
Availability of appropriate equipment	2
Confidence in relatively new practices/equipment	1
increased electrical loads	1
Would require business model change	1

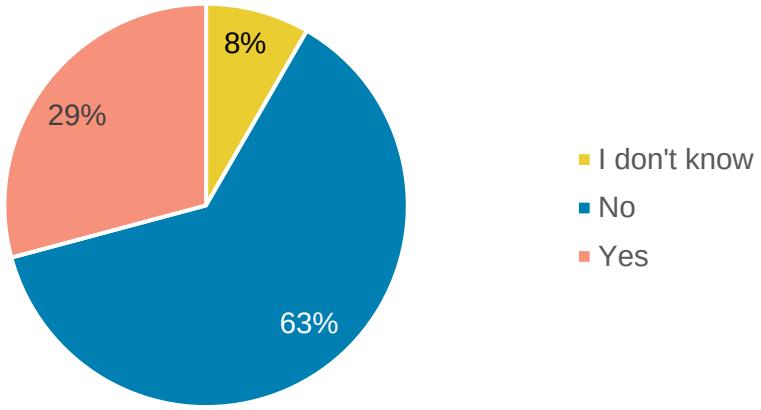
Please explain why (optional):

The common themes for this open-ended question were:

- Increased installation and operating costs
- Heat pumps already common practice

See Appendix C: Completed Open Ended Question Responses for complete comments.

Do you feel there are barriers to implementing low carbon energy (electric) <u>domestic hot water systems</u> in new buildings?



If Yes - What are the barriers to implementing low carbon energy (electric) domestic hot water systems in new buildings?

Challenges	Responses
Availability of appropriate equipment	3
Confidence in relatively new practices/equipment	3
Electrical service	3
Incremental cost increase	3
Operating costs	3
Design (availability of required expertise)	1
Market demand for gas boilers won't change any time soon	1

Are there other challenges or opportunities related to Low Carbon Energy Systems (electric) that you would like to share?

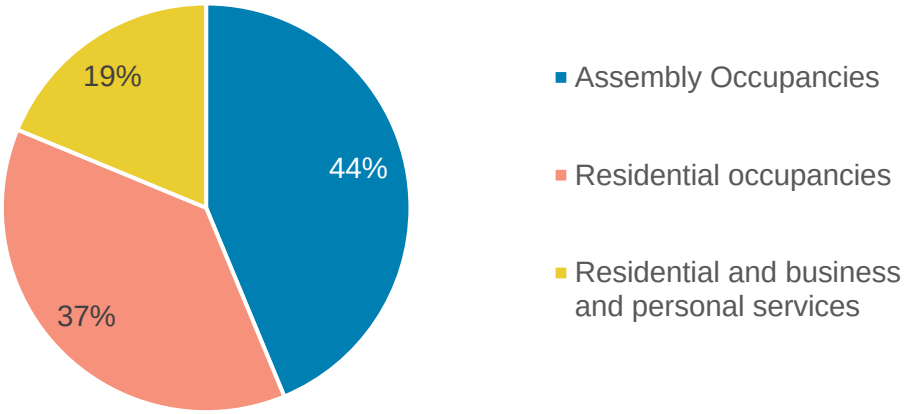
The common themes for this open-ended question were:

- Increased cost
- Electrical service costs a concern
- Heat pumps and electric hot water already common

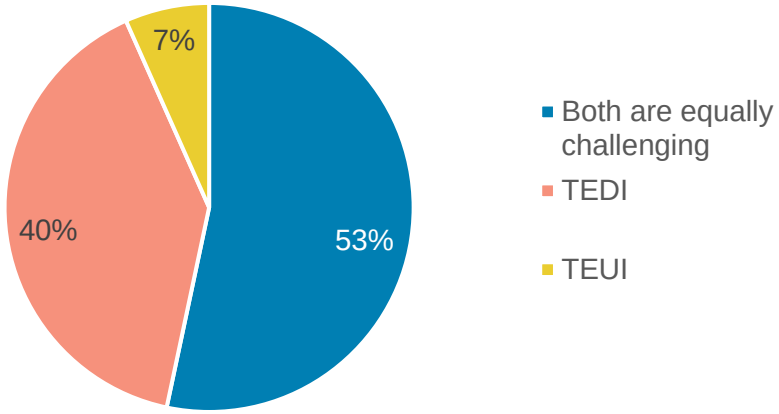
See Appendix C: Completed Open Ended Question Responses for complete comments.

4.1.2 Part 3 Residential and Commercial Responses

What part 3 occupancies do you typically build?



For the lower steps (Steps 2/3) which Step Code metric presents the greatest challenge to comply with?

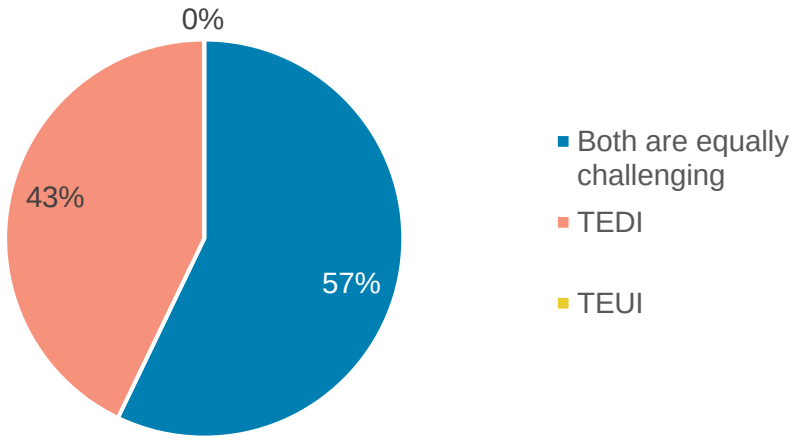


Please explain why (optional): (all submitted comments)

- The cost impact of step code was vastly underestimated by governments. With the rising cost of materials, there is no such "Affordable housing." Talk to builders about the real costs of windows, doors, insulation.
- The lower steps are not difficult to achieve but there are costs associated with choices. However as global warming accelerates, we will be going to an emphasis on cooling versus heating and we should be weighing how new buildings should be designed to either meet or be adapted for these scenarios.
- Energy required for ventilation is often a big hurdle. ERVs are an easy solution. Buildings with unfavorable geometry can make TEDI an issue.

- Depends on the building type and density. High density buildings almost get a free pass on TEDI while the TEUI is a challenge. Low density buildings have a challenge to meet TEDI

For the upper steps (Steps 3/4) which Step Code metric do you anticipate will present the greatest challenge to comply with?



Please pick the top two challenges you anticipate for achieving the required Thermal Energy Demand Intensity (TEDI) for Step 4 (for Part 3 mid-rise/wood-frame buildings 6 storeys and under) or Step 3 (for Part 3 concrete high-rise residential buildings 7+ storeys or commercial).

Challenges	Choice 1	Choice 2
Design impacts relating to building form and exterior insulation	5	2
Incremental cost increase	2	6
Ensuring performance at completion	2	2
Availability of appropriate building materials	2	--
Availability of required expertise	2	--
Time to master construction details	1	--
No Second Choice	--	3

Please explain why (optional): (all submitted comments)

- One of our commercial office projects was used as a Step Code case study. The buildings were designed before the Step Code but they were targeting better-than-Code energy performance for LEED certification. One part of the building had been constructed using a raised floor and the energy saved by displacement ventilation helped the project meet Step 3 requirements; the part of the project without the raised floor could only achieve Step 2. The raised floor is an expensive system and also some Clients are not yet comfortable with it from an occupant experience point of view. We know designing to Step 3 for concrete buildings is going to be challenging and will require us to take a more simplified approach to building shape & articulation.
- Appropriate building materials are available, but the additional cost for additional insulation, additional steps in construction, or more efficient products is unpalatable to many clients.
- Airtightness is such a high contributor to heat loss that it CAN'T be ignored for a high-performance building, however many contractors don't have a good grasp on what results they can achieve and what is required to achieve them. I have gathered a personal collection of results over the past few years and know the team can pursue lower airtightness with a particular pre-fab builder, but generally don't have confidence in any other builder meeting any result higher than the default assumption give in CoV modelling guidelines.
- The cost impact of step code was vastly underestimated by governments. With the rising cost of materials, there is no such "Affordable housing." Talk to builders about the real costs of windows, doors, insulation.
- Basically this is now crucial in schematic design and requires more input from the whole design team.

Please pick the top two challenges you anticipate for achieving the required Total Energy Use Intensity (TEUI) for Step 4 (for Part 3 mid-rise/wood-frame buildings 6 storeys and under) or Step 3 (for Part 3 concrete high-rise residential buildings over 6 storeys)

Challenges	Choice 1	Choice 2
Design (availability of required expertise)	3	1
Availability of appropriate equipment	3	--
Incremental cost increase	1	4
Meeting cooling demand	2	2
Confidence in relatively new practices/equipment	2	1
Common area make-up air units	1	1
Domestic hot water demand	1	1
Common Area Space Heat	--	2
Unit space heat	1	--
Ventilation	--	1

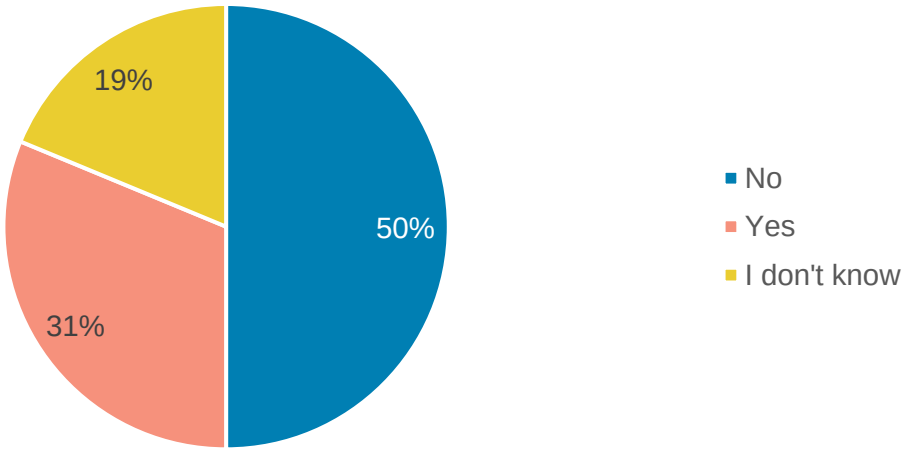
Please explain why (optional): (all submitted comments)

- In a seniors housing project we were looking at common floor lounges to be air conditioned as an area of refuge during summer heat waves and the challenge of working within the parameters.
- We currently have a TEDI/TEUI reduction factor for corridor pressurization, but this is still real-world energy that is being consumed (and usually on-site gas combustion). Improving airtightness of internal partitions between suites and ventilating the corridors and common areas with a heat-recovery system represents a significant real-world (and modelled) energy savings (even with the reduction factor).
- Pressurization of MURB corridors with door undercuts at each suite is so ingrained to prevent odours that a learning curve is needed to shift toward more efficient strategies.
- Domestic hot water energy consumption requires newer and more expensive tech to improve.
- Designing for complex urban sites will be a challenge, in terms of site orientation and building articulation to address fit to context.

Overall, what do you feel are the top two key barriers to adopting the higher steps of the Step Code?

Challenges	Choice 1	Choice 2
Additional construction costs	9	--
Knowledge of energy efficient building practices among architects	5	2
Lack of consumer demand for energy-efficient buildings	--	6
Potential compliance challenges	1	2
Difficulty coordinating developers, builders trades, architects, and energy modelers	1	--
Knowledge of energy efficient building practices among the trades	--	3
Lack of information and training on the BC Energy Step Code	--	2

Do you feel there are barriers to implementing low carbon energy (electric) space heating systems in new buildings?



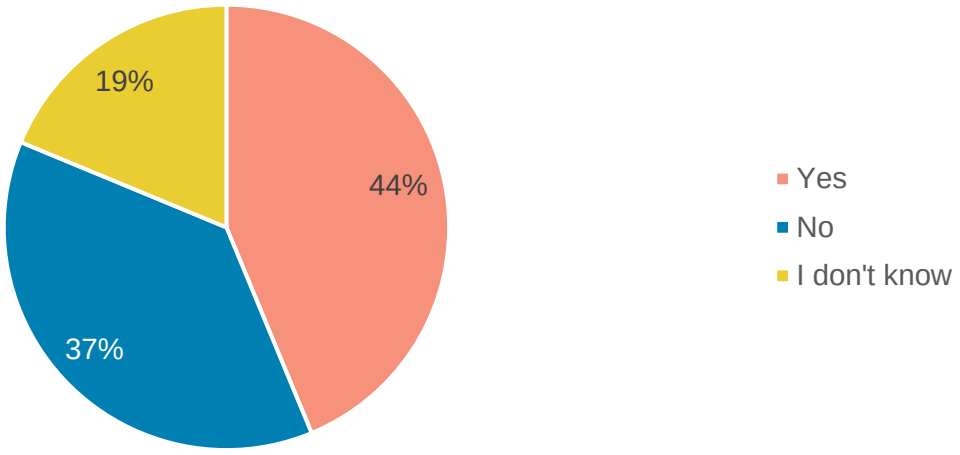
Please pick the top two challenges you anticipate for using low carbon energy (electric) space heating systems in new buildings.

Challenges	Choice 1	Choice 2
Availability of appropriate equipment	3	--
Confidence in relatively new practices/equipment	3	--
Electrical service	--	5
Common area make-up air units	2	--
Design (availability of required expertise)	1	2
Incremental cost increase	1	2
Operating costs	1	2
Meeting cooling demand	1	1
Ventilation	1	--
Installation	1	--
Common area space heat	1	--
Unit space heat	--	1
No second choice	--	1
None	1	1

Please explain why (optional): (all submitted comments)

- On a project to avoid gas use, all systems are electric including central hot water. This required bringing 3 phase power to the site from 4 blocks away.
- We're seeing more MURBS designed with heat pumps to provide cooling, (out of concern for summer heat dome risks). Routing of services and locating units on the roofs is challenging.

Do you feel there are barriers to implementing low carbon energy (electric) domestic hot water heating systems in new buildings?



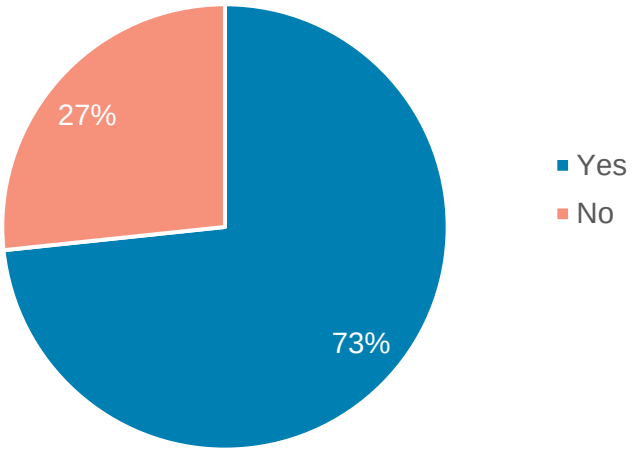
Please pick the top two challenges you anticipate for using low carbon energy (electric) domestic hot water systems in new buildings.

Challenges	Choice 1	Choice 2
Operating Costs	5	--
Electrical Service	--	6
confidence in relatively new practices/equipment	3	1
Incremental cost increase	2	4
Availability of appropriate equipment	3	--
Design (availability of required expertise)	2	2
No second choice	--	2

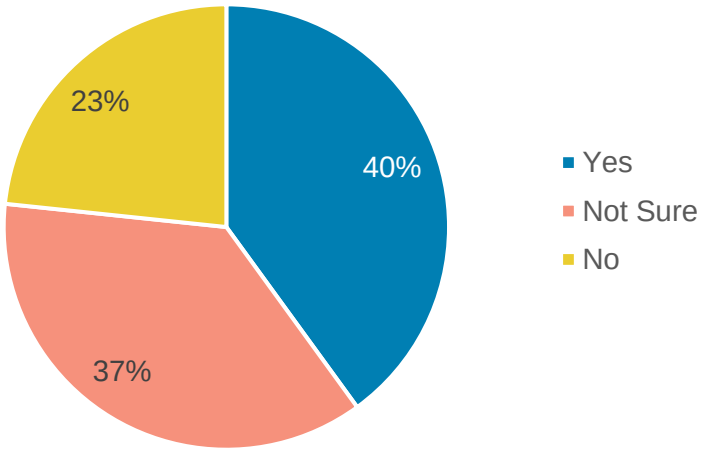
Are there other challenges or opportunities related to Low Carbon Energy Systems (electric) that you would like to share? (All submitted comments)

- On demand hot water is a must have for every new home. I do not believe an electric unit can operate at the required level
- The opportunity is that industry will rise to the challenge so moving to a Low Carbon legal requirement will spur on the industry. Of course hydrogen is still an opportunity.

Have you participated in any Step Code specific training or training that would support you in developing higher steps of the Step Code or implementing Low Carbon Energy Systems?



Is there sufficient training available to support you in adopting higher steps of the BC Energy Step Code and Low Carbon Energy Systems?



4.1.3 All Building Types Responses

Do you have any other comments or suggestions on how local governments within the capital region could support industry in adopting higher steps of the BC Energy Step Code and Low Carbon Energy Systems? (All submitted comments)

- Educate consumers about energy efficiency and comfort.
- The cost impact of step code was vastly underestimated by governments. With the rising cost of materials, there is no such "Affordable housing." Talk to builders about the real costs of windows, doors, insulation. I have priced out homes where the window cost increased by nearly $8000.
- The tighter we build homes, with more dependency on mechanical ventilation, puts that house at risk to be non functional/ dangerous/ unhealthy during periods without energy or emergencies. Say compared to a log home heated with wood? Are we building better? Is more complicated, greater engineering a better solution? or should we perhaps look from different angles. And perhaps have a few paths to choose? Easy to build super high efficient homes when money is not an issue, but with the housing market hitting all time highs, how does the future look. Good for people with bottomless pockets, not so good for average working family who can't afford maintenance/repairs or upkeep and will let systems deteriorate due to their income status. Perhaps we should look a lower cost and or simpler alternatives at the same time. If you add in all the energy it takes to build the components needed for construction, it's possible you'd not break even with cost/energy/ carbon footprint?
- This is a phased solution and timing is critical. BC Housing projects are getting industry to rise to the challenge and Governments should legislate min Step Code requirements (also needs to adopted province wide).
- Not currently building.
- Steps 4 and 5 should not be considered until mandatory training has taken place through BC Housing for Steps 4 & 5. In addition. the steps should not be implemented at the local govt level before being mandated in the BC Building Code. fast-tracking energy efficiency leads to unintended consequences like leaky condo, asbestos & urea formaldehyde in the past.
- Follow the National Building Code, do not leap forward without proper diligence.
- The most bureaucratic, and costly municipalities are only ones pushing this, STOP, it costs more to build and takes 3X as long to get permits in these jurisdictions, you wont save the world but you add to the number families that have to move to westshore or up island for affordable and timely construction. Whole seminar and this survey are BIASED and leaders have no intent to listen to majority of industry saying enough is enough...

- Speed up DP permits for high performance buildings to incentivize higher steps. Considering how long the DP processes take, if it is possible to fast-track buildings that meet higher performance targets it might be worth the additional costs.
- Allowing flexibility to conform with a lower step if a LCES is used.
- Stability - i.e. - sufficient notice of when requirements will increase, early notice of the intended path.
- Some flexibility to reduce window sizes from development permit submission drawings without restarting the process. Development permit applications are often done before an energy modeller is engaged and the drawings are submitted with WWR>40%. When I ask if reducing some window sizes is possible in some key locations to improve energy performance, the response is that we can't change the external design of the building from the development permit application. This results in inefficient buildings when the architect sends in a preliminary fancy looking rendering for development permit with huge windows.
- In this Survey, there is nothing on updating or improving older homes that are far worse GHG pigs then new homes. Some older homes are 15-20 Air Changes per hour 30- 40 times more then a Step Code 5 home. GHG is still GHG right. Why do condo buildings with up to 200 plus units only have to achieve a Step Code 2 in the same municipalities that have Step Code 3?
- give info to home owners.
- This is tricky. LG's can require Step Code compliance for issuing permits and occupancy, but it's more like negative attitudes that hinder the implementation of higher steps.
- Offer more training for air barrier installations and details.
- More hands-on training will demystify the process, increase industry uptake, and improve quality of final construction details.

4.2 Solutions Labs

The solutions labs convened two small groups of building and development industry professionals to discuss in detail several proposed Step Code and Carbon Pollution Standard adoption timelines and approaches. These sessions were small groups by design to facilitate in-depth discussions.

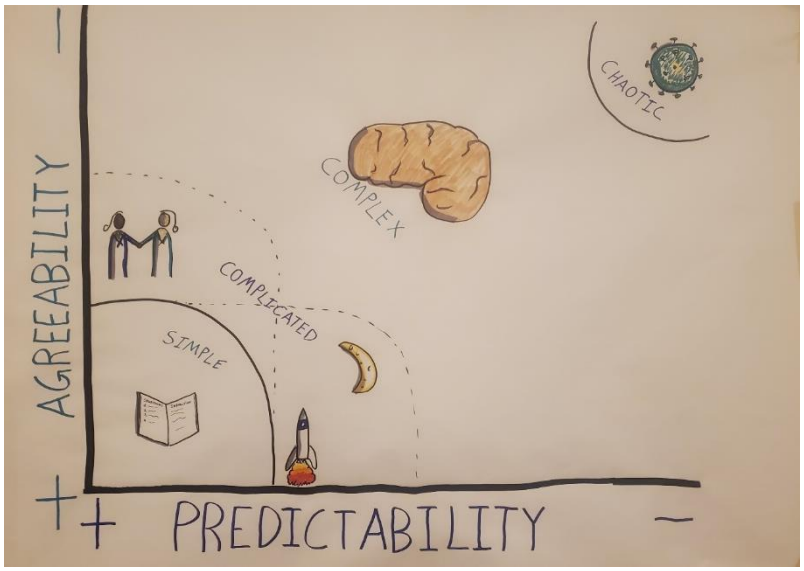
Both solutions labs followed this agenda:

- Welcome and Introductions
- Quick, one-on-one Networking
- Introductory Presentation
    - Survey Results
    - Current Policy Options
- Challenge Identification
    - As individuals
    - As a table level group
- Whole group discussion
- Whole group agreement certainty matrix exercise

4.2.1 Agreement Certainty Matrix Exercise

The purpose of the agreement certainty matrix was to help the groups make sense of the challenges that were identified in the first half of the solutions labs. The exercise helped us to move from simply identifying challenges, to organizing the challenges in a way that allowed them to be better understood. This sorting was done using an agreement certainty matrix.

An agreement certainty matrix has two axes, the agreeability axis, and the predictability axis. The agreeability axis (Y axis) is to measure the likelihood that the building industry would agree on solutions to the identified challenges. The predictability axis (X Axis) is for plotting the degree to which the identified challenges are technical in nature, and therefore, may have solutions which have predictable outcomes.



First people were asked to identify the predictability of outcomes associated with solutions for the identified challenges. To do this, people were tasked with dividing the challenges into four categories: simple, complicated, complex, and chaotic. This exercise was intended to clarify the potential responses to the challenges. A problem is defined as simple when it can be solved reliably with practices that are easy to duplicate that have predictable results. It is complicated when experts are required to devise a sophisticated solution that will yield the desired results predictably. A problem is complex when there are several valid ways to proceed but results are not predictable in detail. Chaotic is when the context is too turbulent to identify a path forward and trial and error is likely the only way to find a solution.

The following analogies may be used to further clarify the differences;

- simple challenges – can be solved with simple solutions, like following a recipe;
- complicated challenges – can be solved with technical expertise, like sending a rocket to the moon;
- complex challenges – may require unique solutions, e.g. like raising a child where a technique that worked on one child doesn't necessarily work on another;
- chaotic challenges – an example could be like the beginning of the COVID19 pandemic; a fast-changing issue with very limited data and understanding but where immediate action is required.

4.2.2 Part 9 Solutions Lab

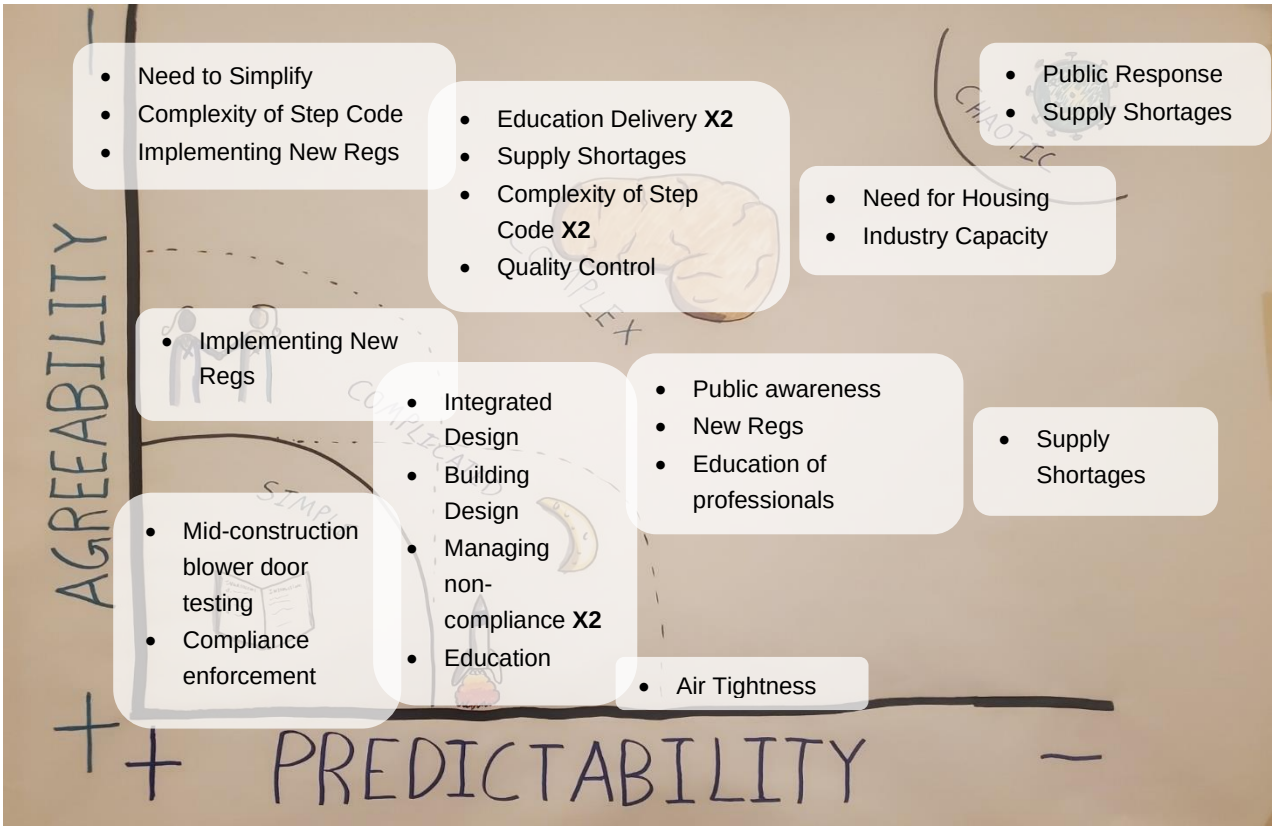
The following feedback was provided during the first half of the Part 9 solutions lab. Challenges that stood out to attendees were then plotted on the agreement certainty matrix which is presented below in Table 1.

Table1: Part 9 Solutions Lab Feedback

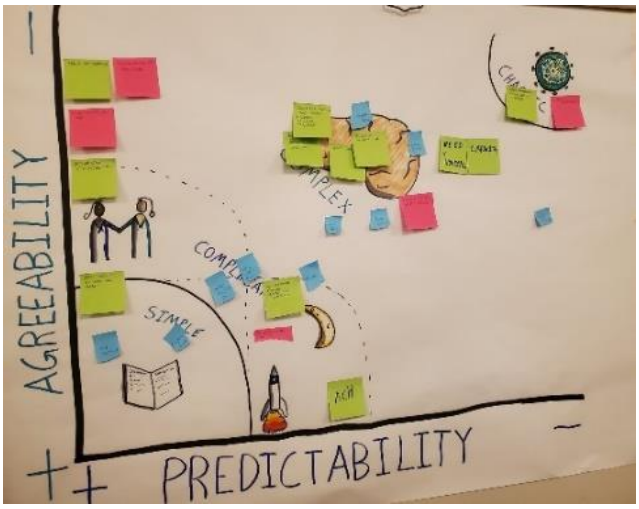
Ways to Support	**Education**	• Education is needed for industry and home buyers • Challenge delivering education with consistent messaging • Education EA's and builders, needs to be free and readily available • Share knowledge (with other local governments)
	Education Outcomes	• Quality control key during building • Open dialogue regarding building form • Motivate action • EA's need to be involved earlier • Integration • How do I actually do this? • Quality Control
	• Incentives for highest steps and Zero Carbon (Floor area ratios) • Consistency with messaging, don't switch standards	
Timing	**Concerns**	• Step jumps have design implications • Home design 2-3 years out • 2023 is too soon for higher Step Changes • Lead time is critical +1
	Move Fast	• Can't afford to wait, but not all voices are in the room – those that aren't participating probably don't want change • No time to waste
Regulatory Guidance	**General Principles**	• Need to simplify • Consistency of application (of Step Code regulation by AHJ) • Focus • Balance (Municipal) objectives • Focus on what we can do today • We need homes people can afford • Safe, low carbon and affordable housing (in the context of concern regarding complex design standards)
	Regional Consistency	• Is this all municipalities in CRD, or just those here? • I want to see consistency across the region
	Likely Policy Outcomes	• Seems likely zero carbon would drive higher steps (by virtue of the carbon intensity of electricity) • Step 3 requires very efficient home

	Motivation for Change	• How can we make the world a better place • GHGs need to be addressed and we need direction • Prevent Greenhouse Gas Emissions
	Mid-construction blower door test should be mandatory	
Policy Guidance	**Possible Policy Outcomes**	• Step 4 is a departure (of what is currently being built), Low Carbon less so • Pushing low carbon can push cooling
	Requests for Policy	• Keep it simple • Simple and Clear +1
	Specific Suggestions	• Introduce measurement requirement ASAP • "Or" allows workaround in the interim
Challenges	**Regulatory**	• Complexity of Step Code • How to ensure compliance and how to manage non-compliance • Some things out of Municipalities control
	Public	• Managing public response • Public resistance to change
	• Supply shortages • Observed entropy with agreement matrix • Push back from fortis would be strong (for option 3) • (Challenges with) implementing new regulations	
Option Specific Feedback	**Observations**	• Option 3 – flexibility • Option 3 might help small houses while meeting targets – the more comfortable option • Options 1&2 seem to provide an out for builders (to avoid meaningful emission reductions) • Option 2 is also very flexible • Option 2&3 Give us the chance to stay at Step 3
	Suggestions	• Option 3 Is best – we don't have time (referring to global climate change) • Step 4 – 2024, OR Low Carbon Construction (suggested alternative Option) • Observed agreement with Option 3

4.2.3 Agreement Matrix – Part 9 Residential



Each table was asked to select the challenges that had been identified by the group that resonated the most with them and then to plot them on the agreement certainty matrix. Each group then plotted the challenges as they saw fit which is reflected by the same challenges appearing multiple times, sometimes in different parts of the matrix. This demonstrates a lack of agreement on the level of predictability and agreeability of different challenges.



4.2.4 Part 3 Solutions Lab

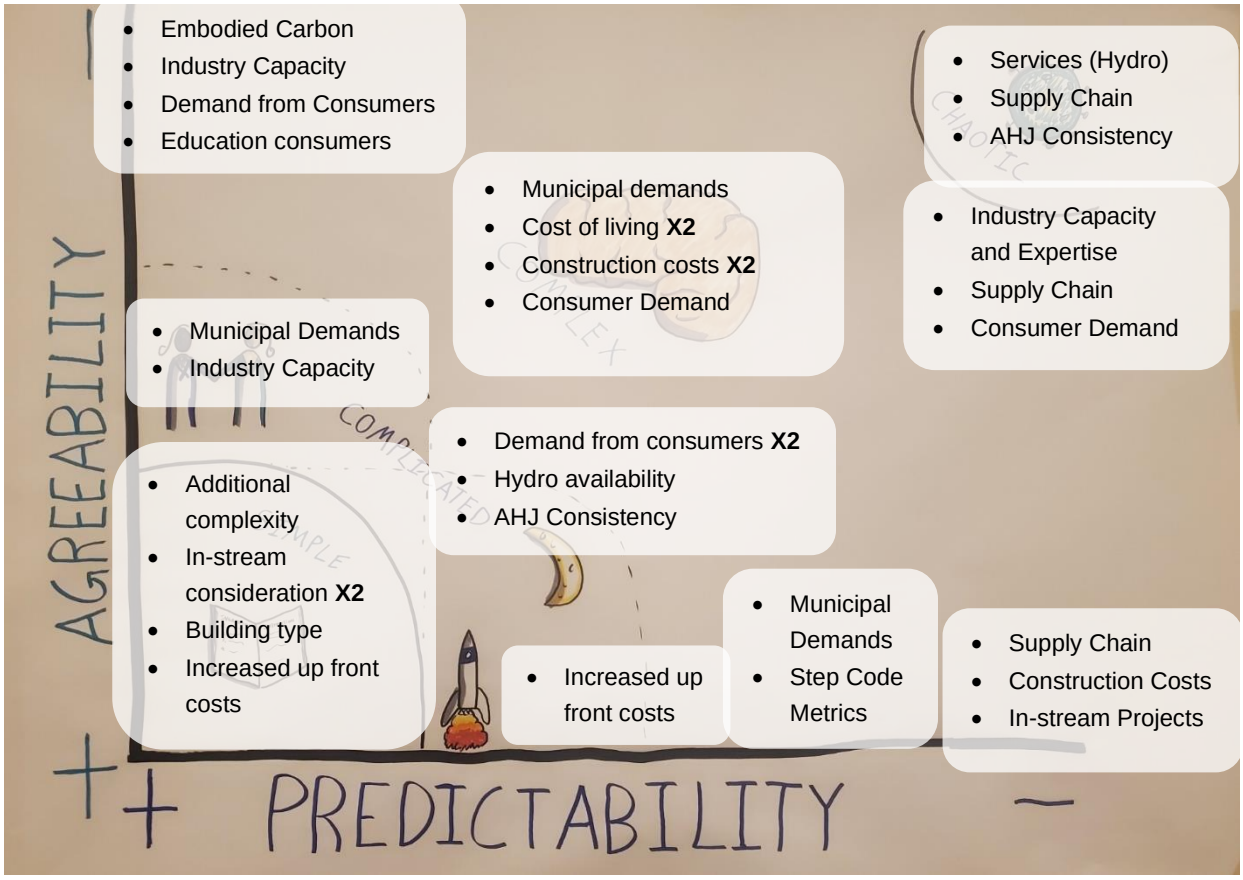
The following challenges and points were identified during the first half of the Part 3 solutions lab. The challenges that really stood out to attendees were then plotted on the agreement certainty matrix which is presented below in Table 2.

Table 2: Part 3 Solutions Lab Feedback

Ways to Support	**Authorities Having Jurisdiction Action**	• Tax Exemptions for better buildings • Making DP Process more predictable • AHJ enforcement consistency
	Consumer Education	• Consumer Education Key • (Lack of) demand from consumers • Educate Consumers
	• (increase) Industry capacity • (increase) Economic Activity	
Timing	**Implementation Lead Time**	• Projects with shorter cycles can move faster • (proposed) Timelines way too short • 2-3 year lead time for commercial projects • Potentially move faster with low rise
	In Stream Projects	• Timeline - # of projects in midstream is a concern • ·DP pipeline should be considered in stream
	Principles	• Move standard once, bigger jump, later. • Phased approach based on buildings • Flexibility and notice helps with supply challenge
Challenges	**Authorities Having Jurisdiction Related**	• Additional metric adds complexity to permitting and design • (multiple) demands from municipalities • (how to handle) in stream projects

	Incremental and Shifting Costs	• Additional upfront cost – increases carrying costs • Construction Costs • Unpredictable Cost
	BC Hydro	• Hydro capacity a big issue • Availability of hydro • Hydro approvals can be 18 months
	• Supply Chain • Cost of Living • Different implications for different building types	
Policy Guidance	**Possible Policy Outcomes**	• Step 4 is a departure (of what is currently being built), Low Carbon less so • Pushing low carbon can push cooling
	Requests for Policy	• Keep it simple • Simple and Clear +1
	Specific Suggestions	• Introduce measurement requirement ASAP • "Or" allows workaround in the interim
Option Recommendations	• Option 2 because of the "or" – more choice • Too many options with option 2 • Option 3 provides certainty • Low Carbon by 2025 instead of zero carbon	
Where are we at now?	• (we want to) Do Better • (we want to) Understand • Desire for consumer choice • Sense of inevitability • Feel we all agree at the high level, disagree in detail • Optimistic RE: local successes • Sense of Urgency	

4.2.5 Agreement Matrix – Part 3



4.3 Final Engagement

4.3.1 Engagement Sessions

Two online engagement sessions were held on June 2, 2022. These engagement sessions were intended to present a proposed adoption pathway for all building types and to facilitate a discussion with attendees to receive feedback and provide any clarifications. Both sessions followed this agenda:

1. Welcome
2. Presentation
    a. Engagement to date
    b. Proposed adoption pathways overview
3. Feedback on adoption pathways
    a. In breakout rooms
    b. In plenary via polls
4. Open discussion
5. Next steps

42 attended the Part 9 session.

28 attended the Part 3 session.

70 total attendees.

Renewable Natural Gas & Low Carbon Fuels

There was some discussion during the first two phases of engagement related to the ability to meet the carbon pollution standards with Renewable Natural Gas (RNG). Given this, some effort was made in the third phase of engagement to address this issue and clarify what would be considered low and zero carbon approaches in the proposed adoption pathways. As there is currently no ability for municipalities to recognize RNG for compliance with carbon pollution standards, engagement participants were asked to respond considering electrification as the only compliance path. It was noted that while FortisBC has submitted a BC Utilities Commission application that seeks to create a renewable gas and low carbon fuel rate class for new residential connections, many questions remain regarding how enforcement would be handled, what the global warming potential of these gases will be over the long term, and how permanence over the lifetime of the building will be guaranteed. FortisBC employees were active participants in the engagement and discussions.

4.3.2 Combined Survey and Poll Results

During the two engagement sessions the attendees were asked to respond to a few polls. These same questions were then included in a survey which contained room for comments to allow participants an additional opportunity to provide more detailed feedback and to ensure those who were unable to attend the final phase engagement sessions also had the ability to provide input. The results of the polls and survey are combined below. While each poll varied in response rate, there were 70 possible respondents to each poll question and 11 additional

surveys completed. Actual numbers and percentages are presented in the results tables. All of the open ended comments were submitted via the survey and are also included below.

1) Saanich, Victoria, and Central Saanich Council's directed staff to require the highest Step Code step by 2025 in order to indirectly reduce greenhouse gas (GHG) emissions and meet our climate plan targets. The province will empower municipalities to regulate carbon pollution levels directly in new buildings to reach those goals. Saanich, Victoria, and Central Saanich, are now proposing to slow down on Step Code implementation to align with the province and, instead, focus on regulating carbon pollution. **What is your level of agreement that regulating carbon emissions from new builds is a preferred approach, compared to increasing step code efficiency requirements ahead of the province?**

*Note: this question was not asked in Polls during the virtual engagement sessions, all responses to question #1 are from the survey.

Response Options	Response Count	Percentage of Total Responses
1 - Fully agree	4	36%
2 - Agreement with a minor point of contention	3	27%
3- Support with reservation	2	18%
4 - Abstain; this doesn't affect me	0	0%
5 - More discussion needed	0	0%
6 - Don't like it but understand the rationale	0	0%
7 - Serious disagreement	2	18%

2) Why? Please describe your reason for the above answer. (all responses)

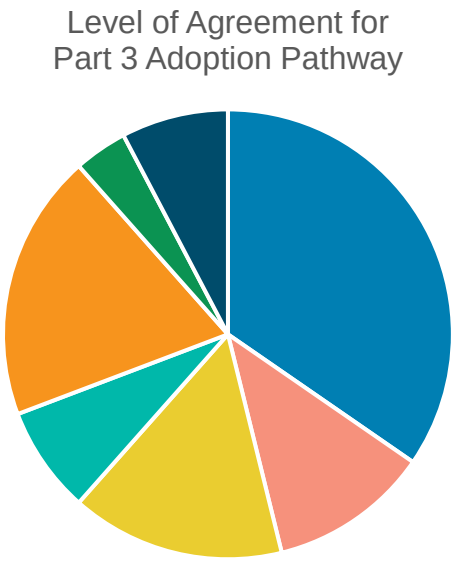
- with any attempt to scale down the proposed Central Saanich plan already voted on by Council & included in our climate leadership plan.
- With a greater dependence on electricity as the main source of heating the need for backup generators will become higher, especially as we move into more frequent extreme weather events. Backup generators/inverters can be designed into homes to automatically start during no power events. The optimum source of fuel for these is a natural gas line to the generator which is far more environmentally friendly and safe

than gasoline. For this and other reasons I would recommend not putting any restrictions on natural gas lines to homes. But do fully agree with have the primary source of heating and cooling being electricity.

- Step Code should align with mandated BC Code. Renewable Natural Gas from Hartland Landfill is a necessary part of sustainable energy security, and released into atmosphere anyway.
- GHGI reduction is the priority, would like to see energy efficiency improved if not too onerous on builders and developers.
- It's good to reduce GHG emissions, and regulate carbon pollution, but I don't think Step Code should be slowed down. Do it in parallel. No more gas supplying buildings.
- also fine to keep the step pace AND do the GHG.
- How will the carbon footprint of new building materials be regulated?
- We all need to be moving as one, not having certain areas miles ahead of others
- Can we not do both, or is affordable housing the issue?

3) Part 3 - What is your level of agreement with the proposed pathway for Part 3 new buildings outlined above and in the Briefing Note?

Response Options	Response Count	Percent of Responses	Pie Chart Colour
Fully agree	9	35%	
Agreement with a minor point of contention	3	12%	
Support with reservation	4	15%	
Abstain; this doesn't affect me	2	8%	
More discussion needed	5	19%	
Don't like it but understand the rationale	1	4%	
Serious disagreement	2	8%	

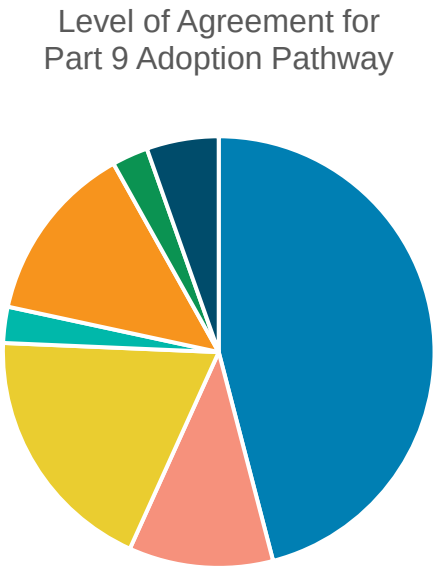


4) Why? Please describe your reason for the above answer. (all responses)

- This questionnaire does not appear to have been written by Central Saanich as it does not explain what Council already agreed to
- Step Code should align with mandated BC Code. Renewable Natural Gas from Hartland Landfill is a necessary part of sustainable energy security, and released into atmosphere anyway.
- Wish we didn't have to slow down energy efficiency at a time when the industrial is on a learning curve.

5) Part 9 - What is your level of agreement with the proposed pathway for Part 9 new buildings outlined above and in the Briefing Note?

Response Options	Response Count	Percent of Responses	Pie Chart Colour
Fully agree	17	46%	
Agreement with a minor point of contention	4	11%	
Support with reservation	7	19%	
Abstain; this doesn't affect me	1	3%	
More discussion needed	5	14%	
Don't like it but understand the rationale	1	3%	
Serious disagreement	2	5%	



6) Why? Please describe your reason for the above answer. (all responses)

- Same as above, this does not pertain to Central Saanich, why would we back down on our leadership?
- The definition of zero carbon should still allow for wood or natural gas fireplaces, and natural gas fueled backup generators.
- Step Code should align with mandated BC Code. Renewable Natural Gas from Hartland Landfill is a necessary part of sustainable energy security, and released into atmosphere anyway.
- Similar to my answer for question 4. No more gas serving buildings, and keep Step Code on track.
- Its easier to change utilities than to change to fully insulated passive house construction.

7) Multiple training opportunities exist to support local industry in adopting higher steps of the BC Energy Step Code and low carbon energy systems/Carbon Pollution Standard. Some examples of organizations providing training include, but are not limited to, BCIT, LCZEB, UNBC,VIU, ASTTBC, BC Housing, BOABC, GaGBC, CHBA BC, CEA, ICBA, Passive House Canada and ZEBx. Despite the availability of training, engagement feedback clearly indicated a desire for additional training participation and other supports. **What is the most effective support the municipality can help provide during the transition to decarbonize new construction? (please tick all that apply)**

Response Option	Response Count
Support and communicate information related to rebates for reducing carbon emissions	17
Collaborate with your associations to provide new/additional education opportunities.	14
Work with the realtor industry to increase knowledge and public understanding of the value of low and zero carbon buildings	10
Enhance other public communications related to the value of low and zero buildings	7
Subsidize existing training opportunities	2
Collaborate with your associations to provide new/additional education opportunities	5
Enhance other public communications related to the value of low and zero buildings (including appliances)	7

8) **(please specify)** (all responses)

- Explain Central Saanich's position as already approved appropriately, do not be asking for a slow down, this is not acceptable

9) Do you have any other feedback or input? (all responses)

- as above - no slow down!
- Thank you for your hard work
- Leave energy efficiency and carbon emissions in housing to National Building Code expertise. Municipalities are not qualified to address these issues.
- Need more information on the municipal bylaw changes needed in order to make this a reality. Implications for municipal staff in terms of enforcing this.
- Great work!
- As much as it is good to try and obtain buy in from as many as you can, sometimes you just have to use policy to make people do the right thing. Even if they're kicking and screaming about it. I personally get annoyed with other builders who just don't like change, and give stupid arguments, when all they have to do is educate themselves.

Appendix A – Letter from Victoria Residential Builders Association

VICTORIA RESIDENTIAL BUILDERS ASSOCIATION

Community Builders...

Building Communities

April 12, 2022

Matt Greeno, Community Energy Specialist
Capital Regional District
625 Fisgard Street,
Victoria, BC V8W 2S6

Dear Mr. Greeno,

Re: Solutions Lab to Accelerate Step Code in the CRD

The Victoria Residential Builders Association will decline to attend the CRD's " Solutions Lab" to "accelerate implementation of higher steps of the Step Code." The BC government plans to make Step Code 3 mandatory by year-end. Fast-tracking the BC Step Code beyond this level only undermines consumer protection and housing affordability. Numerous flaws in the BC Step Code have been discovered including:

- Lack of research into toxic radon issues and mitigation in energy efficient homes. Radon levels exceeding the maximum established by the World Health Organization have been detected in Victoria;
- No prescriptive path to address high modeling costs and no mandatory Step Code education;
- Wildly inaccurate cost estimates and dysfunctional energy efficiency metrics;
- Net-zero is achievable at Step 4 making BC's costly Step 5 unnecessary adding to unaffordability.

Much of this information was revealed by the National Building Code's due diligence. BC Step Code's significant flaws undermining both consumer protection and affordability are the direct result of "accelerating" energy efficiency in BC's Building Code.

The Solutions Lab is at the "direction" of several councils to "accelerate implementation of higher steps of the Step Code." Municipalities do not possess the expertise, experience nor resources to do the necessary research and diligence for major code changes to ensure health and safety.

Codes Canada recently released energy efficiency changes in the National Building Code including a prescriptive option to address affordability. However, Codes Canada has not completed research on very high Step Code levels proposed by the CRD's "Solutions Lab."

VRBA continues advising municipalities to wait for the BC government to establish mandatory levels of energy efficiency combined with education rather than use local bylaws to fast-track energy efficiency. A local "Solutions Lab" does not replace National Building Code expertise, research and due diligence.

If you require more additional information, feel free to contact me at 250-383-5044.

Sincerely,

Casey Edge
Executive Director

Appendix B – Email from BC Housing

Hi Victoria,

This looks great. Thanks for sharing. As you know, BC Housing currently has a GHGI requirement of 5.5 kg CO_2/m^2. for new buildings. As a Crown Agency, we have found it will be increasingly difficult to meet our Clean BC targets as we add new buildings with systems that burn fossil fuels. As a result we are hoping to lower our allowable GHGI in climate zone 4 (which includes the above listed municipalities) to 3 $kgCO_2/m^2$. We are hoping to have this change approved by our executive this summer. This is planned to be a temporary measure included in a technical bulletin to accommodate commercial kitchens and limited gas back up for peaking heating and hot water. Our hope is to further reduce this to around 1 $kgCO_2/m^2$ in the next version of our Design Guidelines and Construction Standards expected in 2024, as CO2 heat pumps, cold temperature heat pumps with better GWP coolants, and electric commercial kitchen options become more available. The Clean BC Roadmap to 2030 states that the province will be "requiring all new public sector buildings to align with our climate goals beginning with performance standards (2023) and moving to zero-carbon new buildings (2027)". Municipal leadership across the province will be crucial to helping us meet these goals and sends a signal to owners, builders, designers, suppliers, and installers that these changes are immanent. I'll keep and eye out for your new policy this summer and please feel free to loop me in if you need anything.

Bill

Bill MacKinnon Senior Manager, Energy & Sustainability | Development and Asset Strategies
Office: 778-452-6421 | Mobile: 604-218-6904 |bmackinnon@bchousing.org | www.bchousing.org
1701 - 4555 Kingsway, Burnaby, BC V5H 4V8 Canada

I would like to gratefully acknowledge that I work on the traditional and unceded territory of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səlilwətaɬ (Tsleil-Waututh) peoples

From: Rebecca Newlove <Rebecca.Newlove@saanich.ca>
Sent: June 21, 2022 10:18 AM
To: Bill MacKinnon <bmackinnon@bchousing.org>
Cc: Matt Greeno <mgreeno@crd.bc.ca>; 'Derek de Candole' <ddecandole@victoria.ca>; 'Kristina Demedeiros' <Kristina.Demedeiros@csaanich.ca>
Subject: RE: Victoria Region Step code and Carbon Pollution Standards

Morning Bill

Great to chat to you yesterday about BC Housing standards and guidelines as it relates to the Step Code and carbon pollution standards in new buildings. As discussed, the CRD, District of Saanich, City of Victoria and District of Central Saanich are undertaking engagement with building industry on the upper steps of the BC Energy Step Code and the new Provincial

Carbon Pollution Standards in new buildings. This work is focused on determining the best way to use the regulatory tools available to reduce operating carbon emissions from new construction and meet our Councils' direction and climate targets. The work is being shared with other local governments and electoral areas in the region.

We wanted to follow up from our meeting to provide an overview of our proposed approach for implementation in the region. As mentioned, this has been informed by local industry engagement, data analysis and the provincial implementation timelines for Step Code and carbon pollution standards. We've outlined these timelines below as context for the proposed approach, but we appreciate that BC Housing is already aware of these future legislative changes.

Provincial Timelines Overview

The Step Code will be brought into effect by the Province through the BC Building Code this December 2022, starting with "20% better" minimum standard, which is equivalent (in most respects) to what has already been adopted by the noted local governments above. Progressively higher energy efficiency performance will be introduced into the BC Building Code over time, with next steps in 2027 and then the highest steps by 2032.

Similar to the Step Code, the Province intends to phase in the Carbon Pollution Standards for new buildings as part of the BC Building Code starting this December 2022 with "measuring", and moving progressively higher in 2024, 2027 and then reaching zero carbon ready by 2030.

Proposed Approach in the region (some LGs)

While the local governments noted above have Council direction to move to the highest steps of the Step Code by 2025, there is an opportunity to meet our climate targets through implementation of the new Provincial Carbon Pollution Standards instead. Industry feedback to date has demonstrated a strong preference to focus on the Carbon Pollution Standards versus acceleration of the BC Energy Step Code. Four additional clear messages heard through engagement were to keep it simple, provide time to plan, present the full pathway to 2030/2032 and aim for regional alignment.

Given this feedback, analysis, and consideration of affordability, the proposed approach includes no further accelerated implementation of the BC Energy Step Code; as of December 2022 the intention is to not increase the requirements under the Step Code until the Province increases them. Instead, this proposed pathway will focus on Carbon Standard requirements (GHGi maximums) only and includes just two moves between now and 2032 as outlined in the table below:

Proposed Adoption Pathways

	Description	Date	
		Part 9 Buildings	Part 3 Buildings
Move 1	Low Carbon Standard Requirement - in most cases will require decarbonization of both space & domestic hot water heating	July 1, 2023	July 1, 2024
Move 2	Zero Carbon Ready Standard Requirement - in most cases will require decarbonization of all energy uses	Jan. 1, 2025	July 1, 2025

More details and background information are available at www.saanich.ca/stepcode.

BC Housing Standards
Thank you for outlining the current BC Housing Design Guidelines and Construction Standards and potential future direction as it relates to GHGi. It was valuable to hear about examples of completely electrified buildings in our Climate Zone/region and to discuss specific areas of focus and how this work relates to cooling.

Given the above, we would be grateful for your feedback on the proposed approach for implementation of the Step Code/Carbon Pollution standards in the Victoria region. The local governments noted above are intending to present this to their respective Councils in early August.

We look forward to your response and please let us know if you have any questions.

Kind regards
Rebecca

Rebecca Newlove (she/her)

Manager of Sustainability
Planning Department
District of Saanich
770 Vernon Ave.
Victoria BC V8X 2W7

t. 250-475-7118
c. 250-217-2457
e. Rebecca.newlove@saanich.ca
saanich.ca

We acknowledge that the District of Saanich lies within the territories of the lək̓ʷəŋən peoples represented by the Songhees and Esquimalt Nations and the W̱SÁNEĆ peoples represented by the W̱JOŁEŁP (Tsartlip), BOḴEĆEN (Pauquachin), SṮÁUTW̱ (Tsawout), W̱SIḴEM (Tseycum) and MÁLEXEŁ (Malahat) Nations.
We are committed to celebrating the rich diversity of people in our community. We are guided by the principle that embracing diversity enriches the lives of all people. We all share the responsibility for creating an equitable and inclusive community and for addressing discrimination in all forms.
This email and any attachments are for the sole use of the intended recipient and must not be distributed or disclosed to anyone else. The content of this email and any attachments may be confidential, privileged and/or subject to the Freedom of Information and Protection of Privacy Act. If you have received this message in error, please delete it and contact the sender. Please consider the environment before printing this email.
Sign up to receive our Saanich Spotlight quarterly newsletter at Saanich.ca/spotlight.

Appendix C - Complete Open-Ended Responses

Part 9, Step 3 Compliance

For Step 3 compliance, what is the most challenging part of a project? Open ended responses:

- Implementation of readily available systems make it easy to achieve this Step. The biggest hurdle is cost.
- Step 3 compliance is not as difficult to design or build. Smart pre-design makes this easily attainable with minimal changes to standard materials, design strategies, especially in a forgiving climate like our own.
- The few Part 9 buildings we have working on under the Step Code have been custom homes on view properties for Clients that want a large amount of glazing in their home but don't want to pay for triple glazing and/or don't like the appearance of triple glazing and coatings to reduce solar heat gain.
- Construction industry has limited experience with airtightness. Assumptions at the pre-design and design phases need to be conservative to allow for this.
- The bias towards hydro power is limiting for mechanical heating systems in terms of overall occupancy comfort. One unintended (hopefully) consequence is GHG boilers won't be able to achieve higher then Step 3 Metrics even though Fortis will be able to carbon capture neutral gas generation for consumer use in the near future for hose new and in use boilers. Heat pumps are not the only answer to GHG reduction. As homes start to use out side insulation to achieve higher step codes B.C. hydro has fallen behind in improving their metering products to help reduce Air Change efficiency by business as usual methods and cutting a 16"x 20" hole in the side of a home and then filling that cavity with concrete to protect the exposed conduit. Step Code 5 allows a .5 Air Change max tolerance. For a perspective .5 Air Changes is allowing a hole smaller then a golf ball in total around the whole home to be exposed to outside circulation. The industry has fallen behind keeping up with Step Code 3 implementation and municipalities that chose the step code are not allowing fair expectations of the Steps. The Step Code started 4 years ago and in 2022 BC Housing has only made in mandatory for Home Builder's to participate in Step Code training. Passive Homes only have to achieve 1 Air Change per hour which is the Step Codes hard stick yet in Step Code 5 it is .5. Energy Efficiency and reduction in GHG's is without question, Step Code 3 in my experience (being a home builder for 16 years adds 35000 effectively to a home. The Provincial governments figures around Step Code 3 adages are way to low and not realistic. I'm currently building my home to Step Code 5 standards and the costs are not yet completed but heading to the low $70000.00 just for Step Code. One recommendation is to use the National Building codes vetted tried and true new energy efficiency option and ha e some prescriptive options to chose from. This gives the builder more flexibility around costs and the right method to chose for them. Of course, as a builder will tell you these costs are passed down to the first time home buyer or custom home client.

- contractors that are rooted in ancient construction sequencing and techniques. complex, antiquated housing designs. housing designers who design without regard for air barrier detailing
- It is not difficult to build a step code compliant house if you pay attention to detail
- The building envelope is a system where air tight buildings may experience earlier hygrothermal failure using traditional materials (findings of National Code Task Group), or where depressurization may cause greater radon ingress. Houses are getting tighter and exhaust fans more powerful. The result is more frequent and severe depressurization of houses. Radon is site specific and cannot be identified on a map. An SFU radon scientist says there has been insufficient testing in Greater Victoria. These issues are being reviewed by the National Building Code committees and were not addressed by the BC govt for the Step Code. The BC Step Code circumvented due diligence.
- I work 'occasionally' on residential, garden suites, secondary suites; basically reno's.
- I can hit the ACH, and I'm good with the enclosure efficiency. Having clients on board with better mechanicals is the hardest part. Paying more for better equipment can be a tough sell. Heat pumps are fine, but the HRV's are the challenge. The price point is high and they'd rather spend it on countertops, etc.
- The climate here in Victoria is mild and a little air leakage is actually good for the home. Building them so air tight causes additional problems for the home occupants. Introducing a fan that exhausts warm air out of the home is not a solution. New homes are very energy efficient as is and introducing further costs to the builder is not a good solution. A lot of research needs to go into these types of decisions. Your target should be homes built prior to 2010 and have the government implement energy efficient standards on these existing homes and place all of the costs on the home owners. This system is flawed as new homes are not the problem the old homes are the biggest problem.
- The pre-construction energy modelling determines what goes into the building, and as long as the plans and the BCESC report are followed there is no concern. However, the air tightness is entirely built on site, and almost all builders and contractors have growing pains. Most people fail the first one or two tests trying to meet BCESC Step 3, and have to learn through trial and error.
- Air tightness requires quality control, and supervisions of trades. Many contractors offer little to no supervision for Step 3 and lower projects.
- The air tightness component will be the hardest aspect for people to meet, especially at the higher Steps.
- Canada contributes very little in comparison to Asia, this race to self inflict cost for virtue signalling is detrimentally affecting building cost and those inflicting it are wrongly imposing their will on others will little tangible result and huge tangible cost... build well

and be done. Gas is a very viable energy source, heat pumps are poor if they use electric backup... Stop encouraging misguided objectives, muny govt and energy advisors are enabling and dont recognize cost increases, obvious from the presenter... Data was very SKEWED, majority of SFDs in CRD are NOT at step 3, Almost no Westshore data used, the four jurisdictions pushing this dont even contribute 20% of SFD housing stock, JUST STOP this ridiculous panacea...

- Step 3 is standard practice
- The targets are easily accomplished. The main challenge is; finding ways to accomplish the same targets with less skilled workers, at volume, and reduced cost.

Part 9 Step 4/5 Compliance

For Step 4/5 compliance, which of the following is the most challenging part of a project
Open ended responses:

- It takes a little more creativity to hit the higher end targets.
- I believe air changes per hour will be the most difficult for builders as the knowledge is not quite there yet and there are many different strategies. This is why a mid construction blower door is a necessity for early adoption.
- If you have a smart envelope/mechanical designer, they can typically tweak design to meet requirements.
- Everyone likes expansive windows and currently their performance values are going to make this difficult to achieve the targets.
- Might be a bit off the questions topic
  However Relying on mechanical means which rely on consistent energy, and being part of the bigger grid. Is risky I tend to prefer independent systems that can operate within their own individual smaller groups which when large scale disasters happen cannot affect a larger group. Ie blackouts floods, natural disasters such as earthquakes.
- I expect builder familiarity with construction techniques & quality control to be challenging on custom homes.
- Same reasons as above
- Limited options and limited choices to achieve Step Code 4 and 5 without prescriptive method.
- contractors that are rooted in ancient construction sequencing and techniques. complex, antiquated housing designs. housing designers who design without regard for air barrier detailing
- Again, the house is a system where mechanicals, materials and their application must work together. Very few people understand the issues and some don't know the difference between an air barrier and vapour barrier. Fast-tracking higher levels of the Step Code is a recipe for major unintended consequences and liability for local govts.

This is especially true when it's a local bylaw and not mandatory BC code. Delta was successfully sued for $3 million over a leaky condo issue. The BC govt is planning to require CPD builder education for Step 3, which should have been done before introducing Step Code in 2017. There is no mandatory education and training for Step 4 & 5.

- I can hit the ACH, and I'm good with the enclosure efficiency. Having clients on board with better mechanicals is the hardest part. Paying more for better equipment can be a tough sell. Heat pumps are fine, but the HRV's are the challenge. The price point is high and they'd rather spend it on countertops, etc.The units only get more expensive.
- I am opposed to fast-tracking energy efficiency without due diligence by the National Code committee, including cost-benefit analysis in the real world of construction, review of potential unintended consequences such as radon, etc. BC Step Code needs to follow the National Code and leaping forward to Step 4 and 5 without understanding all of the diligence is not achieving anything.
- The pre-construction energy modelling determines what goes into the building, and as long as the plans and the BCESC report are followed there is no concern. However, the air tightness is entirely built on site, and almost all builders and contractors have growing pains. Most people fail the first one or two tests trying to meet BCESC Step 3, and have to learn through trial and error.
- The air tightness component will be the hardest aspect for people to meet, especially at the higher Steps.
- energy advisor stated heating solutions that didnt include moving air but neglected the cost of necessary air change equipment ...
- Canada contributes very little in comparison to Asia, this race to self inflict cost for virtue signalling is detrimentally affecting building cost and those inflicting it are wrongly imposing their will on others will little tangible result and huge tangible cost... build well and be done. Gas is a very viable energy source, heat pumps are poor if they use electric backup... Stop encouraging misguided objectives, muny govt and energy advisors are enabling and dont recognize cost increases, obvious from the presenter... Data was very SKEWED, majority of SFDs in CRD are NOT at step 3, Almost no Westshore data used, the four jurisdictions pushing this dont even contribute 20% of SFD housing stock, JUST STOP this ridiculous panacea...
- Step 4 is best practice
- Accomplishing better ACH doesn't require unique assemblies, only improved existing ones. But envelope efficiency requires new upfront design considerations and processes and/or unique assembles that require more education from all parties.

Part 9 Air Tightness Compliance

What do you anticipate challenges for achieving the required Air Changes per Hour (ACH50) for the upper steps (Steps 4 and 5), open responses:

- I believe air changes per hour will be the most difficult for builders as the knowledge is not quite there yet and there are many different strategies and trades that will have an effect on the air barrier. This is why a mid construction blower door is a necessity for early adoption.
- Sub-trades are used to punching holes through the building as needed to accommodate services. This can lead to reduced performance between the mid-construction and final blower door tests.
- A more elegant solution is needed for domestic kitchen air make-up when the kitchen hood is used. Ventless dryers help with depressurization in airtight construction, but kitchen hoods exhausting to the exterior are causing depressurization leading to whistling under doors, poor performance of the kitchen exhaust, and increased uncontrolled air infiltration.
- Why are the Air Changes more difficult to achieve then a Passive Home when this seems to be the bench mark.
- building and design culture. homeowners who think they can do whatever they want without consequence.
- Supply chain issues are making materials hard to get in a timely manner
- Education should come first before implementing major code changes. This has not been done with Step Code. All are issues ranging from no formal education to construction detailing to very high costs to supply issues.
- Making sure that clients understand the importance of simpler building form.
- The orientation on the lots can be out of the designer and builder's hands.
- Mid construction blower test will verify ACH, and hopefully the "big picture" in the end will all come together to confirm targets were hit.
- This whole presentation and survey is skewed and BIASED... options in 12 should include large cost increases, so many presenters sit in offices and dont see the real costs....
- Zoning requirements and design guidelines contradict with high performance design
- Low ACH is technically quite simple to achieve in application once the construction design accounts for it and there is awareness of the problem areas during planning.

Part 9 Envelope/Enclosure Compliance Steps 4/5

What do you anticipate challenges for efficiency for the upper steps are? (Steps 4 and 5), open responses:

- Building form is often limited by lot shape & orientation. Some designers do not prioritize efficient building shapes prior to development permit applications.

- Developers and contractors are concerned with the cost increase to build high performance wall systems (i.e - additional labour and materials for continuous exterior insulation on wood frame). Upgrading larger windows to triple pane can lead to large increases in installation cost, as additional equipment may be required to lift the heavier product.
- complex building geometry requires detailed oriented planning and protecting. the building industry typically relies on insulators to complete this work. insulators are not known for being the most responsible trade. shifting building culture is extremely difficult.
- The house is a system. Education should come first before implementing major code changes. This has not been done with Step Code, especially 4 & 5.
- Making sure that clients understand the importance of simpler building form.
- The orientation on the lots can be out of the designer and builder's hands.
- Mid construction blower test will verify ACH, and hopefully the "big picture" in the end will all come together to confirm targets were hit.
- Unnecessary given how inhabitants will in the end use/live in the home..
- Finding trades willing to do quality work is a problem but not really limited to step code.
- The variety of possible assemblies and products requires fairly deep and also broad experience to ensure quality and affordability aren't completely sacrificed.

Part 9 Mechanical Equipment Compliance Steps 4/5

What do you anticipate challenges for achieving the required mechanical equipment and systems efficiency for the upper steps are? (Steps 4 and 5), open responses:

- Need more hot water heat pumps.
- The house is a system. Education should come first before implementing major code changes. This has not been done with Step Code especially 4 & 5.
- A more elegant solution is needed for domestic kitchen air make-up when the kitchen hood is used. Ventless dryers help with depressurization in airtight construction, but kitchen hoods exhausting to the exterior are causing depressurization leading to whistling under doors, poor performance of the kitchen exhaust, and increased uncontrolled air infiltration. Buildings with high domestic hot water demand relative to the floor area can struggle to achieve the total and mechanical energy use intensity targets. Limited products are available with efficiencies about 100% (i.e - heat pumps with COPs>1) for domestic hot water. Contractors and developers are often wary of new products, and also wary of more expensive products.
- Some sites have limited electrical services available which pushes the domestic hot water system toward gas.
- A mixture of energy supplies to power a home is beneficial to occupant comfort.

- supply chain issues, misinformation from FORTIS, high energy draw from increased electrification.
- Everything needs to come together: Enclosure and mechanicals.
- HRV's and ERV's would be necessary (no more continuous bathroom fans)
- Sometimes I wonder if it could be "prescriptive". Certain size houses with a certain shape might be able to have similar mechanicals, and enclosure details/insulation.
- Location of air-to-water heat pumps is challenging on smaller lots due to noise impacts, visiblity and bylaw restrictions. Geothermal for heat pumps is very expensive on Vancouver Island due to the cost of bring the drilling rig to the Island (this has been the case previously, it may have improved recently).

Barriers to Low Carbon (Electric) Space Heating?

What are the barriers to implementing low carbon energy (electric) space heating systems in new buildings?

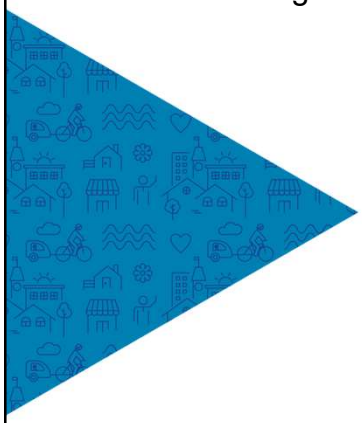
- Seems that solar energy should be far more integrated into homes than it is now. Should be more incentives offered. Should be no barriers or “hurdles” for home owners. Especially new construction. Taking pressure of the main grid to ensure our future generations are able to have an affordable future.
- BC Hydro cannot meet peak demand. Also see above response.
- Yes again cost, is this a survey or an attempt by a few to brainwash and have every intent to implement regardless of survey results ??
- All electric is already the cheaper option
- Huge demands on power servicing, equipment is very expensive. Size of electrical service at some sites is not sufficient to allow electric domestic hot water systems. Operating costs are a concern. Heat pump options which reduce operating costs are still developing in North America and developers / contractors are wary or new tech and additional cost.
- Not with the MUEI metric.
- I like Rheem Marathon tanks. Pair them with recirc pumps, and you're golden!
- Electric DHW is already typical.
- Many Clients still prefer gas cooktops and fireplace

2022

CITY OF VICTORIA | Sustainable Planning and Community Development

Step Code Acceleration

Reducing Greenhouse Gas Emissions from New Construction



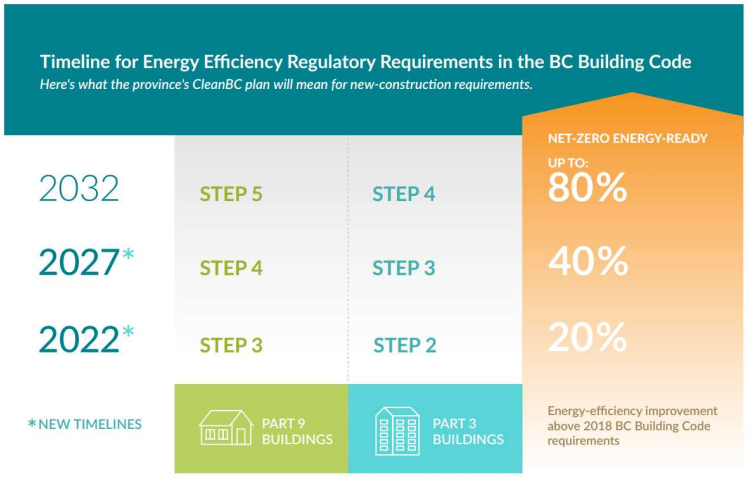
1

Purpose

1. Provide Council with a summary of:
   - Regional Step Code engagement process
   - Forthcoming BC carbon pollution standards
2. Seek direction to develop bylaws to adopt carbon pollution standards for new buildings

2

What is Step Code?



3

Step Code in Victoria

Part 9 Residential Buildings

Step 3

4-6 Storey MURBs

Step 3

7+ Storey MURBs, and Commercial buildings

Step 2

(Step 2 for Laneway houses)

4

BC Draft Carbon Pollution Standards

Draft Carbon Pollution Standards

1. Measure-only (2022)
2. Medium carbon (2024)
3. Low carbon (2027)
4. Zero-carbon ready (2030)

Expected to be added to the BC Building Code in December 2022

5

Council Direction

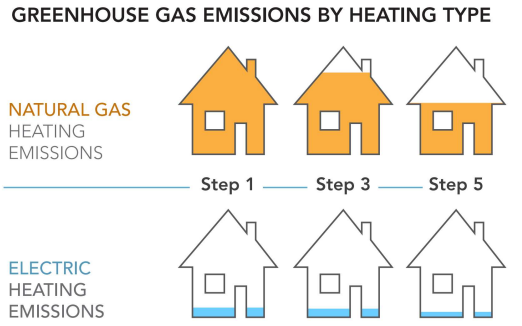
Strategic Plan:
Expedite implementation of the BC Energy Step Code to reach upper steps to rapidly reduce emissions from new construction.

Council directed staff to:
Adopt the strategies and directions contained within the High Impact Initiative: Low Carbon Step Code to meet Climate Leadership Plan objectives, and ensure that new builds at lower 'steps' avoid using fossil fuel heating systems.

6

Technical Review - Key Conclusions

- All new construction needs to use 100% renewable energy by 2025
- The Step Code can result in buildings that produce significant emissions over their lifetime because it is fuel agnostic
  - Natural gas has 17 times higher global warming potential than electricity



Source: Metro Vancouver Climate 2050 Roadmap: Buildings (Oct. 2021)

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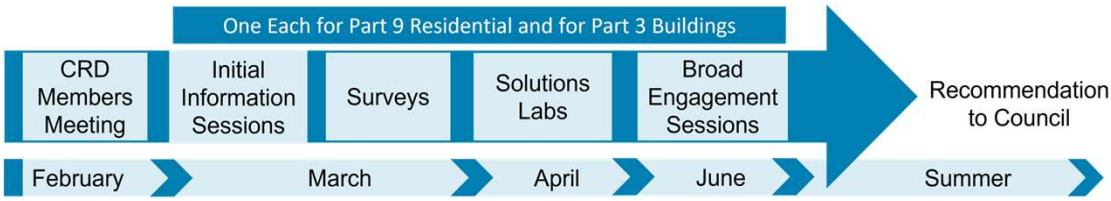
Technical Review - Key Conclusions

- Costing Analysis:
  - Capital Costs: 7% savings – 2.2% annual cost increase
  - Operating Costs: 0.1% cost savings to a 2.2% capital cost increase
- Analysis shows that fully electric buildings are consistently able to achieve the zero-carbon ready standard for all building types

8

Engagement Plan

2022 Regional Engagement Timeline



**Part 9 residential buildings are residential buildings which are three stories or less, 600m² or smaller; Part 3 buildings are all buildings larger than three stories and/or larger than 600m².*

9

What We Heard

- Agreement on the need for carbon emission reductions
- Current Step Code requirements do not fundamentally change how buildings are built; accelerating to higher steps could
- Construction costs are a key concern
- Support for focusing regulation on greenhouse gas emissions reduction; efficiency is secondary
- Desire for significant lead time before new regulations come into effect and/or allowance for legacy applications
- Simplicity in messaging, keep policy simple and easy to understand

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What We Heard

- Labour market challenges a concern
- Housing availability and affordability challenge is a core consideration
- Decarbonizing is technically possible and achievable by industry today
- Consumer understanding is lagging – City should communicate the benefits of decarbonization
- Industry training would support new efficiency and carbon regulations
- Regional consistency remains a priority
- Uncertainty around how renewable natural gas (RNG) will contribute
- BC Hydro grid capacity and connection process – ongoing concern

11

Recommended Approach

- Harmonize local Step Code adoption with Provincial adoption schedule
- Focus local regulation advancement on Carbon Pollution Standard

Part 9 Residential Buildings	Part 3 Buildings
Move 1: July 1, 2023 Low Carbon	Move 1: July 1, 2024 Low Carbon
Move 2: January 1, 2025 Zero Carbon Ready	Move 2: July 1, 2025 Zero Carbon Ready

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Part 9 Carbon Pollution Standards and Step Code to 2032

	Dec. 2022	July 1, 2023	Jan. 1, 2025	Dec. 2027	Dec. 2032
RESIDENTIAL (e.g. single family, duplexes)	Step 3	Step 3 AND Low carbon	Step 3 AND Zero carbon	Step 4 AND Zero carbon	Step 5 AND Zero carbon

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Part 3 Carbon Pollution Standards and Step Code to 2032

	Dec. 2022	Mar. 1, 2023	July 1, 2024	July 1, 2025	Dec. 2027	Dec. 2032
RESIDENTIAL Between 4 and 6 Storeys	Currently Step **3**	Measure and Report GHGi	Step **3** AND Low carbon	Step **3** AND Zero carbon ready	Step **3** AND Zero carbon	Step **4** AND Zero carbon
RESIDENTIAL Over 6 Storeys	Currently Step **2**		Step **2** AND Low carbon	Step **2** AND Zero carbon ready	Step **3** AND Zero carbon	Step **4** AND Zero carbon
COMMERCIAL						Step **3** AND Zero carbon
ASSEMBLY/CARE	Not required	Step **1**				

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Recommendation

That Council direct staff to:

b) Prepare the necessary Building and Plumbing Regulation Bylaw amendments to implement the proposal following the release of the 2022 BC Building Code revision

c) Explore requiring benchmarking for new and existing Part 3 buildings and home energy labelling for Part 9 buildings

c) Develop educational communications to build public awareness and understanding of the benefits of decarbonization through electrification.

Committee of the Whole Report
For the Meeting of July 21, 2022

To:	Committee of the Whole	**Date:**	July 15, 2022
From:	Curt Kingsley, City Clerk		
Subject:	Governance Review – Phase 2 Report		

RECOMMENDATION
That Council receive the Governance Review Phase 2 final report.

EXECUTIVE SUMMARY
Council's Strategic Plan includes Undertaking a Governance Review as an Action Item for 2021. At the January 27, 2022 Committee of the Whole meeting, staff and the project consultant, MNP reported on the recommended final scope of the Governance Review based on stakeholder feedback from Phase 1 of the project.

Phase 2 of the Governance Review, the final phase of the project is complete and MNP's final report and recommendations on the City's governance processes is attached (Appendix 1).

PURPOSE
The purpose of this report is to inform Council of the outcome of Phase 2 of the Governance Review and to provide Council with the consultant's final report and recommendations.

BACKGROUND
In November 2020, Council approved the general scope for the governance review. Subsequently Council approved funding to engage a consultant to conduct the governance review.

At the April 1, 2021 Committee of the Whole meeting, staff reported on the approach for initiating the project and Council adopted the following resolution:

> *That Council direct staff to initiate the process for consultant services for a Governance Review and report back to council with the workplan once the consultant is selected.*

Staff and the consultant reported back to Council at the October 28, 2021 Committee of the Whole meeting and Council adopted the following resolution:

> *That Council:*
> 1. *Approve the proposed public stakeholder group selection criteria, including the Songhees Nation, Esquimalt Nation, Victoria Friendship Centre and the Victoria Labour Council as part of the stakeholder group and that the Victoria Foundation replace the United Way.*
> 2. *Delegate selection of the focus group participants to MNP.*

At the conclusion of Phase 1, staff and the consultant reported to Council on January 27, 2022 with the recommended final scope of the project as well as stakeholder engagement recommendations for Phase 2 of the project. Council passed the following resolution:

1. *That Council approve the final scope of the Governance Review, and proposed additions to stakeholder engagement activity for Phase 2; and*
2. *That the consultant's recommendations be considered by the Committee of the Whole no later than July 21st, 2022.*

OPTIONS AND IMPACTS

Resource Impacts and Implementation Implications
The report contains several recommendations and the implications for implementation have not been assessed. Some of the report's recommendations may require additional resources to implement. Staff will need direction should Council wish to further explore any of the report's recommendations.

Impacts on Financial Plan
Funding for this project is included in the 2022 Financial Plan**.** If Council directs staff to explore any of the consultant's recommendations further, any budget requests for implementation would be brought to Council for consideration.

Accessibility Impact Statement
Accessibility was included in the broader equity considerations embedded in the project, specifically distributional and structural equity considerations.

CONCLUSIONS

Phase 2 of the Governance Review is complete. It is the final phase of the project consisting of the review of the City's governance processes identified in the finalized scope. MNP's final report and recommendations based on its review and additional stakeholder engagement activity is attached. The implications for implementation of the report's recommendations have not yet been determined. Staff recommend the implications be assessed for any of the report's recommendations Council wishes to further consider.

Respectfully submitted,

Curt Kingsley
City Clerk

Susanne Thompson
Deputy City Manager/Chief Financial Officer

Report accepted and recommended by the City Manager.

List of Attachments:
Appendix 1 – City of Victoria Governance Review Report

City of Victoria

Governance Review

July 18, 2022

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Executive Summary

'Good governance and civic engagement' is a strategic initiative in the City of Victoria's 2019-2022 Strategic Plan, with a governance review identified as part of the 2021/2022 action plan. The City of Victoria engaged MNP LLP to conduct a review of the City's governance structures and processes to consider ways the current model is working well and how to further enable efficient, effective and inclusive governance.

MNP recommended the scope of the review based on areas of council interest and stakeholder engagement. This report includes findings and recommendations based on the review of current documentation, internal, stakeholder and public engagement, insights from other municipalities across Canada and a scan of contemporary municipal governance practices.

Consistent with Contemporary Practice

The following aspects of the City of Victoria's governance framework (formal structures and practices) appear to be consistent with or leading the practices of the other jurisdictions reviewed, and support principles of effective municipal governance.

- Established, current bylaws governing Council procedures
- Commitment from Council and the public service to effective, accountable municipal governance
- Open meetings and publicly posted council meeting schedules, agendas, information packages and minutes
- Adaptive response to continue the functions of government and support a rapid recovery from the pandemic
- A regular, predictable meeting schedule
- Active public engagement guided by IAP2 principles
- Deliberate efforts to support equity and inclusion of the diverse communities that make up the City of Victoria
- A commitment to reconciliation with Indigenous people and a respectful, collaborative relationship with neighbouring First Nations
- Use of public advisory bodies to provide advice and recommendations to Council
- A published strategic plan and annual report
- Proactive use of municipal tools to support community well-being
- Council member orientation processes
- Publicly posted information on council remuneration, at a level comparable to other municipalities

Recommendations

A summary of recommendations, high level rationale and required amendments is shown below. More detail regarding rationale and implementation considerations is included in each section of this report.

Recommendation	Rationale	Required Amendment
Section 5.1 Role of Mayor and Council		
1. Consolidate and expressly delegate administrative authority to the City Manager in an updated bylaw.	Efficiency, effectiveness, transparency, accountability	Bylaw 18-106
2 Establish processes for Council education and consensus-building regarding its governance role and relationship to management, and to enable continuous improvement. a) Expand Council orientation to emphasize and allow discussion of the governance responsibilities of Council, delegated authority to the City Manager, and the relationship between Council and management in the Council orientation materials. b) Incorporate an annual discussion of governance with members of Council as a general refresher, to share new insights and leading practices, and to identify opportunities to strengthen the shared understanding of effective governance.	Efficiency, effectiveness, learning	None
3 Establish a Code of Conduct and appoint an Integrity Commissioner.	Transparency, accountability, learning	New Bylaw
4 Consider establishing a policy regarding the City of Victoria's and Council's role in matters beyond core municipal responsibility.	Transparency, accountability, efficiency, effectiveness	New Policy
5 Evaluate the purpose of Council appointments to external Boards and Committees in the context of Council's governance role, general municipal mandate, and workload.	Efficiency and effectiveness	None
6 Amend the terms of reference for Councillor Neighbourhood Liaison to remove the expectation that a member of Council would convey the concerns of the Association to Council and to support an Association in advocating for and representing their priorities to Council	Accountability, transparency, impartiality	Terms of Reference

Recommendation	Rationale	Required Amendment
Section 5.2 Council Remuneration		
1. Adopt the recommendations of the UBCM for review of Council remuneration to be reflected in an updated Council remuneration bylaw to a) Conduct a formal review of base remuneration once per term, ordinarily in the last year of the term to enable adjustments to take effect for the next elected Council, based on an established review framework. b) Continue the use of an annual adjustment to base remuneration based on the change in the CPI for in between years. Include consideration of any significant external factors that may impact remuneration at that time.	Transparency, efficiency, impartiality	Bylaw 08-103
2. Maintain current levels of Council remuneration and apply the next annual adjustment according to the current by law for January 2023, pending completion of a more comprehensive independent task force review.	Accountability, efficiency	None
3. Strike an independent task force to review considerations of time commitment, principles for appropriate comparators and benchmark level (percentile) for an ongoing review framework, per diems for committee appointments and conferences, and diversity.	Transparency, impartiality	None
Section 5.3 Committees and Advisory Bodies		
1. Update Council committees and related processes to comply with bylaws, and to support efficient and effective use, including: a) Update the structure and terms of reference of the Heritage Advisory Committee, Advisory Design Panel, and Advisory Committees with council co-chairs to comply with and appropriately reference the City's bylaws. b) Enable greater transparency regarding City Family. c) Establish a process to review the purpose and mandate of committees with each term of Council as part of the strategic planning and budgeting process. d) Establish a standard policy for committee structure, Council member participation, role to advise council on policy matters,	Transparency, accountability, efficiency, effectiveness	Bylaw 97-104, Terms of Reference

Recommendation	Rationale	Required Amendment
open meetings, public agendas, minutes and staff support, and guidance to enable diverse and equitable participation.		
2. Relieve members of Council from formal appointments as liaisons to advisory committees	Efficiency, effectiveness	Terms of Reference
3. Formalize the expectations of the administration with respect to engaging and supporting Advisory Committees.	Accountability, effectiveness	New Policy
4. Formalize the process for bringing Advisory Committee recommendations to Council.	Accountability, effectiveness	New Policy
5. Publish meeting schedules, agendas and supporting materials for all Council committees.	Transparency	Website
6. Establish a policy for remuneration and to reimburse expenses for public members of Council committees to remove barriers to participation.	Equity and inclusion	New Policy
7. Develop and implement a common orientation process for Advisory Committees	Efficiency, effectiveness	None. Dependent on #6 above
5.4 Council and Committee Decision-making Processes		
1. Review the purpose and use of Committee of the Whole to reduce duplication, enable use of COTW for informal discussion on key issues requiring learning and development of consensus, and to receive public delegations on matters being considered by Council. Enable immediate ratification at Council for all matters concluded at COTW unless Council has identified a clear exception.	Efficiency, effectiveness, transparency, inclusion	Bylaw 16-011
2. Create a separate, distinct meeting for public hearings, and evaluate whether this may be suited for scheduling on a separate day.	Efficiency, effectiveness	Bylaw 16-011
3. Streamline land use matters by delegating more authority to staff where an application is consistent with the OCP and dispensing with public hearings where not required.	Efficiency, effectiveness	Bylaw 16-028
4. Streamline Council agenda materials to include a short, high-level summary of key decision considerations, following by detailed background with user-friendly cross-references.	Efficiency, effectiveness, transparency	None. Encode in procedure

Recommendation	Rationale	Required Amendment
5. Limit submissions to already published agendas to only matters that are determined to be emergent by the Mayor	Efficiency, transparency	Bylaw 16-011
6. Change the process for proclamations such that they are handled under the authority of the Mayor. Dispense with requiring a staff report, COTW review and separate Council decisions on proclamations.	Efficiency	Bylaw 16-011, Policy
7. Consider identifying specific meetings where citizens can bring forward issues that are not related to matters on Council's agenda.	Efficiency, effectiveness	Bylaw 16-011
5.5 Public Access and Input to Decision-Making		
1. Ensure engagement feedback is effectively summarized for Council materials. Include an analysis of how public and advisory committee input is reflected in recommendations to Council and the public report of what was heard.	Efficiency, effectiveness, transparency, accountability	Engagement Framework
2. Incorporate the principles for equitable engagement in the update to the Engagement Framework as planned. Consider ways to develop relationships within equity deserving communities and work with them to co-create inclusive engagement processes.	Effectiveness, Inclusion	Engagement Framework
3. Update technology so that the public addresses to Council, whether in delegation or at public hearing, may use video.	Transparency, inclusion	None
4. Continue to allow pre-recorded video submissions for public hearings and delegations on matters to be considered by council	Inclusion	None
5. Establish a requirement for recorded input from CALUC meetings to be posted to allow participants the opportunity to identify any errors or omissions before the information is officially submitted.	Transparency, accountability, inclusion	Policy
5.6 Transparency and Accountability		
1. Maintain a higher level focus for the municipal strategic plan. Clearly identify the target results and align specific measures to evaluate progress.	Efficiency, effectiveness, accountability	None
2. Develop user-friendly materials for public consumption for both the strategic plan and progress reports	Efficiency, effectiveness, accountability, transparency	Website

1 Introduction

'Good governance and civic engagement' is a strategic initiative in the City of Victoria's 2019-2022 Strategic Plan, with a governance review identified as part of the 2021/2022 action plan. In 2021 MNP was engaged to conduct a review of the governance structures and processes of the City of Victoria to consider ways the current model works well and how to further enable efficient, effective and inclusive governance.

At Council's request, MNP engaged internal and external stakeholders to help refine the final scope of the review, starting with an initial set of eleven areas of interest provided by Council. Eight were identified as priority areas for improvement, three were identified as lower priority. All eleven have been included within the five broad topics presented in this report.

This report includes findings and recommendations based on the review of current documentation, internal, stakeholder and public engagement, and a scan of contemporary governance practices in other Canadian cities.

The scope of the review included:

Role of Mayor & Council	Role and responsibilities
	Participation on committees
	Time commitment
	Remuneration
Council Meeting & Decision-Making Processes	Agendas and schedule
	Virtual participation
	Decision-making information
Advisory Committees & Task Forces	Structure, mandate and delegated authority
	Function, administrative support and processes, including flow of information
Public Access & Input to Decision-making	Equitable access
	Public participation in decision-making processes
	Virtual participation
Transparency & Accountability	Decision-making processes
	Public reporting on implementation of plans and progress
	Reporting on response to public input

Appendix B includes a table cross-referencing Council's initial topics and where they are addressed in this report.

2 Approach

Activities conducted for the review included:

- A targeted review of relevant provincial legislation and City of Victoria bylaws with respect to governance of the City of Victoria.
- Review of all documentation regarding Council and Advisory Committee processes, roles and mandates
- Reference materials for Council and citizens, organizational charts, and policies
- Engagement with members of the City of Victoria Council and senior leadership team to gather insights on current systems and processes
- A comparative analysis of governance systems and practices in other Canadian cities
- Development and execution of a public engagement strategy to allow for in-person and online feedback, in collaboration with the City's engagement department, and
- Development of recommendations for Council consideration.

A detailed list is included with References in Appendix A.

Internal Engagement

In total MNP conducted 30 individual or group interviews between October 29 and November 12 (scoping Phase 1) and between March 4 and April 12 (Phase 2), with supplementary discussion as required. These interviews included all Members of Council, the City Manager and Deputy City Manager, City Clerk and Legislative Services staff, directors and department heads.

Other Jurisdictional and Best Practices Research

MNP conducted secondary research and reviewed legislation, bylaws, and other published information to gain insight into governance structures, policies, and procedures for municipal governments in Vancouver, Kelowna, Regina, Windsor, Kitchen, Quebec City, Halifax and St. John's. Interviews to gain more in-depth information were conducted with the City Clerk and/or City Manager of Vancouver, Kelowna, Regina and Halifax. Focused research was also conducted related to council remuneration with the BC municipalities of Chilliwack, Kamloops, Nanaimo, North Vancouver District, Delta and New Westminster.

This information was used to identify contemporary practices and policies.

MNP also conducted research into contemporary practices and thought leadership surrounding municipal governance generally. A list of this information is included in the references section in Appendix A.

Public Engagement

Phase 1 – Defining the Scope of the Review

To help define the scope of the review, twelve participants, representing twelve stakeholder organizations attended a virtual group workshop.

Phase 2 – Governance Review

Public engagement activities included online and in-person options to provide input. Questions for engagement sought feedback on participants' experiences with and opinions of City governance processes, with an emphasis on transparency, accountability and how the public is able to participate in Council decision-making.

881 Victoria residents and business owners provided input through an on-line survey hosted on a Have Your Say project webpage, 865 were residents, 16 were non-residents that owned a property or business in the City of Victoria. Responses from 71 people that neither live in or own a property or business in the municipality have not been included in summary results.

A total of 13 individuals participated in two public events, three at the in-person event and ten at the virtual event. Nineteen (19) stakeholder organizations (25 individuals) representing business, community (including equity deserving groups), and planning and development provided input through four virtual focus groups. Three written submissions from stakeholder organizations were received.

Insights from public engagement are included in sections with this heading throughout this report. A Summary Report of Public Engagement activities and results, including how input was considered in the recommendations is included as an appendix to this report and will be posted on the City of Victoria's *Have Your Say* project page.

3 Regulatory Framework

Several acts and regulations prescribe what and how public services will be provided in the City of Victoria. The most relevant legislation and policies to the City of Victoria governance review are:

- *The Community Charter Act* [SBC 2003] CHAPTER 26 – The primary provincial legislation that establishes the authority and responsibilities of municipalities in British Columbia.
- *The Local Government Act* [RSBC 2015] CHAPTER 1 - The primary legislation for regional districts and improvement districts. Certain provisions also apply to municipalities including planning and land use, administering elections and other matters not covered by the *Community Charter*.
- *Bill 26* – Proposed amendments to the *Community Charter* (including Code of Conduct, streamlining development approvals)
- Council Procedure Bylaw 16-011 - Under authority of *The Community Charter*, the Council Procedure Bylaw sets out the rules by which Council and committee meetings and hearings shall be conducted, and bylaws enacted. Amended by Bylaw 21-074
- Land Use Procedures Bylaw 16-028 - Under authority of *the Local Government Act,* this bylaw defines the procedures under which an owner of land may apply for an amendment to the Official Community Plan, or zoning bylaws, to issue permits, impose application fees, specify notification requirements and delegate Council's authority in certain circumstances. It defines pre-application requirements including for community meetings and notification, approval authorities and the public hearing process.
- Council Remuneration Bylaw 08-103 – Under authority of 165 of the *Community Charter*, this bylaw establishes the annual indemnity for members of Council, effective January 1, 2010, and the process for annual adjustment. This bylaw was amended by Council Remuneration Bylaw 21-015 such that the annual adjustment would not be applied for the year 2021.

Specific sections of provincial legislation, City of Victoria bylaws, and policies relevant to this governance review are included by topic in the sections that follow.

4 Principles of "Good Governance"

Municipal governments today are facing demands for more and better services, expectations of accountability, transparency, and value for taxpayer investment, increasing costs and sometimes decreasing resources. More and more, local governments are critically reviewing their programs, services and their supporting systems and structures, from governance and leadership to front line service delivery.

Municipal governance, like all governance, has a critical role in the leadership, stewardship, and oversight of the organization. It also sets the tone for organizational behaviour and is integral to creating a culture that will deliver sustainable performance. Openness and accountability matter at every level. Good governance means a focus on how this takes place throughout the organization and those that act on its behalf. Effective governance requires more than individual dedication and commitment to responsible and responsive decision-making. It requires a system and structure that provides clarity, informed, efficient, and democratic decision-making, and promotes accountability and performance in the organization.

The BC *Community Charter* identifies the following principles of municipal governance:

1(1) Municipalities and their councils are recognized as an order of government within their jurisdiction that

a) Is democratically elected, autonomous, responsible and accountable

b) Is established and continued by the will of the residents of their communities, and

c) Provides for the municipal purposes of their communities.

While there is no "one size fits all" model of governance, sound governance principles and processes help to guide those charged with governance. Principles applied in the review of the City of Victoria's governance structures and processes were identified through a review of related literature as well as common expectations of government. They include the following:

Accountability – The ultimate accountability of an elected official or body is to their voting constituents, who may choose not to re-elect them. Between elections, accountability can be supported by related principles. *Oversight* is the ongoing monitoring to ensure policies are implemented and resources are used as intended, and related reporting to the public. *Recourse* includes the means of correcting either incorrect action or unintended impacts, and includes processes to investigate public complaints, protect whistleblowers, and provide access to appeal of municipal decisions (Taylor, 2016).

Transparency – Open access to information regarding decisions, the decision-making process, and the basis for or influences on decisions such as outcomes of consultation processes or lobbying activity allows citizens to evaluate the quality of decisions and implementation and satisfy themselves as to the fairness of governance processes (Taylor, 2016). While transparency is also a significant aspect of accountability, it has sufficient import in today's society to merit separate consideration.

Efficiency – Efficiency in governance involves ensuring the best possible use of available resources (Council of Europe, 2008). This includes streamlined processes that minimize duplication and overlap, with only deliberate

redundancy. Timeliness of governance processes is included within this principle as a balancing factor for the time and resources needed to support accountability, transparency, and inclusivity. A perfect process is not valuable if decisions are too late to respond to urgent problems or if delays impose undue burdens on stakeholders.

Effectiveness – At its most basic, effectiveness means results meet the agreed objectives. It also includes the systems and processes to evaluate performance of the organization. Audits are carried out at regular intervals to assess and improve performance (Council of Europe, 2008).

Inclusivity – Inclusive processes are both an inherent good and a necessary condition of effective action, supporting social capital. People who feel they have had a reasonable opportunity to participate in a process are more likely to voluntarily comply with the outcome (Taylor, 2016) (Wilde, Narang, Laberge, & Moretto, 2009; Nogales & Zelaya-Fenner, 2012). For the purpose of this review, we consider inclusivity as the opportunity for citizens to provide input to decision-making processes, and the degree to which Council deliberations reflect democratic process.

Impartiality – Impartiality generally refers to fairness and objectivity in decision-making processes, without bias towards a particular interest. These are generally supported by codes of conduct that emphasize honesty, and impartial treatment, as well as a duty to follow political direction within the law (Taylor, 2016) (Council of Europe, 2008).

Learning – Includes the processes and degree to which the knowledge and skills of those charged with governance are continuously maintained and strengthened, and performance is reflected upon to identify opportunities for growth. It also includes how decisions may be informed by both information and lessons learned from past experience (Council of Europe, 2008)

The City of Victoria's governance structures, systems and processes were reviewed in the context of these principles, with consideration to the formal structures of legislation, regulation, bylaws and policies and informal organizational norms (practices) and culture.

5 Findings and Recommendations

The findings that follow reflect analysis of relevant legislation, bylaws, policies, insights from internal interviews and public engagement, and governance practices in other Canadian cities.

Findings are presented for each topic under the categories of:

- *Formal Structures* – Relevant legislation, bylaws, and documented policies.
- *Current Practice* – Current processes and practices identified through review of City of Victoria information such as meeting agendas, minutes, reports, recommendations, procedures, webpages etc. and interviews.
- *Insights from Internal Engagement* – Interviews with Council members, legislative services and senior leadership team
- *Insights from Public Engagement* – Results of a public survey, public and stakeholder organization discussions, and written submissions
- *Insights from Other Jurisdictions* – Information on corresponding approaches in other cities included in comparative research. Where applicable, insights from a research scan are also included here.

Recommendations, with associated rationale and implementation considerations are presented following each topic.

5.1 Role of Mayor and Council

5.1.1 Formal structures

Powers of the Municipality

Section 7 of the *Community Charter* specifies the purposes of a municipality as including:

- Providing for good government of its community
- Providing for services, laws and other matters for community benefit,
- Providing for stewardship of the public assets of its community, and
- Fostering economic, social and environmental well-being of its community

Council is responsible for exercise of the City's powers as a municipality. These Fundamental Powers are specified in section 8 of the *Community Charter* and include the authority to regulate, prohibit or impose requirements in specific areas. The *Community Charter* also includes a broad statement that a municipality may provide any service the Council considers necessary or desirable. For such matters and areas of concurrent jurisdiction related to public health, protection of the natural environment, wildlife, and removal or deposit of soils, any decision of Council must be in accordance with any provincial regulation or agreement or approved by the Minister responsible. A municipal by law has no effect if it is inconsistent with a Provincial enactment. The

Local Government Act also specifically authorizes municipalities to make decisions regarding planning and land use management and heritage conservation.

Role and Responsibility

As set out in Part 5, Division 1 of the *Community Charter*, Council is the governing body of the municipality. Consistent with the *Community Charter*, the City of Victoria Council consists of an elected Mayor and Councillors elected at large in the general election held every four years.

There are currently 13 neighbourhoods within the City of Victoria. *Per the Local Government Act Division 3, s. 12*, all Council members are elected at-large, unless the Council passes a bylaw to have members elected on a neighbourhood constituency basis (wards). Such a bylaw must be approved by the province. The City of Victoria has not established such a by law.

The *Community Charter* also establishes high level responsibilities for mayor and Council.

Every member of Council has the following responsibilities:

1. To consider the well-being and interests of the municipality and its community;
2. To contribute to the development and evaluation of the policies and programs of the municipality respecting its services and other activities;
3. To participate in Council meetings, committee meetings and meetings of other bodies to which the member is appointed;
4. To carry out other duties assigned by the Council;
5. To carry out other duties assigned under this or any other Act.

The *Community Charter* establishes the mayor as the head and chief executive officer of the municipality. In addition to the mayor's responsibilities as a member of Council, the mayor has the following responsibilities:

1. To provide leadership to the Council, including by recommending bylaws, resolutions and other measures that, in the mayor's opinion, may assist the peace, order and good government of the municipality;
2. To communicate information to the Council;
3. To preside at Council meetings when in attendance;
4. To provide, on behalf of the Council, general direction to municipal officers respecting implementation of municipal policies, programs and other directions of the Council;
5. To establish standing committees in accordance with section 141;
6. To suspend municipal officers and employees in accordance with section 151;
7. To reflect the will of Council and to carry out other duties on behalf of the Council;
8. To carry out other duties assigned under this or any other Act

Section 154 of the *Community Charter* allows Council to delegate any or all of its authority, with the exception of specific regulatory responsibilities. There are several current by laws which delegate authority to officers (see

"Officers and Employees" below).

The *Community Charter* also requires that Council designate a Councillor to act in the place of the mayor when the mayor is absent or otherwise unable to act, also included in Council Procedures Bylaw 16-011 (as amended).

Other Council Responsibilities:

Council Procedures Bylaw 16-011 specifies that Council must appoint the Mayor and three members of Council to the Capital Region District Board of Directors, plus four alternates. It also provides that the mayor or Council may establish a standing committee or select committee and appoint members to the committee. Members of Council who are not a member of a standing, select or advisory committee may attend a committee meeting, and may participate in the discussion only with the permission of a majority of committee members present.

Council also appoints a Councillor to act as a liaison to each community or neighbourhood association. These appointments are made at the beginning of a new term of Council and are for a two-year period. While there are Terms of Reference for these Liaisons, there does not appear to be a bylaw related to this practice.

Officers and Employees

Division 5 of the *Community Charter* provides that a Council must by bylaw establish officer positions in relation to the powers, duties and functions of a corporate officer and a financial officer. Council may establish other positions and assign other responsibilities to its officer positions.

Under the *Community Charter* s.147, the position of Chief Administrative Officer, if established by bylaw, includes the responsibilities for the following:

- Overall management of the operations of the municipality
- Ensuring policies, programs and other directions of the Council are implemented; and
- Advising and informing Council on the operation and affairs of the municipality.

Section 154 of *Community Charter* provides that Council may delegate authority to an officer or employee of the municipality, with certain exceptions regarding regulatory authority.

Officers Bylaw 18-106, as amended by Bylaws 19-027, 20-101 and 22-016. identifies the City Manager, City Clerk and Director of Finance as the *Statutory Officers* specified in the *Community Charter* for chief administration, corporate administration, and financial administration, respectively. The bylaw also identifies additional positions as *Officers*, specifically the Director of Parks, Recreation and Facilities, City Solicitor, and Director, People and Culture.

Bylaw 18-106 specifies that the City Manager has the powers, duties and functions set out in s. 147 of the *Community Charter* noted above, and in Bylaw No. 3470 established in 1949. It also expressly delegates authority to the City Manager to hire, appoint, or suspend employment of any employee other than a *Statutory Officer*. The City Manager may terminate employment of any employee other than a *Statutory Officer* or an *Officer*. By referencing Bylaw 3470, where not specifically overridden, this bylaw continues the authority provided under this 1949 bylaw, subsequently amended in 1953. There are additional bylaws with further specific delegations to the City Manager, such as 01-44 delegating authority regarding claims and

indemnification related to the City's use of property owned by others, Bylaw 19-116 providing signing authority for procurement contracts above $500,000. The current full authority of the City Manager is not consolidated or reflected in a modern bylaw and must be found by referencing multiple historic sources.

Council has also expressly delegated signing authority to positions beyond the City Manager. Bylaw 09-031 delegates signing authority for agreements, land title documents to the Mayor and Corporate Administrator (City Clerk). This bylaw is amended by Bylaw 19-116 to include the City Solicitor as additional signing authority for land title documents. Bylaw 19-116 also includes a schedule of authorities that provide express authority for the Chief Financial Officer, Head of Strategic Real Estate, Director of Engineering and Public Works, and Director of Parks, Recreation and Facilities, as well as to the City Manager as noted above. Bylaw 21-039 provides further express authority to the Director of Engineering and Public Works and Chief Financial Officer. These express delegations to additional employees essentially 'reach past' the City Manager and by implication further limit the City Manager's authority.

The Council Procedures By Law authorizes a member of Council to make a request for information in writing at any time from the City Manager concerning the City's public business. The City Manager must make the best effort possible to obtain the information.

Code of Conduct

The *Community Charter* identifies the duty of Council to respect confidentiality and addresses conflict of interest. As of June 13, 2022, Section 5 of Bill 26, the *Municipal Affairs Statutes Amendment Act (No. 2)* amends the *Community Charter*, Part 4 to establish a requirement for municipal Councils to consider establishing a code of conduct for Council members, or to review an existing code of conduct, within six months after the first regular Council meeting following a general local election. If a Council decides not to establish a new code of conduct or review the existing one, the Council must provide reasons for the decision and make these reasons publicly available.

A code of conduct is a written document that sets shared expectations for conduct or behaviour. It is a general, well-established management practice to have a code of conduct for employees, and it is becoming increasingly common for municipal Councils to establish a code of conduct for elected officials.

An Integrity Commissioner is an independent and impartial position that reports directly to Council. In some jurisdictions the powers and duties of the Integrity Commission are set out in provincial legislation. The Integrity Commissioner is responsible for investigating complaints and alleged breaches of the Code of Conduct. While an integrity commissioner's inquiry into a possible contravention may lead to serious consequences for a Council member, the more significant ongoing responsibilities relate to their educational and advisory role regarding the Code of Conduct. Public confidence in Council accountability and transparency is supported by this independent office.

The City of Victoria does not currently have its own code of conduct for members of Council. The timeline for this requirement would be by April 15, 2023, as the next general local election is October 15, 2022.

5.1.2 Current Practices

Roles and Responsibilities

At the beginning of each term, the City provides Councillors with an orientation to their role. Information on role and responsibilities is as represented in the *Community Charter*. The framework for Council orientation includes the legal context of Local Government, Roles and Responsibilities of Council members, Conflict of Interest, Freedom of Information, Land Use Decision making, and meeting procedures, followed by departmental presentations, including an overview of each department, core services and current projects. There is no evident information in the presentations on delegation of authority to the administration, beyond an indication that it is a 'one employee' model, such that the City Manager reports to Council, and all direction to staff flow through the City Manager.

Material prepared by a law firm presents in detail the rights and responsibilities of Council under the Charter. With respect to the respective roles of Mayor, Council and city administration, this material indicates the responsibilities of the mayor regarding implementation of municipal policies and programs is to provide general direction to municipal officers on behalf of Council. While the material indicates "notably, the responsibilities of mayors do not speak to administration of the municipality" it leaves considerable room for interpretation regarding what general direction to municipal officers and 'liaising' between Council and municipal officers may mean. There is not currently a specific, detailed profile for the position of Mayor or Councillor. The Mayor maintains an active relationship and may interact individually with senior staff.

The City Manager position profile outlines extensively the responsibilities to provide advice to and support Council. The summary indicates that by so doing the City Manager provides effective leadership to management and staff. The profile identifies the responsibility to ensure effective leadership for senior management and employees, including clear definition of responsibility of each, and indicates the City Manager, "ensures the effective funding of all operations and that Council policy is implemented, objectives are achieved, and programs operate within approved funding limits". The specific authority delegated to the City Manager is not stated.

Board and Committee Appointments

All Councillors of the City of Victoria are assigned as the Neighbourhood Liaison to at least one of the 13 neighbourhoods, may be assigned as the Council Liaison on one or more Advisory Committees, and may serve on other City or Regional committees, boards, and commissions. The Capital Regional District Board itself has three regional boards and 27 standing and advisory committees as well as other committees and commissions.

Council member assignments to boards and committees are posted on the City of Victoria website on each Council members page. The number of boards, committees, and task forces (time-limited, project specific) that members of Council are assigned to varies from 5 to 20 whether as liaison or appointed as a member, not including 'alternate' assignments [see Appendix C for a list], Council members appointed to the Capital Region District (CRD) Board of Directors are also on from 7 to 10 additional capital region district committees for a total of 14-20 additional assignments. The Capital Region District Board provides remuneration to appointed Board members. Members of Council that are not directly appointed to the CRD board currently have between 5 to 10 additional assignments.

Terms of reference are in place and publicly posted for all Advisory Committees and where a Councillor role is specified, it is generally as a Council liaison, without further detail. Some identify the Council liaison(s) are to act as the chair or co-chairs of the Committee.

Terms of reference for Council Liaison to Neighbourhood Associations identify the Council member's role as being informed about the neighbourhood and its priorities, being available to attend meetings at the request of the Neighbourhood Association and to take feedback from the Neighbourhood Association to Council. Communication expectations of the member of Council include communicating the interests and concerns of the Neighbourhood Association to Council, being proactive on issues that matter to the neighbourhood, and supporting the Association in advocating for and representing their priorities to Council.

5.1.3 Insights from Internal Engagement

The most frequently described responsibilities of Council by members of Council included attending meetings and making decisions, engaging with citizens to hear concerns and priorities, ensuring effective service delivery and creating policy. Other functions identified included setting direction and strategic priorities, sitting on committees/liaising with other organizations, land use matters and advocacy to other levels of government. All senior administrative staff identified establishing policy and budgets as the role of Council, with setting direction and priorities for the City through the strategic plan as the next most frequently mentioned. Representing public needs and priorities, and advocacy to other levels of government were also mentioned multiple times.

In terms of strengths, both Council and senior staff agreed that things are 'getting done', and decisions are being made. The current mayor's emphasis on running effective meetings was also noted as a strength.

The most frequent challenges identified by Council included staying on top of citizen correspondence and the general volume of work without dedicated administrative support. Other challenges identified by multiple members of Council included spending too much time on matters that should be/are a management responsibility, and a tendency to be drawn into emerging issues or individual Councillor areas of interest versus focusing on strategic priorities.

Other identified challenges include concerns from citizens that decisions have already been made prior to hearings, a lack of common, strategic messaging in communication with the public, and concern with Councillor engagement when participating virtually in meetings with cameras off.

Multiple members of Council also expressed concern with the tone of some Councillor interactions with staff in meetings, described as at times disrespectful and demotivating.

All senior staff identified the challenge of Council becoming overly involved in operational details, whether a specific detail or design element within a land use application, in response to a citizen request to a member of Council for assistance on a matter, or in the long lists of detailed actions in the strategic plan. Different understandings of the role of the Mayor as CEO were identified as a related consideration, with the lack of clarity regarding the Mayor's authority to provide direction to senior staff at times confusing the authority of the City Manager.

Other identified challenges included time spent on issues within provincial jurisdiction, and at times struggling

with hard decisions where there may be mixed public opinion. Involvement in administrative and other jurisdictional matters were identified as a significant contributor to challenges keeping meetings on track or to a reasonable amount of time. Also mentioned as a challenge was the differing participation of members of Council with neighbourhood associations (some too much, some not enough), and the bias that may arise with a Councillor acting on behalf on an individual neighbourhood or problem.

Concerns with the adversarial and aggressive nature of some Councillor interactions with senior staff in meetings was also identified, to the point where some have characterized the behaviours as approaching the level of harassment.

5.1.4 Insights from Public Engagement

Concerns of Council focusing on the wrong things was a significantly strong theme in the public engagement, with extensive time in meetings and decision-making influenced by matters of more personal importance, select vocal stakeholder interests, or beyond municipal jurisdiction rather than focusing on the best interest of the municipality as a whole and core municipal priorities. Some stakeholders also commented that Council seems to become overly involved in operational matters.

Public survey respondents were also divided on neighbourhood associations. Forty-three percent of respondents agreed or strongly agreed that neighbourhood associations are an effective way to support community input to Council decisions while 47% of public survey respondents disagreed or strongly disagreed. Feedback from written submissions noted that stronger terms of reference are also required for neighbourhood associations to help better understand the roles and responsibilities and how they interact with Council. Focus group participants noted inconsistencies between how the neighbourhood associations operate and their involvement with Council. Public session participants also noted some neighbourhood associations are given more opportunity to interact with Council than others.

5.1.5 Insights from Other Jurisdictions

Roles and Responsibilities

Similar to Victoria, high level roles and responsibilities for Council in reviewed municipalities are typically in municipal legislation, whether provincial or a local charter. Additional detail is specified for the mayor in the Vancouver Charter. Mayoral responsibilities as Chief Executive Officer are delegated to the City Manager as indicated below. Windsor includes additional detail on the role of the mayor, Councillors and staff in its Code of Conduct, an Appendix to its Procedure Bylaw.

All reviewed municipalities have some form of orientation process, similar to Victoria. Of note

- The City of Kelowna has developed its orientation process over time, evolving from an overview of city departments to have more emphasis on Council responsibilities, and includes a full day session with a municipal governance expert as well as a second day with senior management on governance processes.
- Regional Municipality of Halifax holds an update session six months into the term of Council.

- The City of Regina uses the Saskatchewan Council Members' Handbook, which includes a link to the Municipal Leadership Development Program developed for Saskatchewan Municipalities. Modules include Municipal Leaders' Roles and Responsibilities.

Vancouver, Halifax and Regina have developed specific guidance regarding the distinction between Council and administration roles (see detail in Appendix D)

- Vancouver Bylaw 7034 establishes the duties and delegated responsibilities of the City Manager (see appendix D).
- The *Halifax Regional Municipality Charter*, Part II establishes the position of Chief Administrative Officer for the municipality, and specifies the relationship between Council and the CAO, such that:
  - The CAO is the head of the administrative branch of the government of the municipality and is responsible to Council for the proper administration of the affairs of the municipality in accordance with the bylaws of the municipality and the policies adopted by Council.
  - Council shall communicate with the employees of the municipality solely through the Chief Administrative Officer, except to receive or provide information.

The *Halifax Regional Municipality Charter* also details the responsibilities of the CAO, including the authority to appoint, suspend and remove all employees of the Municipality. It further makes clear the accountability of all departments of the municipality to the CAO.

The City of Regina identifies the City Manager as the administrative head of the City, responsible to City Council. "The City Manager ensures the City is a well-run organization that focuses on citizen experience. Officers of Council, comprised of the City Manager, City Clerk and City Solicitor, provide support and strategic advice to Council and the senior leadership team."

The terms 'City Manager' and 'Chief Administrative Officer' are often used interchangeably, with greater authority being applied at times to either title. Contemporary municipal practice is a CAO/Council model where the CAO has full managerial authority for the daily operation of municipal government and for managing its staff. The position of mayor is first-among-equals on municipal Council with responsibility for political leadership, but with no managerial responsibilities beyond those associated with good governance[1].

A StrategyCorp survey of 25 CAOs indicated that the definition of the boundary between elected Council and staff is a matter of significant interest (Strategy Corp., 2018). The majority try to establish and maintain the clear division of responsibility between council and administration. Problems can arise where the mayor adopts a more hands on approach dealing with staff. In many cases the CAO must explain roles and duties to both Council and staff. "The CAO must champion municipal 'good governance' practices so that the Council itself runs efficiently and effectively, and that Council-staff relations are productive and respectful. Embracing 'good governance' practices, including periodic training sessions and addressing problems forthrightly at an early stage will make a municipality more successful. Conversely, it will avoid the operational, human resource and reputational problems encountered by those municipalities that fail to do so."

Council Code of Conduct

Six of eight cities (Vancouver, Regina, Windsor, Kitchener, Quebec City, Halifax, St. John's) have a Code of Conduct for Council members. Four of eight cities (Vancouver, Regina, Windsor, Kitchener) have an Integrity Commissioner, one (Quebec) is under the jurisdiction of a provincial commissioner.

Code of Conduct	Integrity Commissioner	Neither
Vancouver, BC	Vancouver, BC	Victoria, BC
Regina, SK	Regina, SK	Kelowna, BC
Windsor, ON	Windsor, ON	
Kitchener, ON	Kitchener, ON	
Quebec City, QA	Quebec City, QC	
Halifax Regional Municipality, NS		
St. Johns, NL		

5.1.6 Recommendations

1. **Consolidate and expressly delegate administrative authority to the City Manager in an updated bylaw.**

Rationale:

The relationship between a municipal Council and the public service is critically important to the success of any municipality. Clear delegation of authority as has been provided for the Halifax CAO, with specific exceptions as required, would enable such clarity.

While the City Manager's position profile dated April 2018 indicates the individual is to ensure effective leadership and operations of the City, the full extent of authority to do so is not clear, and the bylaws providing authority are not referenced. Historic bylaws referenced in the current Officers Bylaw indicated council approval was required for many administrative decisions, and the authority under the *Community Charter* is fairly general. The lack of clarity in delegated authority contributes to challenges for staff when receiving direction from the mayor or other members of Council and invites members of Council to weigh in on administrative matters. When Council provides direction or becomes involved in matters that would ordinarily be within administrative authority, it makes accountability for achieving results unclear. Council's involvement in administrative matters also impedes its ability to focus on its governance and policy responsibilities, extends the time spent in meetings, and encourages citizens to 'go around' existing structures to address citizen service complaints.

Implementation Considerations:

It is available under the *Community Charter* for Council to assign powers, duties and functions to its officer positions. Options for implementation include a blanket delegation with specific exceptions, or express, specific authority such as for the Chief Administrative Officer of Halifax or the City Manager of Vancouver. This delegation should be established in a bylaw. A user-friendly public facing position profile for Mayor, Council

and the City Manager (or CAO) would also assist in general understanding of the respective roles.

2. **Establish processes for Council education and consensus-building regarding its governance role and relationship to management, and to enable continuous improvement.**

    a) Expand Council orientation to emphasize and allow discussion of the governance responsibilities of Council, delegated authority to the City Manager, and the relationship between Council and management in the Council orientation materials.

    b) Schedule an annual discussion of governance with members of Council as a general refresher, to share new insights and leading practices, and to identify opportunities to strengthen the shared understanding of effective governance.

Rationale:

Council members are frequently noted as becoming involved in administrative matters. Once the delegation of authority is clear per recommendation 1 above, allowing for discussion and understanding of the important distinctions between the roles will allow Councillors to navigate their complicated role more effectively. An annual discussion will allow Council to receive information throughout the term instead of just all at once at the very beginning. It would also allow Council to reflect and generate consensus on ways to maximize the efficiency, effectiveness and tone of Council discussions and the relationship with management.

Implementation Considerations:

Clarifying delegated authority prior to the upcoming general election will allow this information to be included in the orientation for the next elected Council. The orientation should allow for discussion of the differences between policy and operational matters, when a matter is appropriately before Council or the administration, and processes for effectively referring citizen concerns on operational matters.

3. **Establish a Code of Conduct and appoint an Integrity Commissioner.**

Rationale:

As the City's political leadership, Council sets the tone for the City of Victoria, and ethical conduct of Council is critical for citizen confidence in their municipal government. Concerns regarding elected official behaviour across Canada and the U.S. are frequently in the news. A code of conduct and Integrity Commissioner to support its application are mandatory in other Canadian jurisdictions and is a means of demonstrating accountability and transparency to citizens. The process of developing a code of conduct also enables discussion regarding general behaviours and the desired level of decorum in Council chambers.

Implementation Considerations:

Guidance is available from the Union of BC Municipalities (UBCM) for development of a Code of Conduct, including a model that can be used as a starting point, and related topics for discussion with Council to ensure a clear understanding of the purpose for developing a Code of Conduct, what it will and will not do, and consensus on the process for developing it.

4. **Consider establishing a policy regarding the City of Victoria's and Council's role in matters beyond core municipal responsibility.**

Rationale:

The *Community Charter* includes a broad statement that a municipality may provide any service the Council considers necessary or desirable, with the limitation that it may not contravene provincial legislation. Municipal government and members of Council are often the closest to citizens, and citizens may bring forward their concerns on issues impacting quality of life in the municipality. While primary responsibility for many social matters is provincial jurisdiction, Council members may feel there is an important role for the municipality, including aspects of municipal policy or how it is implemented that can contribute to improving social conditions. Whether Council should become involved in these matters has been identified as a matter of concern in both internal and public engagement. A deliberate debate and policy position regarding whether and how the City may become involved in a social matter may assist in providing clarity and guidance regarding future debates.

Implementation considerations:

This type of policy may be best considered following the election, in the context of an update of the City's strategic plan. The City of Kelowna has an example of such a policy.

5. **Evaluate the purpose of Council appointments to external Boards and Committees in the context of Council's governance role, general municipal mandate, and workload.**

Rationale:

There are many organizations that may be important to achieving municipal goals. While many organizations would seek to have access to influence by having a member of Council on their Board, the City may not be equally served by all such appointments. A large number of committee appointments may create workload challenges for members of Council or impact the reputation of Council if the member is unable to regularly attend. The inclusion of each committee appointment as part of a member of Council's role should be carefully considered.

Implementation Considerations:

There is a natural opportunity to consider the fit of committee appointments with the role of a member of Council with the need to renew committee appointments following the upcoming election.

6. **Amend the terms of reference for Councillor Neighbourhood Liaison to remove the expectation that a member of Council would convey the concerns of the Neighbourhood Association to Council and to support an Association in advocating for and representing their priorities to Council**

Rationale:

Members of Council are responsible for considering the overall best interests of the City in decision-making. While the Councillor may gain important insights from the Association that would inform their decision-making, obligating the Councillor to formally advocate for an association's position places the Councillor in a challenging position to freely vote on a matter should it come before Council. It also invites the Council member to become involved in operational matters of the City if that is the nature of the concerns. Communication that relies on a member of Council's recall or interpretation of the Association's concerns may also not fully represent a topic as

the Association themselves would.

Implementation Considerations:

Instead of representing the Association's concerns, the member of Council could assist by directing the Association to the existing channels through the City Clerk to bring matters to Council's attention or an appropriate operational contact. A new procedure would need to be established for the City to receive information or advocacy positions from the Neighbourhood Association so that there is a record of the information being received by Council.

5.2 Council Remuneration

5.2.1 Formal Structures

Under its statutory powers, including section 165 of the *Community Charter*, Council establishes remuneration to be paid to mayor and Council for discharge of their duties of office. A base amount for mayor and Council remuneration was established by Bylaw 08-103 in December 2008. Remuneration for the mayor is set at 2.5 times remuneration to other members of Council. Councillor remuneration is adjusted annually on January 1 by the Consumer Price Index (All Items) for Victoria.

In the midst of the pandemic in 2021, Council passed by law 21-015 to forgo the increase for 2021.

The bylaw also provides that members of Council will be paid for travel expenses related to City business. While not referenced in the bylaw, Council members are also eligible for dental, extended health and life insurance benefits for elected officials through the Union of BC Municipalities. These benefits are paid by the City.

The *Community Charter* requires Council to prepare a report annually listing remuneration, expenses and benefits paid to members of Council.

5.2.2 Current Practices

Remuneration has been fully taxable since 2009, so the adjustment in federal tax legislation effective January 1, 2019, did not impact net remuneration.

Council base remuneration is reported publicly on the City of Victoria website. This published information does not include any per diems that may be received from board or committee roles, expenses or benefits. Remuneration for 2022 is $118,739 for the mayor, and $47,496 for other members of Council. This is generally seen as reflecting a part-time role. For context, the median income for full year full time workers in Victoria BC was $49,464 in 2016 (2021 data not yet released). Council member expenses are reported with triannual reports on the strategic plan and as part of the Annual Statement of Financial information.

The most significant additional, external remuneration relates to membership on the Capital Regional District Board and committees. The mayor and three members of Council hold these appointments.

The time required to fulfill Council responsibilities is a consideration in Council remuneration. A review of

meeting minutes indicates a total of 396 hours in Council and Committee of the Whole meetings from April 2021 through March 2022. It is reasonable to estimate a minimum of 1 hour per meeting hour for preparation time, totaling a meeting related time commitment of at least approximately 800 hours. Council members indicated meeting packages can be very large, with extensive reports which may mean significantly more time is required for preparation. Council members also participate on a range of committees – excluding the Capital Regional District Board and its committees, this ranged from 5-10 committees for each Councillor. This may minimally account for 10 to 20 hours per month at an average of 2 hours each per month. One day per week to communicate with constituents or participate in civic events would add another 400 hours. This creates an approximate expectation of 1300-1400 hours per year for Councillors not involved on the CRD board, for which separate compensation is provided. This is approximately 25-30 hours per week, based on 50 weeks per year, before considering conferences or professional development, additional preparation time on complex issues, or miscellaneous administrative tasks. In BC a role of 30 hours per week or more is considered full time.

5.2.3 Insights from Internal Engagement

The majority of members of Council and senior staff indicated that most Councillors are putting in full time hours to fulfill their roles. Responding to correspondence, reading extensive agenda materials, and long meetings were frequently identified as requiring a significant amount of time. Some members of Council indicated they are able to choose where and how much time they need to spend.

The level of current remuneration was identified as a potential barrier for candidates who may otherwise be interested in running for Council, as the demands of the role mean most would not be able to maintain other regular employment, and economic circumstances may limit who can be a member of Council. Remuneration should be part of creating conditions that allow broad diversity of candidates.

Time commitment was identified as a key consideration for determining appropriate remuneration, particularly to reflect the full-time nature of the role. One member of Council indicated the role should be made more efficient so that it could be conducted as a part time role. The scale and scope of the responsibility (size of the city) and complexity of issues should also be considered. Some felt that these issues are more significant for Victoria as a capital city than for others of similar size. Fair remuneration to attract candidates for Council in the context of other professional positions was identified as important.

5.2.4 Insights from Public Engagement

Council remuneration was not addressed directly in public engagement for this review. Some comments were offered in focus group discussions acknowledging that while members of Council are technically considered part time, many are putting in full time hours. Comments from the on-line survey questioned whether the time is all necessary, with Councillors themselves driving longer meetings and spending time on issues beyond core municipal services.

5.2.5 Insights from Other Jurisdictions

In all instances, Council remuneration is established by bylaw. Council remuneration generally consists of a base rate plus expenses and often benefits. Mayor remuneration is typically higher, representing the additional demands of the role. Councillors may receive additional remuneration for roles as deputy mayor or committee chair roles. It is common for municipalities to include an annual adjustment factor, for example by the change in consumer price index (CPI), such as Victoria, Vancouver and Kelowna or Average Industrial Weekly Earnings, (Halifax), or the non-managerial staff increase (Windsor).

There have been recent reviews in various jurisdictions regarding Council remuneration, some by provincial municipal associations (AMCTO, UBCM), citizen task forces (Windsor, Sturgeon County) or professional firms. Citizen reviews typically included benchmarking, a review of the workload and responsibility of members of Council, and other considerations, including equity and diversity. These reviews were in part triggered by the change in federal legislation to remove the provision allowing a portion of Council remuneration to be exempt from tax.

- Windsor, ON – A citizen council was struck in November 2021 to review council remuneration. The five month review included research and benchmarking by a compensation consultant, incumbent interviews, public feedback, and a series of meetings to generate a consensus on recommendations. The Windsor review resulted in a specific recommendation for updated remuneration levels, but also recommended that a further review be initiated during the next term of Council with a broader mandate and more time to consider questions regarding workload and the need to establish a full-time Council, the impact of committee appointments on workloads and compensation, and a ward boundary review. In determining an appropriate benchmark for mayor, the Council considered population, community characteristics (e.g., Windsor is a border city), and whether the mayor role had the support of a deputy mayor and full time Council. The Council report also notes that public feedback identified that having a diverse group of opinions around the Council table is important, and the Council members should be paid sufficiently and not just treating their work as a public service or volunteering. The public also acknowledged the increasing hostile nature of the role in the public space and the impact of negative interactions with the community on Council members sense of personal security.
- Sturgeon County, AB – In 2018 a professional compensation firm was engaged to conduct an independent review of the elected official remuneration levels. Following Council consideration, no decisions were made. In 2019 Council directed that a citizen task force be struck. The task force used the benchmarking information from the 2018 review, met with various departments to understand the impacts of future growth on the Council and implications for Council member workload, and interviewed members of Council. Guiding principles of the task force included:
    - The work of Council is important, demanding and time-consuming work
    - Remuneration should fairly reflect the value of the contribution of the mayor and Councillors to the democratic system and allow for the retention and attraction of a diverse and representative pool of candidates
    - Council should be fairly compensated as public servants, acknowledging that a portion of their time and effort is considered a service to the community
    - Remuneration should be sensitive to local market conditions and to compensation levels for

these roles in comparable communities

- Remuneration should demonstrate fiscal responsibility and align with the strategic plan
- Remuneration paid to Council members should be clear, transparent and understandable to the public
- Principles should be established for regular review of Council remuneration where there are criteria to initiate a review and where the evaluation is repeatable and based on specific factors.

Recommendations included:

- Adjusting Councillor base salaries to a similar percentile of comparator municipalities as the overall compensation philosophy of the municipality, in this case the 67th percentile.
- The position of mayor be considered a primary responsibility and position of Councillor a non-primary responsibility (able to maintain other primary career or other responsibilities)
- Members of Council should be eligible for per diems for attendance at conferences, Council retreats, formal in-person professional development, and external board and committee meetings where the Council member is appointed by Council and not otherwise compensated by the external board.
- Council members receive a technology allowance and support
- Create position profiles for the offices of mayor, deputy mayor, acting mayor and Councillor to ensure the work of these roles are well-defined to the public.

In 2019, the Union of BC Municipalities (UBCM) researched best practices and prepared a *Council & Board Remuneration Guide*. Identified factors to consider in determining fair remuneration include[2]:

- Time commitment – To review agenda packages, attend Council or board meetings and public hearings, engaging with residents, participating in civic events and a variety of other tasks
- Employment and financial impacts –To mitigate the reduced time available for other paid work or career development
- Responsibility – For funding, policy and service delivery decisions that affect the lives of residents and the long term prosperity of communities
- Representative government – to enable diversity on Council, fair remuneration is important to help reduce barriers in attracting capable people from a variety of backgrounds, demographic groups, socio-economic classes and employment types.

A key consideration in determining fair compensation generally is what is offered by other comparable jobs. The UBCM guide discusses options for comparisons as a reference point when considering base compensation, including similar jurisdictions, local labour force, provincial MLAs, or municipal staff (for adjustment factor vs base pay).

Based on the review of pros and cons for these options the UBCM report recommends use of base remuneration paid to elected officials in similar local government jurisdictions as the preferred basis for determining remuneration. A base of five to seven comparators is recommended, with a minimum of five.

Factors to consider when selecting comparators include population combined, as deemed necessary, with other factors such as location, geographic size, scope of services, growth rate and operating budget.

Data for the selected set of comparator municipalities used to gather insights for the overall governance review are as shown below:

Selected Comparators	Population	Budget (Millions)	Remuneration	
			Mayor	Council
Vancouver	662,248	1,747	185,585	91,879
Kelowna	144,576	344	113,691	38,639
Regina	226,404	670	151,015	57,660
Windsor	229,660	887	199,167	52,000
Kitchener	256,885	441	107,139	55,120
Quebec City	549,459	1,666	187,410	67,367
Halifax	439,819	1,100	190,072	92,258
St John's	110,525	320	129,672	46,526
Average	327,447	897	157,969	62,012
Median	243,273	778	168,300	55,120
Victoria 2022	91,867	268.5	118,739	47,496
Median vs Victoria*	2.65	2.90	1.42	1.16

** Median is selected as the appropriate reference point given the wide range and dissimilarity of data*

There is a significant difference in median compensation of the selected comparator set and the City of Victoria. Two of the eight municipalities have full time remuneration rates for Councillors, both with populations of over 400,000. The median Councillor remuneration of the others is 9% higher than the City of Victoria. There is also however a significant difference in median population (2.65 X Victoria) and operating budget (2.9X Victoria). Given these dissimilarities, this particular set of comparators is not a defensible set to be used. In addition to population and operating budgets there are differences in the mandate provided to local governments in each province. An alternative set of comparators is needed.

Six municipalities in southern BC have a similar population to Victoria (+/- 10%):

	Population (2021)	2016-2021 Growth (%)	2020 Municipal Expenses ($millions)	2022 Remuneration[1]	
				Mayor	Council
Victoria	**91,867**	**7.1**	**210.98**	**118,739**	**47,496**
Chilliwack	93,203	11.2	147.42	125,874	46,165
Kamloops	97,902	8.4	203.77	99,460[2]	39,784
Nanaimo	99,863	10.3	166.6	115,981	44,774
North Vancouver -D	88,168	2.9	189.18	134,449	44,905
Delta	108,455	6.1	241.7	154,264	62,788
New Westminster	78,916	11.2	195.67		
Average[3]	**94,418**	**8**	**191**	**127,361**	**48,885**
vs City of Victoria	**102.8%**	**+ 1%**	**90.4%**	**107.3%**	**102.9%**

1. *Data included in table where publicly available.*
2. *2020 published rate and reported by Kelowna as this amount for 2022. Unable to verify with Kamloops.*
3. *Average is selected as the reference point as the set is already selected based on similarity and the range of data is much smaller*

Compared to the City of Victoria, average mayor remuneration is 6.7% higher and Council remuneration is 2.4% higher. While the average population for this set of comparators is within 3% of the City of Victoria, and average growth within one per cent, the average municipal expenses of this set are almost 10% lower.

An adjusted set of comparators that replaces Chilliwack with Saanich is shown below:

	Population (2021)	2016-2021 Growth (%)	2020 Municipal Expenses ($millions)	2022 Remuneration	
				Mayor	Council
Victoria	**91,867**	**7.1**	**210.98**	**118,739**	**47,496**
Kamloops	97,902	8.4	203.77	99,460	39,784
Nanaimo	99,863	10.3	166.60	115,981	44,774
North Vancouver -D	88,168	2.9	189.18	134,449	44,905
Delta	108,455	6.1	241.70	154,264	62,788
New Westminster	78,916	11.2	195.67		
Saanich	117,735	3.1	207.02	124,602	49,243
Average	106,366	7	202	126,385	48,606
vs City of Victoria	**115.8%**	**=**	**99.6%**	**107.1%**	**104.0%**

* *Data included in table where publicly available.*

This set has a higher average population than Victoria, but a very similar level of expenses. Compared to

Victoria, average mayor remuneration was 7% higher and Council was 4% higher. Mayor remuneration in Victoria is set at 2.5 X Council. The calculated average multiple of mayor vs Council was slightly higher (2.6) among the comparator municipalities. The difference between the comparator set and Victoria for Councillor remuneration is similar to the increase in CPI that Council voted to forgo in 2021 (2.8% for BC; 2.5% for Victoria[5]).

Of the municipalities listed above, the level of remuneration for 2022 was not adjusted from 2021 in Nanaimo and Saanich. Abbotsford, considered for and withdrawn from this comparable set as too large for comparison, has not increased Council remuneration since 2020. Of these municipalities, four provide additional remuneration for acting mayor. None provide additional per diems for conference attendance or appointments to external committees.

5.2.6 Recommendations

1. **Adopt the recommendations of the UBCM for review of Council remuneration to be reflected in an updated Council remuneration bylaw**, including:
   a) Conduct a formal review of base remuneration once per term, ordinarily in the last year of the term to enable adjustments to take effect for the next elected Council, based on an established review framework.
   b) Continue the use of an annual adjustment to base remuneration based on the change in the CPI for in between years. Include consideration of any significant external factors that may impact remuneration at that time.

Rationale:

Establishing a policy that specifies an ongoing cycle for review will ensure that remuneration levels do not fall too far behind and create a need for a large adjustment, and potentially public concern in future. It also removes the awkwardness of Council determining when they should receive higher remuneration. Establishing a standard review framework, principles and the basis for determining the set of comparators enables a transparent, administrative review process. The need for an independent task force can then be reduced to more periodic review when circumstances have significantly changed. Structuring the reviews to update base remuneration for the next Council after an election also helps to reduce the public perception of conflict of interest.

Implementation Considerations:

The impact of this current recommendation is essentially no change in the immediate future. The update to the remuneration by law could be done following the review of the independent task force, as recommended below.

2. **Maintain current levels of Council remuneration and apply the next annual adjustment according to the current by law for January 2023, pending completion of a more comprehensive independent task force review.**

Rationale:

Council made a decision in 2021 to forgo the annual increase during the pandemic. It is reasonable to believe Council understood this would place it behind inflation. The difference between current remuneration and a set of municipalities comparable in population size and expenses is close to the amount of inflation for 2021. Applying a 'make up' adjustment could be considered contrary to Council's decision and is not sufficiently consequential to warrant a second adjustment in a year pending a more comprehensive review.

Implementation Considerations:

The recovery of the forgone adjustment to set fair base remuneration may be considered as part of the more comprehensive independent task force review recommended below.

3. **Strike an independent task force to review considerations of time commitment, principles for appropriate comparators and benchmark level (percentile) for an ongoing review framework, per diems for committee appointments and conferences, and diversity.**

Rationale:

Comparison to other municipalities can provide only continued common practice. Remuneration for members of Council currently assume, in the majority of municipalities, that position of Councillor is not a full-time role. A review of the time commitment and the implications for a full- time Council should be more fully considered than is available through this overall governance review. Other recommendations from this review if implemented may also reduce the time commitment.

Appropriate comparators and/or the benchmark level may also take into consideration the scope of services delivered and economic differences between municipalities such as average household income and average home price. If there is a significant change recommended to Councillor income, it may be better received by the public if it is the result of a thorough, independent task force review. Considerations of whether current remuneration creates barriers to participation on Council, and appropriate measures to mitigate these barriers also requires further review. While current remuneration is not dramatically less than the 2016 full time full year median income from employment in Victoria, it may be insufficient for younger candidates who may have families to support, or who may need to interrupt building a career.

Implementation Considerations

While the timing for a regular review is best in the last year of Council, to be applied to the next term of Council, a more immediate review is currently warranted given the concerns regarding fairness for the time commitment and the barriers to diversity on Council.

5.3 Committees and Advisory Bodies

5.3.1 Formal structures

Part 5, Division 4 of the *Community Charter* provides authority to establish committees of Council. Procedure bylaws required under Division 2, s 124 apply to Council committees in conducting their business, including a requirement that meetings are open to the public, minutes are taken and certified, and the public has advance notice of the time, date and place of committee meetings. Section 124 of the *Community Charter* applies to Committees of Council, which includes Standing Committees, Select Committees or other committees comprised of Council members.

Council Procedures Bylaw sections. 47 (1) (2) establishes rules of procedure that apply to standing, select and advisory committees, including that a member of an advisory committee may speak any number of times on the same question for a total of 10 minutes per question, and voting by a show of hands if requested. Specific procedural rules for Council meetings also apply, including:

- Schedule and public notice of meetings
- Application of rules of procedure
- Minutes of meetings
- Points of order
- Conduct and debate
- Motions
- Amendments
- Privilege

Standing Committees

The *Community Charter* establishes that the mayor must establish standing committees for matters the mayor considers would be better dealt with by committee and appoint persons to those committees. At least half of the members of a standing committee must be Council members.

Select Committees

A municipality may establish and appoint a Select Committee to consider or inquire into any matter and to report its findings and opinion to the Council. At least one member of the select committee must be a Council member.

Other Advisory Bodies

The Advisory Committees and Task forces established by the City of Victoria have been done so as "Other Advisory Bodies". While the *Community Charter* is silent on the composition other advisory bodies, requirements for open meetings do apply (Part 4, Division 3, Section 93). Council must provide for the taking of minutes of the meetings and the minutes must be certified (Division 4, Section 145 (1), unless the municipal procedure bylaw provides for other procedures for the taking of minutes by another body.

Council Procedures Bylaw 16-011 S 45 indicates that Council may appoint an advisory committee to provide advice and recommendations to Council regarding any matter within the committee's terms of reference and to report to Council or another committee designated by Council for that purpose. The Bylaw also stipulates that all members of an advisory committee must be members of the public. Members appoint a chairperson from among themselves, and a quorum is a majority of the committee members. Per s. 48 (1) of the Bylaw, While Council members may attend meetings of any committee, they may only participate in the discussion with the permission of a majority of the committee members present.

5.3.2 Current Practices

The City's Boards and Committees webpage lists a variety of advisory bodies, including panels, task forces, City advisory committees and City and Regional boards. As noted above, the Council Procedures Bylaw specifies that Council may establish advisory committees, defines membership and associated rules of procedure. The Bylaw is silent on task forces, which have been generally established to address a specific issue or initiative for a defined period of time.

In practice there are a number of established bodies that do not fully align with the formal structures:

The ***Committee of the Whole*** tends to be used as a standing committee.

The ***Canada Day Sub-committee*** is chaired by the mayor and composed of up to three additional members of Council appointed by a motion of Council. While this membership would be consistent with the definition of a standing committee, the mandate of the committee is limited to five meetings in advance of Canada Day 2022 celebrations, and as such could be considered a select committee. The terms of reference for the Canada Day sub-committee specifies activities that would normally be considered the purview of staff, for example developing program content, securing sponsorship opportunities, etc.

Heritage Advisory Committee: Bylaw 97-104 establishes the Heritage Advisory Committee (HAC) as a standing committee, referencing authority under sections 188 and 953 of the *Municipal Act*. The *Municipal Act* referenced in this bylaw was amended to become the *Local Government Act* in 2000 and mostly revised in 2016. There do not appear to be sections in the new legislation that would correspond to the HAC, other than regular committee structures.

The HAC mandate is to consider and provide advice and recommendations to the Committee of the Whole on matters related to heritage properties referred by Council or the Committee of the Whole. The HAC has specific obligations to provide its reports on specific dates and must schedule regular meeting dates and times.

The Heritage Advisory Committee appears to align most closely with the City's definition of an advisory committee, with the exception of the Council member's participation in debate. The Bylaw establishes that a member of Council shall be appointed by the mayor as Council's representative, may participate in debate, but may not vote.

Advisory Design Panel: While not termed a select committee, the Advisory Design Panel meets the definition of such with an appointed member of Council. Terms of reference dated 2008-2009 identify citizen representatives that include three registered architects, three residents with professional design qualifications,

and one member of Council. The mandate of the committee is to advise on the design merits of plans referred to the Panel by Council or City staff as part of a re-zoning application, development permit application, development variance permit application, statutory building scheme, board of variance application or special projects referred by Council.

Advisory Committees

Terms of reference for all Advisory Committees are posted on the City of Victoria website. There are seven bodies deemed advisory committees by their terms of reference, and two task forces:

- Accessibility Advisory Committee (AAC)
- Active Transportation Advisory Committee (ATAC)
- Art in Public Spaces Committee (AIPSC)
- Honorary Citizen Award Committee (not specified as either Advisory or Task Force)
- Renters Advisory Committee (RAC)
- Strategic Plan Grant Review Committee (SPGRC)
- International Decade for People of African Descent (IDPAD) - Advisory Committee
- Welcoming City Implementation Advisory Committee
- Community Wellness Peer-Informed Task Force
- Seniors Task Force

Documented rules for advisory committees are included in their individual Terms of Reference The terms of reference for each advisory committee vary with regard to committee purpose, responsibilities, authority, communications and reporting to Council, length of term, attendance and staff resources.

Task Forces are intended to perform or inform a specific initiative, such as informing or creating a strategy (Seniors Task Force, Community Wellness Peer Informed Task Force). A body with a time defined mandate may also be identified as an advisory committee in its Terms of Reference, such as the IDPAD, established in 2022 to be disbanded at the end of 2024 and the Welcoming City Implementation Advisory Committee established to oversee execution of the Welcoming City Strategy and Welcoming City Action Plan from 2021-2024.

Role of Council on Advisory Bodies

Council has established that each Advisory Committee will be assigned one or more Council Liaisons, per the Terms of Reference established for the Advisory Committee. Some terms of reference specify the role as 'non-voting Council liaison', others simply indicate 'Council liaison'. The IDPAD indicates the Council member will speak to committee recommendations at Council. The Welcoming City Implementation Advisory Committee, Seniors Task Force and Honorary Citizen Award Committee and are to be co-chaired by the Council Liaisons or the mayor and appointed Council liaison. As noted previously, under the Bylaw, Council members may only participate in discussion at the advisory committee meeting with majority permission. The role of chair would generally be considered inconsistent with this role. The Council Procedures Bylaw s. 25 (3) further stipulates

that Council members attending a meeting of a committee of which they are not a member [which applies to the advisory committee Council Liaison], must not vote on a question.

Committee Mandates

The Procedural Bylaw states that advisory committees are to provide advice and recommendations to Council. , Advisory Committees and Task Forces are also often tasked with responsibilities that are generally the responsibility of administrative staff, including conducting public engagement, evaluating grant applications according to Council policy, preparing (not just informing) an action plan for the city, and reporting on city accomplishments. The Welcoming City Implementation Advisory Committee is to participate in and oversee execution of the city's strategy and action plan. Oversight is a function of senior management and ultimately Council. The IDPAD specifies that the committee will provide semi-annual updates on accomplishment resulting from the implementation of the IDPAD proclamation.

Advisory Committees and Task Forces often are tasked with consideration of topics that include areas of provincial jurisdiction. For example, the purpose of the *Community Wellness Peer-Informed Task Force* is to engage stakeholders from healthcare, social services and housing providers to provide input and recommendations to establish a Community Wellness Strategy, including Education, Prevention, Integration of Services and Advocacy. The IPDAD's mandate includes supporting positive outcomes in areas of housing, employment and entrepreneurship. The Renters' Advisory Committee mandate also includes broader housing concerns than relate to municipal land use policy.

There are also established bodies that do not fit the categories of either Advisory Committee or Task Force. For example,

The *City Family* was established in 2017 as a gathering of members from the City, the Songhees and the Esquimalt Nations as well as urban Indigenous Peoples to follow an Indigenous-informed and Indigenous-led approach to relationship building and problem resolution. As such, City Family gatherings do not have formal agendas, no meeting minutes are kept and there is no formal decision-making such as motions or votes. Direction from the Mayor has clearly stated that the City Family is **not** and is not intended to be an advisory body or committee of Council. It is intended only to improve understanding and relationships between the City and Indigenous communities.

The *Urban Food Table* is not clearly established by Council, but its purpose is to help build the City of Victoria's strategic direction and guiding documents, work with the city to meet targets, and advise the City on pollinator policies. Staff from relevant departments and members of Council are invited to attend meetings to help align the work with current City priorities and initiatives, and meetings take place at City Hall. The Terms of Reference indicate the Urban Food Table is an autonomous group which may align itself with other organizations and make decisions that may be different from positions taken by the City. The Urban Food Table is listed among City Advisory Bodies for appointments of members of Council, versus another available category of external committees/boards.

City of Victoria Youth Council is a youth-driven, grassroots program funded by the City of Victoria and hosted by Volunteer Victoria. The Council offers opportunities for young people to get involved and act as leaders in

their community and share youth perspectives and experiences with Victoria City Council. The Victoria Youth Council is listed among City Advisory Bodies for appointments of members of Council, versus another available category of external committees/boards.

Community Association Land Use Committees (CALUC) – While not advisory committees established by Council, according to Terms of Reference approved by Council in 2016, a CALUC must be endorsed by Council before they can participate in review of land use applications. The role of the CALUC is to facilitate dialogue between applicants and the community to identify issues regarding Official Community Plan amendment, rezoning, variance and liquor license applications. CALUCs may comment on the interpretation of the relevancy of policies and whether development applications fit with the spirit and intent of the Neighbourhood Plan. The CALUC is also expected to communicate to everyone involved regarding issues identified related to the proposed amendment and the adequacy of community consultation.

Staff Support

Terms of reference for some committees (ATAC, RAC, STF, Welcoming City) identify that staff from specified City departments will act as a resource to the committee as appropriate and at the direction of the City Manager. Others (AIPSC) identify a staff liaison, without further detail, or to assist with meeting facilitation and represent recommendations of the committee to Council (SPGRC) The by law establishing the HAC specifies staff shall act as secretary and administrative liaison.

The Heritage Advisory Committee schedule and minutes are posted on the City of Victoria website. Agendas, minutes and meeting schedule are posted for the Advisory Design Panel and Renters Advisory Committee. Agendas only are posted for the External Grant Review Committee. Minutes are posted for the Active Transportation Advisory Committee, IDPAD, Seniors Task Force (meeting notes) and Welcoming City Advisory Committee. There are no schedules, agendas or minutes posted for the Art in Public Places Committee, or the Community Wellness and Peer-Informed Task Force. The Accessibility Advisory Committee schedule is not posted.

Committee Remuneration

Members of IDPAD receive an honorarium for their participation equivalent to the Living Wage in British Columbia. It is unclear if the honorarium includes participation beyond committee meeting attendance. Council approved a similar honorarium for the Accessibility Advisory Committee in June 2022 on a temporary basis, pending the recommendations of this governance review. The Community Wellness and Peer Informed Task Force (now complete) terms of reference indicate members received an unspecified honorarium for participation.

5.3.3 Insights from Internal Engagement

Because terms of reference are not clear or consistent, Council and staff are unsure what the role of a Council member is on advisory bodies, how the committee should be used to help in Council's decision-making and how recommendations of the committee are to flow to Council. Committee mandates were noted as being

subject to interpretation and overlapping committee mandates can make it difficult for staff to determine which committee a matter should be referred to.

Internal stakeholders expressed concern that Councillors have too much influence on what are intended to be citizen committees. This is of most concern with advisory committees of equity deserving groups, who may not understand the role of the Council Liaison or may be reluctant to exercise their authority. Generally, training for committee chairs on effective meeting management is needed.

Internal stakeholders also noted that because the committee mandates and authorities are not clear, some committee members appear to view their role as advocacy vs. providing policy advice to Council. Some committees were noted as requiring significant staff resources to manage agenda and meetings, take minutes and develop and implement plans. Some members of Council expressed concern that Committee input/recommendations are not being included in staff reports if staff does not agree with the recommendation. Members of Council also noted that there is inconsistent staff support across the various committees, which limit the committee effectiveness.

5.3.4 Insights from Public Engagement

External stakeholders expressed mixed opinions on the effectiveness and their experience sitting on advisory bodies. Attendance by the Council Liaisons was reported as inconsistent. Citizen committee members echoed Councillor concerns that committee input may not be reflected in staff reports to Council. They commented further that despite efforts to improve the process for communication of committee motions to Council, through the tri-annual reports or through the Council Liaison where deemed urgent, committee recommendations are still getting lost.

Committee members expressed frustration, feeling their input is not valued. Some matters within a committee's mandate are not being brought to them by staff for input or are being brought to them very late in the process. It was felt that recommendations from staff sometimes miss the mark on important aspects either because their input was misinterpreted or not sought.

Advisory Committee members reporting having difficulty achieving quorum.

Focus group participants and written submissions indicated that the terms of reference and role of advisory committees with Council is unclear. Feedback received included having a better understanding of the advisory committees' roles and how they can support Council, broader terms of reference, and an outline of when advisory committees are required to be engaged. Additionally, advisory committees would like to receive better access to information about Council initiatives. Feedback received from stakeholder groups and public also indicated that advisory committees should be engaged and consulted with earlier to ensure that there is stronger engagement on projects that effect various populations.

Concerns were expressed by the public regarding the lack of transparency related to City Family, with reference to concerns regarding 'secret' meetings, and the decisions about events, public art and policy that arise from these meetings without a public record.

Public survey respondents were split on their response regarding CALUCs. Thirty-six percent of the public survey

respondents agreed or strongly agreed that CALUCs are an effective way to support community input to City and land use decisions while 46% of the public disagreed or strongly disagreed. Feedback from focus groups participants and open-ended survey comments was that CALUCs often represent a very small demographic of a neighbourhood and do not represent the views of all residents. It was also noted that CALUCs get very involved in technical details outside the scope of their expertise. Feedback from written submissions also indicated that feedback is not received from the City on how CALUC feedback was used in the decision making process. Feedback from public survey respondents also indicated that land use process issues can be a point of frustration.

5.3.5 Insights from Other Jurisdictions

Advisory committees serve an important role of making recommendations on issues relating to policies impacting the welfare and quality of life in the community. The volunteers on these committees provide a link between residents of the community and government. The fundamental purposes for engaging committees in support of local government are to (Williams, 2022):

- Ensure full representation of residents of the community, in its diversity, in government decision-making processes
- Ask residents to help define community standards and norms
- Provide technical expertise in certain areas
- Provide an independent sounding board for issues, ideas and policy matters
- Make recommendations to elected officials and city administration.

Use of Committees

The City of Vancouver has established standard guidelines for Advisory Bodies in addition to specific terms of reference. Council liaisons and staff resources are assigned to support the advisory committees. A recent report to Council by the Clerk regarding proposed future structure of advisory bodies (City of Vancouver, March 2022) included recommendations to clarify terms of reference, enhance orientation and training, standardize staff liaison criteria and provide annual training for staff liaisons, improve staff engagement processes and develop a motion tracker tool to ensure the impact of Advisory Body recommendations are communicated back to Advisory Body members, simplifying and clarifying recommendation processes.

Regina has disbanded all but its accessibility advisory committee and city centre core development advisory committee in the last few years. Per Council direction, matters that would have been referred to their advisory committees in the past are now referred to Committee of the Whole, so that Council members are actively involved in discussion. The City of Kelowna has significantly reduced the number of advisory committees, as they did not find many of them useful. Advisory committees for the region of Halifax are established to provide input to Community Council or Standing Committees of the regional Council. In Halifax, advisory committees typically include a member of a provincial body.

Council Role

The City of Kelowna no longer includes Council members on their advisory committees as they were finding that the elected officials had too much influence on the discussion. Like Victoria, Vancouver is seeking clarity on the role of Council Liaisons on advisory committees. Generally, advisory bodies in Halifax do not include Council members, however they have recently been considering establishing an active role for members of Council on advisory bodies.

Flow of Recommendations to Council

Vancouver circulates motions made by advisory committees to all members of Council, however noted similar issues with lack of follow-up on advisory committee motions. They are currently developing a motion tracker. They have found that using the advisory committees as panels for engagement and including their input in staff reports is the most effective way of incorporating the advice of advisory bodies in Council decision-making.

In Kelowna, matters are referred to advisory committee agendas by the relevant administrative department and committee input is included in Council decision-making through staff reports. Council referrals to advisory committees are rare.

Remuneration

The Ontario Human Rights Commission (Ontario Human Rights Commission, 2010) defines inclusion as meaning all members of a community have equal access to the resources of their community and the opportunity to participate in all areas, regardless of their race, gender, social class, religion, sexual identity or other dimension of diversity. Economic capacity can be a significant barrier to participation.

None of the jurisdictions included in the standard set for comparison provide remuneration to members of advisory committees. The City of Vancouver received a report from the City Clerk on March 30, 2022, that recommended development of policy options for covering expenses of attending or participating on advisory committees.

Some examples can be found in other municipalities or related organizations.

Members of the Vancouver Police Board, other than the Mayor as chair, are eligible to receive a per diem. "The per diem is not designed to compensate a Board member for actual hours worked. Rather it is "…a token payment designed to express appreciation for voluntary hours and to cover out-of-pocket and incidental expenses (parking, transportation, printing costs, cell phone and child care) incurred by the member in the course of carrying out their board duties (Vancouver Police Board)".

The Township of Oro-Medonte (ON) provides for remuneration for public members of the Heritage Committee, Property Standards Committee, and Fence Viewers at a rate of $80 for each half day or evening meeting, and $160 for each full day meeting.

The City of Toronto has had a policy since 2003 for remuneration for citizen members of its agencies, boards, commissions and corporations. As part of the 2022 budget, the City of Toronto approved honoraria for public members of Council advisory bodies, in recognition of their contributions to the decision-making processes of

the City. The report noted "Honoraria may remove barriers to participation, support diverse engagement of equity deserving communities, and give recognition to the value of perspective and lived experience to Council's decision-making." Payments are $125 per public member per meeting attended to the maximum number of meetings specified in the terms of reference for each advisory body. Honoraria is not intended for members who serve on advisory bodies as representatives of organizations or businesses where they are employed. There are no additional honoraria for public members who serve as chair or co-chair. Honoraria is not paid for attendance at sub-committee meetings or events.

The Town of Georgina Equity and Diversity Advisory Committee Terms of Reference provides for remuneration of $40 per meeting, not to exceed eight (8) meetings per year.

City	Number of Advisory Committees	Role of Council member on Committee	Remuneration for public members of committee
Victoria, BC	7 Advisory Committees, 2 Task Forces	Council Liaison, non-voting; 3 committees co-chaired by Council liaisons	Community Wellness Task Force, IDPAD, Accessibility Advisory Committee
Vancouver, BC	12 citizen advisory committees + speciality committees	Council and Board Liaisons, non-voting	None
Kelowna, BC	3 Advisory Committees 1 Select Committee (Airport Advisory Committee)	No Council member on Advisory Committees	None
Regina, SK	2 Advisory Committees	Council Member Liaison, non-voting	None
Windsor, ON	6 Advisory Committees	Council Appointed Member(s) on some, voting	None
Kitchener, ON	7 Advisory Committees	Council Appointed Member(s) on most , voting Assigned as co-chair on some advisory committees	None
Quebec City, QC	None		None
Halifax, NS	4 citizen Advisory Committees + technical advisory committees Recent provincial legislation disbanded land use advisory committees	Council member(s) on some	None

City	Number of Advisory Committees	Role of Council member on Committee	Remuneration for public members of committee
St. John's, NL	4 Advisory Committees	Council Member Liaison, non-voting	None

5.3.6 Recommendations

8. **Update Council committees and related processes to comply with bylaws, and to support efficient and effective use, including:**

   a) Update the structure and terms of reference of the Heritage Advisory Committee, Advisory Design Panel, and Advisory Committees with council co-chairs to comply with and appropriately reference the City's bylaws.

   b) Enable greater transparency regarding City Family.

   c) Establish a process to review the purpose and mandate of committees with each term of Council as part of the strategic planning and budgeting process.

   d) Establish a standard policy for committee structure, Council member participation, role to advise council on policy matters, open meetings, public agendas, minutes and staff support, and guidance to enable diverse and equitable participation.

Rationale:

There are inconsistencies among committee terms of reference, City bylaws, and the *Community Charter,* including Council appointments and roles on Advisory Committees.

- The bylaw establishing the Heritage Advisory Committee should be updated to reflect the appropriate regulatory references, confirm the intended role of Council on the committee, and align the committee with the appropriate structure.
- The nature of the Advisory Design Panel as a select committee should be identified in its terms of reference, or the structure amended to fit the intended type of committee.
- Council members acting as co-chairs on Advisory Committees is not consistent with the bylaws which limit the role a member of council can play on an Advisory Committee.

The City of Victoria 'leans' heavily on its Advisory Committees, both in the number of committees established and the work they are expected to do. Council should evaluate the intended work of these committees to ensure it is consistent with advising Council on policy matters and not interfering with administrative responsibility or accountability for interpretation or implementation of Council approved policy.

A review of committees with each refresh of the strategic plan will help ensure mandates are aligned with municipal priorities. The demands on Council and administrative resources should be considered as part of establishing committees and related budgets.

Frequently mentioned reasons for public dissatisfaction in the online survey related to Council straying into matters 'belonging' to other levels of government and listening only to select stakeholders. The current use and mandate of Advisory Committees may contribute to this dissatisfaction. The 'secretive' nature of City Family was also identified as a concern. While not defined as a committee, Council's obligation for transparency and accountability to the public remain and should be discussed with City Family in a problem-solving manner.

Council indicated the scope of this review should include ensuring persons with disabilities can participate on Advisory Committees. As a valuable method of gaining public insight, particularly on issues impacting equity-deserving groups, a 'diversity, equity and inclusion' lens should be applied to all processes associated with Advisory Committees.

Implementation Considerations:

A full review and alignment of advisory bodies should be scheduled following the next general election and refresh of the municipal strategic plan. An 'end of term' update from each committee will allow the next Council to understand what remains of the committee's work plan as referred by Council, recommendations the committee has put forward on matters not yet considered by Council, and other advice or recommendations the committee may wish to provide.

Engaging the Equity Diversity and Inclusion Office in the review of Committee terms of reference and appointment processes may help to identify any barriers to equitable participation and options to improve inclusion.

9. Relieve members of Council from formal appointments as liaisons to Advisory Committees

The purpose and value of the Council liaison to Advisory Committees intended to be made up of members of the public is not clear. Attendance by members of Council is reported to be inconsistent and Council members speak of the high demands on their time.

Other jurisdictions have found that assigning Councillors to committees, even as a liaison, can unduly influence the committee. This would be particularly likely where members of Council chair the committee. When an elected official is present, sometimes others on the committee will look to them for leadership, which can diminish the voices of others.

Including the responsibility of a member of Council to represent recommendations of a committee at Council creates challenges on the Council member's obligation to consider all information, and not only the perspective of a citizen Advisory Committee.

Implementation Considerations:

If a member of Council is interested in hearing a committee's discussion directly, the current by law provides that any member of Council may attend any committee, with process requirements for participation. If it is determined that the Committee warrants more substantial participation from one or more members of Council, it could be established as a Select Committee, as defined in *Community Charter* and in Council Procedures Bylaw.

10. Formalize the expectations of the administration with respect to engaging and supporting committees.

Where the administration is preparing recommendations on policy matters related to the committee mandate, the expectation for early engagement, and consistently including a summary of committee input with the administrative report should be an explicit, expected part of the process as the commitment back to the committee members. Making clear in the committee's terms of reference the level of intended engagement and corresponding commitment from the City to consider the input will help prevent misunderstandings.

As Council-established committees, matters required to be put to Advisory Committees for input should be limited to matters that require approval of Council, such as policy, service standards or related principals, not matters within the authority of the administration as noted above. On matters within administrative authority, it is the administration's responsibility to determine whether and how to seek such input. This may include an Advisory Committee but would not be required.

Terms of reference should also make clear the staff support to be provided. Consistent administrative support to Advisory Committees should at minimum include coordinating meetings, posting agendas, taking and posting minutes. Staff resources beyond this should be determined in discussion with the City Manager, documented as part of the committee's minutes, and where significant subject to Council approval as a budget consideration. The demands on administrative resources should be considered as part of establishing committees and related budgets.

Rationale:

Advisory committees have been identified as a tool for public engagement. The City of Victoria Engagement Framework is guided by IAP2 principles. Advisory committees are identified in the Engagement Framework at the Collaborate level of engagement, with the corresponding promise to the public of "*We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.*" Advisory Committee feedback indicates they are not feeling the promise has been kept. Reflecting back 'what we heard' to stakeholders is important for accountability and transparency.

Concerns were also expressed by stakeholders that staff support is inconsistent across committees and is impacting the effectiveness of committees without staff support.

Implementation Considerations:

A summary of 'what we heard' could be provided back to the committee early in the process, particularly when the recommendation to Council may be some months away. Providing back a timely summary would allow the committee to have confidence their input was received, or to correct any errors or omissions before the report is submitted to Council.

The direction for the administration to include a summary of Advisory Committee input on policy issues with the administrative report can be implemented with reasonably short notice (i.e., reports that have not yet been submitted to Council or are not imminently due). If no input was sought or received on a policy matter, that should also be referenced in the report to be transparent to both Council and the public. Where Council has requested an expedited report from the administration, the impact on being able to effectively engage an Advisory Committee on the matter should be considered and noted.

Any formal updates to terms of reference could occur with the overall review in recommendation 1.

11. Formalize the process for bringing Advisory Committee recommendations to Council.

Committees may wish to bring recommendations directly to Council on matters identified by the committee itself, or to ensure input provided to staff is received unfiltered by Council. The ability of an Advisory Committee to do so should be reflected in its terms of reference, and if to be allowed, a process should be established such that committee recommendations reliably are received by Council.

Rationale:

Committees identified concerns that their recommendations are not being reflected in staff reports and that recommendations are not being received or considered by Council. If it is the intent of Council to receive unsolicited recommendations, the process should be clear and reliable. The current process to include all motions by Advisory Committees with the tri-annual reports is ineffective and an unnecessary amount of detail, as it includes all motions such as acceptance of minutes, not just recommendations to be directed to Council.

Implementation Considerations:

Unsolicited Advisory Committee motions are currently included with the tri-annual review of the strategic plan but are not expressly acknowledged. Including Advisory Committee minutes, reports or recommendations with regular Council packages as information on the consent agenda would make it transparent that Council has received the information in a timelier manner. The regular motion process could be employed if Council feels action is warranted, i.e., whether to refer the matter to the tri-annual review of the strategic plan, or to engage Council in immediate discussion. While it is important for Council to determine its own priorities and agenda, it is reasonable for an Advisory Committee to expect that its input is heard and considered.

12. Publish meeting schedules, agendas and supporting materials for all Council committees.

Rationale:

Part 5, Division 3 of the Charter – Open Meetings applies to all committees of Council, including Advisory Committees and provides that meetings must be open to the public. Allowing the public to be aware of matters the Advisory Committee will be addressing increases transparency. It would also allow the public to attend a meeting, consistent with the open meeting requirement.

Implementation considerations:

Additional staff support may be required and should be considered as part of planning and budgeting for Council committees.

13. Establish a policy for remuneration and to reimburse expenses for public members of Council committees to remove barriers to participation.

Rationale:

Members of the public may need to forgo income, have limited personal income, or incur direct costs to participate on an Advisory Committee. Establishing a per diem for meeting attendance, with a half day and full day rate (to include meeting preparation) will help to offset loss of income. Committee members may also

incur parking or travel expenses, or other expenses directly related to participation (e.g., childcare) that may create barriers to participation.

Implementation considerations:

Per diems would only be paid for meetings attended. Individuals appointed to a committee as an employee of an organization that includes participation in such committees as part of their employment would not be eligible for meeting per diems but may be eligible for reimbursement of expenses.

The City of Victoria has established remuneration for members of the IDPAD committee. A consistent policy should be established for all committees that involve appointed members of the public

Estimated costs for per diems and reimbursement of expenses should be considered as part of establishing committees and related budgets. The remuneration policy could include a cap on the number of meetings for an Advisory Committee for which per diems would be paid. Per diems for an expanded meeting schedule or sub-committee meetings would be subject to approval by Council.

14. Develop and implement a common orientation process for Advisory Committees.

Rationale

Council, staff and committee members expressed frustration with the lack of clarity around committee purpose, mandates, roles and reporting structures. Orienting all involved to the established structures, policies and norms before the work of the committee gets underway will help support an effective working relationship where all parties feel valued. .

Implementation considerations

A standard set of orientation materials can be developed and expanded as necessary for individual committees. Standard orientation topics should include: review of the Terms of Reference, how the work supports policy decisions of Council, clarify the extent and limits of authority, specifics of available staff support, meeting procedures, effective meeting management and other relevant policies and practice. The orientation should take place at the beginning of each Advisory Committee term with annual refreshers.

5.4 Council and Committee Decision-Making Processes

5.4.1 Formal structures

As required by the *Community Charter*, the City of Victoria has established Council Procedures Bylaw 16-011 for the conduct of Council and committee business.

The Council Procedures Bylaw amended by Bylaw 21-074 does not specify the schedule of Council meetings, rather it states that Council must establish a schedule of meetings and make it available to the public. The bylaw further outlines the order of business and rules of procedure for participation, delegations, conduct, debate and voting, motions and amendments to motions.

During the pandemic, two ministerial orders were made to permit changes to procedure regarding public

attendance at meetings, permitting electronic meetings and public hearings, amending timelines for passage of bylaws, and deferral of annual requirements during the state of emergency. The ministerial orders expired September 28, 2021, and amendments to the *Community Charter* under Bill 10 were approved by BC Reg 235/2021 effective September 29, 2021, to allow local governments to continue to conduct meetings and public hearings electronically, as well as other provisions related to election bylaws and emergency related borrowing. The order stated that when conducting electronic meetings, municipalities must use best efforts to allow members of the public to attend the part of the meeting that is open to the public. Guidance from Municipal Affairs in July 2021 was that municipalities would have the flexibility to choose whether to allow electronic meetings, however by law amendments should not be made until the legislation was in force.

16-011 s. 36 allows for Council by resolution to go into Committee of the Whole (COTW) at any time during a Council meeting. It also provides that any other meeting, other than a statutory, standing or select committee meeting to which all members of Council are invited to consider, but not decide on matters of City business is a meeting of COTW. Section 40 of the Procedure Bylaw specifies that regular meetings of COTW must begin at 9:00 a.m. and adjourn at 2 p.m. unless there is a motion for continuation. The order of business for a regular COTW is listed and includes approval of the agenda, consent agenda, reading of minutes, unfinished business, land use matters, and staff reports. Per s. 38 of the Procedure Bylaw, no action may be taken on the reports [recommendations] of the COTW until they have been approved by Council.

Open-meetings

Per the *Community Charter*, all meetings of Council and its committees must be open to the public. The Charter lists a series of exceptions whereby the meeting may move into a closed session (in-camera) to discuss confidential matters. Per the City's Open Meeting policy dated January 1, 2014, Council will deal with information presented to it for consideration in open session, except when the matter must be considered in a closed meeting, or when Council considers it necessary to protect the City's interests. Prior to moving into closed session to receive a staff report, staff will explain the reasons for consideration in closed session and outline the harm that would come to the City's interests if such information were considered in opens session, or the specific enactment which prohibits the consideration of the information in open session. The City's Open Meeting policy indicates that at the end of each quarter of the calendar year, Council will review meeting minutes to consider publicly disclosing Council business that was considered in a closed meeting. In practice this has been done as part of the tri-annual review.

Meeting Agendas and Minutes

The Council Procedures Bylaw states that COTW Meetings commence at 9:00 a.m. and must adjourn at 2:00 p.m. unless by approval of 2/3 of the members present. Daytime Council meetings are not specifically referenced except for s. 4 (1) which states that daytime Council meetings must end by 4:30 p.m. unless an extension is approved by 2/3 of the members present. Evening Council meetings must adjourn by 11:00 p.m., unless an extension is approved.

The *Community Charter* requires that the public is provided with advance notice of the time, date and location of Council and committee meetings. It does not specify a period of notice. Council Procedures Bylaw s.

7,(amended by Bylaw 21-074) specifies the City Clerk must give advance notice of the agendas to Council and the public at least 48 hours before the meeting. Copies of the agenda must be delivered to Council members. The public is to be notified by posting the agenda on the notice board at City Hall and leaving copies of the agenda at the public counter in City Hall. The bylaw refers to the agendas without specific reference to supporting materials. The Council Procedures Bylaw does not specify who is responsible for developing agendas.

Late Items

The Council Procedures Bylaw s. 15 states that Council must not consider any matters not listed on the agenda unless introduction of the late items is approved by the Council at the time allocated on the agenda for such matters. If a late item is approved, the supporting information must be distributed to Council. Section 19 of the Council Procedures Bylaw provides for two options for adding "late items" to the agenda; 1) by providing notice and a copy of the motion in writing to the Corporate Administrator by 11:00 a.m. on the Monday before the meeting, or 2) by providing notice at least 24 hours in advance of the meeting along with rationale for the time sensitivity for the matter to be considered at the meeting. It will be included as an item under New Business on the agenda.

The *Community Charter* requires that the minutes of Council and committee meetings are taken and certified, it also requires in s. 97 that all minutes of Council and committee meetings must be available to the public upon request. It is silent on agendas and supporting materials.

The frequency, scheduling, notice and order of proceedings for Committee of the Whole and Council Meetings are set out in the Procedure Bylaw.

Virtual Participation by members

The Charter allows for Council and committee meetings to be conducted virtually by municipal bylaw. Virtual meetings must ensure that all participants, at a minimum, can hear the meeting. Council Procedures Bylaw s. 9 , amended by Bylaw 21-074 specifies that two Council members may participate virtually in Council and Committee meetings. The mayor may also authorize more than two members to participate virtually in the case of an emergency or other extra-ordinary circumstances that make it unsafe or impractical for Council members to participate in-person. Section 9 of the Council Procedures Bylaw requires that any written material that was not included in the agenda package or provided to Council members as an inclusion in late agenda items must be audibly read into the record if the meeting has electronic participation. Council members who are participating in a meeting virtually must audibly state their vote in favour or in opposition of a matter.

Land Use Matters

Board of Variance

Per s. 901 and 902 of the *Local Government Act*, an applicant may apply to the Council appointed Board of Variance for a hearing where strict compliance with a bylaw would cause undue hardship. Hearings of the Board of Variance are open to the public and their decisions are final.

CALUC Process

Per the Land Use Procedures Bylaw s. 6 applicants whose proposal involves revisions to the Official Community Plan (OCP) or zoning bylaw must arrange and participate in a Community Meeting not more than six months prior to submitting their application. The community meeting may be waived by the CALUC or Council, or by the Director if the applicant has made reasonable attempts to hold the community meeting. The City will provide owners and occupiers of property within a specified distance with notice of the community meeting date or how they can otherwise provide comments to the CALUC if a community meeting will not be held. Further detail on public participation in the CALUC process is included in section 5.5 Public Access and Input to Council Decision-making.

Delegated Authority

If authority has been delegated to the administration (Director of Sustainable and Community Planning), the administration may refer the application for recommendation to other agencies or associations, including the Advisory Design Panel (ADP), the Heritage Advisory Panel (HAPL) or the Technical R Group (TRG). The Director must consider but is not bound to accept the recommendations or comments of the advisory body.

Per Land Use Procedures Bylaw s. 40, if an application is refused, or if the applicant objects to a proposed provision of the permit, the applicant may request that Council reconsider the decision of the Director. The applicant may appear before Council to make representations concerning the application.

Opportunity for Public Comment

The Land Use Procedures Bylaw s. 31 allows for Council to provide an Opportunity for Public Comment before passing a resolution to issue various development permits that do not vary a bylaw. If Council intends to provide an Opportunity for Public Comment the City will mail or otherwise deliver notice of the opportunity to the owners and occupiers of adjacent properties and the subject property. Opportunities for Public comment are not specifically identified in the documented order of proceedings for regular Council meetings in the Council Procedures Bylaw, however it is understood that "Public and Statutory Hearings" includes Opportunities for Public Comment.

Public Hearings

The Local Government Act s. 464 requires public hearings prior to Council adoption of official community plans (OCP), zoning bylaws, use or density amendments to land use contracts, and heritage revitalization agreements not otherwise authorized by the applicable zoning. A public hearing is not required if the municipality has an OCP for the subject area and the proposed bylaw is consistent with the OCP. The hearing must be held after first reading of the bylaw and prior to third reading. The *Local Government Act* refers to minimum notice requirements included in *the Community Charter*. If Council opts not to hold a public hearing on a zoning bylaw, as permitted above, it must give similar notice to the public. A municipality may establish bylaws specifying further notice details and for the conduct of public hearings. A written summary of the nature of the representations made at the hearing must be maintained as a public record. After the public hearing, Council may adopt or defeat the bylaw, or revise (within certain limitations) and then adopt the bylaw. The City's Land Use Procedures Bylaw 16-028 specifies that the notice of public hearing must be delivered to owners and occupiers within 100 metres of the subject property.

Per the Council Procedures Bylaw s. 15 public hearings are a standing item on the evening Council meeting agenda.

Public Participation in Council Decision-Making Processes

The legislation and bylaws provide for numerous opportunities for the public to observe or actively participate in Council decision-making processes. These opportunities are described in more detail in section 5.5 of this report (Public Access and Input to Council Decision-making) and include:

- Attendance at open Council and Committee of the Whole meetings
- Addressing Council at regular Council meetings through Request to Address and Question Period
- Participating in Public Hearings and Opportunities for Public Comment on land use matters
- Engaging with the Council Liaison and City administration at Neighbourhood Association meetings
- Participating in CALUC meetings and providing written comments on land use matters
- Participating in City-directed public engagement processes

5.4.2 Current Practice

City of Victoria Council conducts three regularly scheduled meetings - Committee of the Whole at 9:00 a.m., Council to Follow (daytime Council meeting) and regular Council meetings at 6:30 p.m. (evening Council meeting). Creating a daytime Council meeting for regular business of less public interest was implemented as an effort to reduce the time commitment required of members of the public interested in public hearings scheduled for evening meetings. Amendments to the Procedure Bylaw to formalize the schedule of Council meetings were proposed in April 2021 but have not yet been approved by Council, pending the recommendations of this report.

Currently, all Committee of the Whole and Council meetings are scheduled on Thursdays. Committee of the Whole and Council to Follow meetings each occur weekly (4 per month), and evening Council meetings occur

bi-weekly (2 per month). Council and Committee of the Whole meeting schedules, agendas, agenda materials and minutes are posted on the City of Victoria website in a searchable format. A video recording of these meetings is also available for public viewing.

The Council Procedures Bylaw establishes the order of business for Committee of the Whole and regular Council meetings. In practice, public hearings are held at evening Council meetings. The items for consideration at each of the meetings is outlined in the table below, as confirmed through through review of published meeting agendas.

Committee of the Whole	Council to Follow	Council (evening)
Approval of Agenda Consent Agenda* Reading of Minutes Unfinished Business Land use Matters Staff Reports Notice of Motions New Business Late Items Closed meeting (if required) Adjournment **Consent agendas at Committee of the Whole meetings most typically include approval of minutes, proclamations, administrative items, land use matters*	Approval of agenda Reading of minutes Proclamations Unfinished Business Reports of Committee Bylaws Closed Meeting Unfinished Business Correspondence New Business Consideration to Rise and Report Adjournment	Approval of agenda Reading of minutes Requests to address Council (up to 6) Proclamations Public and statutory hearings Requests to Address Council (if more than 6) Unfinished Business Reports of Committees Notice of Motions Bylaws Correspondence New Business Late items Question Period Closed meeting (if required) Adjournment

Committee of the Whole meetings are the longest of the three on average and have lasted as long as 13.65 hours. MNP reviewed the posted meeting minutes for the period March 2021 to February 2022 to determine the duration of meetings. The results of our analysis are included in the table on the next page

Table 1 - Duration of Council meetings March 2021 to February 2022

	Duration in hours		
	COTW	**Council To Follow**	**Council (evening)**
Average	5.5	2.6	3.7
Maximum	13.7	6.2	6.6
Minimum	0.9	0.43	1.7

All senior management staff attend all the meetings, whether to present a report or to be available to answer questions from Council.

COTW has been used as a means of pre-considering all items to be considered by Council. This includes proclamations, staff reports, land use matters and Council member motions, as well as broader issues such as the 'missing middle' housing strategy. Any item requiring a resolution of Council must be referred to a Council meeting. Staff reports received for information may be limited to COTW and not referred further. A sample review of Council member motions indicated topics such as requests for information from staff, recommended policy or bylaw amendments, advocacy related to provincial legislation or policy or endorsement of actions by another body.

A review of COTW meeting minutes from September – December 2021 identified a total of 117 matters on COTW agendas. Thirty-two (27%) were planning and development matters and 68 (58%) were presentations and staff reports, administrative matters and proclamations. Fifty-seven items (33%) were consent agenda items. Thirteen items (7% of total) were Council member motions. A staff report accompanying a proclamation (often a consent item) identified the policy requirements that a staff report be prepared on all community requests for a proclamation for presentation to COTW, a COTW motion to refer to Council, and a separate Council vote on each proclamation. A list of 55 proclamations to date was included with the agenda.

Reports from COTW may be considered at daytime Council. For example the COTW recommendation that the 'missing middle' housing strategy ' be referred for public engagement' was received by daytime Council. COTW reports on land matters or recommendations for Bylaw amendments may be directly decided or referred to the administration to prepare the associated materials for a bylaw and hearing.

Evening Council meetings are where hearings are held for land use matters, and public delegations may be received. Fifty-two matters were on evening Council agendas from September to December 2021, including 223 (42%) land matters. Requests to address Council are a standing agenda item for all regular City Council meetings after approval of the agenda and before regular items are considered. If more than six requests are received to speak to Council the remaining requests are placed on the agenda after any public hearings. Statistics provided by the City administration for regular Council meetings from January 17, 2019, to December 9, 2021 indicate some meetings have very high numbers of delegations. As many as 64 speakers have been

recorded at a single meeting. In 2019 prior to the pandemic, 195 speakers were received at Council meetings from January to December. Removing the outlier of 64, the average was six per meeting. In 2020, removing an outlier of 26, the average was 7 per meeting with a total of 124 speakers. The average in 2021 was 3, with a total of 69 speakers.

Decision-making Information (Agenda packages)

Agenda packages for COTW and Council meetings are distributed to Council members and posted on the City website the Friday prior to the meeting (4 business days in advance). Generally, materials to be included in the agenda package, including submissions from the public, are to be received by the City Clerk two weeks in advance. Additional "late" items from Council members are added to the agenda if submitted by 11:00 a.m. the Monday prior to the meeting, video submissions for public hearings will be included in the agenda if received by 2 p.m. Tuesday. Revised agendas are published Wednesday, 24 hours in advance of the meeting. Written submissions for public hearings will be published on the agenda if received by 2 p.m. the day of the meeting.

Agenda packages are characterized as "hundreds" of pages long, with extensive presentation appendices and materials. Staff reports include a section entitled Executive Summary, however upon review, contents of this section are inconsistent, and may not be sufficient to understand the nature of the decision and its impact. Stakeholders advise that results of public engagement are typically included as an appendix in their entirety, without summarization.

An Accessibility Impact Statement for inclusion in staff reports was developed and operationalized in June 2021. Council also adopted an Interim Equity Decision-making Tool on September 2, 2021 to assist Council and staff in assessing the legal requirements, barriers, and adverse impacts on equity deserving groups of decisions related to projects, policies, bylaws or other City actions requiring a decision. Council also directed staff to provide recommendations and a template for incorporating the decision-making tool in staff reports. Work on this task is underway.

5.4.3 Insights from Internal Engagement

Internal stakeholders frequently commented on the extreme length of Council and COTW meetings. The sequence of meetings, beginning with COTW in the morning, Council to Follow and evening Council meetings makes for a very long day. Fourteen of the 24 evening Council meetings between March 2021 and March 2022 (13 months) ended after 10 pm, creating a 13 hour meeting day with the 9:00 am start. Five of these meetings ended after the 11 pm maximum in the Procedure Bylaw. Two ended after midnight.

Re-debating matters that were previously discussed at Committee of the Whole, Council members delving into details at an operational level, and Council member speech-making were often noted as frequent drivers of meeting time. Concern was expressed regarding the impact of these lengthy meeting days, including:

- The effect of fatigue on effective debate and decision-making.
- Reducing the public's ability or interest to participate or watch meetings, particularly if decisions are being made after 11 p.m.

- Consuming significant staff resources (all senior staff attend all meetings) and impacting their ability to attend to other work.
- Overall time commitment for Council members (preparation and attendance).

All matters to be considered by Council are first placed on COTW agendas. Even if there was extensive debate at COTW, Council members may seek to re-open the discussion or amend the motion based on input received from members of the public in the two weeks between the COTW and Council meetings. Discussion at times repeats the prior discussion.

The COTW may recommend matters be referred for a public hearing in more circumstances than required under provincial legislation, including minor land matters, increasing the volume of hearings and time required from Council members and staff. Council members may also seek to provide direction to staff and reports back on design details that do not require Council approval. The purpose is believed to be an interest in allowing maximum public input and transparency.

Evaluating opportunities to clearly delegate more responsibility to the administration, particularly on land issues was also identified.

The current policy to allow members of the public to address Council on any topic was also identified as a potential driver of time.

5.4.4 Insights from Public Engagement

Efficiency of Council Meetings

Seventy-seven percent of public survey respondents disagreed or strongly disagreed that matters to be considered by Council are dealt with efficiently. Additionally, 74% of public survey respondents disagreed or strongly disagreed that matters to be considered by Council are dealt with in a timely way.

Open-ended responses to the survey also expressed dissatisfaction regarding the length of meetings, and the late hours. Last minute motions, nitpicking small details, grandstanding and meetings that 'veer off course' were seen as affecting efficiency and extending the length of meetings. The length of meetings was also noted as discouraging public participation and future candidates for elected positions. Some concern was also expressed regarding the number of closed agenda items.

Feedback received from stakeholder groups experienced with Council processes indicated timeliness of decisions is impacted by lack of clarity on advisory committees' role in supporting initiatives, input from the public being taken into consideration only at the end of the decision-making process sometimes causing a change of opinion with some Council members, and lengthy delays in receiving reports. These stakeholders explained that lengthy delays can negatively impact initiatives if new issues have arisen, or data supporting the recommendations is no longer relevant or accurate.

Decision-making

Public survey participants were asked to provide input on the alignment of Council's decision-making with citizen priorities for the city. Sixty-seven percent of respondents strongly disagreed or disagreed that Council

overall makes decisions based on what they believe is in the best interest of the city. Seventy-one percent of survey respondents disagreed or strongly disagreed that public input is considered by Council in its decision-making process. The most frequent comment made by survey respondents is that Councillors appear to make decisions based on personal agendas or stray into matters beyond municipal jurisdiction (262 combined mentions). Comments in the survey also expressed concern that Council is disregarding staff advice, or not effectively relying on professional staff, and tending to become involved in matters that should be delegated to staff.

Some stakeholder meeting participants noted that some Councillors appear to let their bias sway their decision or only consider the opinion of the squeaky wheel rather than considering the opinion of the broader public.

Some concerns were also raised in open-ended comments in the public survey regarding a lack of transparency in council decision-making, including reference to the frequency of in camera meetings and how decisions are made that seem contrary to broader public input or interest.

5.4.5 Insights from Other Jurisdictions & Contemporary Practice

A committee of the whole is different from regular committees as it includes all members of Council. The purpose of such a committee generally is to allow all members of Council an opportunity to engage in informal discussion to learn and build consensus on matters that may result in a recommendation to Council. Roberts Rules of Order describes how a Council may use a committee of the whole during the meeting, essentially as a temporary suspension of more rigid rules of procedure to more informal discussion and consensus building. In practice, committees of the whole have taken the form of a standing committee, with a regular schedule of meetings, order of business and committee rules of order. A committee of the whole allows for the whole Council to work towards common understanding of an issue by listening and reviewing reports together in the same room at the same time, instead of through separate delegated committees. Working in a committee of the whole can help Council reach consensus and develop recommendations for action over a series of meetings and should expedite business overall. Suggestions for effective use of committee of the whole (Pioche, 2013) include

- Having another member preside over the meeting instead of the mayor. This allows the mayor to participate more freely in the debate, makes it clear to members of the public that this is a committee vs a Council meeting, and allows an opportunity for other members to gain experience in presiding
- Set a time of day and duration that allows for discussion of issues, taking care not to load too much work into one meeting.
- Ensure public access to agendas and materials to be discussed. Consider inviting delegations to this forum to inform the discussion. The media and public may find this forum to be more interesting as it is where the essence of issues can be more fully discussed.
- Time the meetings to allow for issues discussed in committee to be brought forward to Council for decision in a timely way, for example immediately following or within a few days. Matters that require preparation and public release of material may need to be placed on the next agenda to allow for required notice period.

- A contentious issue that does not achieve consensus, or where the majority determines it should not be recommended for adoption, should still be taken to the regular Council meeting so the Council can vote on its final disposition.
- Use of a consent agenda in a Council meeting is an efficient way to carry information forward from a committee of the whole to the Council. Issues that have been thoroughly discussed or otherwise not in need of further debate can be placed on the consent agenda for quick approval.

Council and Committees

Other municipalities reviewed have a mix of structures, including committee of the whole and standing committees as part of the decision-making process. Vancouver, Regina, Windsor, Kitchener and St. John's use committees of the whole.

City	Standing Committees
Victoria, BC	Committee of the Whole (all Council members)
Vancouver, BC	2 Standing Committees (Committee of the Whole)
Kelowna, BC	none
Regina, SK	Executive Committee (Committee of the Whole); Planning Commission
Windsor, ON	4 Standing Committees (1 Committee of the Whole and 3 with 5 members only)
Kitchener, ON	3 Standing Committees (Committee of the Whole)
Quebec City, QC	1 Standing Committee
Halifax, NS	6 Standing Committees; 4 Community Councils
St. John's, NL	Committee of the Whole (Council members assigned to portfolios)

The City of Vancouver has two standing committees of the whole, Finance and Services and Policy and Strategic Priorities. In practice, agenda items are divided between these two committees regardless of topic, to optimize the available time and ensure that all agenda items can be completed. Standing Committees may receive reports and presentations from staff and make recommendations to Council. A Council meeting convened immediately following the standing committee receives its recommendations on matters considered at the meeting just concluded and votes to approve them. Council may also refer matters to these committees for the purpose of hearing staff presentations and speakers on specific topics, to be followed by a decision made by the Committee. Examples of meetings included a single topic addressed over multiple meetings. Council meetings are scheduled on Tuesdays at 9:30 a.m. There were two Council meetings per month from March to June 2022, except May with only one. These meetings adjourned in all but two cases before 6:00 p.m.; the latest adjourned just after 8 p.m. Vancouver schedules its public hearings separately. Hearings are scheduled at 6:30 p.m. on Tuesdays and Thursdays and may be adjourned to continue on another day. The Procedure Bylaw

provides that meetings must recess or adjourn at noon, 5:00 p.m. or 10:00 p.m. Special Council meetings may also be convened for in-camera meetings or a Council workshop (e.g., on the Capital Plan) on dates and times required by the mayor. Of the sample reviewed, these meetings were scheduled at 3:00 p.m. and adjourned at or before 5 p.m. Special Council meetings scheduled for a business licence hearing, were convened at 9:30 a.m. or 6:00 p.m.

Regina holds regular Council meetings twice monthly on alternate Wednesdays at 1 p.m. A review of minutes from January to June indicated Council meetings adjourned before 5 p.m. half the time or between 6 p.m. and 7 p.m. The meeting extended to just past 9 p.m. in one instance. Council agendas and meeting materials are released 13 days prior to the meeting. Regina received a report to reform the procedural bylaw in December 2021 and amended their structure to disband some committees to incorporate them into the revised mandate of the Executive Committee (of the whole). Regina Council also considered a change to limit public delegations to Executive Committee with written submissions only to Council but retained the status quo. The Executive Committee is held on alternate Wednesdays. These meetings are convened at 9 a.m. and in all cases January to June 2022 adjourned before 5 p.m., many in mid-afternoon. Special Council meetings are held less than 10 times per year and may include in-camera meetings or single matters with public delegations. The Regina Planning Commission is the only other main committee of Council and is responsible for review of land use matters, with recommendations made to Council. Three members of Council are on the Planning Commission. The Planning Commission meets once per month.

At the time of this report Regina is proposing training for staff report writers to ensure Council decision making materials efficiently and effectively convey the required information. Reports will include summary information only in the body, including impact sections. Internal experts will be established for key areas of impact to provide advice to report writers.

Kitchener has three Standing Committees, including community and infrastructure services, planning and strategic initiatives and finance and corporate services. All are committees of the whole and generally meet once per month. Regular Council meetings are once per month at 7 p.m., with additional special Council meetings for in camera matters or to receive delegations. Public delegations are encouraged to attend Committee meetings and may address regular Council only on matters already listed on the agenda. Delegations may not address both a Committee and Council on the same matter, unless providing new information. If a delegation wishes to present to Council on a matter that is not on a meeting agenda, and it is questionable whether it falls into the City's jurisdiction, the matter is referred to the next agenda setting meeting for consideration by Committee Chairs. If deemed an inappropriate matter to address Council, the delegation will be notified with an explanation. On any matter on the agenda, Council members are allowed a total of five minutes in each of a first and second round of questions on a matter. If an answer to the question is in the agenda materials, the question is deemed out of order.

Kelowna discontinued its Committee of the Whole meetings as they found that Council was duplicating the COTW debate at the Council meeting.

Consent Agenda

Halifax has recently established the use of a consent agenda to streamline meeting processes. By default, all agenda items that are eligible for inclusion on the consent agenda are listed as such. The agenda review committee includes the CAO, Clerk, City Solicitor and a small number of Council members.

Proclamations

Vancouver, Kelowna, Halifax and Windsor all have processes where the public may request a proclamation from the Mayor. None require staff reports or approval by Council. These four cities also list significantly fewer proclamations than Victoria. Vancouver lists 17; Kelowna none.

5.4.6 Recommendations

1. **Review the purpose and use of Committee of the Whole to reduce duplication, enable use of COTW for informal discussion on key issues requiring learning and development of consensus, and to receive public delegations on matters being considered by Council. Enable immediate ratification at Council for all matters concluded at COTW unless Council has identified a clear exception.**

Rationale:

The City of Victoria is employing its COTW for advance consideration of all items going to Council for approval, essentially as a form of agenda management. By doing so, it creates large agendas that limit the time available at COTW for fuller discussion and consensus building, create additional administrative workload to prepare materials for both meetings, and duplicates effort of Council for both preparation and meeting time. It also slows matters down as there is a two-week delay on bringing forward items from COTW to Council.

Many items are referred to the daytime Council meeting or placed on a consent agenda, implying that the matter is of less public interest, or straightforward and advance discussion is unnecessary.

Allowing for immediate ratification at the Council to Follow meeting reduces the need for Council to re-read the materials while preparing for a future meeting and lessens the potential for a repeat of the same debate. Currently Council members may individually receive information from the public during the period between COTW and the Council meeting that causes the Councillor to want to re-open the debate. This information taken out of context of the full discussion may be given too much weight.

Implementation Considerations

A change in matters to be considered by COTW will require an amendment to the Council Procedures Bylaw which lists the order of proceedings and business at Committee of the Whole meetings. Publishing agendas for COTW with greater advance notice (two weeks vs one) and opening the agenda to delegations on the matters to be addressed will allow the Council to receive public input at the same time as it considers technical or professional advice from administrative staff. It will also help to address the public concern that by the time they are able to present to Council, the matter has already been decided. Receiving delegations on the matter to be discussed at the COTW will also allow Council to consider all information at the same time and allow all members of Council to receive the same information. Limiting the agenda only to matters that require such

discussion will reduce the unproductive time of members of the public wishing to speak to a matter.

Public communication of any change in Council meeting and decision-making processes will be important to maintain transparency.

2. **Create a separate, distinct meeting for public hearings, and evaluate whether this may be suited for scheduling on a separate day.**

Rationale:

The current meeting schedule of COTW, followed by daytime Council, followed by regular Council where hearings are held creates an extremely long day. This creates undue fatigue among members of Council and staff that can reasonably be expected to reduce the quality of engagement and decision-making. It also frustrates members of the public that are interested in watching Council meetings. Allowing for a Council meeting immediately following COTW has benefits in enabling immediate ratification of COTW recommendations. Creating a separate, distinct meeting for a hearing, instead of in the middle of a Council meeting, will provide more scheduling certainty for members of the public and allow for efficient use of staff time (so that only affected staff need to attend). Placing hearings on a separate evening will provide more certainty in scheduling and reduce waiting time for attending members of the public and allow Council to devote its full attention to the hearing.

Implementation considerations:

A change in scheduling for public hearings will require an amendment to the Council Procedures Bylaw which lists the order of proceedings and business at Council meetings. Public communication of any change in Council meeting and decision-making processes will be important to maintain transparency.

3. **Streamline land use matters by delegating more authority to staff where an application is consistent with the OCP and dispensing with public hearings where not required.**

Rationale:

Council currently requires a public hearing on more matters than are legislatively required. Requiring Council review and a public hearing of land use applications that are consistent with the OCP or involve a minor variance slows down the process for desired development and invites Council to create precedent by making decisions that are inconsistent with policy that had broader public input in its formation. It also creates a public expectation that their input at a hearing will enable an exception to a policy. Optimizing administrative authority to address matters without Council approval will improve the timeliness of the municipal response to land use applications and remove some 'red tape' that may constrain desired development. The current land use application tracker provides publicly available information on requests very early on and all the way through the process, supporting transparency objectives.

Implementation considerations:

Specific policies to identify matters within administrative authority would be required. Such policies may include

required processes for public input.

4. **Streamline Council agenda materials to include a short, high-level summary of key decision considerations, following by detailed background with user friendly cross-references.**

Rationale:

Council members indicated that agenda materials often include very long reports that make it difficult to fully read all materials to prepare for a meeting. Questions also arise at Council meetings that are answered in the agenda materials. Large volumes of information without such a summary analysis can be overwhelming, increase the time necessary to understand it, and have each member of Council needing to personally analyze what is important in the material.

A standard item should include a brief background on why the matter is before Council, the motion recommended, associated regulatory authority, and impacts of the decision, including specific stakeholder, financial and administrative impact. A standard section specifically addressing stakeholder impacts, including as related to equity-deserving groups, is consistent with Council direction in September 2021, and will enable balanced consideration. This will help Council to quickly understand the nature of the decision and seek additional details where required. Clearly stating what requires Council approval and what is within administrative authority will also enable a point of order if a member of Council strays into operational details. Background materials should include analysis, not raw data, including the results of stakeholder engagement.

This type of decision-support material would also be more user friendly for the public and help to better understand the nature and significance of matters before Council. A clear summary of what was received through public engagement may also increase the public's sense of being heard.

Enabling earlier access to COTW materials for matters requiring more discussion per recommendation 1 above will allow both Council and members of the public to focus attention on these matters, as would reducing the volume of duplicate materials by streamlining COTW agendas.

Implementation Considerations:

Standard templates, administrative staff training and/or coaching would facilitate this change in how agenda materials are prepared. A trial period with feedback from Council will allow for continuous improvement and better achieve a set of materials that meet needs and expectations.

5. **Limit changes to published agendas to only matters that are determined to be emergent by the Mayor.**

Rationale:

Currently under s. 19 of the Procedure Bylaw Council members may give notice of a motion to be introduced at a Council meeting on the Monday after the agenda is published on Friday (three days prior to the meeting) to be included as an item of New Business. Items can be submitted up to 24 hours before the meeting with a rationale noting the reason for the time sensitivity of the matter to be considered at the meeting. Including additional materials after the agenda has been published diminishes transparency to the public, who may have accessed the materials when they were released. It also reduces the time available to Council to consider this

material and increases administrative handling of the agenda and related postings. There is currently no obligation to demonstrate the urgency of items presented three days prior, and as such any such submissions should be received by the clerk on the same schedule as all other materials. If a member of Council believes a matter requires such urgency, the matter should be referred to the mayor to determine whether it must be placed on the immediate agenda or can be deferred to the next. Such matters should require a resolution by Council to be included on the agenda.

Implementation Considerations:

A change in the Procedure Bylaw is required.

6. **Change the process for proclamations such that they are handled under the authority of the Mayor. Dispense with requiring a staff report, COTW review and separate Council decision on proclamations.**

Rationale

The *Community Charter* states that "Council may declare ***or the mayor may proclaim*** a day of recognition to be observed in the municipality." Council has established a policy whereby any publicly requested proclamation requires a staff report and consideration by Council on at least two agendas. With 55 proclamations in the past year, this creates an undue administrative effort and clogging of agendas with items that may have little to do with municipal government. Council may also hesitate to publicly decline such a requested proclamation. Public perceptions of Council making a high volume of proclamations on a wide variety of issues may be contributing to the expressed public concern that Council is not focused on municipal priorities. Other cities reviewed all have a process where such proclamations are requested from the mayor. Where desired for public profile, the proclamations may be read at the beginning of a meeting.

Implementation considerations:

A Council resolution to acknowledge the change in process and the authority of the mayor to make proclamations may be warranted as it is a change in established practice regarding matters that have previously come to Council.

7. **Consider identifying specific meetings where citizens can bring forward issues that are not related to matters on Council's agenda.**

Rationale:

Council may by resolution allow an individual or delegation to address Council on a matter provided a written application is received by 11 a.m. the day before the meeting. Members of the public may also submit matters for inclusion on a Council meeting agenda up to 11 a.m. the day before the meeting. There is no requirement for such matters or topics to be addressed by a delegation to be related to matters on Council's agenda or municipal authority. Most jurisdictions only allow public delegations or submissions on matters before Council.

At times there have been high numbers of delegations that may introduce a wide variety of topics. While Council is prevented in the Council Procedures Bylaw from considering any of these issues unless approved by unanimous vote, the introduction of such issues can be a distraction from Council business. If Victoria is

unwilling to limit input from the public to matters before Council, designating certain meetings for this purpose would allow for improved management of incoming information.

Implementation Considerations:

Council currently reviews progress against its strategic plan three times per year. Receiving public input at these meetings would allow consideration in the context of established priorities. The opportunity for members of the pubic to submit information to Council at any time outside of a meeting could be maintained.

5.5 Public Access and Input to Council Decision-Making

5.5.1 Formal structures

As noted previously, provincial legislation and City bylaws provide for numerous opportunities for the public to observe or actively participate in Council decision-making processes.

Attendance at Council and COTW Meetings

The *Community Charter* mandates that all Council and Council committee meetings are open to the public, that a schedule of meetings is available to the public and that minutes of the meetings are available. The City has established in their Council Procedures Bylaw that agendas for Council and COTW meetings are posted at least 48 hours in advance on the public notice board at City Hall and copies available at the public counter. It does not provide for posting on the City website.

As noted in section 5.4 members of the public may request to address Council at a regular Council meeting. Those wishing to address Council must submit a written application by 11:00 a.m. the day before the meeting. Any supporting materials must also be submitted by 11:00 a.m. the day before the meeting in order to be included with the agenda package. Each speaker is limited to five minutes unless a longer period is unanimously agreed to by Council. It also allows, again upon unanimous agreement, for the public to address Council without having submitted the requisite application. Addresses by those who did not submit the application are limited to two minutes each.

Per s. 16 (5) of the Council Procedures Bylaw, Council must not take any action on an address by the public at the meeting, unless the proposed action is approved by unanimous vote. The bylaw prohibits the public from addressing Council on matters that have been the subject of a public hearing, or the promotion of commercial goods or services. The bylaw does not require the subject of the public address to be related to a matter on that meeting's agenda. The order of proceedings for regular Council meetings (s. 15(1) also includes a [public] Question Period. It does not provide further detail. A Request to Address Council Policy – 2016 provides guidance on topics that cannot be raised as noted above, and how to handle a Council request to action an item at the meeting.

Participation in CALUC processes

The City of Victoria website indicates that one of the main roles of the CALUC is to facilitate the dialogue

between applicants and the community in order to identify and resolve issues (both positive and negative) regarding land use applications. Prior to the City accepting an application for rezoning or Official Community Plan (OCP) amendment the proponent must present the proposal at a community meeting.

The definition of Community Meeting in the Land Use Procedures Bylaw is "a public meeting held in association with a Community Association Land Use Committee operating under the Community Association Land Use Committee Procedures for Processing Rezoning and Variance Applications". Applicants are required to contact the applicable CALUC representative to initiate this process.

The procedures for processing rezoning and variance applications require that the CALUC host a Community Meeting on all proposed Rezoning applications in order to ensure the community is notified about proposed land use applications. Direct notice is to be provided to owners and occupiers of property within 100m to 200m of the subject property, depending on the nature of the application. By amendment 21-055 to the Land Use Procedures Bylaw, applicants must also post information at the proposed development site to notify the public of opportunities to provide input.

Representation at Public Hearing or Opportunity to Comment

Public hearings are a key component of municipal planning and land use matters that provide the public with a forum to express their views on proposed plans and bylaws before their adoption. Per *the Local Government Act* s. 465 "all persons who believe that their interest in property is affected by the proposed bylaw must be afforded a reasonable opportunity to be heard or to present written submissions respecting matters contained in the bylaw that is the subject of the hearing". The *Local Government Act* mandates that notice of the hearing is provided to area residents by advertising in the local newspaper or by alternative means, including delivering individual notices. The City's Land Use Procedures Bylaw 16-028 specifies that a notice of public hearing is to be delivered to owners and occupiers within 100 metres of the subject property.

Opportunity for Public Comment

Beyond what is legislated by the province for Public Hearing, the City provides in its Land Use Procedures Bylaw s. 31 an Opportunity for Public Comment on matters related to variance permits and temporary use permits. Individual notice of the Opportunity for Public Comment is to be mailed to owners and occupants immediately adjacent to the subject property.

Participation on Advisory Committees and Task Forces

As noted previously in section 5.3 by authority of the Council Procedures Bylaw 16-011 s. 45 Council may appoint advisory bodies to provide advice and recommendations to Council. All members of advisory committees must be members of the public. Advisory Committees have been used as a means of targeted public input to Council decision-making. In some cases the Advisory Committee's mandate includes reaching out to the community and gathering input such as the International Decade for People of African Descent (IDPAD) Advisory Committee. While meetings are open, there is currently no provision to allow members of the public to address Council committees.

5.5.2 Current Practice

Council and Committee meetings can be viewed live on the City's webcast. Recorded video of past meetings are posted along with the meeting agendas and supporting and minutes.

Requests to Address Council

Per information on the City's website, requests to address council may be submitted using the online form or in person at City Hall. The request must outline the subject matter to be discussed and the action being requested of Council. The Procedures Bylaw does not specify that the topic of a request to address council must be a matter included on the current agenda, therefore, addresses may be on any subject (abiding by the limitations noted previously).

Generally, requests are handled on a first come, first served basis, however according to the City's Requests to Address Council Policy, exceptions may be made for individuals who would be significantly inconvenienced if scheduled later on the agenda. More than one individual may address Council on the same topic at the same Council meeting. An individual may only address Council once at the same meeting. The policy further advises that generally, Council members will not respond to an individual making an address. If the address raises an operational matter, the individual may be directed by the Mayor to contact the Director of the responsible department. Council members who wish to propose action in response to an individual's address will generally do so by submitting a motion at a subsequent COTW or Council meeting. If a Council member wishes to propose an action in response to the address at the same meeting, upon approval of the Mayor, they may make a motion during the new business portion of the meeting. The motion must be passed unanimously.

As noted in section 5.4.1 of this report, statistics provided by the City administration for regular Council meetings from January 17, 2019, to December 9, 2021, some meetings have very high numbers of delegations. In 2019 prior to the pandemic, 195 speakers were received at Council meetings from January to December. As many as 64 speakers were recorded at a single meeting. Removing the outlier of 64, the average was six per meeting. In 2020, removing an outlier of 26, the average was 7 per meeting with a total of 124 speakers. The average in 2021 was 3, with a total of 69 speakers.

Neighbourhood Association and CALUC processes

Councils Liaisons and City staff attend Neighbourhood Association meetings to provide information and respond to inquiries. Councillors may also relay neighbourhood issues to Council if they determine an issue requires Council attention.

Per Terms of Reference for CALUCs, they are established by Neighbourhood Associations and must be endorsed by Council. Membership, terms and board representatives are determined by the individual CALUCs. Information on land use processes and contact information for the CALUCs can be found on the City's website. CALUCs help to coordinate and communicate the required community information meetings, record public input and submit a summary of the input to the developer and City staff.

Beyond CALUC processes initiated to review specific development applications, the City has developed guidelines for involving CALUCs in broader project and policy initiatives, recognizing that CALUCs offer an important voice and perspective in the process of city building. The guidelines refer to the IAP2 spectrum of participation, noting that the level of engagement with CALUCs will be appropriate to the scale and complexity of the project. Engagement strategies are subject to the approval of Council and may include:

- Participation in advisory groups or steering committees
- Partnerships or co-sponsorships of engagement activities
- Acting as or facilitating focus groups on key topics
- Hosting of public meetings or other outreach activities
- Acting as a conduit for distribution of information

Development Tracker

Development plans and applications are also posted on the City's Development Tracker. Plans are posted on the tracker at least 30 days before a development application is submitted. During the pre-application period members of the public may submit comments on the development using a linked feedback form. Feedback collected through the online forms is included with the feedback received at the community meeting and provided to the developer, CALUC and City staff. The public may sign up to receive automatic email updates on development applications, such as when revised plans have been received and when an application is scheduled to go to a public meeting.

Public Hearings and Opportunities for Public Comment

Per information included on the City's website, the public may express their support or opposition of an application in a variety of ways, including in-person at the meeting, live via telephone during the meeting, through a written submission (which may include a PowerPoint presentation) and/or through submission of a pre-recorded video submission. Speaking time or pre-recorded videos is limited to five minutes per individual. Pre-recorded video submissions are played live at the Public Hearing. Submissions must include first and last name, home address and position on the application (support or oppose).The public is not able to appear virtually with video capabilities at this time. Pre-registration is encouraged, but not required. There is no limit to the number of speakers and submissions that will be heard.

Participation in public hearings via telephone or other electronic means was originally included as an interim measure in late 2019 to accommodate members of the public who could not attend public hearings in person due to accessibility barriers. In response to the COVID-19 Pandemic the practice was extended to include all members of the public and to include pre-recorded video submission.

Other Public Engagement

The City of Victoria established an Engagement Framework in 2017 in response to a priority in the 2016-2018 Strategic Plan. The framework is guided by the International Association of Public Participation (IAP2) principles. The City of Victoria was awarded Canadian Organization of the Year by IAP2 in 2015.

The purpose of the framework is to establish a consistent, transparent approach to public participation, to

enable the public to share their ideas with staff and elected officials, and "to assist decision-makers as they explore ways to improve plans, programs and services". The framework identifies why the City would engage, how the public can provide input and how the input will be considered. Updates to the Engagement Framework are currently in progress, including an inclusion and equity update and an overall update in collaboration with Simon Fraser University.

Engagement activity is hosted on an online platform (Have Your Say) and includes background information and tools to gather public input. It also includes sample tools to assist staff and other bodies plan and implement engagement activities. Public engagement summaries that include themes and detailed responses are posted on the Have Your Say project pages to "close the loop". These summaries do not indicate how public input was considered in the recommendations to council.

The Have Your Say icon is spotlighted throughout the City of Victoria's website. The site indicates three current projects open for public engagement, including the Official Community Plan Update, Missing Middle Housing, and Village and Corridor Planning, and 20 past initiatives (including this review) from April 2021 to date. Background materials are posted to support the engagement, including an overview of the timeline for engagement and decision-making. As available, information on upcoming engagement projects is also included on the Have Your Say website.

The Engagement Framework states that the City of Victoria aims to create many more opportunities than those required by provincial legislation like the *Community Charter* and *Local Government Act*. It also states, "Our commitment to the community is that we will listen and review the feedback we receive with equal consideration as part of the City's decision-making process."

In 2021 the City of Victoria conducted engagement on a proposed Inclusion and Equity Update to the Engagement Framework. Community conversations were held in 2021, followed by a public survey and roundtable discussions in spring of 2022. The draft update is to be prepared and presented to Council for approval in the fall of 2022.

Contact Members of Council

Members of the public are invited to contact Mayor and Council or individual Councillors via email or phone. Contact information is provided on the City's website. Per the City's Correspondence Management policy, If a Council member wishes to bring forward correspondence for Council to consider, they can do so through a member motion or notice of motion. The policy cautions that correspondence brought forward for Council consideration should be related to policy matters, not operational matters.

5.5.3 Insights from Internal Engagement

Members of Council generally felt the opportunities for the public to participate were good, and strides to increase accessibility, including closed captioning on the webcast were positive steps. Some expressed a need for more deliberate efforts to ensure diverse, equitable representation of the public as Council often hears repeatedly from the same people. Some indicated an interest in increasing opportunities for more active dialogue with members of Council such as at COTW or throughout the process of considering an issue

(beginning, middle, end). Staying current with the volume of direct emails received from the public was identified as a challenge, and that there seems to be a somewhat unrealistic expectation for public engagement.

Some concern was expressed that at times the City may be dismissive of public opinions and input provided by advisory committees, and Council doesn't always listen to the results of engagement.

Online surveys are seen as helpful in getting more diverse perspectives, with the caution that questions can at times be leading. A need to make engagement tools more user friendly and meaningful was identified. Often the public does not have the context or information needed to participate meaningfully. Background information for public engagement is not summarized or written in plain language. Agenda items can also be very lengthy and create an unnecessary barrier that could be addressed with a short covering summary.

Internal stakeholders identified concerns regarding an imbalance in whose voices are heard, whether at a CALUC (mostly landowners; fewer young people, renters), the undue influence of individual voices between a discussion at COTW and the Council meeting. Some redundancy was noted. Requests to address council tend to become repetitive if multiple members of a group register individually and all have five minutes to say the same thing, particularly when topics may have nothing to do with Council business. More effort is needed to reach equity-deserving people who are currently not at the table.

Allowing virtual participation was generally seen to be positive, increasing accessibility for people with lessened mobility or who may otherwise find it easier to participate from home. The increased participation and diversity was generally felt to outweigh challenges from technology glitches. There were mixed views regarding pre-recorded video. Some felt just another means of providing information in advance, others identified the potential for inequity if some have means to create professionally-produced videos. Other concerns were that it may invite comments from non-residents, and it may be difficult to verify unless stated in the video.

5.5.4 Insights from Public Engagement

While the majority of public survey respondents (56%) agreed or strongly agreed they understood how to communicate with Council on issues they are concerned about, a similar number (58%) did not agree they can effectively participate in City of Victoria public engagement activities.

Seventy-two public survey respondents commented that improvement needs to be made on processes for providing input in Council decision making. Some of the barriers that were noted by focus group and online participants included access to information, lack of understanding of how to navigate the City of Victoria website, lack of awareness of initiatives taking place, short time frame to develop a response or consider information, and the time and length of Council meetings. Public session participants also voiced that although agendas are posted for Council meetings, the large amount of information and the way it is presented can be difficult to comprehend. Participants in the public session as well as focus groups indicated that virtual participation has increased the ability to attend Council meetings

Stakeholder written submissions echoed the same sentiments as the public sessions and focus group participants. Written submissions also noted the need to be included earlier in the engagement process with the City. Stakeholders commented that in some instances they have not been engaged on matters directly

affecting them until the media release. Earlier communication would allow sufficient time to develop a response to the matter.

As noted in section 5.3.4, members of advisory committees expressed frustration with the effectiveness of the committees as a means of providing public input to council. Matters within a committee's mandate are not being brought to them for input or are being brought very late in the process. Committee input is often not reflected in staff reports to Council, and committee recommendations seem to get lost.

Survey respondents and meeting participants commented that restricting public comments to Council meetings only limits the ability to influence Council decisions, as matters have already been discussed at COTW.

5.5.5 Insights from Other Jurisdictions and Contemporary Thinking

The International Association for Public Participation (IAP2) states the principle that public engagement is premised on the belief that everyone has the right to be involved in decisions that will affect their life. Just as the City of Victoria has, many municipalities have adopted IAP2 principles in design and implementation of their public engagement processes. Ensuring an authentic and accountable engagement process is critically important to foster trust. This includes a sincere interest in listening to public input and being prepared to act on it, setting realistic expectations regarding how the input will be used, and communicating back both what was heard and related outcomes.

The SFU Morris J. Wosk Centre for Dialogue has published a Guide for Practitioners Beyond Inclusion, Equity in Public Engagement. The guide notes that "public engagement initiatives often struggle to draw participants who truly represent the demographic, attitudinal and experiential diversity of the communities that may be impacted by a decision." There may be many reasons for these challenges, including exclusion from the design of the engagement process, and systemic, societal barriers. In additional to basic IAP2 principles, recommendations in the guide include

- planning early and proactively to anticipate and address potential barriers before people become frustrated,
- establishing respectful, reciprocal and collaborative relationships with Indigenous Peoples,
- seeking diverse input from within as well as between communities,
- dedicating time and resources to build relationships and co-create mutually beneficial and accessible engagement processes, and
- tailoring engagement plans and materials to the context.

Only two (Regina, Halifax) of the eight cities reviewed allow members of the public to speak to matters that are not on the meeting agenda.

Kelowna enables video participation for the public at public hearings. In Halifax all virtual participants, including members of the public making a submission, "must be seen" per their Charter. Vancouver and Regina enable voice only for public submissions at public hearings due to current system limitations.

Similar to Victoria, Kelowna and Vancouver allow the public to submit pre-recorded video submissions for public

hearings, however Vancouver includes pre-recorded videos in agenda materials only and does not play the videos live during the hearing.

5.5.6 Recommendations

See also recommendations 1, 2 and 4 in section 5.4.5 permitting public delegations to the Committee of the Whole, adjusting the meeting schedule and streamlining council agenda materials, and recommendations 3, 4 and 5 in section 5.3.6 regarding Advisory Committees.

1. **Ensure engagement feedback is effectively summarized for Council materials and include an analysis of how public and advisory committee input is reflected in recommendations to Council and the public report of what was heard.**

Rationale:

Public respondents indicated concerns that Council is not considering input received from the public. This undermines trust in the process and discourages future participation. Ensuring there is a sincere interest in the input before it is requested and providing back the results of how it was used is important to fulfill the commitment back to the public who has taken the time to provide input. Engagement feedback included with Council decision materials often includes long lists of verbatim comments that is difficult for both the public and Council to see the themes that arose from public input. Clear, concise summaries of what was heard and how it informed the recommendations will better allow it to be considered by Council and allow the public to feel their input was heard and valued.

Implementation Considerations:

The planned update to the Engagement Framework should include the requirement to communicate back to participants how input has been reflected in recommendations to Council.

2. **Incorporate the principles for equitable engagement in the update to the Engagement Framework as planned. Consider ways to develop relationships within equity deserving communities and work with them to co-create inclusive engagement processes.**

Rationale:

Formal engagement processes are only one of the ways in which the public may access council decision-making processes. Equity considerations should be applied to all.

Implementation Considerations:

The City of Victoria has already taken a number of steps to reduce barriers to public participation in council processes, including continued virtual participation. Training for staff involved in public engagement (beyond the public engagement office) and time to enable development of valuable relationships may assist in supporting inclusive, authentic engagement. Advisory Committees may also be able to help develop relationships within equity deserving communities to help co-create inclusive engagement processes.

3. **Update technology so that the public addresses to Council, whether in delegation or at public hearing, may use video.**

Rationale

The ability to include visual capabilities will enhance the quality of the communication and engagement with the public. This ability is limited by the City's current technology. It has become a broad public expectation to be able to see a speaker in virtual sessions.

Implementation Considerations

The cost of upgrading current technology, if significant, may need to be considered as part of overall budget considerations.

4. **Continue to allow pre-recorded video submissions for public hearings and delegations on matters to be considered by council**

Rationale

A pre-recorded video is just another tool to enable communication from the public and may be helpful to remove barriers to participation. Addressing Council "live" in a public setting may be intimidating to many. Not all members of the public may be comfortable or experienced with public speaking and would be able to better communicate their information efficiently with the opportunity to practice and edit their submission. A recorded video may also be much easier for people with literacy barriers, or simply less experience with written communication, than providing a written submission.

Implementation Considerations

Pre-recorded video submissions could be treated in the same manner as a written submission, and used for advance viewing, not live at the hearing. The process for submitting a video could include requirements to provide information along with the video that identifies the residency status or other necessary information.

5. **Establish a requirement for recorded input from CALUC meetings to be posted to allow participants the opportunity to identify any errors or omissions before the information is officially submitted.**

Rationale

Respondents to the public engagement expressed concerns that the CALUC would prepare a full and fair record of all community input received at the meeting, as those responsible for doing so would have their own views. Posting the notes from the meeting to allow participants to read them and make sure their input is reflected before the notes are submitted will help to establish trust in this process

Implementation considerations

The CALUC could use several methods, similar to posting the notice of the meeting. Meeting participants that register with their email addresses could also request to receive the notes directly by email.

5.6 Transparency and Accountability

Transparency and accountability are basic principles of effective municipal governance. Transparency generally includes public access to information related to municipal finances, performance, plans, policies and bylaws, and decision-making processes. Accountability generally refers to reporting on the effective use of City resources and achievement of results. These principles are relevant through all aspects of governance addressed in this governance review and related comment is provided in each section, particularly regarding visibility of council processes and public access to information. This section addresses aspects of transparency and accountability that are not included in previous sections, including as relates to decision-making processes (see section 5.4) and reporting on response to public input (see section 5.5)

5.6.1 Formal structures

The *Community Charter* contains a number of provisions for transparency and accountability. These include requirements for open meetings and public access to information, a public process for development of the financial plan and annual financial statements including reporting of council remuneration, expenses and contracts, disclosures of conflict of interest, and an annual report.

Per the *Community Charter* Part 4, Division 5, Council must prepare a publicly available report before June 30 each year that must include:

a) Audited financial statements

b) Report of tax exemptions granted

c) Report on municipal services and operations for the previous year

d) Progress report on objectives and measures established for the previous year.

e) Declarations of any council member disqualifications in the previous year

f) A statement of municipal objectives, and the measures that will be used to determine progress respecting those objectives, for the current and next year.

g) Other information Council considers advisable

The *Community Charter* further states that Council must consider the annual report and submissions or questions from the public at a Council meeting or other annual public meeting. The annual report must be available to the public at least 14 days prior to the date of the meeting.

The *Local Government Act* also includes requirements for public hearings on certain land use and heritage conservation matters.

Council Procedures Bylaw 16-011 includes a number of provisions for transparency, including public notice of meetings and proposed bylaws, public access to meeting agendas and materials, enabling the public to hear the participation of Council members during open council meetings, and availability of bylaws for public inspection. The Bylaw also includes requirements for the timing of receipt of late items for Council meeting agendas.

5.6.2 Current Practices

Annual Reporting

The City Hall home page on the City of Victoria's website has direct links to the City Budget and Annual Report. The 2021 Annual Report is posted as required by June 30 and includes financial statements. Introductory commentary speaks to the standards and controls and performance related to financial management, reasonably meeting the obligation for transparency and accountability in financial reporting.

The Annual Report also includes highlights of the strategic objectives and outcomes identified in the strategic plan and highlights of what was achieved in 2021. While related references are included in the highlights of what was achieved, the report does not explicitly report on services and operations of City departments, associated service standards or performance against these standards. While there are measures of departmental activity, such as permit application volume and inspections performed, there are no targets listed to determine whether the volume is meeting expectations,

Performance measures and statistics are listed under each section but are not connected to the listed outcomes. While a few statistics obviously match (e.g., vacancy rate), most listed measures are not as obvious and are not reported against the desired outcomes. Some outcomes specify a measure that is not reported at all, for example the decrease in homelessness, and number of businesses engaged in reducing GHG or urban agriculture. Some measures may be reliant on Statistics Canada data not yet released, such as the number of people spending more than 30 percent of income on housing, but this is not indicated, and the average citizen may not be aware. Several outcomes speak to how residents or businesses 'feel', yet there is no report of such related feedback.

As illustration, identified outcomes and performance measures for Good Governance and Civic Engagement are as seen in the table below.

Table 2 – Performance Measures for the Strategic Objective of Good Governance and Civic Engagement

Measurable Outcomes (from the strategic plan)
• There is clear, open and transparent two-way communication between the City and the public, with the ability for public input to effect change • There is broad engagement with a diversity of participants conducted in a respectful and inclusive way • The community feels heard • The City demonstrates regional leadership in transparency and open government initiatives • There are clear, relevant measurable outcomes for each objective that Council measures and reports on.

Performance Measures	2021	2020
Participatory budgeting proposals	14	44
Engagement activities	337	147
Participants in engagement activities	49,736	18,637
Social media audience	102,208	97,009
Social media engagement	90,171	65,682
Website user sessions	1,479,705	1,323,861
% actual rate of return on investments	0.98	1.72
% home owner grants claimed online	100	73
% property taxes collected by due date	94.54	89.1
Assessed properties	31,431	30,786
Value of investment interest earned	$3M	$5.2M
Hours sick time used per FTE	60.78	63.7
Time loss injury claims	58	79
Work Day Lost (Injury Incurred in Prior Year)	398	501
Days lost to workplace injury	1,478	1,895

Gaps between what is expected in the outcomes and what is reported reduces the ability for the public to understand what progress has been made on Council's commitments. The degree of detail in the specified outcomes and the ability to measure it is contributing to the challenge.

Interim Reporting

Triannual Accountability reports (quarterly reports prior to 2020) are published along with the strategic plan on the City webpage, approximately 2 months after the completion of the period being reported. The City webpage states that the accountability reports are designed to inform Council and the community on the progress of those initiatives that are key to achieving the City's objectives. The report comprises an introductory memo from the City Manager and extensive detail in the following appendices:

A. Strategic Plan Progress Report
B. Operational Plan Highlights, Achievements and Metrics
C. Core Service Delivery Work Plan
D. Budget Update
E. Council Member Expenses
F. Contracts Awarded
G. Grants Update
H. Council Motions Approved in Third Period

I. Advisory Committee Motions Passed in Third Period
J. Sustainable Planning & Community Development Consolidated Reports
K. Victoria Conference Centre Event Listing
L. Council Motions Referred to the Triannual Report

The strategic plan progress report listed as Appendix A, lists the staff led action items from the strategic plan and the status of each (on track, some challenges, major challenges, complete, oh hold). The triannual report for the four month period September to December 2021 was 129 pages in total.

Objectives and Measures for Current and Future Year

The City has published a 2019- 2022 Strategic Plan that sets out eight Strategic Objectives, five to eleven Measurable Outcomes for each Objective and a set of action items. The Strategic Plan includes a total of 179 action items. Some are quite operational, such as 'deliver the experiential portion of reconciliation training to those interested participants first' or highly specific. While a year has been identified for some, the relative priority of all the actions in a particular year, or for the 66 actions identified as 'ongoing' have not.

5.6.3 Insights from Internal Engagement

Feedback from internal engagement indicated concern with the volume of actions listed, without priorities being identified. The volume of actions was felt to be impossible to accomplish within the 4-year term. A significant amount of administrative effort is required to prepare the detailed report against this list of actions three times per year.

5.6.4 Insights from Public Engagement

While some survey respondents (24, or 3%) indicated the City of Victoria was forward looking and socially responsible, a common theme that emerged in the survey comments was that the strategic plan priorities do not always align with broader public needs in the City of Victoria. Meeting participants felt the strategic plan was unfocused and unclear.

In spite of the extensive materials described above, 75% of survey respondents did not feel Council effectively reports to the public on city performance and initiatives. Some stakeholders acknowledged and appreciated that tri-annual reports are available. These stakeholders would like to see further follow up on action items reported in challenge status for an extended period of time, for example prioritizing these items for the next period.

Public session and focus group participants commented that reporting is very delayed in providing updates to the public, making it difficult to monitor outcomes and understand progress on the initiatives.

5.6.5 Insights from Other Jurisdictions

All compared municipalities publish a strategic plan. Two publish an annual plan, four have a 4-5 year strategic plan and two have longer term plans. Six of the eight provide at minimum annual reports; St. John's reports quarterly.

City	Strategic Plan	Reporting	Level of Detail
Victoria, BC	Yes – 4 year strategic plan	Tri-annual update plus Annual Report	Detailed (56 pp) 8 strategic objectives; 7 operational priorities. 179 Action items
Vancouver, BC	Yes – Annual Corporate Plan	Annual	10 goals; 37 initiatives Detailed (44 pp); Healthy City Dashboard
Kelowna, BC	Yes – 4-year Strategic plan	Annual	6 priority areas; 26 Council Priority Results; 13 Corporate results with examples of what doing Summary sheet and detailed report (20 pp)
Regina, SK	Yes – 4-year Strategic plan	Annual	2018-2021- 5 targeted outcomes; 12 objectives. Both a summary page and detailed report (16 pp) 2021 Annual Report identifies progress on 3 priority areas established with the budget and the 8 goals of the OCP
Windsor, ON	Yes –Community Strategic Plan (outdated; last update 2015)	No	
Kitchener, ON	Yes – 4-year Strategic Plan	Annual	News release and You Tube Video
Quebec City, QC	Yes – Annual Corporate Strategic Plan	No	
Halifax, NS	Yes – 5-year Strategic Plan	Annual	Strategic Priorities Plan (25 pp) 4 Council priorities; 3 Administrative priorities Strategic Performance Dashboard and detailed reports for each area of the plan
St. John's, NL	Yes – 10-year Strategic Plan	Quarterly	Detailed report (16 pp) 4 strategic directions with 3-4 goals each. 'Red-yellow-green' progress on detailed objectives in the quarterly report

Plan and report styles vary by municipality. Several include high level snapshots for quick reference.

Kelowna's plan titled "Council Priorities 2019-2022" includes a one-page summary of Council and corporate priorities that is updated as a one page graphic progress report (see Appendix F). Areas of focus include community safety, transportation and mobility, vibrant neighbourhoods, economic resiliency and environmental protection. Kelowna posts an interactive progress report that allows viewers to click on each priority area to see performance statistics on the identified result area, with the ability to drill down into explanations of why this is important, how the City is doing, what the City is doing and what's next.

The Vancouver strategic plan identifies a total of 10 strategic goals. Five council priorities relate to the housing crisis, economy, diversity, equity and social issues, climate change and reconciliation. A second set of five strategic goals are aligned with municipal functions, including community safety, assets and infrastructure, civic amenities, financial health and administrative efficiency, and workplace excellence. Each goal has between 2-5 identified initiatives for a total of 37. Vancouver also publishes a Healthy City Dashboard that includes 12 goals and 23 indicators, with links to related strategic priorities.

Regina's 2021 Annual report reports progress toward three priority areas set in the 2021 budget, including responsible, inclusive governance, advancing economic development, and strengthening partnerships. The 2021 Annual report also includes results of a citizen satisfaction survey, and reports on progress on the eight goals in the Official Community Plan. Regina reports participating in the Municipal Benchmarking Network for comparative performance.

The Halifax Strategic Priorities Plan identifies four council priorities, including a prosperous economy, communities, integrated mobility and the environment. Each Council priority area has 3-4 priority outcomes and a set of strategic initiatives aligned to each outcome (2-10 for each outcome), and a total of 15 initiatives for 3 administrative priorities (responsible administration, our people, service excellence).

5.6.6 Recommendations

1. **Maintain a higher level focus for the municipal strategic plan. Clearly identify the target results and align specific measures to evaluate progress.**

Rationale:

A strategic plan has greater value when it supports clear communication and enables a shared focus on key areas. Five to ten strategic goals and three to four measurable outcomes for each would be a reasonable level for municipal accountability to the public. The current plan becomes unwieldy with the detailed list of actions, emphasizes activity over results, and limits the opportunity for innovation in ways to achieve the desired results. It also creates a significant administrative burden for both implementation and reporting. If actions must be listed, it should be a much shorter, prioritized set that likely does not include ongoing actions.

The current lack of clear indicators matched to the measurable outcomes limits the ability of Council or the public to evaluate progress. The specificity of the current measurable outcomes also creates challenges in measurement and should be taken up a level. For example co-op housing may be just one of many ways to achieve a desired result. Some of the specific measurements may not be currently available and require

significant resources to develop and monitor.

A short set of high priority measures will help to focus resources on both achieving and measuring the result. It will also allow the public to evaluate the effectiveness of the City in addressing citizen priorities. Maintaining a focus on results versus actions enables the professional public service to identify the best way to achieve the desired results within the available budget If Council specifies the specific actions to undertake, management can no longer be held accountable for the results.

Implementation Considerations:

A general election is scheduled for the fall of 2022. A full update of the strategic plan will be an important exercise for the next elected Council.

2. **Develop user-friendly materials for public consumption for both the strategic plan and progress reports.**

Rationale:

The strategic plan and annual report are primary tools for accountability to the public. The utility of the tri-annual report is significantly reduced by the volume of information. While the intent is to be more transparent, it actually reduces the ease of understanding and 'buries' the essential message. Providing user friendly summary information will better deliver on both transparency and accountability.

Implementation Considerations:

User-friendly interactive materials on the City's website will require some investment, offset by a reduction in administrative burden of the current reporting requirements.

Appendix A – References

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City of Victoria

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Appendix B – Original Topics Cross-Referenced

Council's Original Topics	Where Found in this Report
Improving transparency and ensuring accountability	Section 5.6 Transparency and Accountability pages 72 to 78
Appropriate, consistent and highly functioning advisory committee structures	Section 5.3 Committees and Advisory Bodies pages 34 to 47
Length, frequency and scheduling of Council meetings	Section 5.4 Council and Committee Decision-making Processes pages 48 to 63
Technology and the changing nature of work	Section 5.4 Council and Committee Decision-making Processes Section 5.5 Public Access and Input to Decision-making pages 49 and 71
Respecting public input and building public trust	Section 5.5 Public Access and Input to Decision-making pages 63 to 71
Defining the role of Mayor and Councillors	Section 5.1 Role of Mayor and Council pages 15 to 26
Holding public hearing only Council meetings	Section 5.4 Council and Committee Decision-making Processes page 60
Public submissions by pre-recorded video or live-stream	Section 5.5 Public Access and Input to Decision-making page 71
Measures to ensure persons with disabilities can serve on all boards, task forces and advisory committees	Section 5.3 Committees and Advisory Bodies pages 43
Late items to Council and Committee of the Whole Agendas	Section 5.4 Council and Committee Decision-making Processes page 61
Council remuneration, expense policy, constituency fund	Section 5.2 Council Remuneration pages 26 to 34

Appendix C – City of Victoria Council Committee Assignments

Council Member (# of Assignments)	Committee Assignments
Lisa Helps, Mayor (12)	• Capital Regional District Board of Directors*^ • Capital Region Housing Corporation Board* • Capital Regional Hospital District Board* • CRD Core Area Liquid Waste Management Committee* • CRD Environmental Services Committee* • CRD Hospitals and Housing Committee (Chair) * • CRD Regional Arts Facilities Select Committee* • CRD Tenant Advisory Committee (Chair) * • Greater Victoria Commission to End Homelessness* • Victoria Regional Transit Commission* • City Family • Welcoming Cities Task Force
Marianne Alto (10)	• City Family • CRD Arts Commission • Community Action Plan on Discrimination • Neighbourhood Liaison – Burnside Gorge Community Association* • Greater Victoria Public Library Board* • Greater Victoria Harbour Authority Board* • Royal and McPherson Theatres Society Advisory Committee* • South Island Prosperity Project* • Te'mexw Treaty Advisory Committee*
Stephen Andrew (5) [2020 By Election]	• Renters' Advisory Committee • Canada Day Subcommittee • Neighbourhood Liaison – James Bay Neighbourhood Association* • Destination Greater Victoria Board of Directors* • Royal and McPherson Theatres Society*
Sharmarke Dubow (9)	• Welcoming Cities Task Force • Neighbourhood Liaison – Fernwood Community Association • Neighbourhood Liaison – Victoria West Community Association • Capital Region Emergency Services Telecommunications* • CRD Regional Water Supply Commission * • Royal and McPherson Theatres Society Advisory Committee* • University of Victoria Liaison* • Victoria Civic Heritage Trust*

Council Member (# of Assignments)	Committee Assignments
Ben Isitt (20)	• Accessibility Advisory Committee • Active Transportation Advisory Committee • Urban Food Table (Advisory Committee) • City Family • Honorary Citizens Committee • Seniors Taskforce (to be made ongoing) • Neighbourhood Liaison – Fairfield Gonzales Community Association* • Neighbourhood Liaison – Hillside-Quadra Neighbourhood Action* Committee • Capital Region District Board of Directors*^ • Capital Regional Hospital District Board*^ • Capital Region Housing Corporation Board*^ • CRD Core Area Liquid Waste Management Committee *^ • CRD First Nations Relations Committee*^ • CRD Regional Parks Committee*^ • CRD Regional Water Supply Commission*^ • CRD Transportation Committee*^ • Greater Victoria Airport - Consultative Committee* • Greater Victoria Harbour Authority – Member Representative* • Victoria Regional Transit Commission* • Municipal Insurance Association of BC*
Jeremy Loveday (17)	• Active Transportation Advisory Committee • City of Victoria Youth Council (Advisory Committee) • Urban Food Table (Advisory Committee) • Neighbourhood Liaison – Oaklands Community Association* • Capital Region District Board of Directors*^ • Capital Region Hospital District Board*^ • Capital Region Housing Corporation Board*^ • Climate Action Inter-Municipal Task Force*^ • CRD Arts Commission*^ • CRD Core Area Liquid Waste Management Committee*^ • CRD Finance Committee*^ • CRD Hospitals and Housing Committee*^ • CRD Planning and Protective Services*^ • CRD Regional Arts Facilities Select Committee*^ • CRD Regional Water Supply Commission*^ • CRD Transportation Committee*^ • Canadian Capital Cities Board Organization*

Council Member (# of Assignments)	Committee Assignments
Sarah Potts (9)	• Accessibility Advisory Committee • Renters' Advisory Committee • City Family^ • Neighbourhood Liaison – North Park Neighbourhood Association* • Community Action Plan on Discrimination* • CRD Regional Housing Trust Fund Commission* (Chair) • Board of Cemetery Trustees of Greater Victoria* • Greater Victoria Family Court and Youth Justice Committee* • Victoria Parks and Recreation Foundation*
Charlayne Thornton-Joe (8)	• Honorary Citizens Committee • Canada Day Liaison • Neighbourhood Liaison – North Jubilee Neighbourhood Association* • Neighbourhood Liaison – Rockland Neighbourhood Association* • Neighbourhood Liaison – South Jubilee Neighbourhood Association* • Victoria Civic Heritage Trust* • Victoria Heritage Foundation* • Victoria Regional Transit Commission*
Geoff Young (14)	• Art in Public Places Committee • Heritage Advisory Panel • Seniors Taskforce (to become ongoing) • Neighbourhood Liaison – Downtown Residents Association* • Capital Region District Board of Directors*^ • Capital Regional Hospital District Board*^ • Capital Region Housing Corporation Board*^ • CRD Core Area Liquid Waste Management Committee*^ • CRD Finance Committee*^ • CRD Governance Committee*^ • CRD Planning and Protective Services Committee*^ • CRD Regional Parks Committee*^ • CRD Regional Water Supply Commission*^ • Downtown Victoria Business Association • CRD Municipal Finance Authority • Canadian Capital Cities Board Organization
Source: Council member web pages, updated June 24, 2022	* Committees external to the City of Victoria ^Honorarium for meetings

Appendix D – Other Jurisdiction Roles and Responsibilities

Vancouver

The *Vancouver Charter* specifies the powers and duties of Council. Part IV specifies the responsibilities of the Mayor as CEO of the City and President of Council. It also identifies responsibilities of the Director of Finance, City Clerk, City Treasurer, and Auditors. Information on the role of the Mayor and the Mayor's office and related budget is posted on-line[6].

As available under the Charter, Bylaw No. 4017 delegates authority of Council under the Charter and establishes the powers and responsibilities of the City Manager. The City Manager is responsible for:

5. (a) Supervising and directing the affairs of the City and the employees thereof in accordance with the policies of Council established from time to time.

(b) Advising and assisting the City Council.

6. (1) The City Manager also shall exercise the following powers and shall be responsible for the following duties:

a) To develop a plan for the proper organization of the civic departments and to review such plan periodically in order to ensure that it is functioning efficiently.

b) To exercise a general control and supervision over the City Hall and other places maintained by the Council in the exercise of its powers, and the arrangement of offices therein.

c) To recommend the appointment or removal of department heads.

d) To supervise the development and administration of a sound personnel programme throughout the city service.

e) To present to Council from time to time proposals for the development and improvement of the City and its services and suggestions for the financing of the same.

f) To present to Council, as soon as practicable in each year, and in any event by the thirtieth day of April, the anticipated revenues and expenditures for that year, and thereafter to review the estimates in accordance with the policies and procedures laid down by Council.

g) To recommend expenditures within a capital programme previously approved by Council.

j) To establish effective internal controls to safeguard assets under the control of the City Council against loss through dishonesty or negligence.

m) To recommend to Council the sale or other disposition of real property owned by the City or the acquisition of real property required for civic purposes *[additional detail in Charter]*.

o) The City Manager, or a person delegated by the City Manager, or both of them when necessary, shall attend all meetings of Council and meetings of its Committees. The City Manager or both of them, as the case may be, may, at such meetings, speak to their reports and advise Council as to the technical, financial and administrative aspects of any other matter

under consideration, but shall have no right to vote.

p) To approve applications for remission of taxes levied during the year in which a building has been demolished or removed upon the order of the City Building Inspector, such remission to be on a proportionate basis calculated from the day upon which the City Building Inspector certifies that the building has been satisfactorily demolished and that the property has been properly cleared of all debris.

1. Notwithstanding the provisions of subsection (1), the CAO shall not exercise any direction or control over the City Clerk or any other official in the performance of their statutory duties

Halifax

Responsibilities of Chief Administrative Officer as identified in the Halifax Regional Municipality Charter, s35 are as follows:

1. The Chief Administrative Officer shall

a. coordinate and direct the preparation of plans and pro-grams to be submitted to the Council for the construction, rehabilita-tion and maintenance of all municipal property and facilities;

b. ensure that the annual operating and capital budgets are prepared and submitted to the Council;

c. be responsible for the administration of the budgets after adoption;

d. review the drafts of all proposed bylaws and policies and make recommendations to the Council with respect to them;

e. carry out such additional duties and exercise such addi-tional responsibilities as the Council may, from time to time, direct.

2. The Chief Administrative Officer may

a. attend all meetings of the Council and any board, committee, commission or corporation of the Municipality and make observations and suggestions on any subject under discussion;

b. appoint, suspend and remove all employees of the Municipality, with power to further delegate this authority;

c. act, or appoint a person to act, as bargaining agent for the Municipality in the negotiation of contracts between the Munici-pality and any trade union or employee association and recommend to the Council agreements with respect to them;

d. subject to policies adopted by the Council,

i. make or authorize expenditures, and enter into contracts on behalf of the Municipality, for anything required for the Municipality where the amount of the expenditure is budgeted or within the amount determined by the Council by policy, and may delegate this authority to employees of the Municipality,

ii. sell personal property belonging to the Munici-pality that, in the opinion of the Chief Administrative Officer, is obsolete, unsuitable for use, surplus to requirements of, or no longer needed by, the Municipality, and may delegate this authority to employees of the Municipality,

iii. personally, or by an agent, negotiate and exe-cute leases of real property owned by the Municipality that are for a term not exceeding one year, including renewals,

iv. establish departments of the municipal adminis-tration,

v. adopt a system of classification of positions of municipal officers and employees and specify offices that must not be filled by the same person,

vi. determine the salaries, wages and emoluments to be paid to municipal officers and employees, including pay-ment pursuant to a classification system,

vii. where not otherwise provided for, fix the amount in which security is to be given by municipal officers and employees, the form of security, the manner in which security is to be given and approved and the nature of the security to be given;

e. authorize, in the name of the Municipality, the com-mencement or defence of a legal action or proceedings before a court, board or tribunal, including reporting the commencement of the legal action, defence or proceeding to the Council at the next meeting and may, where the Council so provides by policy, delegate this authority to employees of the Municipality;

f. where the Council so provides by policy, settle a legal action or proceeding in accordance with the policy.

A lease executed by the Chief Administrative Officer is as binding on the Municipality as if it had been specifically authorized by the Council and executed by the Mayor and Clerk on behalf of the Municipality.

Reporting and Accountability Requirements

The directors of departments of the Municipality

a. are accountable to the Chief Administrative Officer for the performance of their duties; and

b. shall submit the reports and recommendations required of them to, and through, the Chief Administrative Officer.

A report or recommendation from the solicitor of the Munici-pality shall be presented to the Council by the solicitor and the Chief Administrative Officer shall be informed of the contents in advance of the presentation to the Coun-cil, unless the report or recommendation is with respect to the Chief Administrative Officer.

Where a director of a department of the Municipality disa-grees with a recommendation of the Chief Administrative Officer, the objections may be provided to the Chief Administrative Officer who shall present them to the Council. 2008, c. 39, s. 36.

Clerk

The Chief Administrative Officer shall designate an employee of the Municipality to perform the duties of the Clerk of the Municipality. The Clerk shall

a. record in a minute book all the proceedings of the Council;

b. account for the attendance of each Council member at every meeting of the Council;

c. keep the bylaws and policies of the Municipality; and

d. perform such other duties as are prescribed by the Chief Administrative Officer, the Council or an enactment.

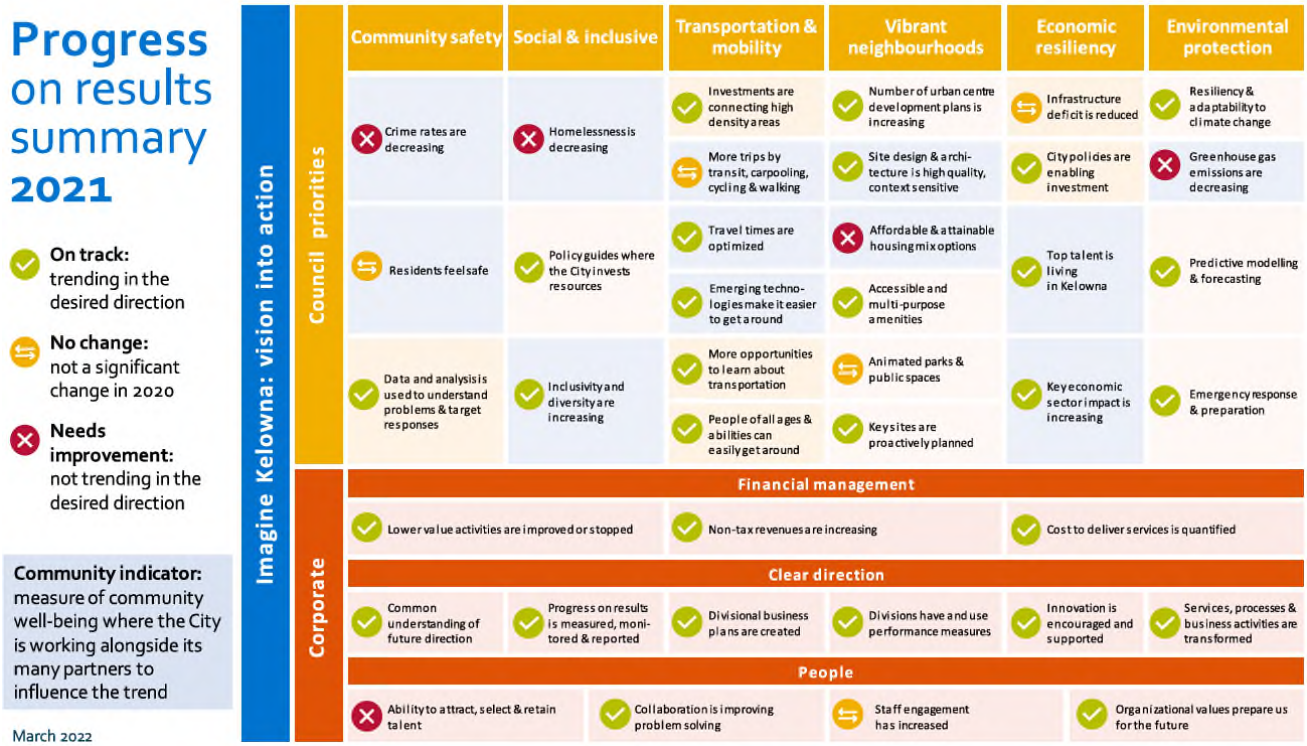
Appendix E - City of Victoria Advisory Committees

Name	Terms of Reference	Meeting Frequency	Committee Chair	Agendas / Minutes Published?	Council / Staff Role	Compensation for meetings
Accessibility Advisory Committee (interim)	Yes (interim) pending Governance Review	Monthly	Chair and vice chair selected by members	Agendas and Minutes posted on COV website	2 Council Liaisons Staff support for meeting logistics,	Yes (temporary). Equivalent to Living Wage
Active Transportation Advisory Committee	Yes	Monthly	2 co-chairs selected by members	Minutes posted on COV website	2 Council Liaisons Staff support assigned as appropriate	No
Art in Public Spaces Committee	Yes	3 meetings per year	Chair and vice-chair chosen by members.	No	Council may appoint one Liaison One staff liaison	No
Community Wellness Peer-Informed Task Force	Yes	4 – 5 sessions to review draft strategy	No chair designated **Led by Council Liaisons**	No	**3 Council Liaisons to lead stakeholder engagement and reporting** Staff support assigned as appropriate	Yes, unspecified
Honorary Citizen Award Committee	Yes	Unspecified	**Co-chaired by the Council Liaisons**	No	**Co-chaired by the Council Liaisons**	No

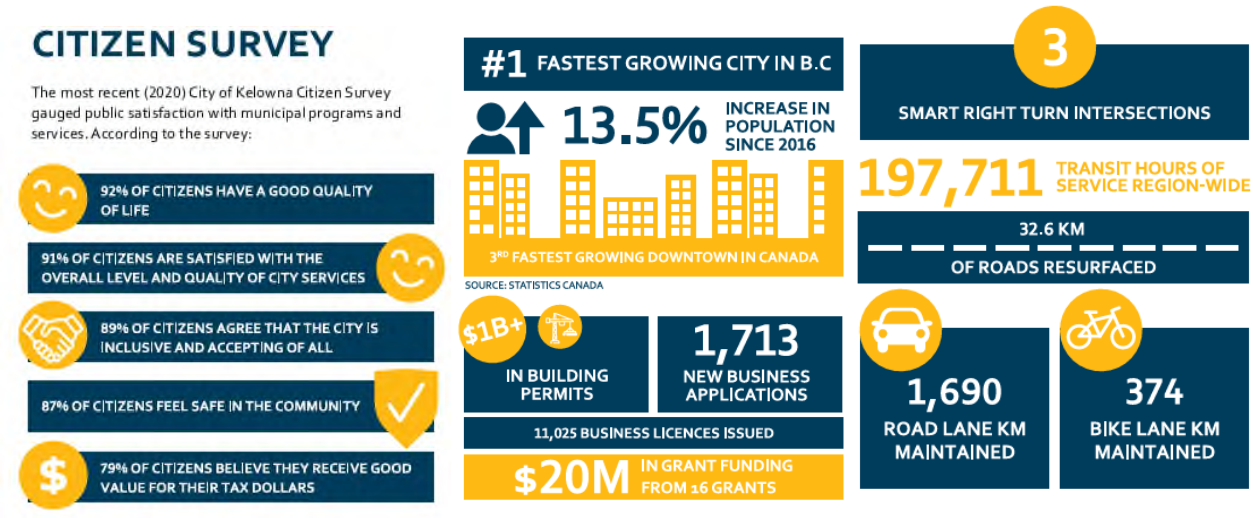
Name	Terms of Reference	Meeting Frequency	Committee Chair	Agendas / Minutes Published?	Council / Staff Role	Compensation for meetings
International Decade for People of African Decent (IDPAD)	Yes	monthly	2 co-chairs selected by members	Minutes posted on COV website	2 Council Liaisons Staff support for meeting logistics; staff liaison from Office of EDI	Yes. Equivalent to Living Wage
Renters Advisory Committee	Yes.	Monthly	2 co-chairs selected by members	Minutes posted on COV website	2 Council Liaisons Staff support assigned by City Manager	No
Senior's Task Force (pending conversion to Advisory Committee summer 2022)	Yes Task force	4 meetings and 3 public engagement sessions	**Co-chaired by the Council Liaisons**	Meeting notes published on COV website.	2 Council Liaisons Staff support assigned as appropriate.	No
Strategic Plan Grant Review Committee	Yes	Unspecified	Chair and Vice Chair selected by members	Agendas and minutes posted	2 staff liaisons	No
Welcoming City Implementation Advisory Committee	Yes	Bi-monthly until Oct. 2022, then re-assess	**Mayor and Council member as co-chairs**	Minutes posted on COV website	**Mayor and Council member as co-chairs** Staff support for meeting logistics; staff liaison from Office of EDI	No

Appendix F - Example Plans and Reports

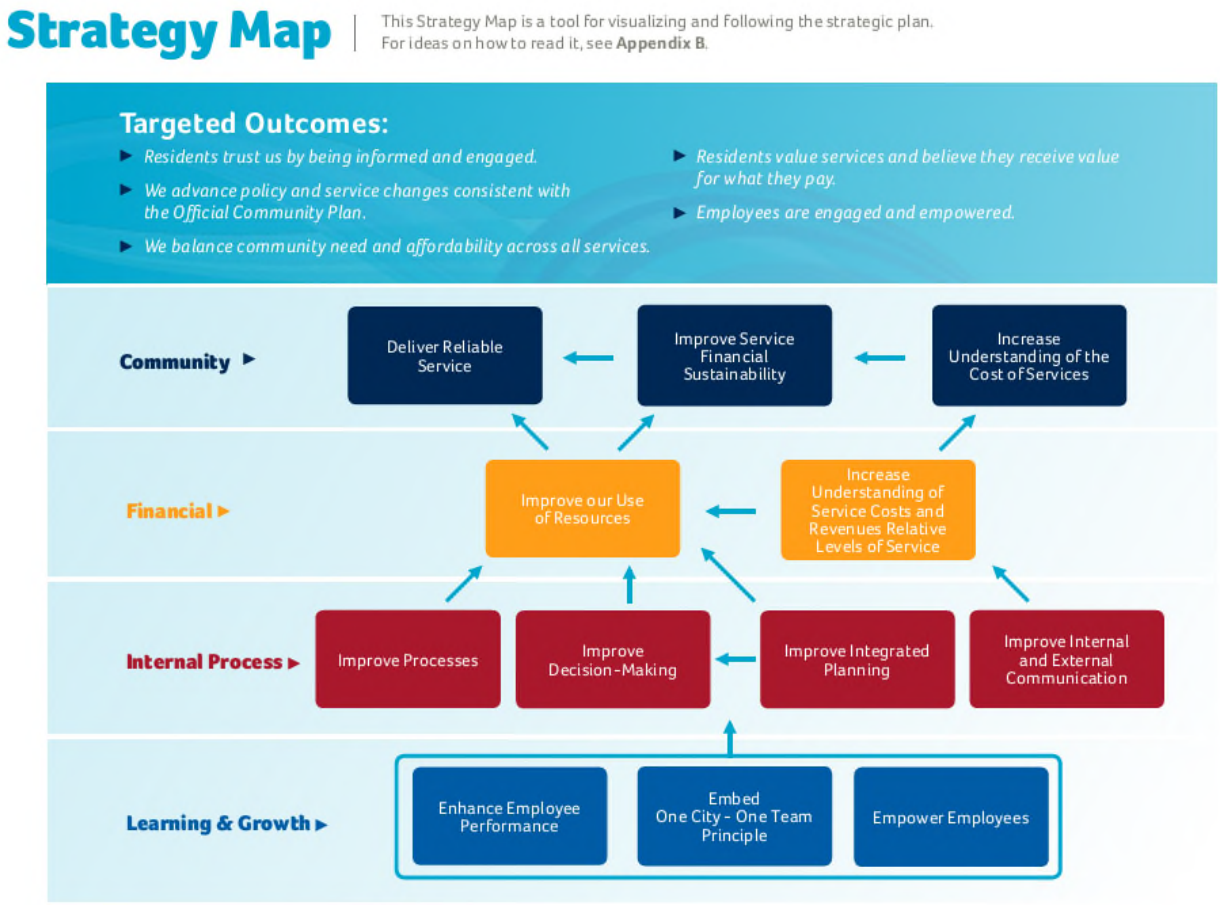
City of Kelowna Progress Report



City of Kelowna - Sample metrics from annual report



City of Regina Strategy Map, Strategic Plan 2018-2021



Excerpt from Vancouver 2022 Strategic Plan

1 WE'RE ADDRESSING AFFORDABILITY AND THE HOUSING CRISIS

In collaboration with senior governments and key partners, the City is working to address affordability challenges in Vancouver, and to ensure that over time, appropriate housing options are available in Vancouver for individuals and families across the income spectrum.

MEASURED BY

- Housing units approved (share of affordable units)
- New and replacement childcare spaces approved
- Housing units approved (all units)
- Low-income residents enrolled in the subsidized recreation pass (Leisure Access Program)

1A. Vancouver Plan

Advance work on the Vancouver Plan, with a current-year focus on the final phase of engagement, Council approval of the Plan, followed by initiating implementation.

1B. Broadway Plan

Finalize the 30-year Broadway Plan and, once approved by Council, work with TransLink, the Musqueam Indian Band, the Squamish Nation, the Tsleil-Waututh Nation and other partners to execute the plan, with a focus on supporting the construction of the Broadway Subway, siting and development of the new subway stations, and opportunities to integrate new housing, jobs, and amenities around the stations.

1C. Vancouver Affordable Housing Endowment Fund (VAHEF) Strategy

Advance the objectives of the VAHEF, with a current-year focus on preparing VAHEF-specific housing targets to support the upcoming Housing Vancouver Strategy refresh, updating the VAHEF deployment plan, and establishing a sustainable and resilient portfolio strategy that maximizes social return and financial performance.

1D. Single Resident Occupancy (SRO) Revitalization Strategy

Lead the City's contributions toward the development and implementation of a federal, provincial and municipal SRO Revitalization Action Plan, and implement the next phase of the City's Supportive Housing Strategy, including the development and implementation of a complex care pilot program.

Example measures from Vancouver 2021 plan, as reported in 2022 Strategic Plan

98 new modular homes

350 new units of supportive housing

Approved **1,476** Purpose-Built Rental units

Appendix G – Public Engagement Summary Report

(see separate PDF document)

CITY OF VICTORIA GOVERNANCE REVIEW

Public Engagement Summary

July 2022

Background

Governance involves the structures and processes for decision making, focusing on openness and accountability. A governance review provides the opportunity to consider opportunities to modernize the City of Victoria's governance systems. A governance review was identified as a strategic initiative in the City of Victoria's 2019-2022 Strategic Plan. MNP was engaged to conduct a review of the City's governance structures and processes to consider ways the current model is effective and how it may be improved to further enable responsible and accountable governance.

Engagement

Public engagement aimed to understand residents' opinions of City of Victoria governance structures, processes, and priorities for improvement. Residents were invited to provide input through an online survey (self-selected participation), an in-person public event, and an online public event.

Stakeholder organizations were also invited to provide input through focus groups and written submissions. Details on engagement opportunities are outlined in Table 1.

Promotion

Public engagement opportunities were promoted using the following methods:

- City of Victoria website – launched April 14, 2022
- News release – April 21
- Facebook and Instagram posts with over 4,300 views
- Twitter posts with over 25,000 views
- Email to 42 identified governance stakeholders
- Newspaper advertisements in The Times Colonist on Saturday, April 16, April 23, and April 30 and The Victoria News on Thursday April 21
- Have Your Say Newsletter – Issued April 20

Table 1: Public and Stakeholder Engagement Opportunities

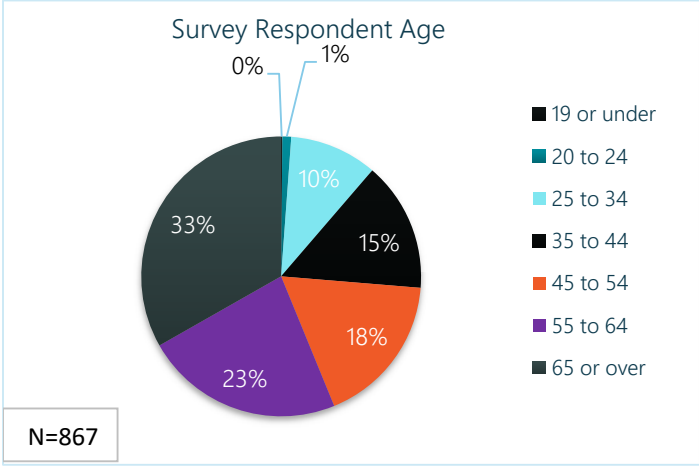
Date	Activity	Details
April 14 – May 13, 2022	Public Survey (self-selected participation, registration on Have Your Say site not required)	881 responses (resident or property/business owner)
April 14 to May 13, 2022	Written Submission	3 submissions
May 2, 2022	In-Person Public Session	3 participants
May 4, 2022	Virtual Public Event	10 participants
April 29, May 6 (2), May 9	Stakeholder Focus Groups (4)	23 participants from 18 organizations

Who We Heard From

881 City of Victoria residents or property/business owners completed the survey (not all participants answered all questions), 13 participants in total attended the public sessions and 23 individuals representing 18 stakeholder organizations participated in a focus group.

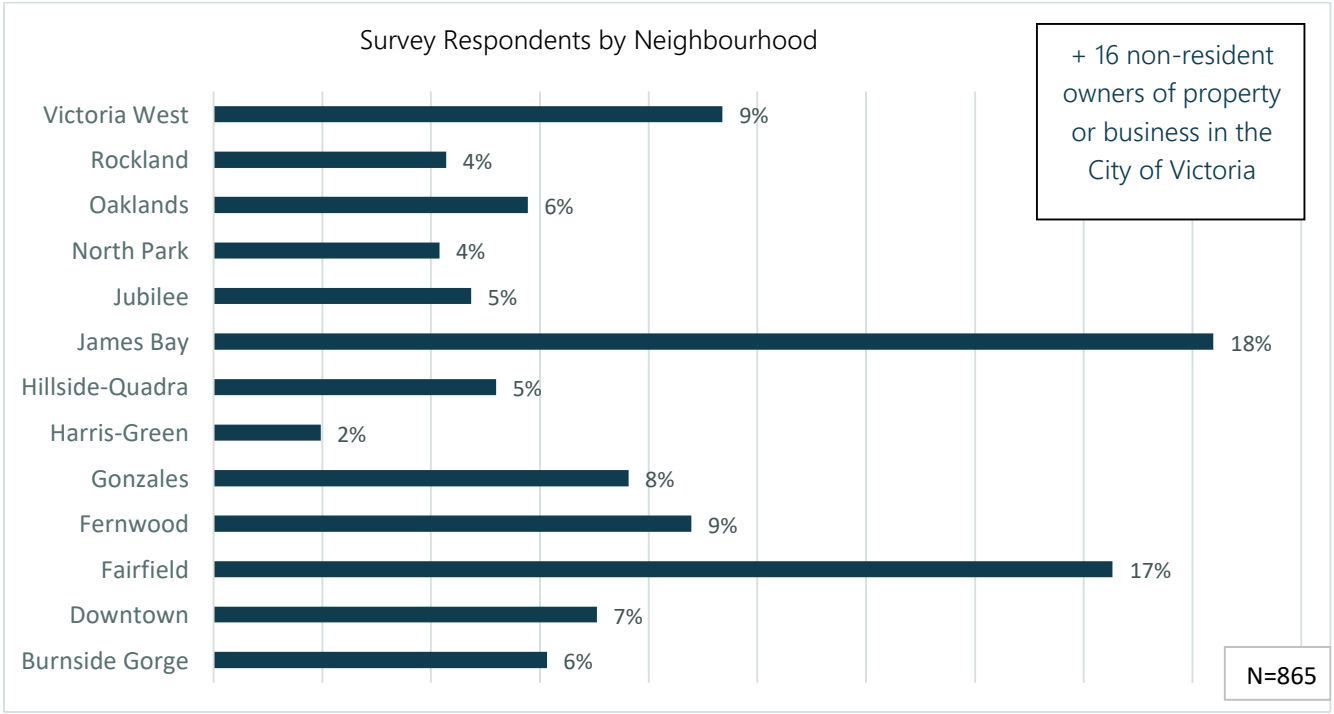
Survey Respondents

- 46% Female, 45% male; 7% prefer not to disclose, 1% non-binary, 1% prefer to self-describe.
- 33% of survey respondents were 65 years old or older
- 40% of respondents have a bachelor's degree or college diploma, 30% have an advanced degree (Masters or Doctorate)
- 25% of respondents have an annual household income above $125,000
- Survey responses were reasonably representative of the breakdown of city population by neighbourhood (Census, 2016)



Focus Group Participants

Participants in the stakeholder focus groups represented neighbourhood associations, CALUCs, persons with disabilities, seniors, active transportation, other vulnerable populations, business, and planning and development organizations. (See the complete list in Appendix C)



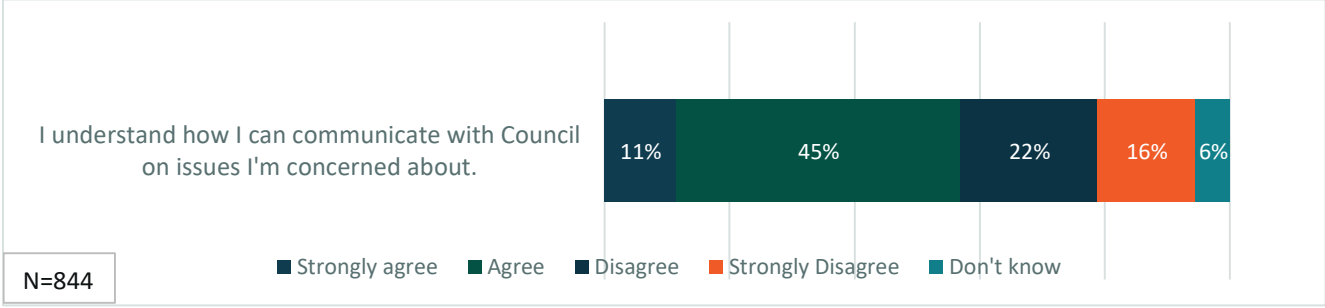
Key Findings

Each section presents survey results and related themes from input received through the public events, focus groups and written submissions. A summary table of key themes from what we heard and how it has been incorporated in MNP's recommendations for improvement to the City's governance structures and processes is included in each section.

Detailed results and additional information are included in the appendices.

Participation in Council Decision-making Processes

The majority of survey respondents (56%) agreed or strongly agreed that they understand how to communicate with Council on issues they are concerned about. Communication with Council outside of formal Council meetings was noted by some public session participants as being less accessible and effective.

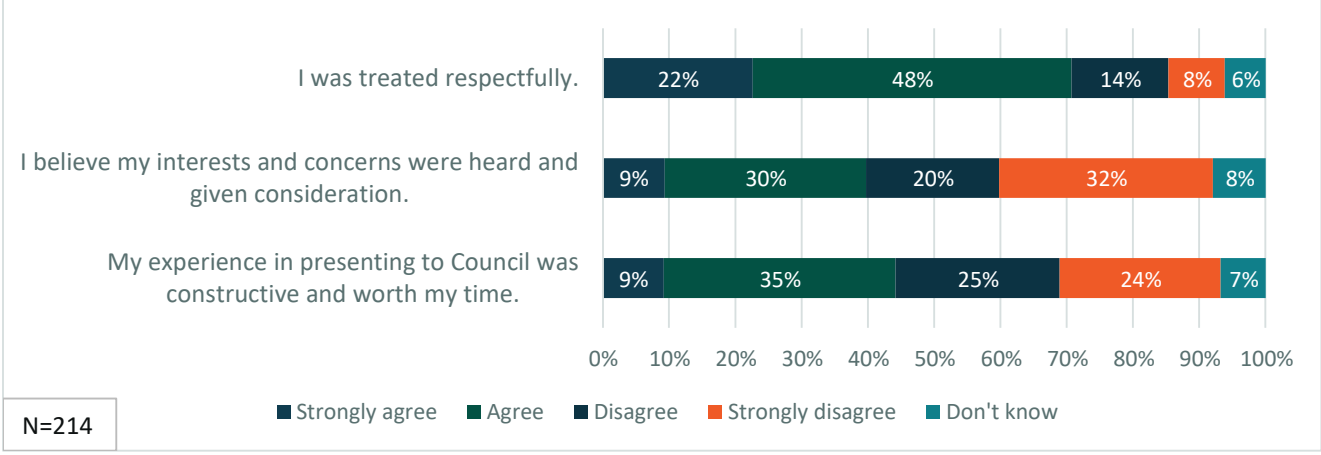


Council and Committee of the Whole Meetings / Hearings

Stakeholder focus groups, public session participants and written submissions noted that generally, there is reasonable opportunity to participate in Council decision-making processes, however identified barriers to effective participation. Most participants acknowledged that virtual participation has increased the ability to participate in Council meetings and public hearings, and that video submissions are especially helpful for individuals who may not be comfortable speaking in public. It was noted by groups representing persons with disabilities that the City has made progress in implementing technologies to facilitate participation for individuals with visual or hearing impairments and hope to see improvements as technologies evolve. They did note however, that not all policies and practices are followed consistently, such as verbalizing council votes and amendments to motions, or ensuring that all supporting documents meet accessibility standards.

Sufficient time to consider Council agenda items and prepare a response was mentioned frequently by individual and group participants and included in open-ended survey comments. as was the length of meetings, which can go late into the evening. Access to user-friendly information, difficulty navigating the City of Victoria website and website search functionality were mentioned in focus groups and public sessions in terms of information to support participation in Council decision-making processes. (further detail is included on page 6 of this report).

Twenty-six percent of survey respondents (219) have presented to Council either in person or virtually. These respondents were asked to indicate their agreement with the following statements regarding their experience.

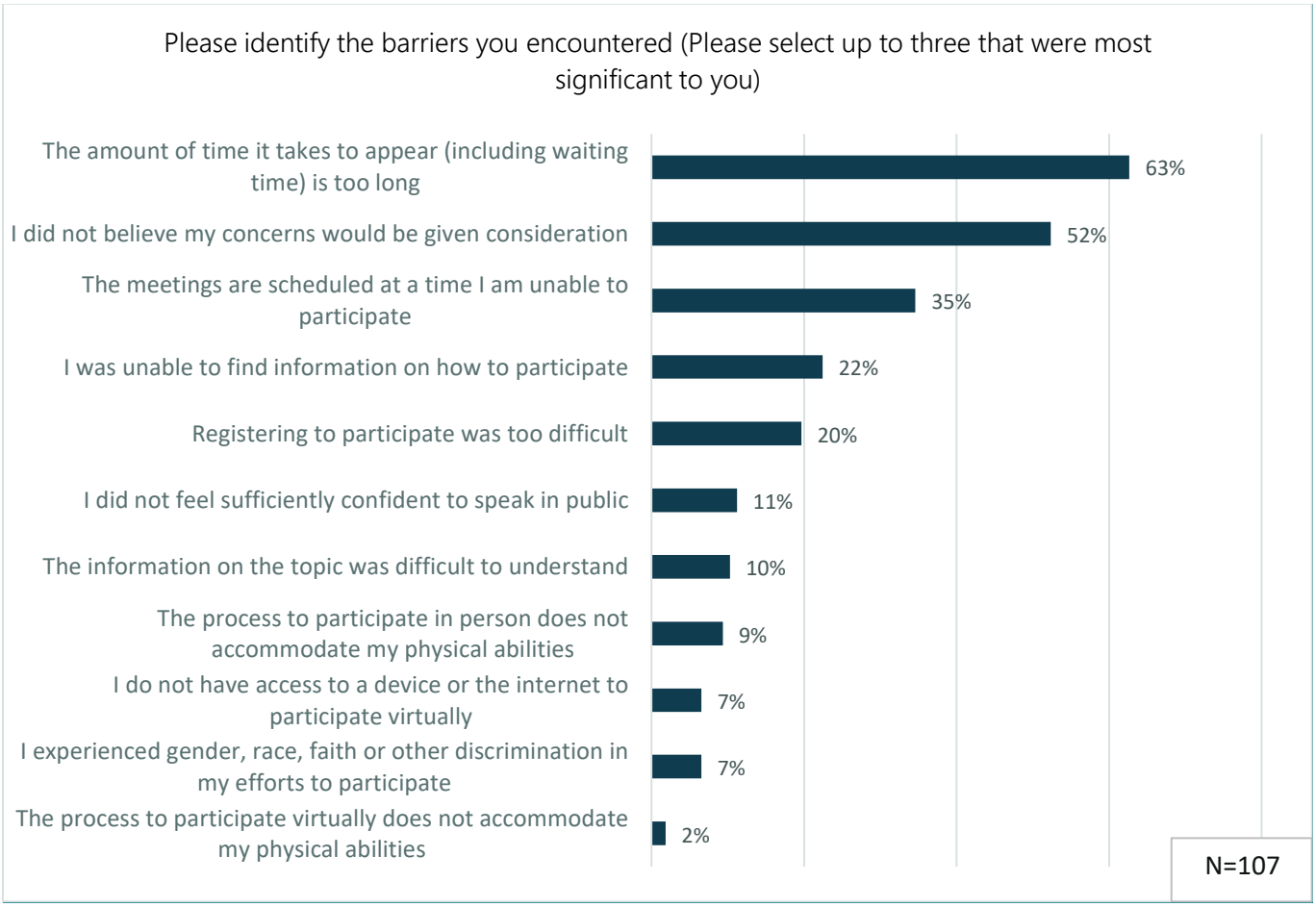


Among survey participants that had presented at a City Council meeting (request to address Council or speak at a public hearing) the majority (70%) felt that they had been treated respectfully. However, only 39% agreed that their interests and concerns were heard and given consideration. Survey respondents were split on whether the experience was constructive and worth their time, with 49% disagreeing and 44% agreeing. Further insight provided by focus groups participants and some public session participants indicated the opportunity to appear before Council occurs too late in the decision-making process and it appears that Council has already made up their mind on the matter prior to hearing from the public. Two major themes in open-ended survey comments were that Council's decisions appear to be made based on personal agendas and are not aligned with public opinion; and that public input is not considered in Council decision-making. Further detail on Council decision-making is included on page 11.

Barriers to Presenting at Council

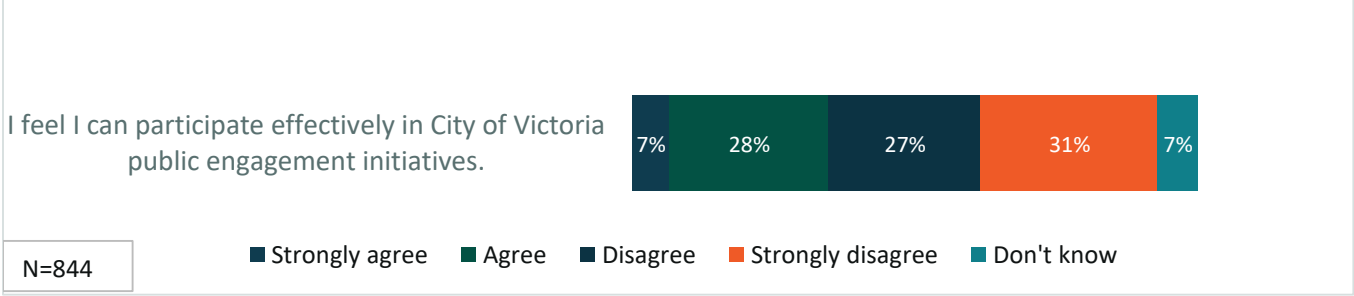
The set of survey respondents who had presented to Council were asked if they had experienced barriers with this activity and if so, to identify the most significant. Fifty-one percent (107) of this set of respondents indicated that they had encountered a barrier that made it difficult to present to Council. The three most frequently selected barriers were the amount of time required to appear (including waiting time) (63%), a belief that input would not be considered (52%) and Council meeting times (35%).

Stakeholder, public session and written submission feedback elaborated on barriers to participation in Council decision-making processes. These participants also identified lengthy meetings and late start times (for public hearings). Additional barriers identified were lengthy and difficult to digest Council agendas and challenges navigating the City website to find information on matters before Council, lack of ASL interpreter, imperfect accessibility features of online platforms, difficulty hearing in Council chambers, and safety, health, financial and transportation issues related to attending in-person meetings. Some focus group and public session participants added that the five-minute presentation time limit may not be adequate, adds pressure and can be a source of discomfort for public presenters.



Public Engagement

Fifty-eight percent of survey respondents disagreed or strongly disagreed that they can effectively participate in City of Victoria public engagement activities.



Seventy-nine survey respondents commented on improvements they would like to see in Council's processes for gathering public feedback including continued efforts to reach a more diverse group of citizens and creating earlier and greater awareness of initiatives and input opportunities. There were mixed opinions in survey responses on engagement with neighbourhood associations and CALUCs, with some feeling there should be more engagement

with them and others feeling there should be less emphasis, as membership often does not represent the diversity of neighbourhood demographics.

Stakeholder groups provided further insight, commenting that current practices are insufficient to engage marginalized groups, who are often the most impacted by initiatives and decisions. Specifically they noted communities such as lower income, newcomers, and property renters. In addition, they would like to see more pro-active features to enable accessibility and inclusion, including interpretation, transportation, access to computers, verbal explanation of graphical information etc.

Stakeholders and the public commented frequently that there are many opportunities for public engagement with the City of Victoria, however, input is often taken into consideration too late in a project process, for example during the implementation phase, to be fully considered by Council. Stakeholder groups also specified that advance notice or longer engagement periods would allow time for them to engage their members and provide collective feedback.

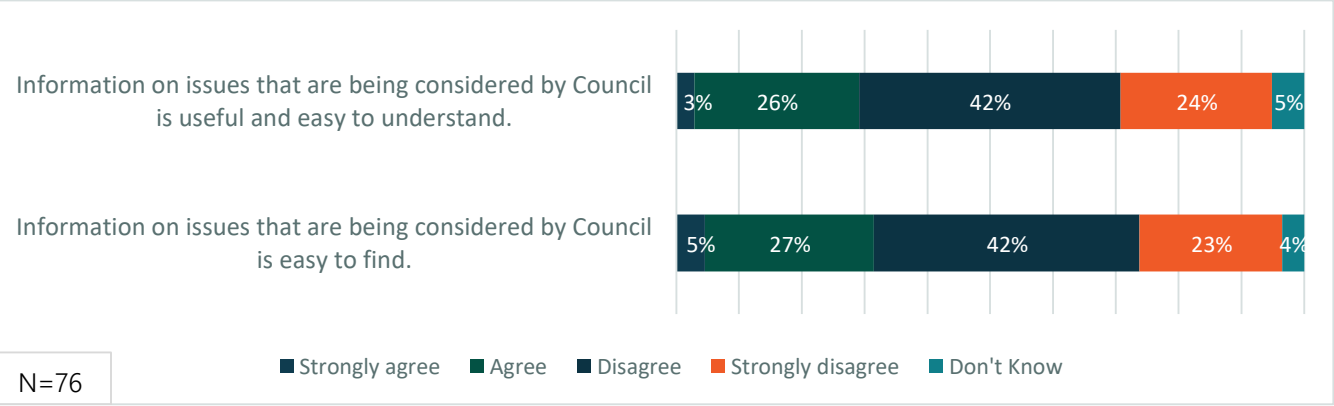
Members of the public and stakeholders expressed their frustration with taking the time and effort to provide input that does not appear to be considered in Council decision-making.

Twenty-six survey respondents commented positively on the City of Victoria's current public engagement practices, citing the many opportunities available to provide input.

Further feedback on Council decision-making is included on page 11 of this report.

Information to Support Public Involvement in Council Processes and Public Engagement

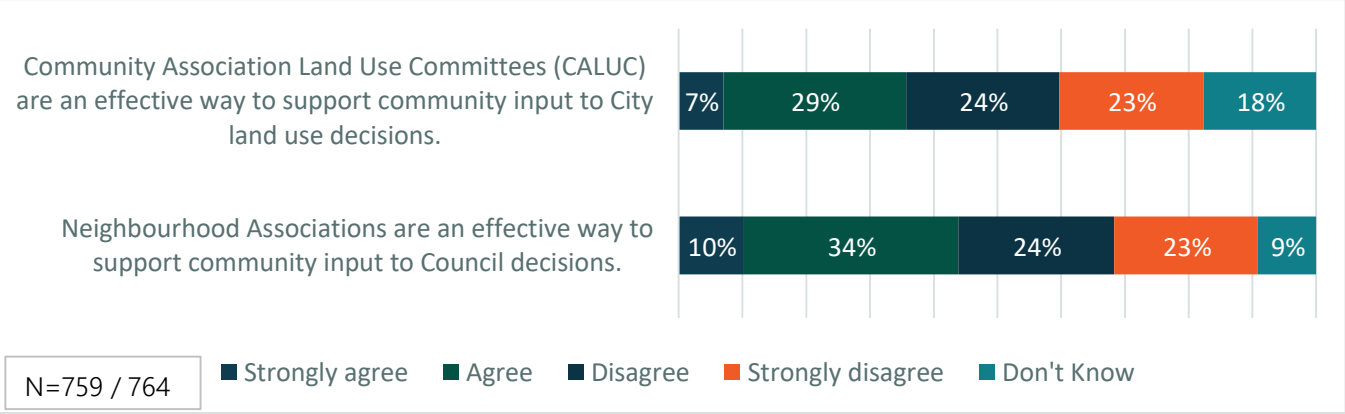
Sixty-six percent of public survey respondents disagreed or strongly disagreed that information on issues that Council is considering is useful and easy to understand. Additionally, 65% of public survey respondents do not consider information on issues that are being considered by Council easy to find. Comments provided in the public survey indicated that communication to the public is not user friendly or widely accessible. Specific reference was made to the inability for members of the public to devote the time and energy to review and provide comment on voluminous documents such as the 120- page budget document or 1200+ Middle Middle document. As mentioned previously, complex agenda materials are one of the barriers to effective public participation in Council meetings.



Feedback in focus groups, written submissions and survey comments suggested that materials be written in plain language, summarized, in accessible formats and available in advance. Some participants suggested that more time

is required to understand complex materials before providing feedback, a suggestion was put forward that a City staff member present the materials in advance to help increase understanding.

Neighbourhood Associations/CALUCs and Advisory Committees



CALUCs

Public survey respondents were split on their response regarding CALUCs. Thirty-six percent of the public survey respondents agreed or strongly agreed that CALUCs are an effective way to support community input to City and land use decisions while 46% of the public disagreed or strongly disagreed. Feedback from focus groups and survey comments indicated CALUCs often represent a very small demographic of a neighbourhood and therefore do not represent the views of all residents. Feedback from written submissions indicated it is unclear how input from CALUCs is considered in Council decision-making.

There were mixed opinions in survey comments on the effectiveness of engagement with neighbourhood associations and CALUCs on land use matters, with some feeling there should be more engagement with them and others feeling there should be less, due to the narrow demographic represented, and/or a desire to streamline approval of development applications that are consistent with the OCP.

Neighbourhood Associations

Public survey respondents were also divided on the effectiveness of neighbourhood associations. Forty-three percent of respondents agreed or strongly agreed that neighbourhood associations are an effective way to support community input to Council decisions while 47% disagreed or strongly disagreed. Feedback from written submissions and stakeholder groups noted that stronger terms of reference are required for neighbourhood associations to better understand the roles and responsibilities and how they interact with Council, including expectations for association input on relevant initiatives. Some members of the public and stakeholders stated that there are inconsistencies support for neighbourhood associations and the extent of their involvement with Council. Public survey respondents indicated some lack of connection between the neighbourhood associations and City staff and/or Council Liaisons.

Advisory Committees

Participants in focus groups, public sessions and written submissions also provided feedback on advisory committees. Focus group participants, and written submissions indicated that the role of advisory committees in Council decision-making is unclear, and that terms of reference are not clear or consistent. Specific concerns include having a better

understanding of the advisory committees' role in supporting Council, a desire for broader terms of reference, and clear expectations for when advisory committees are to be engaged on relevant matters. A clear and consistent process for including advisory committee input in staff reports was a common theme, as was a process for bringing forward recommendations directly to Council if a committee does not believe their input has been allocated sufficient weight in City reporting to Council. Stakeholder groups indicated advisory committees should be engaged earlier to ensure that there is stronger engagement on projects that effect various populations.

Table 2 –Key themes from public engagement about participation in Council decision-making

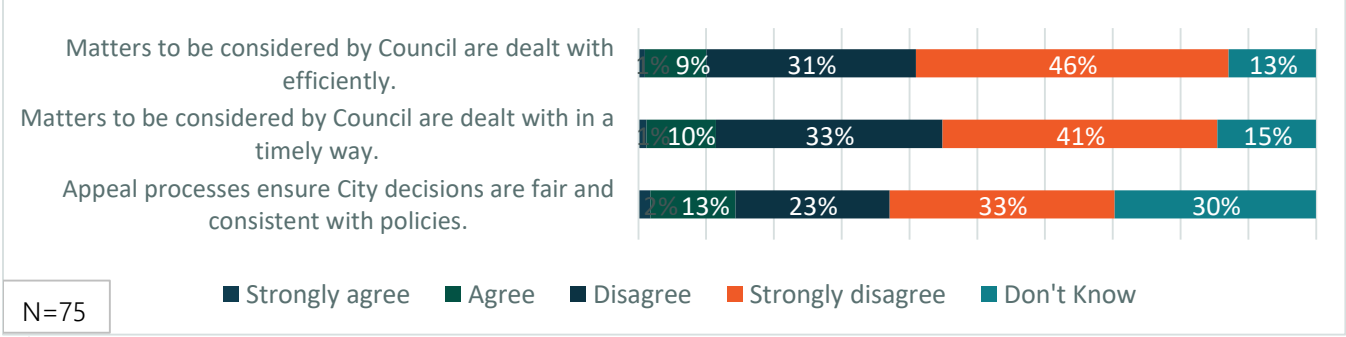
What We Heard	How it is Reflected in Recommendations
The public is not provided with adequate time and information to effectively participate in Council decision-making. • Time between published agendas (and updates) and meetings is not enough time to absorb lengthy, complex materials. *Challenges with advance notice and information available also apply to public engagement.*	*Recommendations include* • Streamline Council agenda materials to include a short, high-level summary of key decision considerations, followed by detailed background with user-friendly cross references. • Limit late submissions to already published agendas to only matters that are determined to be emergent by the Mayor
Long, lengthy Council meetings are a barrier to participation by members of the public.	• *Please see Table 3 – key themes about Council Decision-making*
Public engagement would be improved through greater engagement with marginalized groups and the residents most affected by a decision. Technology has enhanced the ability to participate in Council decision-making processes, however could be improved.	*Recommendations include:* • Incorporate and apply the updated principles of equitable engagement in the Engagement Framework and more broadly to other ways of providing access to Council decision-making. e.g. engage Advisory Committees as a means of developing relationships within equity deserving communities and work with them to co-create inclusive engagement processes. • Update technology so that the public address to Council, whether in delegation or at a public hearing, may use video. • Allow pre-recorded video submissions for public hearings and delegations on matters to be considered by Council.
Stronger terms of reference and understanding of roles and responsibilities are required for Advisory Committees.	*Recommendations include:* • Review terms of reference for alignment with requirements in City bylaws (open meetings, publishing agendas and minutes etc.). • Relieve members of Council from formal appointments as liaisons to Advisory Committees. • Formalize the expectations of the administration with respect to engaging and supporting Advisory Committees.

What We Heard	How it is Reflected in Recommendations
Forgoing income, low income or incurring direct costs to participate on an Advisory Committee may be a barrier to participation.	Establish a policy for remuneration and to reimburse expenses for public members of Council committees to remove barriers to participation.
Feedback from Advisory Committees, and Neighbourhood Associations is not incorporated into staff reports. Advisory Committee recommendations are not being received or considered by Council.	*Recommendations include:* • Formalize the expectation that staff work on policy matters related to an advisory committee mandate will include early engagement with the committee including a summary of committee input with the administrative report. Include a summary of "what we heard" back to the committee to correct any errors or omissions prior to finalizing the report • Formalize the process for Advisory Committee recommendations to be brought to Council with regular Council packages, including minutes, reports or recommendations. • Remove the expectation that the Council Neighbourhood Liaison will convey the concerns of the Neighbourhood Association to Council and establish a procedure to receive information or advocacy positions from Neighbourhood Associations so that there is a record of the information being received by Council
Reporting from CALUC meetings may be influenced by the personal views of the CALUC members.	Establish a requirement for recorded input from CALUC meetings to be posted to allow participants the opportunity to identify any errors or omissions before the information is officially submitted.

Council Decision-Making Processes

Efficiency of Council

Public survey respondents were asked to provide their input on the efficiency of Council.



Seventy seven percent of survey respondents disagreed or strongly disagreed that matters to be considered by Council are dealt with efficiently. Additionally, 74% of public survey respondents disagreed or strongly disagreed that

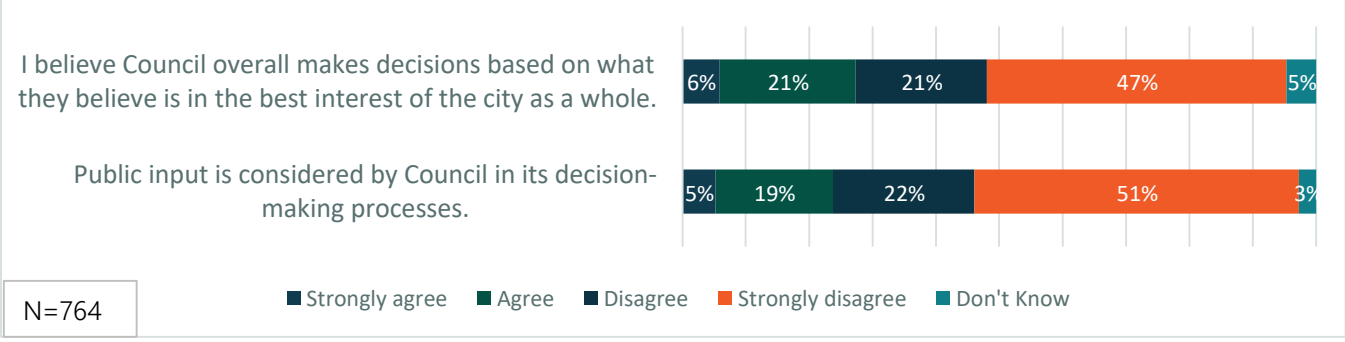
matters to be considered by Council are dealt with in a timely way. Feedback received from stakeholder groups with experience with Council processes indicate that Council decisions may be delayed if a matter gets sent back to the administration for advisory committee input or further public engagement. The timing of public input at the end of a decision-making process may also cause delay if it causes Council to reconsider their position on a matter. They also noted there can be lengthy delays in receiving staff reports. Stakeholders commented that lengthy delays in Council decision-making can negatively impact initiatives if new issues have arisen, or data supporting the recommendations is no longer relevant or accurate.

Fifty-six percent of survey respondents strongly disagreed or disagreed that appeal processes ensure that City decisions are fair and consistent with policies; a substantial percentage of responses to this question (30%) indicated "don't know".

Thirty-three survey respondents commented on Council meeting processes, noting that meetings are too long and can go late into the evening. These respondents stated that the meetings may be longer than required due to Council getting into administrative details, grandstanding, endless debate and veering off-course in discussions. Some respondents also commented that last minute Council member motions add to meeting length.

Effectiveness of Council Decision Making

Seventy-three percent of survey respondents also disagreed or strongly disagreed that public input is taken into consideration during Council's decision-making processes. Sixty-eight percent of respondents strongly disagreed or disagreed that Council overall makes decisions based on what they believe is in the best interest of the city.



The most frequent mention in open-ended survey comments is that Councillors appear to make decisions based on their own personal agendas rather than aligning with the priorities and needs of the public majority. Another frequent mention was that Council seems to only consider the opinion of the loudest rather than considering the opinion of the broader public. Some respondents also commented that staff expertise seem to be discounted in the Council decision-making process.

A major concern raised by many who engaged is that the City does not appear to use the feedback collected through engagement processes. Meeting participants noted that stakeholder input is not consistently reflected in reports, resulting in a lack of transparency regarding how public input was considered. Several comments noted that requesting public input is just an exercise to "check the box". Many also commented that Council decisions on matters appear to have been made prior to the public being able to provide any input. This leaves many members of the public feeling disrespected and that their time was not constructive. Meeting participants also commented that

Council may not recognize that volunteer groups do not always have the resources to respond to requests for input with the timeframes set by Council.

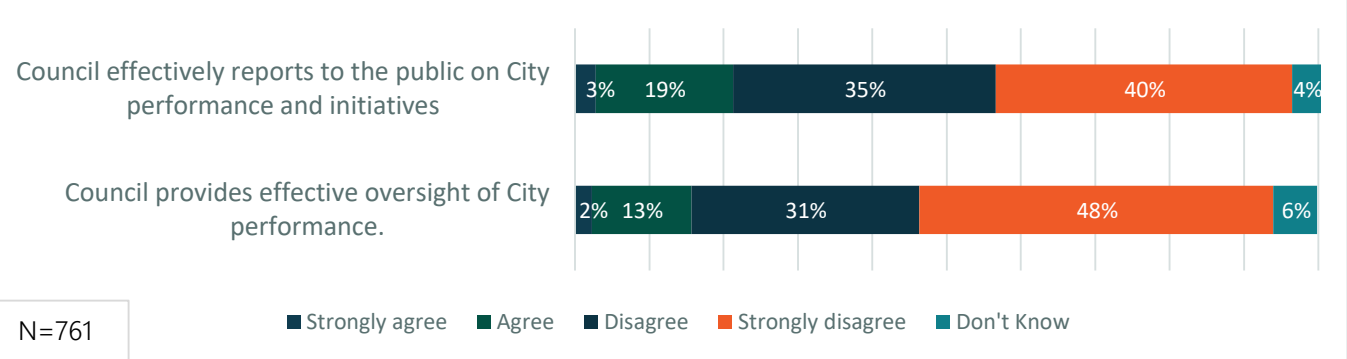
As mentioned previously, there were mixed opinions among survey respondents on the effectiveness of CALUCs in land use decisions. Some comments in surveys and written submissions favoured delegating more land use decisiosn to staff.

Table 2 - Key Themes from Public Engagement about Council Decision-Making Processes

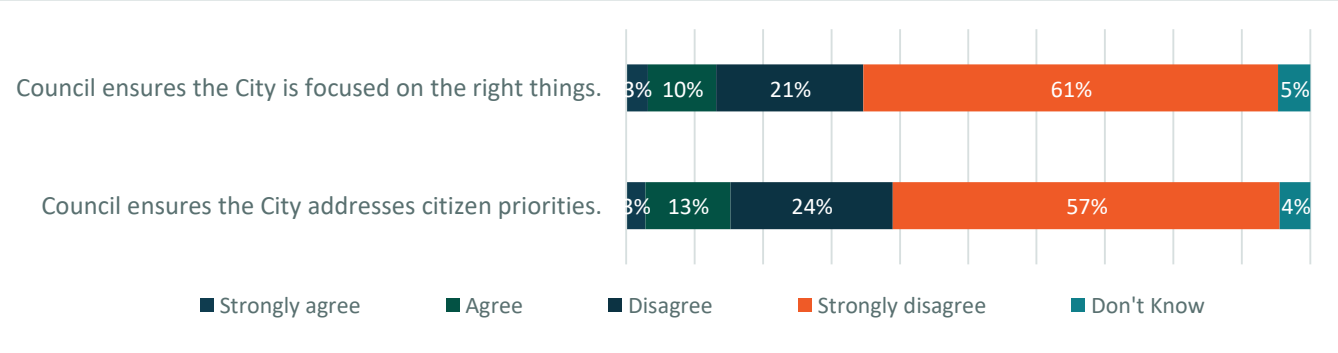
What We Heard	How it is Reflected in Recommendations
Council meetings are overly long partially due to Council digging into administrative details, grandstanding, endless debate and veering off-course. Long, late Council meetings are a barrier to participation by members of the public.	• Enable immediate ratification at Council of COTW recommendations to eliminate duplication of debate at Council meetings. • Delegate more authority to staff to reduce the number of matters to be considered by Council and eliminate discussion of administrative details. • Create a separate, distinct meeting for public hearings.
Council appears to make decisions based on personal agendas, the vocal interests of a few rather than the majority of the public. Public input (individual and representative) does not appear to be considered in Council decision-making.	• Receive public delegations on agenda items at COTW to enable fuller consideration of input • Ensure engagement feedback is effectively summarized for Council materials. Include an analysis of how the input is reflected in recommendations to Council and the public report of what was heard.
Public engagement would be improved through greater engagement with marginalized groups and the residents most affected by a decision.	• Incorporate and apply the updated principles of equitable engagement in the Engagement Framework and more broadly to other ways of providing access to Council decision-making. e.g. engage Advisory Committees as a means of developing relationships within equity deserving communities and work with them to co-create inclusive engagement processes.

Council Oversight of City Performance

Survey respondents were asked to provide their input on Council's oversight of City performance. Seventy-five percent of public survey respondents did not feel that Council effectively reports to the public on City performance and initiatives. 79% of survey respondents also did not feel that Council provides effective oversight of City performance. Meeting participants commented that reporting on progress is very delayed and measures appear be output based vs. outcome based, which makes it difficult to monitor outcomes and understand progress on the initiatives. Participants in focus groups and the public sessions noted that the Tri-Annual reports which report on many of the city's initiatives are not widely reviewed by the public and stakeholder groups. Focus group participants noted that action items not completed do not appear to be prioritized for follow-up.



Overwhelmingly, 82% of online survey respondents disagreed or strongly disagreed that Council ensures that the City is focused on the right things. Additionally, 81% of survey respondents disagreed or strongly disagreed that Council ensures the City addresses citizen priorities.



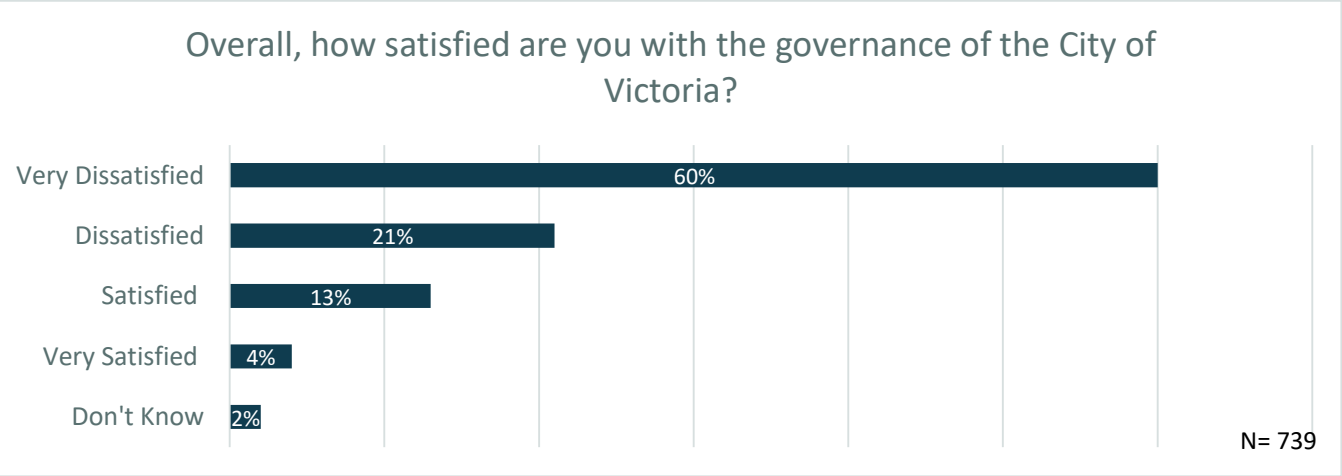
A common theme in survey comments is that Council priorities, represented in their agendas and decision-making, seem misaligned with broader public needs. A smaller number of survey comments expressed a different view with 24 respondents commenting on their satisfaction with Council's forward looking and socially responsible priorities. Some focus group participants commented that the strategic plan seems unfocused with its long list of objectives (action items).

Table 3 - Key themes from public engagement about Council oversight of City performance

What We Heard	How it was reflected in recommendations
• The Cities strategic plan is very detailed and not overly strategic. • Progress measures appear to be outputs rather than outcomes. Tri-annual reports include significant detail and are widely accessed by the public.	• Maintain a higher level focus for the municipal strategic plan. Clearly identify the target results and align specific measures to evaluate progress. • Develop user-friendly materials for public consumption for both the strategic plan and progress reports.

Overall Satisfaction with the Governance of the City

Public survey respondents were asked to provide their input on the overall satisfaction of the governance of the City of Victoria. Sixty percent of respondents were very dissatisfied, 21% were dissatisfied, 13% were satisfied and 4% were very satisfied.



Top Themes from Survey Open-ended Questions

Following the overall satisfaction question, survey respondents were asked to respond to two open-ended questions that asked what they are most satisfied with and what they would most like to see improved in the City of Victoria's Governance. Over 675 survey participants provided a response to one or both questions. Respondents tended not to differentiate between the two questions, ie. many commented on something they were dissatisfied with when asked what they were satisfied with. Therefore, the responses have been combined and results reported according to the nature of the comment. Responses also covered many topics not related to City governance, such as police, parks, and infrastructure. These comments have not been included in the summary analysis. Common themes related to governance from the open-ended responses are provided in the table below.

Table 5 – Top Themes from Survey Open-ended Questions

Most Satisfied With	#
Progressive, forward-looking Council with socially responsible priorities	39
Variety of opportunities for public input; addition of online options has increased access	28
Individual access to Mayor and Councillors to discuss concerns	19
Communication with the public • including videos, social media, newsletter, townhalls	19
Council that is getting things done	8

Most Needs Improvement	#
Councillors' personal, ideological agendas impact their decision-making • Decisions may not be in the best interest of the whole city and/or aligned with majority public opinion • Often focusing attention on ad-hoc, pet-projects vs. long-term, core municipal needs	186
Council straying into matters beyond its municipal mandate • Stick to core services e.g. road maintenance, parks, framework that supports local businesses • Concerns that taxpayer money being spent on initiatives that are provincial or federal responsibility (e.g. addictions, health, public housing, social justice matters)	125
PUBLIC INPUT Public input not considered in decision making process • Concerns raised by neighbours/CALUCs not reflected in reports and Council decisions • Generally, requesting public input is just "checking a box", decision has been made prior to requesting public input. Public input processes • Communication of input opportunities not always timely or reaching all who would be interested in participating • Further efforts to facilitate input from more diverse, harder to reach public required • CALUC / neighbourhood association demographics not representative of neighbourhood population and opinions	118 79
Council decision-making overly influenced by squeaky wheel - should consider majority public opinion, staff advice, not just loudest voices • Staff expertise discounted; more decisions should be delegated to staff	64 19
Land use specific public input processes • Mixed opinions on use of CALUC / neighbourhood input o Neighbourhood input should be sought on all development o Development that aligns with OCP should be approved, to speed up the process and increase consistency	61
Lack of transparency • Would like more information on reasons for decisions that went against public opinion • Too many decisions made in-camera • City Family process lacks transparency	43
Council meeting management • Meetings are too long, made longer by Council nitpicking small details, grandstanding, endless debate, veering off-course • Last minute motions consume Council time and do not provide an opportunity for the public to weigh in.	33
Better connection with neighbourhoods	28

Most Needs Improvement	#
• Ward system • More engagement with Council neighbourhood liaison Neighbourhood associations that better represent the demographics of community	
Accountability for performance • Measurement and reporting on progress towards goals, outcomes is lacking • Outstanding items do not appear to receive follow-up • More honesty in reporting progress, review policies and admit when something is not working	26
Information available to the public • Need user friendly, summarized, accessible information on matters being considered, decisions that have been made by Council, and for reporting on significant initiatives o e.g. 120 budget document or 1200+ page Missing Middle documents too long for the public to review and comment on.	24
Council member conduct and conflict of interest • Disrespectful behaviour, involvement in external groups that may be in conflict of interest	19

Next Steps

Key findings from stakeholder and public engagement have been considered along with a review of current documentation, engagement with City of Victoria Council members and senior leadership and comparison with other Canadian cities to inform MNP's Report of Recommendations to improve the City of Victoria's governance structures and processes. The report of recommendations is expected to be submitted to Council at the Committee of the Whole meeting on July 21, 2022 for their consideration.

Appendices (separate document)

Appendix A – Survey respondent demographics

Appendix B - Written Submissions

Appendix C – List of organizations that participated in a focus group

Appendix D - Promotional Material (Facebook & Twitter Ads, Newspaper Ads)

Appendix E – Comparison of City of Victoria and Other Jurisdictions Governance Processes

Appendix F - Data Collection Tools

- Survey
- Written Submission Guide / Focus Group Question Guide
- Public Event presentation and questions

CITY OF VICTORIA GOVERNANCE REVIEW

Public Engagement Summary

July 2022

Background

Governance involves the structures and processes for decision making, focusing on openness and accountability. A governance review provides the opportunity to consider opportunities to modernize the City of Victoria's governance systems. A governance review was identified as a strategic initiative in the City of Victoria's 2019-2022 Strategic Plan. MNP was engaged to conduct a review of the City's governance structures and processes to consider ways the current model is effective and how it may be improved to further enable responsible and accountable governance.

Engagement

Public engagement aimed to understand residents' opinions of City of Victoria governance structures, processes, and priorities for improvement. Residents were invited to provide input through an online survey (self-selected participation), an in-person public event, and an online public event.

Stakeholder organizations were also invited to provide input through focus groups and written submissions. Details on engagement opportunities are outlined in Table 1.

Promotion

Public engagement opportunities were promoted using the following methods:

- City of Victoria website – launched April 14, 2022
- News release – April 21
- Facebook and Instagram posts with over 4,300 views
- Twitter posts with over 25,000 views
- Email to 42 identified governance stakeholders
- Newspaper advertisements in The Times Colonist on Saturday, April 16, April 23, and April 30 and The Victoria News on Thursday April 21
- Have Your Say Newsletter – Issued April 20

Table 1: Public and Stakeholder Engagement Opportunities

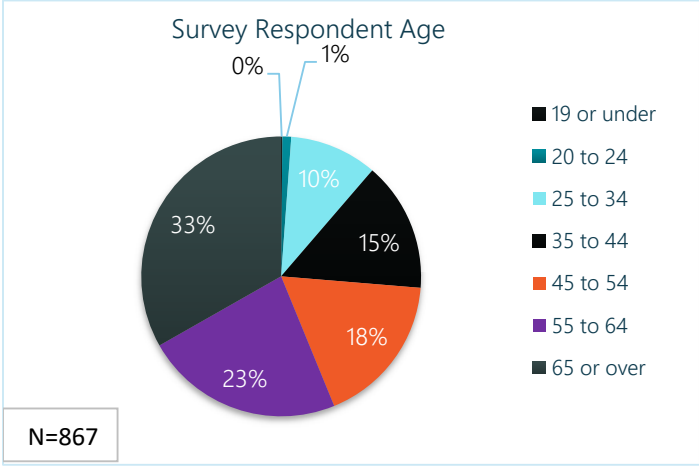
Date	Activity	Details
April 14 – May 13, 2022	Public Survey (self-selected participation, registration on Have Your Say site not required)	881 responses (resident or property/business owner)
April 14 to May 13, 2022	Written Submission	3 submissions
May 2, 2022	In-Person Public Session	3 participants
May 4, 2022	Virtual Public Event	10 participants
April 29, May 6 (2), May 9	Stakeholder Focus Groups (4)	23 participants from 18 organizations

Who We Heard From

881 City of Victoria residents or property/business owners completed the survey (not all participants answered all questions), 13 participants in total attended the public sessions and 23 individuals representing 18 stakeholder organizations participated in a focus group.

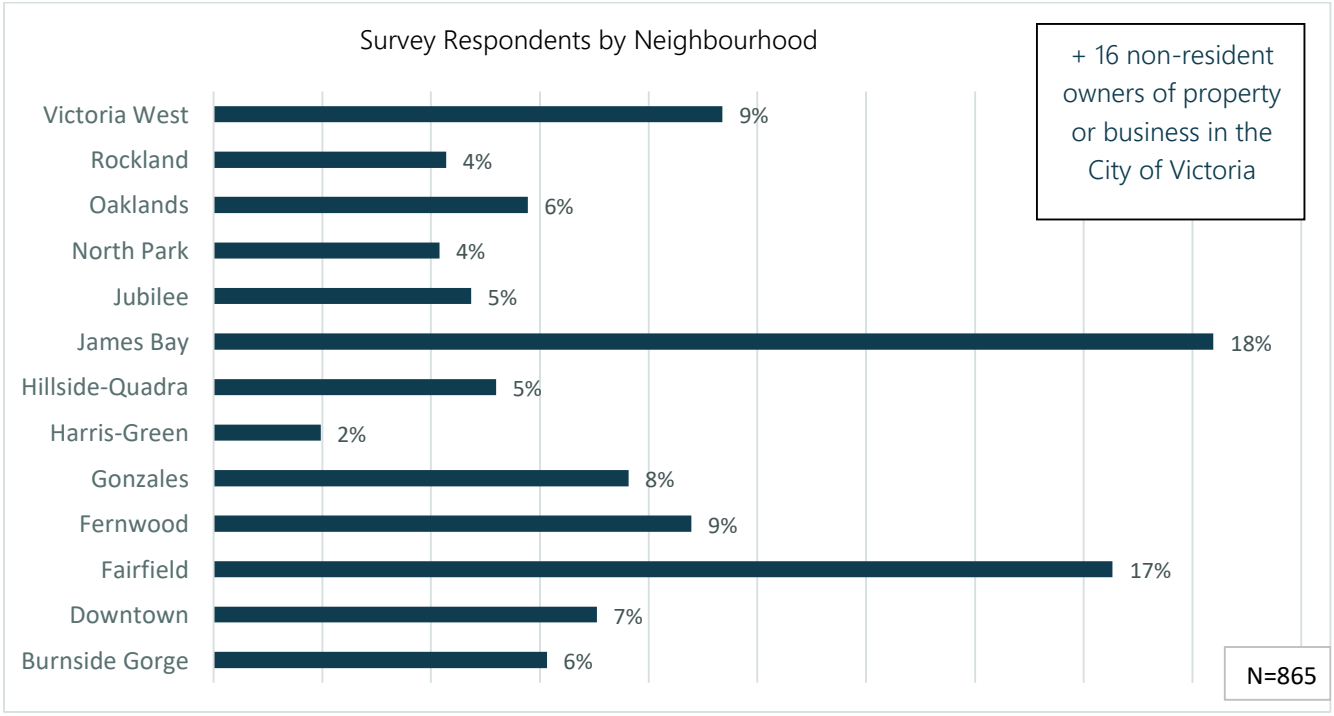
Survey Respondents

- 46% Female, 45% male; 7% prefer not to disclose, 1% non-binary, 1% prefer to self-describe.
- 33% of survey respondents were 65 years old or older
- 40% of respondents have a bachelor's degree or college diploma, 30% have an advanced degree (Masters or Doctorate)
- 25% of respondents have an annual household income above $125,000
- Survey responses were reasonably representative of the breakdown of city population by neighbourhood (Census, 2016)



Focus Group Participants

Participants in the stakeholder focus groups represented neighbourhood associations, CALUCs, persons with disabilities, seniors, active transportation, other vulnerable populations, business, and planning and development organizations. (See the complete list in Appendix C)



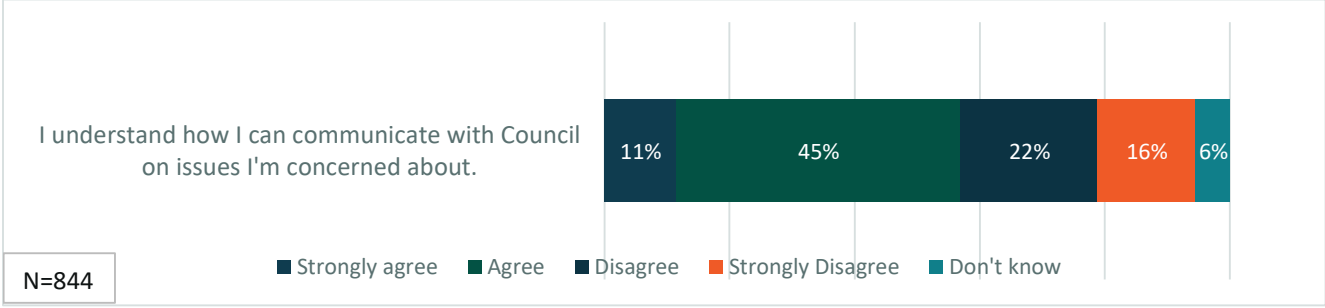
Key Findings

Each section presents survey results and related themes from input received through the public events, focus groups and written submissions. A summary table of key themes from what we heard and how it has been incorporated in MNP's recommendations for improvement to the City's governance structures and processes is included in each section.

Detailed results and additional information are included in the appendices.

Participation in Council Decision-making Processes

The majority of survey respondents (56%) agreed or strongly agreed that they understand how to communicate with Council on issues they are concerned about. Communication with Council outside of formal Council meetings was noted by some public session participants as being less accessible and effective.

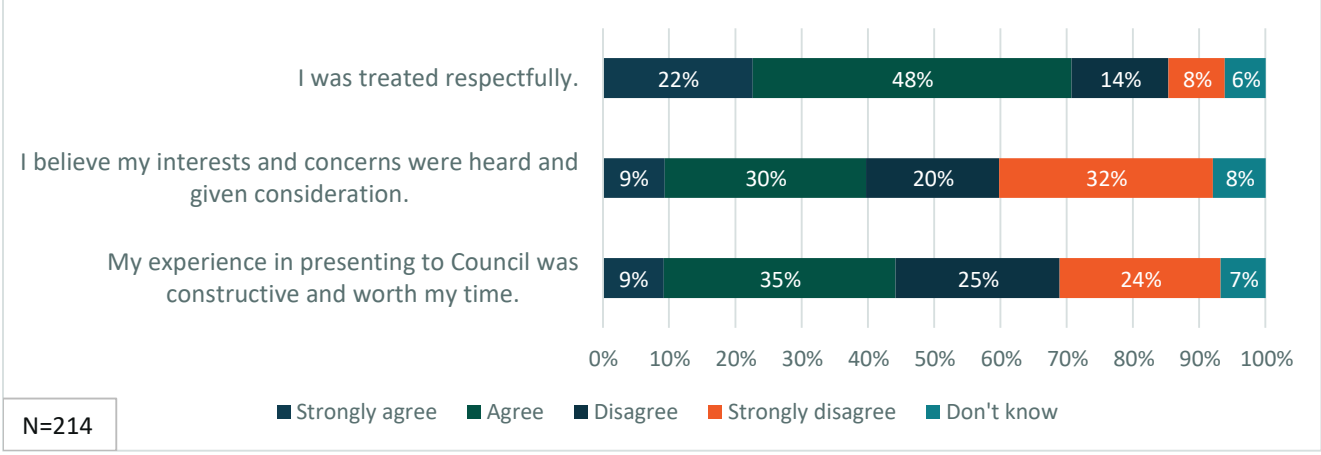


Council and Committee of the Whole Meetings / Hearings

Stakeholder focus groups, public session participants and written submissions noted that generally, there is reasonable opportunity to participate in Council decision-making processes, however identified barriers to effective participation. Most participants acknowledged that virtual participation has increased the ability to participate in Council meetings and public hearings, and that video submissions are especially helpful for individuals who may not be comfortable speaking in public. It was noted by groups representing persons with disabilities that the City has made progress in implementing technologies to facilitate participation for individuals with visual or hearing impairments and hope to see improvements as technologies evolve. They did note however, that not all policies and practices are followed consistently, such as verbalizing council votes and amendments to motions, or ensuring that all supporting documents meet accessibility standards.

Sufficient time to consider Council agenda items and prepare a response was mentioned frequently by individual and group participants and included in open-ended survey comments. as was the length of meetings, which can go late into the evening. Access to user-friendly information, difficulty navigating the City of Victoria website and website search functionality were mentioned in focus groups and public sessions in terms of information to support participation in Council decision-making processes. (further detail is included on page 6 of this report).

Twenty-six percent of survey respondents (219) have presented to Council either in person or virtually. These respondents were asked to indicate their agreement with the following statements regarding their experience.

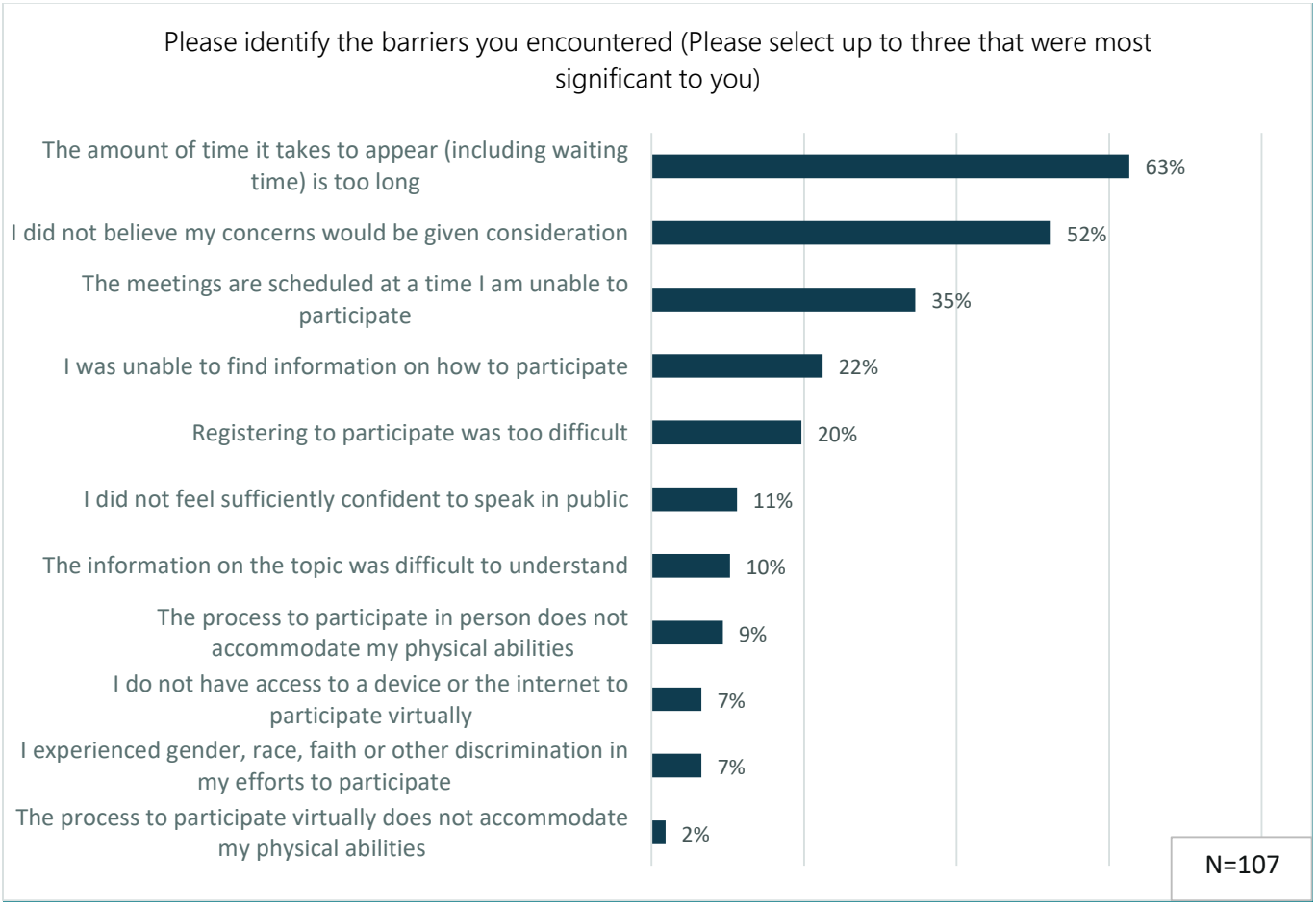


Among survey participants that had presented at a City Council meeting (request to address Council or speak at a public hearing) the majority (70%) felt that they had been treated respectfully. However, only 39% agreed that their interests and concerns were heard and given consideration. Survey respondents were split on whether the experience was constructive and worth their time, with 49% disagreeing and 44% agreeing. Further insight provided by focus groups participants and some public session participants indicated the opportunity to appear before Council occurs too late in the decision-making process and it appears that Council has already made up their mind on the matter prior to hearing from the public. Two major themes in open-ended survey comments were that Council's decisions appear to be made based on personal agendas and are not aligned with public opinion; and that public input is not considered in Council decision-making. Further detail on Council decision-making is included on page 11.

Barriers to Presenting at Council

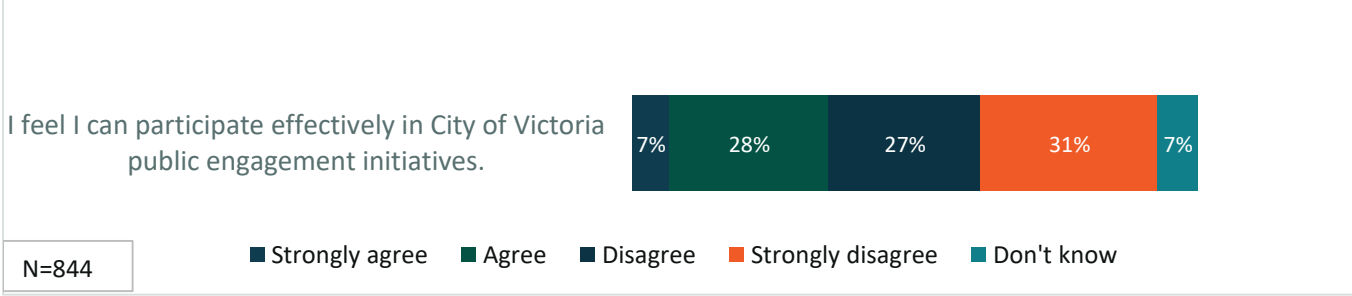
The set of survey respondents who had presented to Council were asked if they had experienced barriers with this activity and if so, to identify the most significant. Fifty-one percent (107) of this set of respondents indicated that they had encountered a barrier that made it difficult to present to Council. The three most frequently selected barriers were the amount of time required to appear (including waiting time) (63%), a belief that input would not be considered (52%) and Council meeting times (35%).

Stakeholder, public session and written submission feedback elaborated on barriers to participation in Council decision-making processes. These participants also identified lengthy meetings and late start times (for public hearings). Additional barriers identified were lengthy and difficult to digest Council agendas and challenges navigating the City website to find information on matters before Council, lack of ASL interpreter, imperfect accessibility features of online platforms, difficulty hearing in Council chambers, and safety, health, financial and transportation issues related to attending in-person meetings. Some focus group and public session participants added that the five-minute presentation time limit may not be adequate, adds pressure and can be a source of discomfort for public presenters.



Public Engagement

Fifty-eight percent of survey respondents disagreed or strongly disagreed that they can effectively participate in City of Victoria public engagement activities.



Seventy-nine survey respondents commented on improvements they would like to see in Council's processes for gathering public feedback including continued efforts to reach a more diverse group of citizens and creating earlier and greater awareness of initiatives and input opportunities. There were mixed opinions in survey responses on engagement with neighbourhood associations and CALUCs, with some feeling there should be more engagement

with them and others feeling there should be less emphasis, as membership often does not represent the diversity of neighbourhood demographics.

Stakeholder groups provided further insight, commenting that current practices are insufficient to engage marginalized groups, who are often the most impacted by initiatives and decisions. Specifically they noted communities such as lower income, newcomers, and property renters. In addition, they would like to see more pro-active features to enable accessibility and inclusion, including interpretation, transportation, access to computers, verbal explanation of graphical information etc.

Stakeholders and the public commented frequently that there are many opportunities for public engagement with the City of Victoria, however, input is often taken into consideration too late in a project process, for example during the implementation phase, to be fully considered by Council. Stakeholder groups also specified that advance notice or longer engagement periods would allow time for them to engage their members and provide collective feedback.

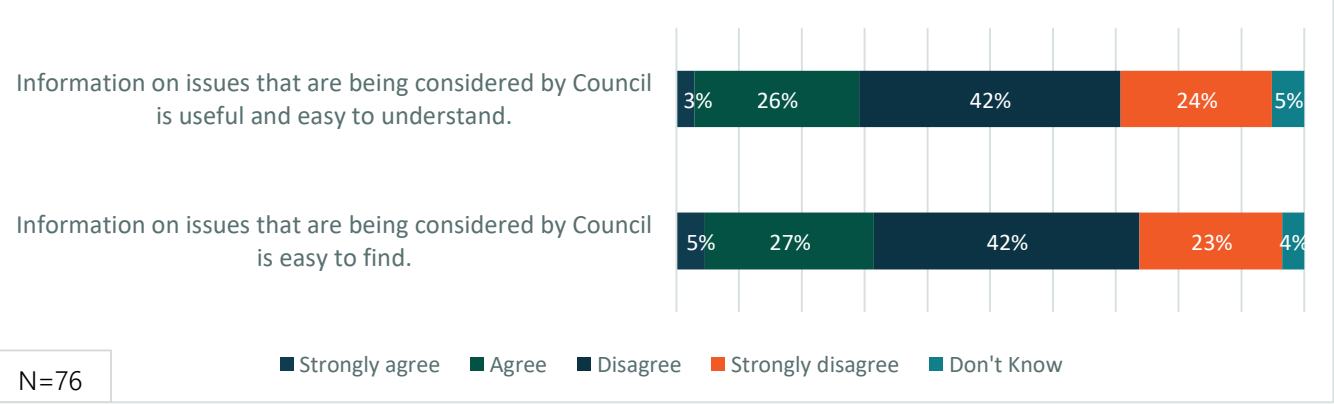
Members of the public and stakeholders expressed their frustration with taking the time and effort to provide input that does not appear to be considered in Council decision-making.

Twenty-six survey respondents commented positively on the City of Victoria's current public engagement practices, citing the many opportunities available to provide input.

Further feedback on Council decision-making is included on page 11 of this report.

Information to Support Public Involvement in Council Processes and Public Engagement

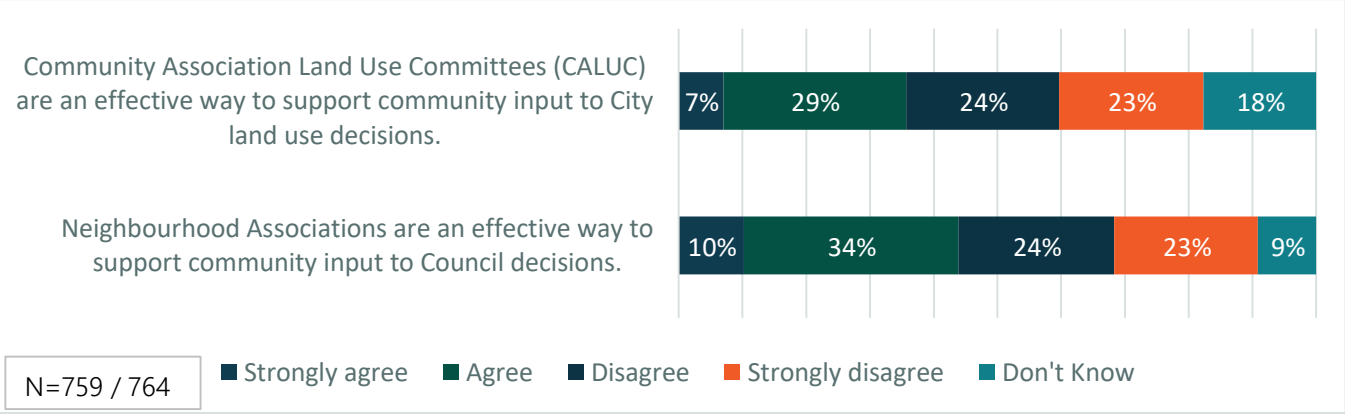
Sixty-six percent of public survey respondents disagreed or strongly disagreed that information on issues that Council is considering is useful and easy to understand. Additionally, 65% of public survey respondents do not consider information on issues that are being considered by Council easy to find. Comments provided in the public survey indicated that communication to the public is not user friendly or widely accessible. Specific reference was made to the inability for members of the public to devote the time and energy to review and provide comment on voluminous documents such as the 120- page budget document or 1200+ Middle Middle document. As mentioned previously, complex agenda materials are one of the barriers to effective public participation in Council meetings.



Feedback in focus groups, written submissions and survey comments suggested that materials be written in plain language, summarized, in accessible formats and available in advance. Some participants suggested that more time

is required to understand complex materials before providing feedback, a suggestion was put forward that a City staff member present the materials in advance to help increase understanding.

Neighbourhood Associations/CALUCs and Advisory Committees



CALUCs

Public survey respondents were split on their response regarding CALUCs. Thirty-six percent of the public survey respondents agreed or strongly agreed that CALUCs are an effective way to support community input to City and land use decisions while 46% of the public disagreed or strongly disagreed. Feedback from focus groups and survey comments indicated CALUCs often represent a very small demographic of a neighbourhood and therefore do not represent the views of all residents. Feedback from written submissions indicated it is unclear how input from CALUCs is considered in Council decision-making.

There were mixed opinions in survey comments on the effectiveness of engagement with neighbourhood associations and CALUCs on land use matters, with some feeling there should be more engagement with them and others feeling there should be less, due to the narrow demographic represented, and/or a desire to streamline approval of development applications that are consistent with the OCP.

Neighbourhood Associations

Public survey respondents were also divided on the effectiveness of neighbourhood associations. Forty-three percent of respondents agreed or strongly agreed that neighbourhood associations are an effective way to support community input to Council decisions while 47% disagreed or strongly disagreed. Feedback from written submissions and stakeholder groups noted that stronger terms of reference are required for neighbourhood associations to better understand the roles and responsibilities and how they interact with Council, including expectations for association input on relevant initiatives. Some members of the public and stakeholders stated that there are inconsistencies support for neighbourhood associations and the extent of their involvement with Council. Public survey respondents indicated some lack of connection between the neighbourhood associations and City staff and/or Council Liaisons.

Advisory Committees

Participants in focus groups, public sessions and written submissions also provided feedback on advisory committees. Focus group participants, and written submissions indicated that the role of advisory committees in Council decision-making is unclear, and that terms of reference are not clear or consistent. Specific concerns include having a better

understanding of the advisory committees' role in supporting Council, a desire for broader terms of reference, and clear expectations for when advisory committees are to be engaged on relevant matters. A clear and consistent process for including advisory committee input in staff reports was a common theme, as was a process for bringing forward recommendations directly to Council if a committee does not believe their input has been allocated sufficient weight in City reporting to Council. Stakeholder groups indicated advisory committees should be engaged earlier to ensure that there is stronger engagement on projects that effect various populations.

Table 2 –Key themes from public engagement about participation in Council decision-making

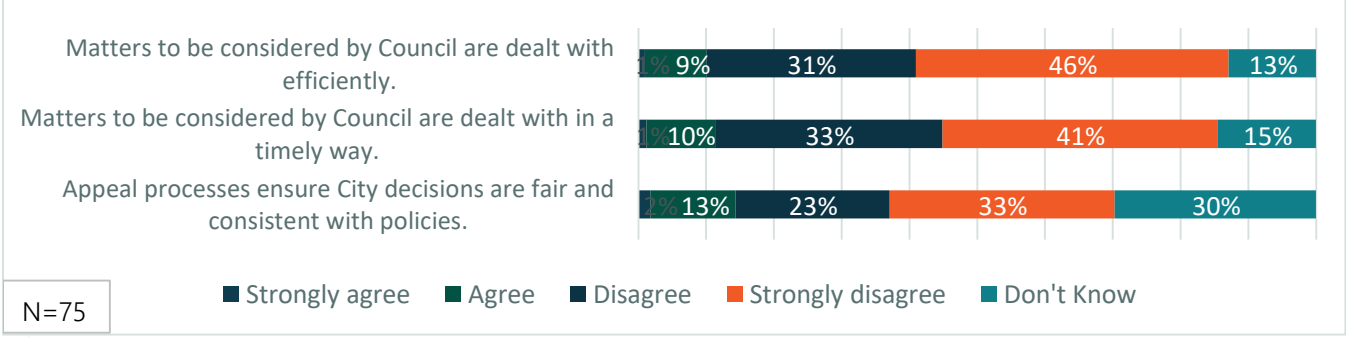
What We Heard	How it is Reflected in Recommendations
The public is not provided with adequate time and information to effectively participate in Council decision-making. • Time between published agendas (and updates) and meetings is not enough time to absorb lengthy, complex materials. *Challenges with advance notice and information available also apply to public engagement.*	*Recommendations include* • Streamline Council agenda materials to include a short, high-level summary of key decision considerations, followed by detailed background with user-friendly cross references. • Limit late submissions to already published agendas to only matters that are determined to be emergent by the Mayor
Long, lengthy Council meetings are a barrier to participation by members of the public.	• *Please see Table 3 – key themes about Council Decision-making*
Public engagement would be improved through greater engagement with marginalized groups and the residents most affected by a decision. Technology has enhanced the ability to participate in Council decision-making processes, however could be improved.	*Recommendations include:* • Incorporate and apply the updated principles of equitable engagement in the Engagement Framework and more broadly to other ways of providing access to Council decision-making. e.g. engage Advisory Committees as a means of developing relationships within equity deserving communities and work with them to co-create inclusive engagement processes. • Update technology so that the public address to Council, whether in delegation or at a public hearing, may use video. • Allow pre-recorded video submissions for public hearings and delegations on matters to be considered by Council.
Stronger terms of reference and understanding of roles and responsibilities are required for Advisory Committees.	*Recommendations include:* • Review terms of reference for alignment with requirements in City bylaws (open meetings, publishing agendas and minutes etc.). • Relieve members of Council from formal appointments as liaisons to Advisory Committees. • Formalize the expectations of the administration with respect to engaging and supporting Advisory Committees.

What We Heard	How it is Reflected in Recommendations
Forgoing income, low income or incurring direct costs to participate on an Advisory Committee may be a barrier to participation.	Establish a policy for remuneration and to reimburse expenses for public members of Council committees to remove barriers to participation.
Feedback from Advisory Committees, and Neighbourhood Associations is not incorporated into staff reports. Advisory Committee recommendations are not being received or considered by Council.	*Recommendations include:* • Formalize the expectation that staff work on policy matters related to an advisory committee mandate will include early engagement with the committee including a summary of committee input with the administrative report. Include a summary of "what we heard" back to the committee to correct any errors or omissions prior to finalizing the report • Formalize the process for Advisory Committee recommendations to be brought to Council with regular Council packages, including minutes, reports or recommendations. • Remove the expectation that the Council Neighbourhood Liaison will convey the concerns of the Neighbourhood Association to Council and establish a procedure to receive information or advocacy positions from Neighbourhood Associations so that there is a record of the information being received by Council
Reporting from CALUC meetings may be influenced by the personal views of the CALUC members.	Establish a requirement for recorded input from CALUC meetings to be posted to allow participants the opportunity to identify any errors or omissions before the information is officially submitted.

Council Decision-Making Processes

Efficiency of Council

Public survey respondents were asked to provide their input on the efficiency of Council.



Seventy seven percent of survey respondents disagreed or strongly disagreed that matters to be considered by Council are dealt with efficiently. Additionally, 74% of public survey respondents disagreed or strongly disagreed that

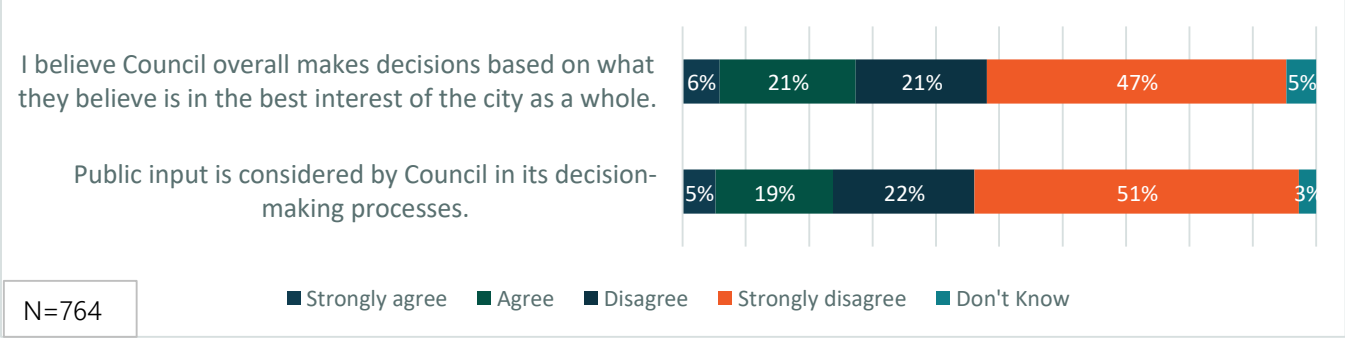
matters to be considered by Council are dealt with in a timely way. Feedback received from stakeholder groups with experience with Council processes indicate that Council decisions may be delayed if a matter gets sent back to the administration for advisory committee input or further public engagement. The timing of public input at the end of a decision-making process may also cause delay if it causes Council to reconsider their position on a matter. They also noted there can be lengthy delays in receiving staff reports. Stakeholders commented that lengthy delays in Council decision-making can negatively impact initiatives if new issues have arisen, or data supporting the recommendations is no longer relevant or accurate.

Fifty-six percent of survey respondents strongly disagreed or disagreed that appeal processes ensure that City decisions are fair and consistent with policies; a substantial percentage of responses to this question (30%) indicated "don't know".

Thirty-three survey respondents commented on Council meeting processes, noting that meetings are too long and can go late into the evening. These respondents stated that the meetings may be longer than required due to Council getting into administrative details, grandstanding, endless debate and veering off-course in discussions. Some respondents also commented that last minute Council member motions add to meeting length.

Effectiveness of Council Decision Making

Seventy-three percent of survey respondents also disagreed or strongly disagreed that public input is taken into consideration during Council's decision-making processes. Sixty-eight percent of respondents strongly disagreed or disagreed that Council overall makes decisions based on what they believe is in the best interest of the city.



The most frequent mention in open-ended survey comments is that Councillors appear to make decisions based on their own personal agendas rather than aligning with the priorities and needs of the public majority. Another frequent mention was that Council seems to only consider the opinion of the loudest rather than considering the opinion of the broader public. Some respondents also commented that staff expertise seem to be discounted in the Council decision-making process.

A major concern raised by many who engaged is that the City does not appear to use the feedback collected through engagement processes. Meeting participants noted that stakeholder input is not consistently reflected in reports, resulting in a lack of transparency regarding how public input was considered. Several comments noted that requesting public input is just an exercise to "check the box". Many also commented that Council decisions on matters appear to have been made prior to the public being able to provide any input. This leaves many members of the public feeling disrespected and that their time was not constructive. Meeting participants also commented that

Council may not recognize that volunteer groups do not always have the resources to respond to requests for input with the timeframes set by Council.

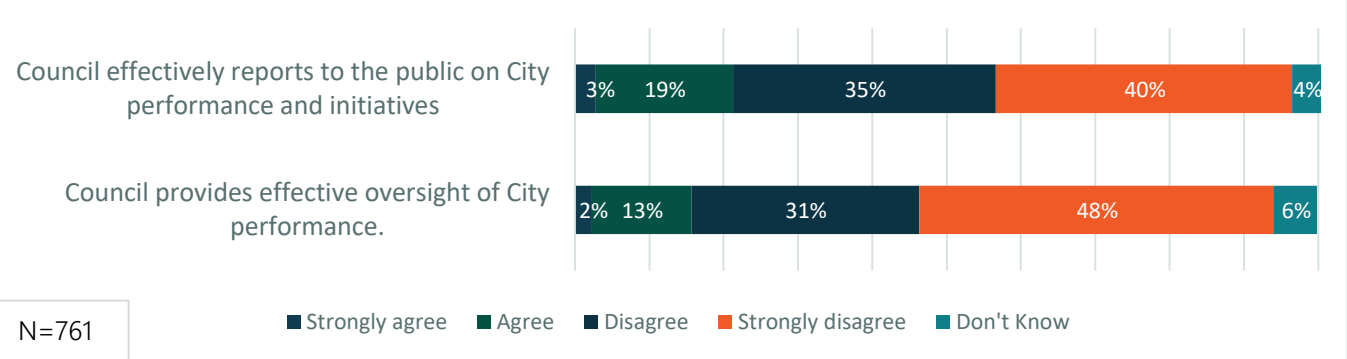
As mentioned previously, there were mixed opinions among survey respondents on the effectiveness of CALUCs in land use decisions. Some comments in surveys and written submissions favoured delegating more land use decisiosn to staff.

Table 2 - Key Themes from Public Engagement about Council Decision-Making Processes

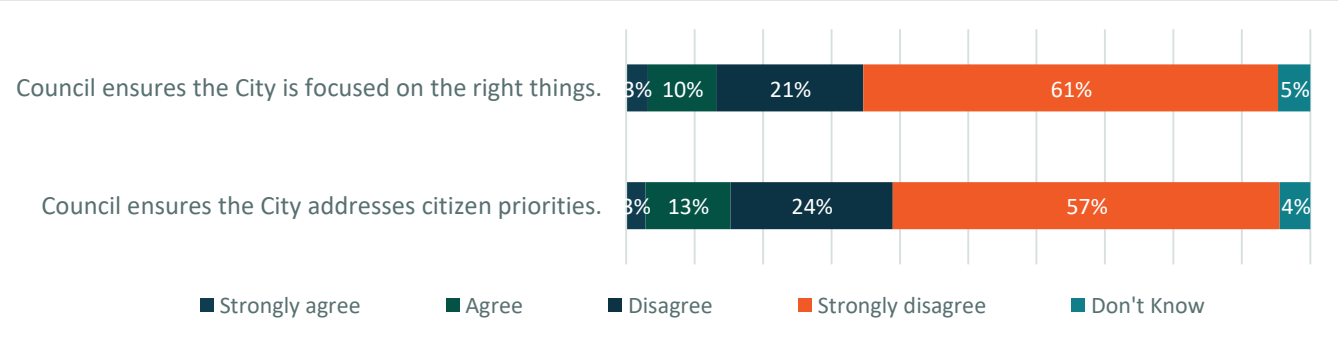
What We Heard	How it is Reflected in Recommendations
Council meetings are overly long partially due to Council digging into administrative details, grandstanding, endless debate and veering off-course. Long, late Council meetings are a barrier to participation by members of the public.	• Enable immediate ratification at Council of COTW recommendations to eliminate duplication of debate at Council meetings. • Delegate more authority to staff to reduce the number of matters to be considered by Council and eliminate discussion of administrative details. • Create a separate, distinct meeting for public hearings.
Council appears to make decisions based on personal agendas, the vocal interests of a few rather than the majority of the public. Public input (individual and representative) does not appear to be considered in Council decision-making.	• Receive public delegations on agenda items at COTW to enable fuller consideration of input • Ensure engagement feedback is effectively summarized for Council materials. Include an analysis of how the input is reflected in recommendations to Council and the public report of what was heard.
Public engagement would be improved through greater engagement with marginalized groups and the residents most affected by a decision.	• Incorporate and apply the updated principles of equitable engagement in the Engagement Framework and more broadly to other ways of providing access to Council decision-making. e.g. engage Advisory Committees as a means of developing relationships within equity deserving communities and work with them to co-create inclusive engagement processes.

Council Oversight of City Performance

Survey respondents were asked to provide their input on Council's oversight of City performance. Seventy-five percent of public survey respondents did not feel that Council effectively reports to the public on City performance and initiatives. 79% of survey respondents also did not feel that Council provides effective oversight of City performance. Meeting participants commented that reporting on progress is very delayed and measures appear be output based vs. outcome based, which makes it difficult to monitor outcomes and understand progress on the initiatives. Participants in focus groups and the public sessions noted that the Tri-Annual reports which report on many of the city's initiatives are not widely reviewed by the public and stakeholder groups. Focus group participants noted that action items not completed do not appear to be prioritized for follow-up.



Overwhelmingly, 82% of online survey respondents disagreed or strongly disagreed that Council ensures that the City is focused on the right things. Additionally, 81% of survey respondents disagreed or strongly disagreed that Council ensures the City addresses citizen priorities.



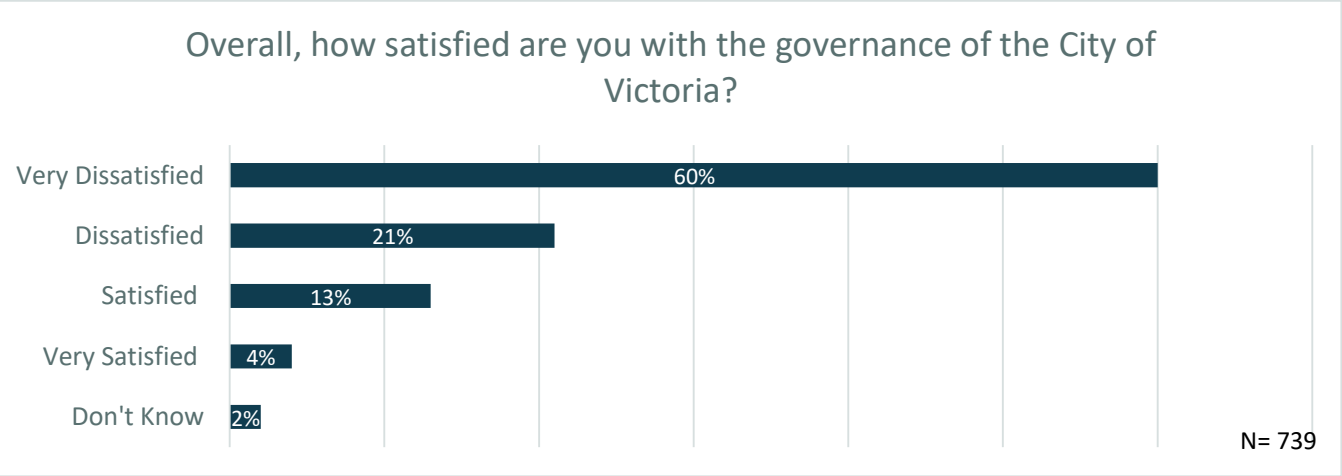
A common theme in survey comments is that Council priorities, represented in their agendas and decision-making, seem misaligned with broader public needs. A smaller number of survey comments expressed a different view with 24 respondents commenting on their satisfaction with Council's forward looking and socially responsible priorities. Some focus group participants commented that the strategic plan seems unfocused with its long list of objectives (action items).

Table 3 - Key themes from public engagement about Council oversight of City performance

What We Heard	How it was reflected in recommendations
• The Cities strategic plan is very detailed and not overly strategic. • Progress measures appear to be outputs rather than outcomes. Tri-annual reports include significant detail and are widely accessed by the public.	• Maintain a higher level focus for the municipal strategic plan. Clearly identify the target results and align specific measures to evaluate progress. • Develop user-friendly materials for public consumption for both the strategic plan and progress reports.

Overall Satisfaction with the Governance of the City

Public survey respondents were asked to provide their input on the overall satisfaction of the governance of the City of Victoria. Sixty percent of respondents were very dissatisfied, 21% were dissatisfied, 13% were satisfied and 4% were very satisfied.



Top Themes from Survey Open-ended Questions

Following the overall satisfaction question, survey respondents were asked to respond to two open-ended questions that asked what they are most satisfied with and what they would most like to see improved in the City of Victoria's Governance. Over 675 survey participants provided a response to one or both questions. Respondents tended not to differentiate between the two questions, ie. many commented on something they were dissatisfied with when asked what they were satisfied with. Therefore, the responses have been combined and results reported according to the nature of the comment. Responses also covered many topics not related to City governance, such as police, parks, and infrastructure. These comments have not been included in the summary analysis. Common themes related to governance from the open-ended responses are provided in the table below.

Table 5 – Top Themes from Survey Open-ended Questions

Most Satisfied With	#
Progressive, forward-looking Council with socially responsible priorities	39
Variety of opportunities for public input; addition of online options has increased access	28
Individual access to Mayor and Councillors to discuss concerns	19
Communication with the public • including videos, social media, newsletter, townhalls	19
Council that is getting things done	8

Most Needs Improvement	#
Councillors' personal, ideological agendas impact their decision-making • Decisions may not be in the best interest of the whole city and/or aligned with majority public opinion • Often focusing attention on ad-hoc, pet-projects vs. long-term, core municipal needs	186
Council straying into matters beyond its municipal mandate • Stick to core services e.g. road maintenance, parks, framework that supports local businesses • Concerns that taxpayer money being spent on initiatives that are provincial or federal responsibility (e.g. addictions, health, public housing, social justice matters)	125
PUBLIC INPUT Public input not considered in decision making process • Concerns raised by neighbours/CALUCs not reflected in reports and Council decisions • Generally, requesting public input is just "checking a box", decision has been made prior to requesting public input. Public input processes • Communication of input opportunities not always timely or reaching all who would be interested in participating • Further efforts to facilitate input from more diverse, harder to reach public required • CALUC / neighbourhood association demographics not representative of neighbourhood population and opinions	118 79
Council decision-making overly influenced by squeaky wheel - should consider majority public opinion, staff advice, not just loudest voices • Staff expertise discounted; more decisions should be delegated to staff	64 19
Land use specific public input processes • Mixed opinions on use of CALUC / neighbourhood input o Neighbourhood input should be sought on all development o Development that aligns with OCP should be approved, to speed up the process and increase consistency	61
Lack of transparency • Would like more information on reasons for decisions that went against public opinion • Too many decisions made in-camera • City Family process lacks transparency	43
Council meeting management • Meetings are too long, made longer by Council nitpicking small details, grandstanding, endless debate, veering off-course • Last minute motions consume Council time and do not provide an opportunity for the public to weigh in.	33
Better connection with neighbourhoods	28

Most Needs Improvement	#
• Ward system • More engagement with Council neighbourhood liaison Neighbourhood associations that better represent the demographics of community	
Accountability for performance • Measurement and reporting on progress towards goals, outcomes is lacking • Outstanding items do not appear to receive follow-up • More honesty in reporting progress, review policies and admit when something is not working	26
Information available to the public • Need user friendly, summarized, accessible information on matters being considered, decisions that have been made by Council, and for reporting on significant initiatives o e.g. 120 budget document or 1200+ page Missing Middle documents too long for the public to review and comment on.	24
Council member conduct and conflict of interest • Disrespectful behaviour, involvement in external groups that may be in conflict of interest	19

Next Steps

Key findings from stakeholder and public engagement have been considered along with a review of current documentation, engagement with City of Victoria Council members and senior leadership and comparison with other Canadian cities to inform MNP's Report of Recommendations to improve the City of Victoria's governance structures and processes. The report of recommendations is expected to be submitted to Council at the Committee of the Whole meeting on July 21, 2022 for their consideration.

Appendices

Appendix A – Survey respondent demographics

Appendix B - Written Submissions

Appendix C – List of organizations that participated in a focus group

Appendix D - Promotional Material (Facebook & Twitter Ads, Newspaper Ads)

Appendix E – Comparison of City of Victoria and Other Jurisdictions Governance Processes

Appendix F - Data Collection Tools

- Survey
- Written Submission Guide / Focus Group Question Guide
- Public Event presentation and questions

Appendix A - Survey Respondent Demographics

What City of Victoria neighbourhood do you live in?

Burnside Gorge	53
Downtown	61
Fairfield	143
Fernwood	76
Gonzales	66
Harris-Green	17
Hillside-Quadra	45
James Bay	159
Jubilee	41
North Park	36
Oaklands	50
Rockland	37
Victoria West	81
Resident of other area that owns property or business in the City	16
TOTAL	881

Non-resident, does not own property or business in City of Victoria (not included in survey analysis)	70

2. Please select the category that includes your age

	%	#
19 or under	0%	1
20 to 24	1%	9
25 to 34	10%	88
35 to 44	15%	130
45 to 54	18%	152
55 to 64	23%	199
65 or over	33%	288
TOTAL		867

Appendix A - Survey Respondent Demographics

What is the highest degree or level of school you have completed?

	%	#
Prefer not to say	5%	46
Some high school	1%	7
High school diploma or equivalent	4%	32
Apprenticeship or trade certification	3%	29
Some university or college	17%	146
Bachelor's degree / college diploma	40%	349
Advanced degree (Master or Doctorate)	30%	258
TOTAL		867

What is your total annual household income?

	%	#
Prefer not to say	20%	172
Under $25,000	3%	22
$25,000 to $49,999	10%	87
$50,000 to 74,999	15%	133
$75,000 to $99,000	12%	106
$100,000 to 124,999	15%	130
$125,000 or over	25%	217
TOTAL		867

What gender do you most identify with?

	%	#
Prefer not to say	7%	63
Female	46%	397
Male	45%	389
Non-binary	1%	9
Transgender	0%	4
Prefer to self-describe:	1%	5
TOTAL		867

Do you consider yourself part of an equity-seeking group?

	%	#
Yes	26%	223
No	74%	644
TOTAL		867

[redacted]

From: stan bartlett <grumpytaxpayers@gmail.com>
Sent: April 28, 2022 10:03 AM
To: Consulting Services Public Consultations
Subject: City of Victoria Governance review - Submission by Grumpy Taxpayer$

CAUTION: This email originated from outside of the MNP network. Be cautious of any embedded links and/or attachments.
MISE EN GARDE: Ce courriel ne provient pas du réseau de MNP. Méfiez-vous des liens ou pièces jointes qu'il pourrait contenir.

Inconvenient truths about municipal governance

Judgement day for local politicians is a few months away and voters are already getting a little twitchy.

It's never easy figuring out who should come and who should go, and then living with the municipal election results for the next four long years. Critics believe there are insufficient ways to even make an educated decision about the fate of 93 local politicians across the South Island.

There are inconvenient truths.

To our dismay there's no municipal government for Greater Victoria that's directly responsible to voters.

Instead there's a patchwork of 13 neighbourhood municipalities, three electoral areas, and the Capital Regional District that delivers 200 or so services region-wide or through a shared service delivery model.

Only one small problem: As a result of this convoluted governance model, the 24-member CRD board cannot respond effectively to serious regional issues such as crime, health and transportation. Members for the most part are responsible only to their own municipality.

Next, there's the frequent meetings closed to the public held in accordance with the Community Charter. To encourage transparency these in-camera meetings are supposed to be held in very specific circumstances, for example, discussion of a legal or human resources matter.

But some local councils spend more time in closed-door meetings than they should, especially during the last two tumultuous years. If there's a controversy or a sensitive topic, transparency disappears and meetings sometimes default to a shut door.

There's a grey area around what justifies a closed door meeting and senior administration - employed by council - usually make the ruling. Voters get the sanitized, short version of the discussion later, if at all.

It's an inconvenient truth when legal disputes - that reflect poorly on the performance of a local council - often don't reach the ears of the public.

If you sit around a corporate board table, directors demand to know who is suing the company, the result and the cost of any settlement. It's one way to judge the competence of organizations and the management.

There were several lawsuits in conjunction with the Johnson Street bridge replacement fiasco for example and we still don't know the outcome. Perhaps the governance structure should change to avoid lawsuits next time around. Perhaps the performance of council was exemplary and there were no payouts.

Annual reports, statements of financial information and the rest of the verbiage that comes out of municipal

halls don't report on lawsuits, the results and costs. Although councils must follow the rule of law, sometimes you never learn about the liabilities put on the taxpayer.

There's also a challenge to all councils to represent all voters not just those who voted for them or represent one faction.

Some do this better than others while recognizing there's a finite amount of budget dollars, various priorities and sober choices to be made.

A dose of fiscal reality is required to moderate ideological based policies, councillors chasing their pet projects, or hell bent on changing the world.

The business community often says privately they are afraid of reprisals if they speak out and so avoid running for council. Some chambers of commerce rarely take a controversial stand and function more as a social club than a partner in leading the community.

On the other hand, some councils have plenty of business representation, arguably to the detriment of broader community representation and focus on critical issues.

Finally, the quality of reliable information taxpayers receive is inadequate and inconsistent.

A priority for most municipalities - particularly in the months prior to an election - is to put out endless public relations stories. The controversial stuff is censored or eliminated.

If asked by the media about sensitive issues, municipalities will often hide behind freedom of information legislation and delay informing the public.

Media increasingly run one-source stories instead of providing varying views. At one time journalists would be told to find another job if they ran a sole-source story.

Social media outlets and the trolls that frequent them - such as Local Governance 2.0 - seem to spend more time on sniping than civil discussion.

Taxpayers are often forced to go to the municipal online source itself and to believe the government version.

At the end of the day there are various inconvenient truths around local governance. These roadblocks are often designed to sustain the status quo and present a sanitized version of municipal governance.

Fortunately there are other ways to hold your council more accountable. Do your research and arm yourself with as much knowledge as possible before heading to the poll.

A better informed electorate holds our local governments more accountable and gets better value for our tax dollar.

-30-

Stan Bartlett, Vice Chair
Grumpy Taxpayer$ of Greater Victoria

grumpytaxpayers@gmail.com - **250.477.9907**

Stakeholder Focus Group Guide

The City of Victoria has engaged MNP LLP to conduct a review of its governance structure, systems and practices. MNP will be providing the City with recommendations for changes to any key by-laws, policies, guidelines and practices to support efficient, effective and inclusive governance. The review will consider ways the current model is effective and how it may be improved to further support these principles.

As part of this review, we are seeking input from organizations and individual residents regarding what is working well and where improvements could be made, particularly regarding transparency, accountability and how these stakeholders are able to participate in Council decision-making. A summary of stakeholder input will be included with the public report on the governance review.

Background information on the Governance Review project can be accessed at engage.victoria/governance-review.

Confidentiality

Individual feedback will be retained by MNP and will not be released to the City of Victoria or any other party without your express permission. Findings will be reported as summary themes, with no identifying information. If an organization elects to provide a formal written submission, the submission will be provided in its entirely to the City of Victoria.

Questions

1. What is your organization's mandate. How is it your organization or its members typically involved in interactions with the City Council or a committee of Council?
   Silver Threads Service (STS0 is a charitable, not-for-profit senior serving organization with centres in Victoria and Saanich.
   The City of Victoria delivers recreation through the Crystal Pool and a decentralized model by providing funding to 7 community and 3 senior centres. STS is one of the 3.
   The 7 community centres are connected in some way to their respective Neighbourhood Association, the Neighbourhood Associations are assigned a Council Liaison so the members and leadership of the community centres would have access and a relationship with City Council.
   The Senior Centres do not have a formal connection with a Neighbourhood Association. As a result, they do not have access to City Council in the same way.

2. Do you feel there is reasonable access and opportunity for organizations/citizens to participate in the decisions before Council? What barriers may exist?
   For our members the barriers include transportation, safety issue, finance and health, specifically to attend in person meetings. Lack of access to Wi-Fi and computer skills to access on line is also a concern.

3. Is information on issues being considered by Council easy to access? How would you describe the information that is available? What gaps might exist?
Personally, I find it easy to access information through the web site. Written general communications are sent to my home and work with City updates. The gap is really for those who are not tech savvy (most of our clientele).

4. Have you participated in any of the City's hearings or appeal processes? If yes, what works well? What do you believe are priorities for improvement?
Yes, I have had to present or lobby on occasion, not having late night meetings would be an improvement.

5. In your experience, are matters to be considered by Council brought forward and dealt with in a timely way? Efficiently? Please explain.
Generally, yes, there is a structure and process.

6. How would you describe Council's role in providing oversight of the City? What seems to work well? Any priorities for improvement?
Concerns of seniors are top of mind for me. Our Victoria Centre is located at Quadra and Caledonia (across fro the Police Station) and we do get feedback that people don't feel safe in this neighbourhood. The relationship and level of support from Council to the Police Department is needing improvement.

7. Does available information meet your needs to understand City budgets or performance? Please explain. Yes.

8. How well does Council address citizens' priorities? Support the overall effectiveness of the city? There is effort, but resource challengs.

9. Do you believe Council is effective overall in making decisions based on the best interest of the city? Please explain.
It is easier to hear and react to the vocal minority, and the squeaky wheel does get the grease. I would like to see move effort to reach out to our elders.

10. Other Key Topics of Interest . . .
In 2019/20 there was a Seniors Tasks Force with many members of seniors serving organization as well as the public, a document with recommendations was accepted by Council. Sadly, nothing has happened with it and that is unfortunate.

Thank you for taking the time to share your insights

Please continue to promote the public input opportunities available at engage.victoria.ca/governance-review to those in your network. The survey is open until May 13.

VICTORIA DOWNTOWN RESIDENTS ASSOCIATION

SUBMISSION TO

THE CITY OF VICTORIA GOVERNANCE REVIEW

The Victoria Downtown Residents Association ("DRA") is the official community organization representing people living in Victoria's Downtown neighbourhood (formerly the Downtown-Harris Green neighbourhoods). We have identified a number of issues respecting the City's Governance Review specific to our organization.

While being officially recognized by the City[1] as representing people living in the Downtown neighbourhood, we operate without any formal terms of reference to guide not just our role and responsibilities to the City and to the residents we represent, but also the role and responsibilities of the City to our organization and to our residents. This also means a lack of formal means of, or requirement for, communication to and from the City on matters directly affecting our neighbourhood and our residents. Additionally, our funding is limited and precarious, and we face a substantial inequity when compared to many of the City's other neighbourhood associations, not just in funding but also in physical amenities.[2]

No formal terms of reference

Within this vacuum, as required by the BC Societies Act, we have adopted a formal Constitution and Bylaws and hold an annual general meeting at which our 100% volunteer Board is elected by resident members. The Board meets monthly, and we have six formal committees. We have adopted internal governance policies and communicate with members and others through our website, monthly e-newsletter, Facebook, Twitter and Instagram.

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[1] In this submission "City" includes both Council and staff unless otherwise noted.

[2] In conducting this review, MNP needs to be aware that the Neighbourhood Associations differ substantially in terms of funding and amenities, with several of Victoria's NAs having substantial physical assets and funding.

Without terms of reference, we have adopted as our mandate the fostering of a diverse, vibrant, and safe Downtown neighbourhood. In carrying out that mandate we promote, facilitate, support and undertake activities to enhance the quality of life and the environment of the Downtown neighbourhood for our residents including, but not limited to:

- promoting the downtown core as a good place to live,
- fostering residents' control of land development and redevelopment within the area,
- helping preserve cultural and architectural heritage sites within the area, and
- fostering a sense of community for residents in the Downtown neighbourhood.

In these activities, we look to engage our residents in civic activities, and we support Council's Strategic Plan objectives, including but not limited to: Strong, Liveable Neighbourhoods; Health, Well-Being and a Welcoming City; and Good Governance and Civic Engagement.

Formal terms of reference would provide us with greater legitimacy and stronger focus in undertaking our activities and would acknowledge and support the critical role NAs play in effective and responsive local governance.

Communications with the City/Lack of Transparency

While Council appoints a councilor liaison for each NA who is expected to inform the NA of City programs, initiatives, and activities and to bring forward the NA's concerns to Council, the timeliness and extent of that communication can be limited and frequently inadequate. And the assigned staff liaison is often limited in what they can share with us. Often City programs, initiatives and activities are presented as a finished product – without any consultation with the NAs, even where directly affected.

A prime example is the City's proposal for a Downtown community centre at 926-930 Pandora – in the middle of Victoria's equivalent of Vancouver's Downtown Eastside with significant issues of drug use, homelessness and crime. This plan was developed without ANY input from the DRA and communicated to us only a matter of hours

before a media announcement. While invited to be the community centre operator (to be shared with North Park Neighbourhood Association), this lack of consultation was followed by a failure to effectively engage with us for over four months, and the withholding of key information, such that we had no option but to decline to participate.

A second example is Council's initiative for adjustments to the NA boundaries. The NAs were not consulted whether such adjustments were necessary or required before the City distributed an information package to residents that was lacking in information about what NAs do and what Council's proposed changes might mean. The City's survey was overly simple and when its results were inconclusive, council off-loaded the issue onto affected NAs to try to resolve.

So while the City claims to apply the IAP2 consultation protocols, those protocols are frequently not applied, and when applied are often seen to be simply window dressing rather than truly meaningful and effective consultation.

Another consequence of the two above-described matters, and a number of others, is that the City in effect "hijacks" our own strategic plan and agenda, forcing us to drop what we are working on to respond to the City's perceived priorities, taking up our very limited volunteer capacity to serve the City's agenda, and not our own equally valid agenda and plans.

Further, often our communications with the City are not only not formally or even informally acknowledged, and on more than one occasion they did not make it into the materials placed before Council.

Far too often, when the Community Land Use Committee (CALUC) holds a public meeting on a development proposal and submits a letter to Mayor and Council with a summary of comments from meeting participants and CALUC members, there is virtually never any feedback from the City and it is far too often felt that the voices of the neighbourhood are being either dismissed or ignored.

And the lack of communication and transparency extends to the City's determinations when to move forward with or when to shelve an initiative. For example, the City initiated a liquor policy review, engaging a contractor to make recommendations for a consistent framework when considering liquor licencing applications. The DRA

and many others participated in the review. Despite the significant work, that review has been shelved for a number of years without any explanation, while literally hundreds of additional seats have been added to the existing liquor capacity, with almost all of those seats being located in our neighbourhood, often close to existing or under-construction residences, and hours of operation extended to late nights, all on an ad hoc basis.

Access to Information

The City does not make important information easily available to us or to our residents.

Council meeting agendas frequently use bureaucratic terminology so that finding an item, or determining what a listed item is about, is difficult. Plus working one's way through the sometime voluminous supporting material can be very difficult.

The City's Development Tracker, to which citizens are directed to find out information about developments, is for the most part inaccessible to all but the most highly knowledgeable due to the number and complexity of the documents. Simple easy-to-understand summaries and concise updates are sorely lacking.

In addition, information that the City could share with us to make our work easier is not provided. We have no list of resident occupied buildings in the Downtown neighbourhood (a more difficult determination than most other neighbourhoods), and City mailing lists are not made available to us so that we can more easily contact our residents.

Access to Stable Funding

While we are grateful for the per capita base grant funding provided by the City, it is based on often outdated census information, which does not reflect the rapidly increasing population due to the significant construction projects recently and continuing to be completed in our neighbourhood.

Our very recently approved funding for part-time staffing is, at best, precarious, and is provided only on an annual approval basis, which can make it difficult to attract and retain staff or to effectively plan. Other NAs have assured annual funding.

Access to Equitable Amenities

Unlike many other NAs, the DRA has no physical presence by way of a community centre. This limits our ability to raise our profile with our significant challenges of no common meeting places - our neighbourhood has no public schools, no playgrounds, and no dog parks where our residents, who almost exclusively live in multi-unit silos, can meet and build community.

Our parks are seriously limited in number and size, despite Council's repeated objective to provide green space downtown, even though almost all of the Downtown residents live in high rises without any access to private yards or gardens.

The City continues to approve numerous density bonuses for Downtown developers without requiring sufficient financial contributions to Downtown amenities, and even diverting what little amenity funding that does exist to providing affordable housing instead. While affordable housing is desirable, it should not be at the cost of simple public amenities within our high-density neighbourhood.

Conclusion

The City governance review should include a strong recommendation for a consultative process to develop formal terms of reference to support NAs in effectively representing their residents to Council and to ensure that the City is effectively supporting the NAs to do that.

Submitted by,

Sandra Severs
President
Victoria Downtown Residents Association

Appendix C – Organizations that Participated in a Focus Group

Action Committee of People with Disabilities

Cool Aid

City of Victoria Active Transportation Advisory Committee

City of Victoria Accessibility Advisory Committee

Downtown Residents Association

Downtown Victoria Business Association

Fairfield Gonzalez Community Association

Greater Victoria Coalition to End Homelessness

Greater Victoria Chamber of Commerce

James Bay Neighbourhood Association

James Bay New Horizons

MS Wellness Centre

North Park Neighbourhood Association

Hillside Quadra Neighbourhood Action Committee

Urban Development Institute

VE Harbour Society

Victoria Construction Association

Victoria Disability Resource Centre

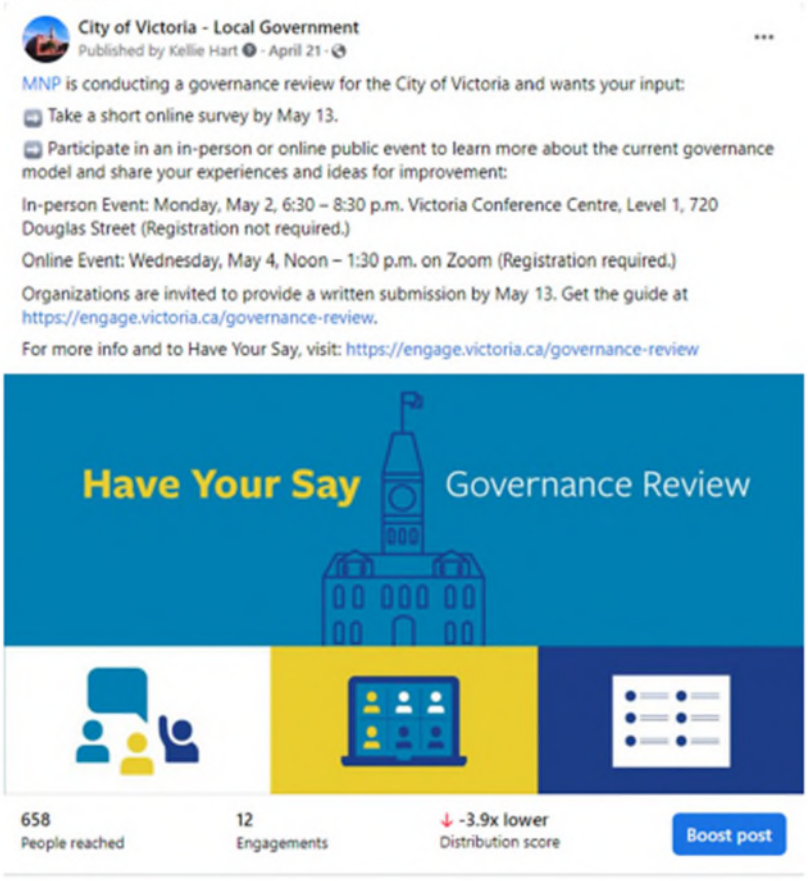
Appendix D – Promotional Materials

Twitter post

Twitter

Facebook post

Facebook



Instagram Post

Instagram

City of Victoria @cityofvictoria
Apr 21

@mnpllp is conducting a governance review for the City of Victoria and wants your input:

- Take a short online survey by May 13.
- Participate in an in-person or online public event to learn more about the current governance model and share your experiences and ideas for improvement:

In-person Event: Monday, May 2, 6:30 – 8:30 p.m. Victoria Conference Centre, Level 1, 720 Douglas Street (Registration not required.)

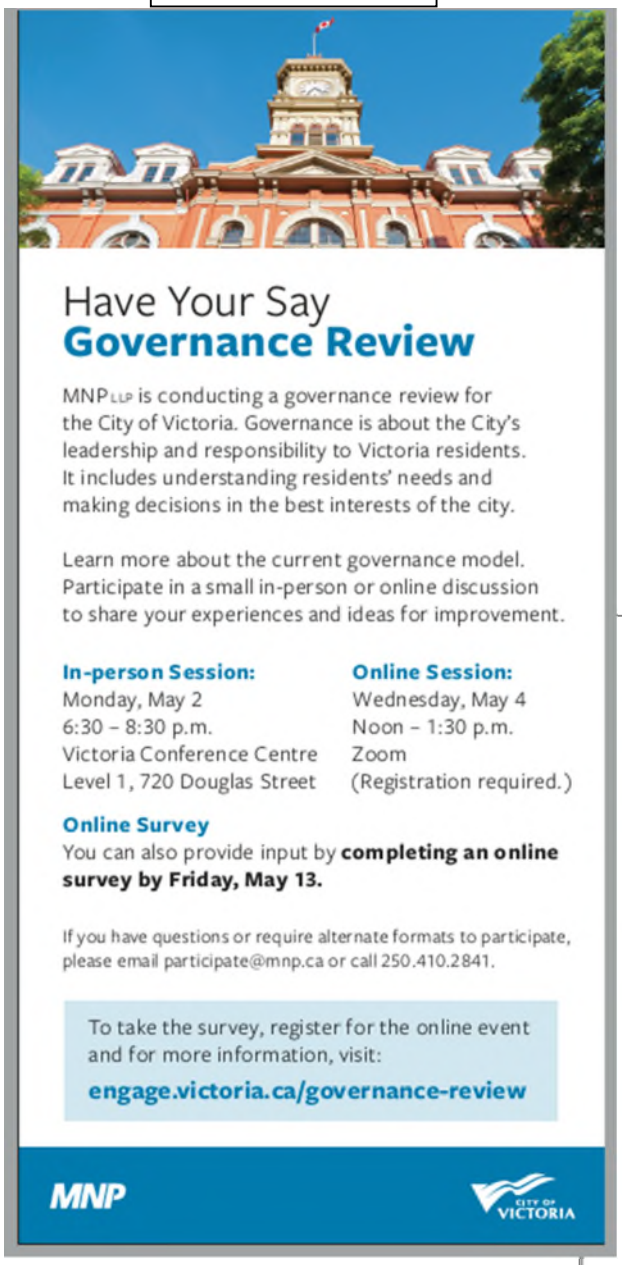
Online Event: Wednesday, May 4, Noon – 1:30 p.m. on Zoom (Registration required.)

Organizations are invited to provide a written submission by May 13. Get the guide at engage.victoria.ca/governance-review

For more info and to Have Your Say, visit:
engage.victoria.ca/governance-review
Read less

Boost post

Times Colonist and Vic News Ad



Media Release

Media Release

Thursday, April 21, 2022 | For Immediate Release

Residents Invited to Get Involved in City of Victoria's Governance Review

VICTORIA, BC – MNP LLP, the consulting firm engaged to conduct the governance review for the City of Victoria, is looking for public input to help shape the City's governance structures and processes. The review will consider ways the City's current governance model is effective and how it can be improved.

Governance involves the structures and processes for decision making, focusing on openness and accountability. It's about the City's leadership and responsibility to residents. It includes understanding residents' needs and making decisions in the best interests of the city.

The goal of the review is to provide Council with recommendations for changes to any key bylaws, policies and guidelines and to support best practices for efficient, effective and inclusive governance.

The public is invited to get involved by completing a 10-minute online survey or attending a public event.

MNP will also be meeting with representatives of groups with an interest in business, planning and development and community well-being. Written submissions on behalf of organizations can be submitted to participate@mnp.ca.

For those who wish to participate in a group setting, in-person and virtual public events will be offered where people can learn more about the City's governance and share their experiences and ideas for improvements. Each session will include a brief presentation and facilitated, small break-out discussions.

In-Person Session:	**Online Session:**
Monday, May 2, 2022	Wednesday, May 4, 2002
Victoria Conference Centre	Noon – 1:30 p.m.
Level 1, 720 Douglas Street	Zoom
Registration is not required.	Registration is required.

Feedback is being accepted until **Friday, May 13, 2022.** Take the survey, register for the online event and learn how the City's current governance model compares to other Canadian cities at: engage.victoria.ca/governance-review.

—30—

For More Information:

Bill Eisenhauer
Head of Engagement, City of Victoria
250.858.1061 | beisenhauer@victoria.ca

CITY OF VICTORIA GOVERNANCE REVIEW
CURRENT STATE

Regulatory Framework – the rules for how the City is governed

Legislation (Provincial Authority)

- *The Community Charter**
- *The Local Government Act*
- Bill 26 – Proposed amendments to the *Community Charter* (including Code of Conduct, streamline development approvals)

** Province and Municipality have concurrent authority in four areas [public health, natural environment, wildlife, soil removal or deposit]*

Bylaws (Municipal Authority)

- Council Procedures Bylaw 16-011
- Land Use Procedures Bylaw 21-055

For more information go to engage.victoria/governance-review

Opportunities for the Public to Communicate with City Council

City-directed Public Engagement Processes
City staff may directly seek the input of citizens of Victoria on various topics. The process may vary, depending on the topic, and is guided by the Engagement Framework approved by Council.

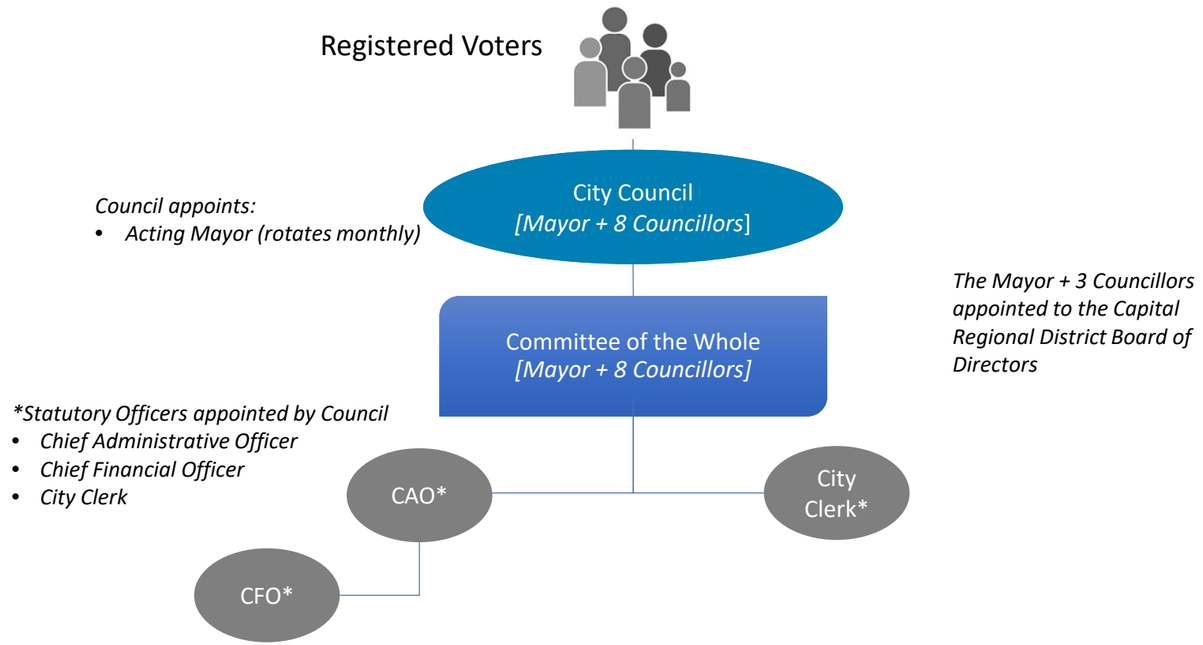
Request to Address Council
A person or group who wishes to address Council on an agenda item, or any other topic at a Council Meeting, can make a request to Legislative Services. [click here]

Public Hearing / Opportunity for Public Comment
Citizens may convey their views on development applications under a City bylaw at *public hearings*. For applications where a public hearing is not required, Council may invite *Public Comment*. Council meetings and public hearings are open to all members of the public. [Public Notices]

Neighbourhood Association
Council Liaisons and City staff attend Neighbourhood Association meetings to provide information and respond to inquiries. Councillors may also relay neighbourhood issues to Council if an issue requires Council attention. [click here]

Contact Members of Council
Share your feedback on any topic with all of Mayor and Council or individually. Contact information is posted on the City's website.[contact information]

Current Governance Structure – the way City Council is organized



Advisory Committees

Advisory Committees provide feedback and recommendations to the City to inform the development and implementation of City policies. They may conduct related independent research. Members are appointed by Council, include a Council Liaison and are governed by Terms of Reference. Council may also appoint task forces for specific, time-limited initiatives.

Accessibility | Active Transportation | Art in Public Spaces | External Grant Review | International Decade for People of African Decent | LAND USE Design Panel , Heritage Advisory Panel | Music | Renters | Seniors | Urban Food Table | Welcoming City

City of Victoria Neighbourhoods (13)
Councillors are appointed as the Neighbourhood Liaison for one or more Neighbourhood Associations.

Neighbourhood Associations appoint **a Community Association Land Use Committee (CALUC)**

The procedures for processing rezoning and variance applications require that the CALUC host a Community Meeting on all proposed rezoning applications in order to ensure the community is notified about proposed land use applications and to facilitate discussion of the application between the applicant and the community.

How Do We Compare?

City	Size of Council	Population (2021)	Committees of Council / Advisory Committees	Public Access to Council	Strategic Plan	Development Approvals * Public Hearing Body	Council Code of Conduct / Integrity Commissioner
Victoria, B.C.	Mayor + 8 Councillors (all elected at large)	91,867 397,237 (CMA)	Committee of the Whole 12 Advisory Committees	Agendas published 4 business days prior to meeting Public can request to speak at Council Meeting - agenda item or any other matter 5 minutes per individual or group	4-year strategic plan Tri-annual Report on progress	• Director • Board of Variance • Council *	No (both)
Vancouver, B.C.	Mayor + 10 Councillors (all elected at large)	662,248 2,773,148 (CMA)	2 Standing Committees of Council 38 Civic Agencies or advisory committees.	Agendas published 5 days prior to meeting. Public can request to speak at Standing Committees, Council Meeting. 5 min. per individual or group.	1-year corporate plan	• Director/ Development Permit Board (staff) • Council*	Yes – Code of Conduct Yes – integrity commissioner
Kelowna, B.C.	Mayor + 8 Councillors (all elected at large)	144,576 229,400 (CMA)	7 Advisory Committees	Agendas posted minimum of 48 Hours prior to meeting. No delegations at Council meetings unless by special request of Council. Public hearings – 5 minutes per individual or group.	4-year council priorities 1-year action plan Annual report on progress	• Manager • Council*	No (both)
Regina, SK	Mayor + 10 Councillors	226,404 263,659 (CMA)	2 Committees of Council (Exec., Planning) 2 Advisory Committees	Agendas posted 5 days prior to meeting. Public can request to speak to agenda items at Council or Committee; any other matter at Executive Committee. 5 min. per individual or group.	4-year strategic plan	• Director/staff* • Planning Commission • Council	Yes – Code of Conduct Yes – Integrity Commissioner
Windsor, ON	Mayor + 10 Councillors	229,660 351,116 (CMA)	4 Standing Committees 20 Advisory Committees	Agendas published minimum 3 days prior to meeting. Public can request to speak at Standing Committee and Council meetings – agenda items only. 5 min. per individual or group.	20-year strategic vision 4-year strategic plans (not yet implemented)	• Council • Development and Heritage Standing Committee* • Committee of Adjustment*	Yes – Code of Conduct Yes – Integrity Commissioner
Kitchener, ON	Mayor + 10 Councillors	256-885 575,847 (Kitchener-Waterloo, CMA)	3 Standing Committees 9 Advisory Committees	Agendas published 3 days prior to the meeting. Public can request to speak at Standing Committee and Council meetings – agenda items only. 5 min. per individual , 10 minutes for group of 5 or more.	4-year strategic plan	• Council • Committee of Adjustment • Planning and Strategic Initiatives Standing Committee*	Yes – Code of Conduct Yes – Integrity Commissioner
Québec City, QC	Mayor + 21 Councillors	549,459 836,837 (CMA)	1 Standing Committee (Exec.) 6 Borough Councils 27 Neighbourhood Councils	Agendas published minimum 1 day prior to meeting. Public question period at Council meetings, total 45 minutes. Public questions read, Council response at Borough Council meetings.	Not available	• City Council* • Borough Council*	Yes – Code of Conduct Yes – Provincial Commission
Halifax, NS	Mayor + 16 Councillors (Regional Council)	439,819 460,274 (CMA)	6 Standing Committees 4 Community Councils ~15 Advisory Committees	Agendas published 2-4 business days prior to meeting. Public can request to speak at Community Council, Standing Committee – agenda item or any other matter. 5 minutes per individual or group – agenda items 10 minutes per presentation – other items.	5-year strategic plan	• Director/staff • Community Council • Regional Council* • Design Review Committee	Yes – Code of Conduct No – Integrity Commissioner
St. John's, NL	Mayor + Deputy Mayor + 9 Councillors (5 ward, 4 at large)	110,525 205,955 (CMA)	Committee of the Whole (portfolios assigned) 4 Advisory Committees	Agendas published 3 days prior to meeting. Public can request to speak at Committee of the Whole – agenda item or any other matter. 15 minutes per presentation.	10-year strategic plan	• Council*	Yes – Code of Conduct No – Integrity Commissioner

Advisory Committees – committees comprised of members of the public that provide advice to Council on matters referred to it

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CITY OF VICTORIA

City of Victoria Governance Review Public Survey

We are seeking resident input on what is working well and where improvements could be made to the City of Victoria's governance structures and practices, particularly on transparency, accountability and how residents are able to participate in City decision-making.

This survey will take approximately 10 minutes to complete. It will be available until May 13, 2022.

Introduction

Governance and Civic Engagement is identified as a strategic objective in the City of Victoria's Strategic Plan. As part of fulfilling that objective, the City is currently conducting a review if its governance structures, bylaws and practices.

MNP LLP has been engaged as an independent third party to conduct the governance review, considering ways the current model is effective and how it may be improved to further support efficient, effective and inclusive governance.

As part of the review, we are seeking public input, to understand residents' experiences with and opinions of the City's governance structures, processes and priorities for improvement. The input provided through this survey will be considered in MNP's report of recommendations to Council.

Confidentiality
MNP LLP, an independent third party, has been engaged to conduct the governance review, including this survey. All responses will be kept confidential by MNP. Only overall results, without individual identifying information will be shared.

If you have any questions about this survey, please contact the MNP project team at participate@mnp.ca.

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CITY OF VICTORIA

City of Victoria Governance Review Public Survey

Please help us understand our survey respondents:

* 1. What City of Victoria neighbourhood do you live in?

- ◯ Burnside Gorge
- ◯ Downtown
- ◯ Fairfield
- ◯ Fernwood
- ◯ Gonzales
- ◯ Harris-Green
- ◯ Hillside-Quadra
- ◯ James Bay
- ◯ Jubilee
- ◯ North Park
- ◯ Oaklands
- ◯ Rockland
- ◯ Victoria West
- ◯ I live in another municipality (please specify)

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CITY OF VICTORIA

City of Victoria Governance Review Public Survey

* 2. Do you own property or a business in any of the City of Victoria neighbourhoods listed on the previous page?

- ◯ Yes
- ◯ No

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CITY OF VICTORIA

City of Victoria Governance Review Public Survey

* 3. Please select the category that includes your age

- ◯ 19 or under
- ◯ 20 to 24
- ◯ 25 to 34
- ◯ 35 to 44
- ◯ 45 to 54
- ◯ 55 to 64
- ◯ 65 or over

* 4. What is the highest degree or level of school you have completed?

- ◯ Some high school
- ◯ High school diploma or equivalent
- ◯ Apprenticeship or trade certification
- ◯ Some university or college
- ◯ Bachelor's degree / college diploma
- ◯ Advanced degree (Master or Doctorate)
- ◯ Prefer not to say

* 5. What is your total annual household income?

- ◯ Under $25,000
- ◯ $25,000 to $49,999
- ◯ $50,000 to 74,999
- ◯ $75,000 to $99,000
- ◯ $100,000 to 124,999
- ◯ $125,000 or over
- ◯ Prefer not to say

* 6. What gender do you most identify with?

- ◯ Female
- ◯ Male
- ◯ Non-binary
- ◯ Transgender
- ◯ Prefer to self-describe:

  [ ]
- ◯ Prefer not to say

* 7. Do you consider yourself part of an equity-seeking group?

- ◯ Yes
- ◯ No

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CITY OF VICTORIA

City of Victoria Governance Review Public Survey

8. Please explain if you wish.

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City of Victoria Governance Review Public Survey

9. Please review the following statements and select your level of agreement.

	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
I understand how I can communicate with Council on issues I'm concerned about.	◯	◯	◯	◯	◯
I feel I can participate effectively in City of Victoria public engagement initiatives.	◯	◯	◯	◯	◯

10. Have you personally presented at a City Council meeting?

- ☐ Yes - in person
- ☐ Yes - virtually
- ☐ No

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City of Victoria Governance Review Public Survey

11. Please review the following statements and select your level of agreement.

	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
My experience in presenting to Council was constructive and worth my time.	◯	◯	◯	◯	◯
I believe my interests and concerns were heard and given consideration.	◯	◯	◯	◯	◯
I was treated respectfully.	◯	◯	◯	◯	◯

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CITY OF VICTORIA

City of Victoria Governance Review Public Survey

12. Have you encountered any barriers that make it difficult to present to Council?

- ◯ Yes
- ◯ No

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City of Victoria Governance Review Public Survey

* 13. Please identify the barriers you encountered (Please select **up to three** that were most significant to you)

- [ ] I was unable to find information on how to participate
- [ ] Registering to participate was too difficult
- [ ] The meetings are scheduled at a time I am unable to participate
- [ ] The amount of time it takes to appear (including waiting time) is too long
- [ ] The information on the topic was difficult to understand
- [ ] I did not feel sufficiently confident to speak in public
- [ ] I did not believe my concerns would be given consideration
- [ ] I experienced gender, race, faith or other discrimination in my efforts to participate
- [ ] I do not have access to a device or the internet to participate virtually
- [ ] The process to participate virtually does not accommodate my physical abilities
- [ ] The process to participate in person does not accommodate my physical abilities

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City of Victoria Governance Review Public Survey

14. Please review the following statements and select your level of agreement.

	Strongly agree	Agree	Disagree	Strongly disagree	N/A
Information on issues that are being considered by Council is easy to find.	○	○	○	○	○
Information on issues that are being considered by Council is useful and easy to understand.	○	○	○	○	○
Council provides effective oversight of City performance.	○	○	○	○	○
Council effectively reports to the public on City performance and initiatives	○	○	○	○	○

	Strongly agree	Agree	Disagree	Strongly disagree	N/A
Appeal processes ensure City decisions are fair and consistent with policies.	○	○	○	○	○
Matters to be considered by Council are dealt with in a timely way.	○	○	○	○	○
Matters to be considered by Council are dealt with efficiently.	○	○	○	○	○
Public input is considered by Council in its decision-making processes.	○	○	○	○	○
Council ensures the City addresses citizen priorities.	○	○	○	○	○
Council ensures the City is focused on the right things.	○	○	○	○	○
I believe Council overall makes decisions based on what they believe is in the best interest of the city as a whole.	○	○	○	○	○
Council Advisory Committees are an effective way to support community input to Council decisions.	○	○	○	○	○
The purpose of Council Advisory Committees is clear.	○	○	○	○	○

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CITY OF VICTORIA

City of Victoria Governance Review Public Survey

15. Overall, how satisfied are you with the governance of the City of Victoria?

Very satisfied	Satisfied	Dissatisfied	Very dissatisfied	Don't know
○	○	○	○	○

16. What are you most satisfied with?

17. What would you most like to see improve?

WRITTEN SUBMISSION GUIDE FOR ORGANIZATIONS

The City of Victoria has engaged MNP LLP to conduct a review of its governance structure, systems and practices. The review will consider ways the current model is effective and how it may be improved to further support efficient, effective and inclusive governance.

As part of this review, we are seeking input from community organizations and individual residents regarding what is working well and where improvements could be made, particularly regarding transparency, accountability and how these stakeholders are able to participate in the Council decision-making. A summary of stakeholder input will be included with the public report on the governance review.

Background information on the Governance Review project can be accessed at engage.victoria/governance-review.

Organizations may wish to provide input in writing, which may include more background or detail than is possible through the focus groups. Questions to help guide written input are provided below.

Confidentiality

Individual written responses will be provided to the City of Victoria in whole, identifying you or your organization as the source, **unless you specifically instruct otherwise**. In that case, your submission will be included in summary form as part of the information collected for this project.

SUBMISSION GUIDELINES

The following questions are provided to help guide y our submission. We would appreciate your input on any or all of these questions or on any additional topics related to the City of Victoria Council's governance structure and practices.

1. What is your organization's mandate. How is it your organization or its members typically involved in interactions with the City Council or a committee of Council?

2. Do you feel there is reasonable access and opportunity for organizations/citizens to participate in the decisions before Council? What barriers may exist?

3. Is information on issues being considered by Council easy to access? How would you describe the information that is available? What gaps might exist?

4. Have you participated in any of the City's hearings or appeal processes? If yes, what works well? What do you believe are priorities for improvement?

5. In your experience, are matters to be considered by Council brought forward and dealt with in a timely way? Efficiently? Please explain.

6. How would you describe Council's role in providing oversight of the City? What seems to work well? Any priorities for improvement?

7. Does available information meet your needs to understand City budgets or performance? Please explain.

8. How well does Council address citizens' priorities? Support the overall effectiveness of the city?

9. Do you believe Council is effective overall in making decisions based on the best interest of the city? Please explain.

HOW TO RESPOND

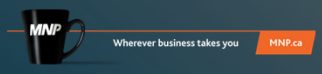
The format of your response is entirely up to you. It can be a simple email or a longer document. Responses may be submitted by email to participate@mnp.ca until May 13, 2022.

City of Victoria

Governance Review

Stakeholder Focus Group

[date]



PRAXITY

KINCENTRIC Best Employer CANADA 2019

1

Welcome

- Introduction
- Meeting / Teams housekeeping
- Participant Introductions
- Discussion

Wherever business takes you MNP.ca

2

Introduction

MNP

Introductions

- MNP
  - Yvonne Morrison
  - Sarah Kenyon

Why are We Here?

- MNP engaged by the City of Victoria to conduct a review of its governance structures, systems and practices.
- MNP will be providing the City with recommendations for changes to key by-laws, policies, practices to support efficient, effective and inclusive governance. The report will be made public and will include a summary of public input.
- To seek input from organizations on what is working well, where improvements could be made.
- Key areas of focus today are transparency, accountability and access to participate in Council decision-making.

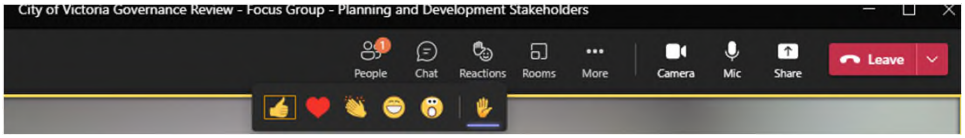
Phase 2

3

Housekeeping

MNP

- We have a total of two (2) hours today.
- Please make one point at a time, so that all who wish to can contribute. As time allows, we can go back to you for more.
- Please use the "raise your hand" tool in Teams when you wish to contribute. (under reactions)



- Please keep your camera on if you are comfortable and mute your mic when not speaking.

4

Introductions – Participants

- What is your organization's mandate?
- How is it your organization or its members typically involved in interactions with City Council or a committee of Council?

5

1. Do you feel there is reasonable opportunity for organizations/citizens to provide input to the decisions before Council?

Opps to provide input	What barriers may exist?
	•

6

2. Do you have access to user friendly info to understand what council is deciding on? Please explain.

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7

3. Have you participated in any of the City's hearings or appeal processes? If yes, what works well? What do you believe are priorities for improvement?

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What works well?	Areas for Improvement?
•	
•	
•	
•	

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8

4. In your experience, are matters to be considered by Council brought forward and dealt with in a timely way? Efficiently?

MNP

•

9

5. Do you believe Council is effective overall in making decisions based on the best interest of the city? *(are they objective, fair, unbiased?)*

MNP

•
•
•

10

6. How well do you feel Council is doing in fulfilling its role to provide oversight of the City? What seems to work well? Any priorities for improvement?

MNP

What works well?

Priorities for improvement?

Oversight role

- Review and monitor policies, plans, programs.
- Ensure they are applied appropriately, achieving the expected results.
- Reporting to the public on progress, results

11

Other

MNP

7. Are there other Key Topics of Interest?

•
•

12

Thank you!

- Remember to complete the online survey. Open until May 13.
- Please help promote the public engagement opportunities within your circle of influence.
  - Online survey – open until May 13
  - Public events:
    - May 2 – in-person 6:30-8:30
    - May 4 – virtual noon to 1:30

Engage.victoria.ca/governance-review

City of Victoria

Governance Review

Online Public Event – May 4, 2022 noon to 1:30pm

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CITY OF VICTORIA

Project Background and City of Victoria Governance Structures

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City of Victoria Governance Review

What is Governance?

- Governance is about leadership and responsibility for the City to the residents of Victoria. It includes understanding residents' needs and making decisions in the best interests of the city. It is concerned with the structures and processes for decision-making.

What are We Doing Today?

- Good governance and civic engagement is identified as a strategic initiative in the City of Victoria's Strategic Plan and a governance review was identified in the 2021/2022 action plan.
- MNP has been hired as an independent consultant to conduct the review and provide recommendations for improvement. The review will consider the City's governance structure and processes to determine what is working well and what isn't.
- We are seeking input from the public (organizations and individuals) to help identify the public's priorities, perceptions and experiences with the current City of Victoria governance system.
- Today, we want to hear your perspectives on a set of questions for discussion. In this group setting it also an opportunity for you to learn from each other.
- We have provided some high-level information on the governance of the City to help you participate.

Note: Individual participants will not be identified. In MNP's report, your contributions and comments today will be included in summary themes only.

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CITY OF VICTORIA

Regulatory Framework

Legislation (Provincial Authority)

- The Community Charter*
- *The Local Government Act*

**Bill 26 – Proposed amendments to the Community Charter (Including Code of Conduct, streamline development approvals)*
**Province and Municipality have concurrent authority in four areas (public health, natural environment, wildlife, soil removal or disposal)*

By-laws (Municipal Authority)

Primary Governance bylaws include:

- Council Procedures Bylaw 16-011- *sets out the Council and administrative structure, rules for meetings, hearings, appeals, passing by-laws*
- Land Use Procedures Bylaw 16-028 – *approval procedures for development in the City of Victoria*
- Board of Variance Bylaw 07-097 – *a board that decides certain variance hearings.*

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CITY OF VICTORIA

Current Governance Structure – the way City Council is organized

Registered Voters

Council appoints:
- *Acting Mayor (rotates monthly)*

City Council
[Mayor + 8 Councillors]
All elected at large

Committee of the Whole
[Mayor + 8 Councillors]

The Mayor + 3 Councillors appointed to the Capital Regional District Board of Directors

**Statutory Officers appointed by Council*
- *Chief Administrative Officer*
- *Chief Financial Officer*
- *City Clerk*

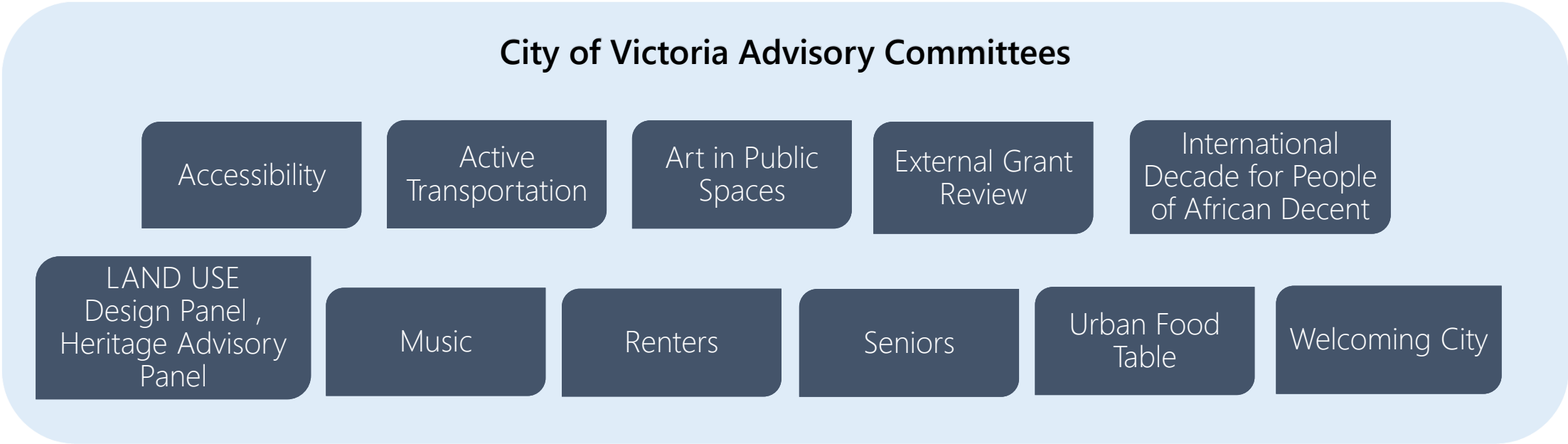
CAO*

City Clerk*

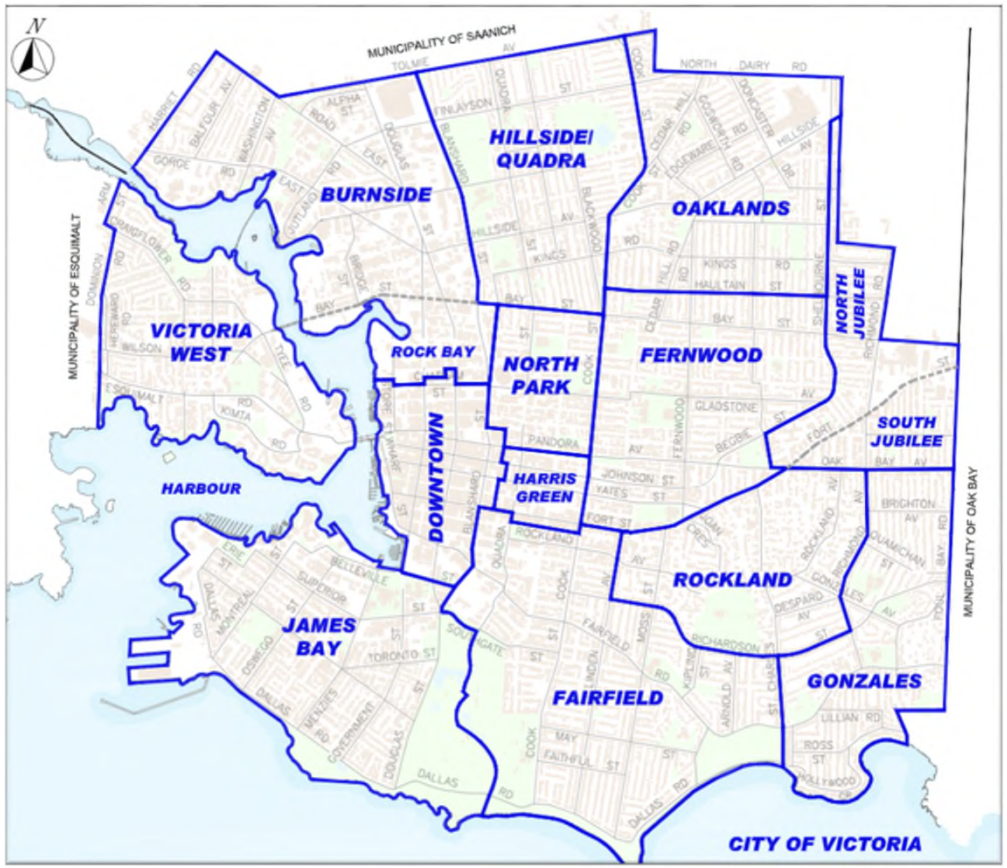
CFO*

Advisory Committees

- Advisory Committees provide feedback and recommendations to the City to inform the development and implementation of City policies.
- They may conduct related independent research.
- Members are appointed by Council, include a Council Liaison and are governed by Terms of Reference.
- Council may also appoint task forces for specific, time-limited initiatives.



Neighbourhood Associations and CALUCS



Neighbourhood Associations (13)

- Neighbourhood Associations are community development organizations formed by its residents.
- Councillors are appointed as the Neighbourhood Liaison for one or more Neighbourhood Associations.
- Neighbourhood Associations appoint a Community Association Land Use Committee (CALUC).
- CALUCS must be endorsed by the City. The CALUC determines its own membership requirements (size of committee, length of terms, etc.) Must hold well-publicized, open election process annually.
- The City's procedures for processing rezoning and variance applications require that the CALUC host a Community Meeting on all proposed rezoning applications, where the applicant presents their proposal and community members may ask questions and provide their views.

Opportunities for the Public to Communicate with City Council

City-directed Public Engagement Processes
City staff may directly seek the input of citizens of Victoria on various topics. The process may vary, depending on the topic, and is guided by the Engagement Framework approved by Council. *(Engagement Framework in process of being updated) [COV Public Engagement*

Request to Address Council
A person or group who wishes to address Council on an agenda item, or any other topic at a Council Meeting, can make a request to Legislative Services. [click here]

Public Hearing / Opportunity for Public Comment
Citizens may convey their views on development applications under a City bylaw at *public hearings*. For applications where a public hearing is not required, Council may invite *Public Comment*. Council meetings and public hearings are open to all members of the public. [Public Notices]

Neighbourhood Association
Council Liaisons and City staff attend Neighbourhood Association meetings to provide information and respond to inquiries. Councillors may also relay neighbourhood issues to Council if an issue requires Council attention. [click here]

Contact Members of Council
Share your feedback on any topic with all of Mayor and Council or individually. Contact information is posted on the City's website.[contact information]

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City of Victoria Strategic Plan

- The City's Strategic Plan has identified eight Strategic Objectives and Measurable Outcomes for each
- Detailed actions are identified by year.
- The City reports on progress toward the objectives in the Strategic Plan 3 times a year in the Tri-Annual Report

2019-2022 Strategic Objectives

Strategic Objective 1 – Good Governance and Civic Engagement

MEASURABLE OUTCOMES

- There is clear, open and transparent two-way communication between the City and the public, with the ability for public input to effect change
- There is broad engagement with a diversity of participants conducted in a respectful and inclusive way
- The community feels heard
- The City demonstrates regional leadership in transparency and open government initiatives
- There are clear, relevant measurable outcomes for each objective that Council measures and reports on

Actions 2022-2023 highlighted

See Strategic Plan for complete list

Actions | *Good Governance and Civic Engagement*

		Responsibility
2022		
16.	Develop and implement processes for convening the community and gathering input on what the community is interested in giving input on – not only engaging when City Hall has a question for the community	*Council (give direction and participate in community gatherings); Staff (implement)*
2019 – 2022		
17.	Begin holding four town halls per year, one per quarter to engage residents, youth, business, organized labour and other stakeholders, including a quarterly check-in with Council on the topics for these town halls *Continuing*	*Council; Staff*
2023		
18.	Develop a measurement and monitoring process to assess community happiness and well-being.	*Staff*
19.	Offer training to staff, Council members and community leaders in best practices in respectful facilitation; identify challenging topics for engagement in advance and ensure that everyone involved (staff and community leaders) have adequate training to lead engagement	*Staff*

Comparison with other Canadian Cities

- Highlights of differences with Other Cities

- For full set, please see document entitled Current Governance Structures – Victoria and Other Canadian Cities at:

  Engage.victoria.ca/governance-review

Council and Committees

City	Population	Council
Victoria, BC	91,867 397,237 (CMA)	Mayor + 8 Councillors (all elected at large)
Vancouver, BC	662,248 2,773,148 (CMA)	Mayor + 10 Councillors (all elected at large)
Kelowna, BC	144,576 229,400 (CMA)	Mayor + 8 Councillors (all elected at large)
Regina, SK	226,404 263,659 (CMA)	Mayor + 10 Councillors
Windsor, ON	229,660 351,116 (CMA)	Mayor + 10 Councillors
Kitchener, ON	256,885 575,847 (Kitchener-Waterloo, CMA)	Mayor + 10 Councillors
Quebec City, QC	549,459 836,837 (CMA)	Mayor + 21 Councillors 6 Borough Councils, 27 Neighbourhood Councils
Halifax, NS (regional municipality)	439,819 460,274 (CMA)	Mayor + 16 Councillors (Regional Council)
St. John's, NL	110,525 205,955 (CMA)	Mayor + Deputy Mayor + 9 Councillors (5 ward, 4 at large)

- We have compared 8 other Canadian cities.

  (Considered cities of similar size, Capital cities, urban)

  - B.C. typically elected at large (vs. wards)
  - B.C. Councillors typically elected at large, other provinces elected by ward
  - Quebec City and Halifax are "regional" councils – composed of representatives of boroughs or community councils which have some powers of their own.

Committees of Council

City	Standing Committees (Council members)	Advisory Committees (Citizens)
Victoria, BC	Committee of the Whole (all Council members)	12 Advisory Committees
Vancouver, BC	2 Standing Committees (Committee of the Whole)	38 Civic Agencies or Advisory Committees
Kelowna, BC	none	7 Advisory Committees
Regina, SK	Executive Committee (Committee of the Whole)	2 Advisory Committees
Windsor, ON	4 Standing Committees (1 Committee of the Whole and 3 with 5 members only)	20 Advisory Committees
Kitchener, ON	3 Standing Committees (Committee of the Whole)	9 Advisory Committees
Quebec City, QC	1 Standing Committee	Not available
Halifax, NS	6 Standing Committees 4 Community Councils	~15 Advisory Committees
St. John's, NL	Committee of the Whole (Council members assigned to portfolios)	4 Advisory Committees

- B.C. typically has a "committee of the whole" system.
- Committee of the Whole intended for thorough discussion, debate. Less formal than Council meeting.
- Standing Committees – dealing with specific areas of responsibility. Typically composed of a selection of Councillors.
- Vancouver standing committees – composed of all members. Essentially committees of the whole.

- 8/8 comparator cities have Advisory Committees
- Where the city has Standing Committees – this is where the Advisory Committee is created, and where reports go.

Public Access to Council / Committee meetings

Which Meetings Can the Public Speak At?

- Victoria – public can speak at Council meeting only
- Kelowna does not allow the public to speak at Council meetings.
- 4 cities public can speak at either Committee meeting or Council meeting
- 2 cities public can speak at Committee or Community Council only
- City of Quebec – Public question period at Council meeting.

Topics the Public Can Speak to at Council / Committee Meeting

- Victoria – the public can Request to Address Council on any topic. (on agenda or another topic)
- 4 cities allow the public to speak to items on the agenda only.
- 3 cities allow the public to speak on any topic

- City of Victoria provides 5 minutes per individual or group – typical in most cities.

Code of Conduct

City	Code of Conduct / Integrity Commissioner
Victoria, BC	X (both)
Vancouver, BC	√ – Code of Conduct √ – integrity commissioner
Kelowna, BC	X (both)
Regina, SK	√ – Code of Conduct √ – Integrity Commissioner
Windsor, ON	√ – Code of Conduct √ – Integrity Commissioner
Kitchener, ON	√ – Code of Conduct √ – Integrity Commissioner
Quebec City, QC	√ – Code of Conduct √ – Provincial Commission
Halifax, NS (regional municipality)	√ – Code of Conduct X – Integrity Commissioner
St. John's, NL	√ – Code of Conduct X – Integrity Commissioner

- City of Victoria does not currently have a Code of Conduct for members of Council
- Bill 26 establishes the requirement for B.C. municipal councils to consider establishing a Council Code of Conduct.
  - If Council decides not to adopt a Code of Conduct it must make reasons for the decision publicly available.
  - Council must consider established a Code of Conduct or reviewing the existing Code of Conduct every 4 years.

- 6 of 8 cities have Code of Conduct for Council members
- 5 of 8 cities have an Integrity Commissioner or equivalent
- The City of Quebec falls under the jurisdiction of a provincial commissioner.

MNP

CITY OF VICTORIA

City of Victoria Governance Review

Report of Recommendations – Summary Presentation

July 21, 2022

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Empowering Business Globally

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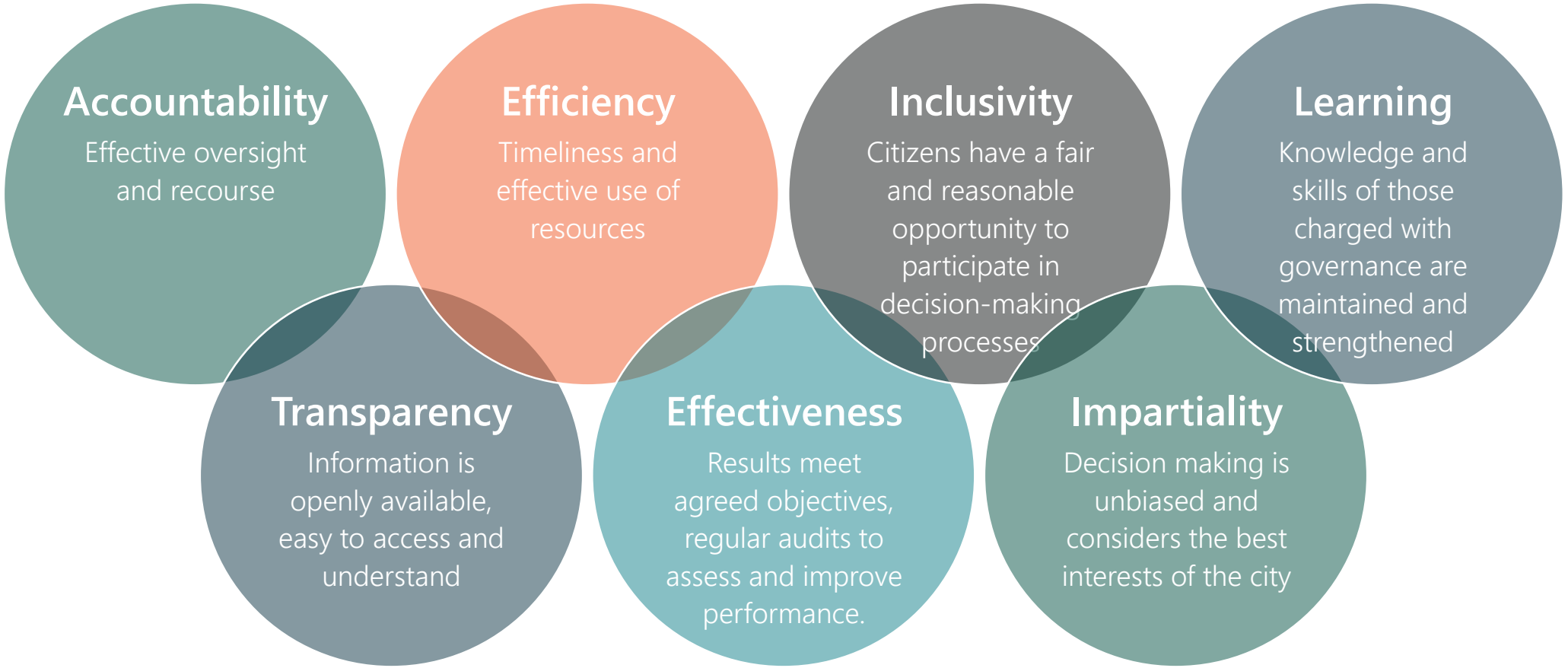
Introduction

- MNP conducted a review of the governance structure, bylaws and processes of the City of Victoria, to consider ways the current model is effective and how it may be improved to further enable responsible and accountable government.
- MNP recommended the scope of the review to Council based on Council interest and stakeholder engagement (Phase 1)
- The Final Report includes recommendations informed by:

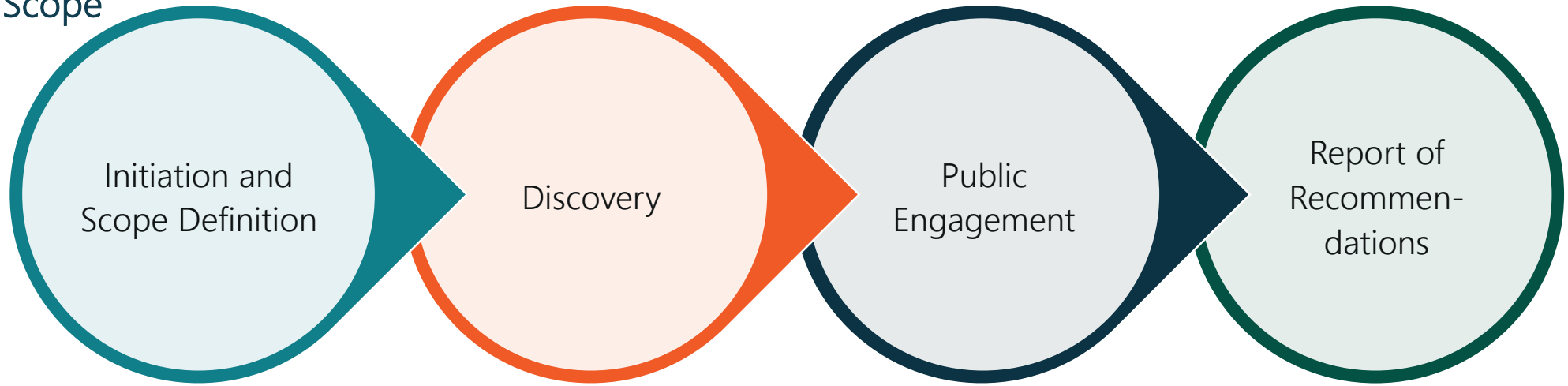
Principals of Good Governance



Overview of Approach

Phase 1 – Define Scope

Phase 2 – Governance Review



- Confirm, approach, timeline, stakeholders
- Initial internal and external engagement to define scope
- Summary of engagement findings, report and recommendations to Council for Scope of Review

- Complete interviews with members of Council and Senior staff
- Complete cross- jurisdictional scan
- Complete review of legislation, bylaws, policies, structures and processes

- Key Stakeholder groups
- Public

- Current state summary including practices in other jurisdictions and public engagement
- Recommendations, rationale, required amendments to governance documents
- Presentation of Report to Council

We are here

Structure of Report

- Findings are based on information drawn from the following:
  - Formal Structures, Current Practice
  - Insights from Internal Engagement, Insights from Public Engagement
  - Insights from Other Jurisdictions

- Organized under 6 topics:

5.1 Role of Mayor and Council

5.2 Council Remuneration

5.3 Committees and Advisory Bodies

5.4 Council and Committee Decision-Making Processes

5.5 Public Access and Input to Council Decision-Making

5.6 Transparency and Accountability

Public Engagement Results

Purpose: To obtain feedback from the public (stakeholder groups and general public) on the City's governance structures and processes and priorities for improvement

Engagement Activities

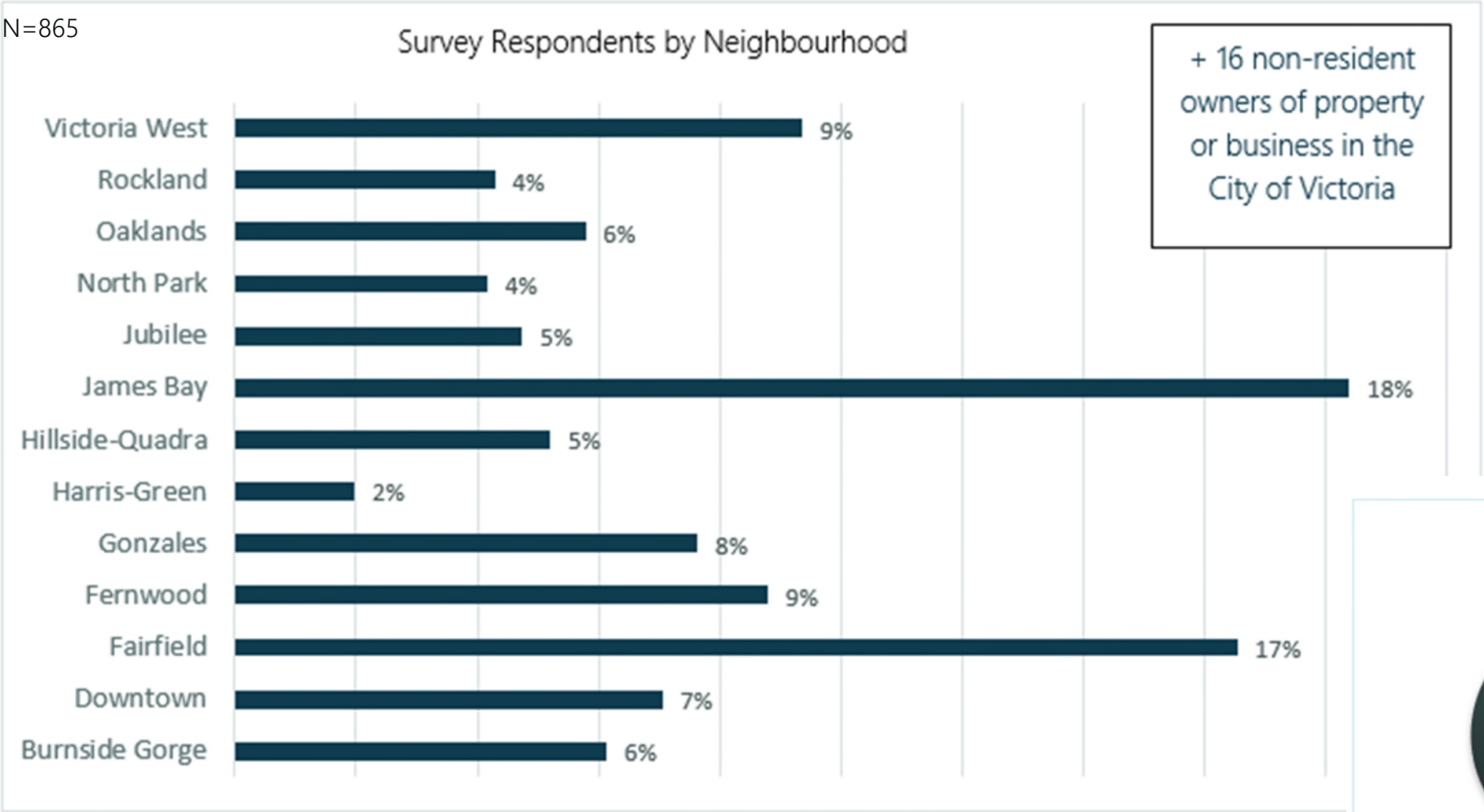
- Residents
  - Online survey - 881 (residents, property/business owners)
  - In-person and online public sessions - Brief overview of City and other jurisdiction governance structures, decision-making processes followed by group discussion – *13 participant*
- Stakeholder organizations
  - Focus groups (virtual) - *23 participants from 18 organizations*
  - Written submissions - 3 *submissions*
- Background information on the City of Victoria "Have Your Say" Governance Review project webpage
  - 2-page summary of Current Governance Structures - City of Victoria and other Canadian cities
  - Relevant legislation and bylaws
  - Links to City documents and webpages (Council Meeting Dashboard, Council and Committee meetings, Board and Committees, How to Participate in a Public Hearing, Engagement Framework)

Communication

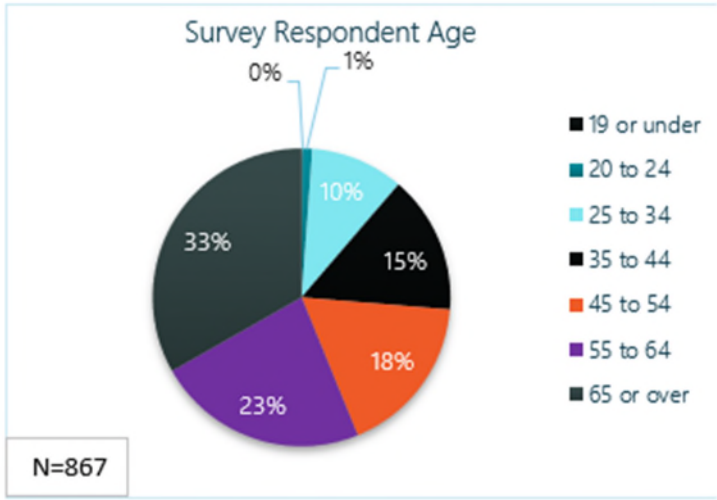
- Notice in City e-news, on Have Your Say website
- News release
- Office of Public Engagement social media
- Print ads
- Direct invitation from MNP (Stakeholder groups)
- Relayed by stakeholder organizations to their members (voluntary)

Survey Respondents

N=865

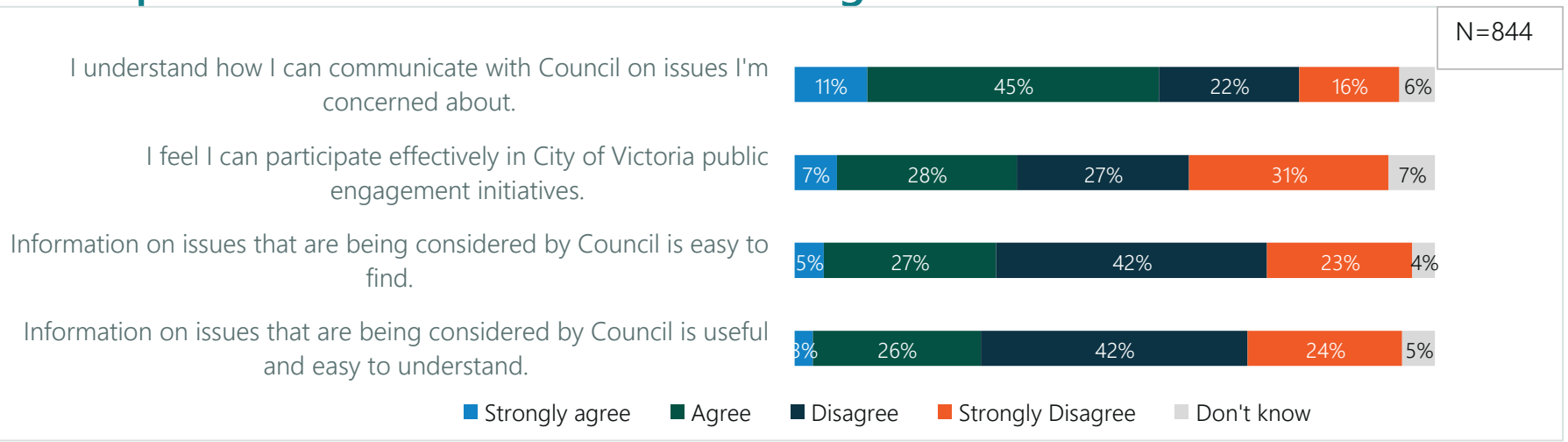


+ 16 non-resident owners of property or business in the City of Victoria



What We Heard

Participation in Council Decision-Making



Top barriers encountered by respondents who have presented to Council

- Takes too long (including waiting time
- Didn't believe my concerns would be taken into consideration
- Meeting schedule is inconvenient

Key Themes

The public is not provided with adequate time and information to effectively participate in Council decision-making.

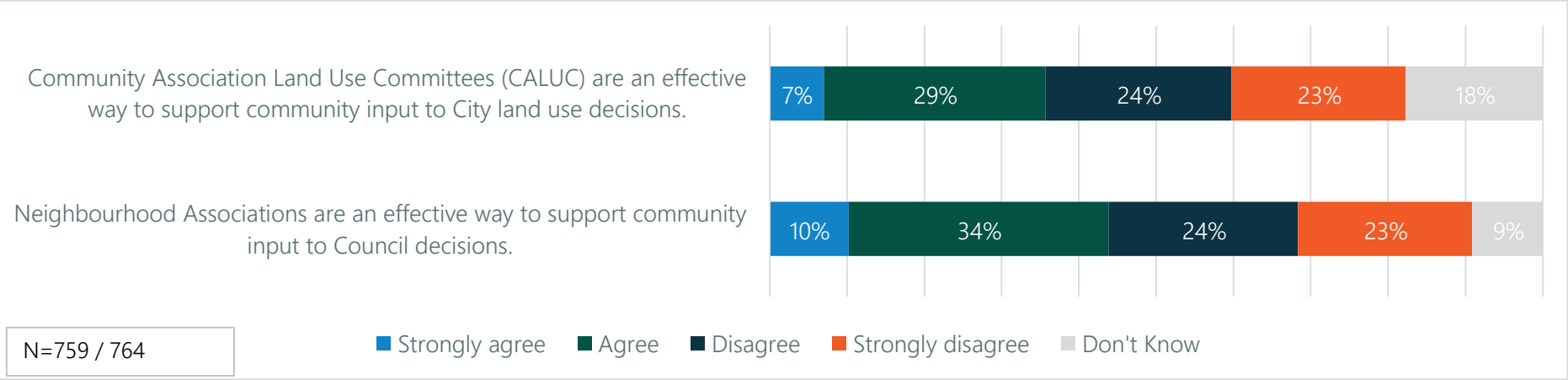
- Time between published agendas (and updates) and meetings is not enough time to absorb lengthy, complex materials.
  (Advance notice and information available also applies to public engagement)
- Long, late Council meetings a barrier to participation

Public input (individual and representative) not considered in decision-making

Technology has enhanced the ability to participate in Council decision-making, could be improved further

What We Heard

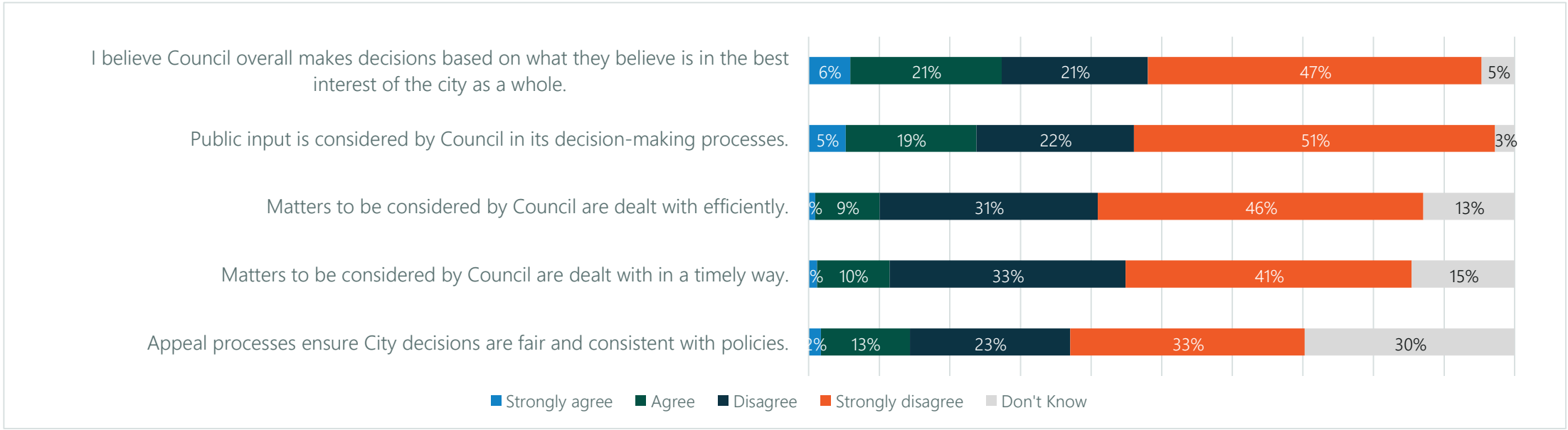
Neighbourhood Associations and Advisory Bodies



Key Themes
Stronger terms of reference and understanding of roles and responsibilities are required for Advisory Committees.
Forgoing income, low income or incurring direct costs to participate on an Advisory Committee may be a barrier to participation.
Feedback from Advisory Committees, and Neighbourhood Associations is not incorporated into staff reports. Advisory Committee recommendations are not being received or considered by Council.
Reporting from CALUC meetings may be influenced by the personal views of the CALUC members.

What We Heard

Council Decision-Making Processes



Key Themes

Council makes decisions based on personal agendas, the vocal interests of a few rather than the majority of the public.

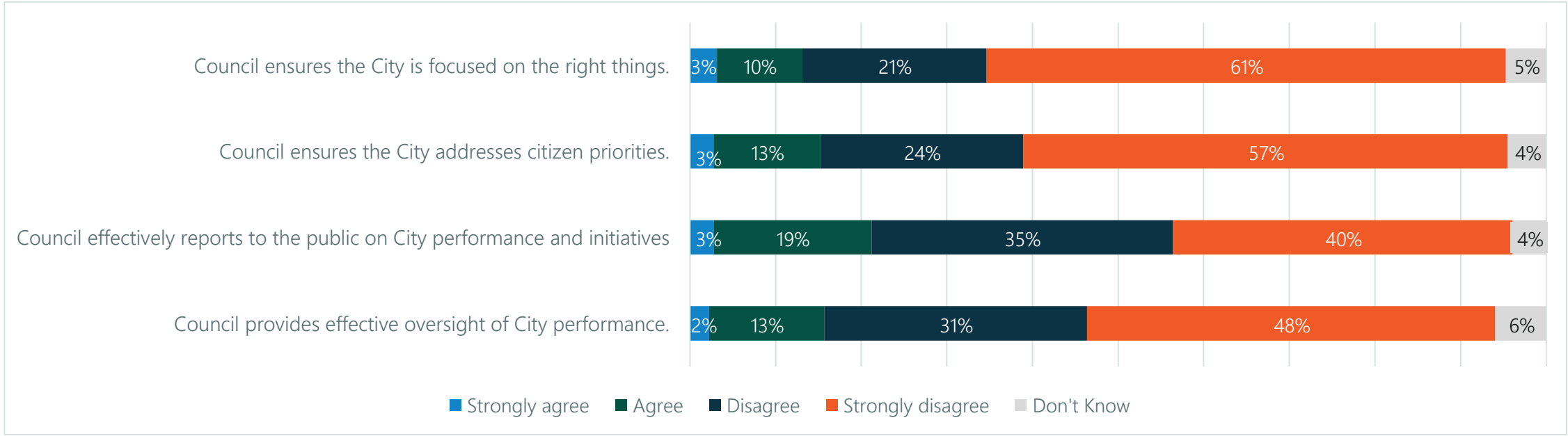
- Public input not considered in Council decision-making

Council meetings are not efficient, overly long

- Getting into administrative detail, matters outside of municipal responsibility, grandstanding, endless debate

What We Heard

Council Oversight



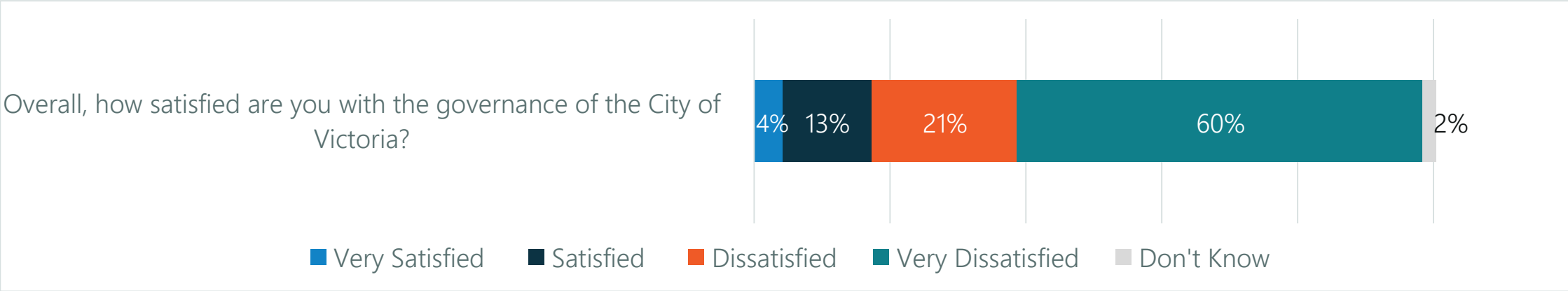
Key Themes

The City's strategic plan is very detailed, unfocused

- Measurement and reporting appears to be outputs not outcomes.

What We Heard

Overall Satisfaction with Governance of the City



Top 3 Survey Comment Themes			
Most Needs to be Improved . . .		**Most Satisfied with . . . .**	
Council focused on personal, ideological agendas vs. long-term, core municipal needs. • Misalignment with majority public opinion	186	Progressive, forward-looking Council with socially responsible priorities	39
Council straying into matters beyond its municipal mandate	125	Variety of opportunities for public input	28
Public input provided not considered in decision-making process	118	Individual access to Mayor and Councillors	19

Summary of Recommendations

Recommendations should be taken as a set for greatest impact.

Alignment with Contemporary Practice

- Current elements of the City of Victoria's governance framework (formal structures and practices) consistent with contemporary practices in other municipalities and that support principles of effective governance include:
  - Established, current bylaws governing Council procedures
  - Commitment from Council and the public service to effective, accountable municipal governance
  - Open meetings and publicly posted council meeting schedules, agendas, information packages and minutes
  - Adaptive response to continue the functions of government and support a rapid recovery from the pandemic
  - A regular, predictable meeting schedule
  - Active public engagement guided by IAP2 principles
  - Deliberate efforts to support equity and inclusion of the diverse communities that make up the City of Victoria
  - A commitment to reconciliation with Indigenous people and a respectful, collaborative relationship with neighbouring First Nations
  - Use of public advisory bodies to provide advice and recommendations to Council
  - A published strategic plan and annual report
  - Proactive use of municipal tools to support community well-being
  - Council member orientation processes
  - Publicly posted information on council remuneration, at a level comparable to other municipalities

Role of Mayor & Council

- Role and Responsibilities
- Delegation of Authority
- Code of Conduct
- Role on External Committees

Final Report Section 5.1

Recommendations in Section 5.1.6

1. Consolidate and expressly delegate administrative authority to the City Manager in an updated bylaw.

Rationale

- The current authority of the City Manager is found in multiple historic bylaws, some dating back to 1949.
- Council (including the Mayor) may delegate any or all of its authority with specific regulatory exceptions. The Mayor's responsibilities as outlined in the Charter may create confusion without clear delegation of authority.
- Lack of clarity regarding the authority of the City Manager can contribute to Council entering areas of administrative authority, creating confusion and impacting efficiency, public expectations, and accountability of the public service.

Implementation Considerations

- Consolidate and replace Bylaws 18-106, 3470 (1949), 3847 (1953), 09-031,19-116, 21-039
- A user-friendly public facing position profile will help Council, the public service, and the public to understand the role.

2. Establish processes for Council education and consensus-building regarding governance, relationship to management, and continuous improvement through orientation and annual discussion

Rationale

- Council members are frequently noted as becoming involved in administrative matters
- Clear emphasis of council and administrative roles in orientation will enable members of Council to start out 'on the same page' and support an effective relationship with management
- Annual discussion provides an opportunity to refresh, self-assess and continually improve

Implementation Considerations

- Enabled by Recommendation 1 to clearly delegate authority to City Manager
- Discussion of the difference between policy and operational matters, when a matter is appropriately before Council, and processes for referring citizen concerns on operational matters will assist in mutual understanding
- Beneficial to have in place in time for new Council following fall election

3. Establish a Code of Conduct and appoint an Integrity Commissioner.

Rationale

- Ethical conduct is critical for citizen confidence in municipal government.
- It is a requirement to consider a code of conduct in recent amendment (Bill 26) to *Community Charter*
- Some concerns were identified regarding the tone of questions or comments to the public service during Council meetings
- An Integrity Commissioner supports public confidence in an unbiased review of concerns, accountability and transparency

Implementation Considerations

- Guidance is available from UBCM for development of a code of conduct
- The process of developing a code of conduct enables discussion among members of Council regarding mutual expectations for behaviour and decorum in Council chambers
- Bill 26 requires consideration or review within six months of a new council term.

4. Consider establishing a policy regarding the City of Victoria's and Council's role in matters beyond core municipal responsibility.

Rationale

- The Community Charter provides broad powers to Council to provide any service Council considers necessary or desirable, within provincial legislation
- Council members encounter competing expectations from citizens regarding matters that should be addressed by the municipality
- A deliberate debate and policy position may assist in providing clarity and guidance regarding future debates, and aid public understanding and expectations

Implementation Considerations

- This type of policy would best be considered following the election in the context of the next strategic plan

5. Evaluate Council appointments to external Boards and Committees in the context of Council's governance role, general municipal mandate, and workload.

Rationale

- City of Victoria Council members have a relatively high number of committee appointments and Council member workload is a concern

Implementation Considerations

- There is a natural opportunity to consider committee appointments following the election and in the context of the strategic plan

6. Amend the terms of reference for Councillor Neighbourhood Liaison regarding conveying concerns, advocacy, and representing Association priorities to Council

Rationale

- A requirement to represent an associations interests and priorities creates challenges for a member of council to impartially consider matters in the best interest of the City as a whole.
- Communication on behalf of an Association that relies on a member of Council's recall or interpretation may not fully represent a topic as the Association themselves would.

Implementation Considerations

- A clear procedure for Neighbourhood Associations to present their own information or advocacy positions to Council

Council Remuneration

- UBCM recommendations
- Current compensation
- Future compensation

Final Report Section 5.2

Recommendations in Section 5.2.6

1. Adopt UBCM recommendations for review of council remuneration with each term, annual indexing in an established review framework

Rationale

- A scheduled, ongoing cycle of review ensure remuneration levels remain current
- Reduces the potential perception of conflict of interest
- An established review framework enables an efficient, transparent, administrative review process

Implementation Considerations

- Amend or replace Bylaw 08-103
- Standard review framework to be informed by comprehensive review in recommendation 3.

2. Maintain current levels of Council remuneration pending completion of more comprehensive review

Rationale

- Comparison to set of municipalities with similar population and budget indicates Victoria lags by a small percentage, insufficient to warrant a mid year adjustment
- Council decision to forgo 2021 adjustment would account for the majority of the lag

Implementation Considerations

- Current policy to adjust remuneration based on the CPI to continue to apply pending comprehensive review in recommendation 3.

3. Establish an independent task force for a comprehensive review of time commitment, appropriate comparators and positioning

Rationale

- The Councillor role is widely recognized as currently requiring more than a part time commitment. Considerations of time commitment and implications of a full time councillor role as well as related barriers to diversity require more thorough consideration and a process for informed public input
- Other recommendations in this review may reduce the overall time commitment of Council

Implementation Considerations

- A comprehensive review is warranted early in the next term of council given concerns regarding the fairness of the time commitment and potential barriers to diversity on Council.
- Recouping the forgone increase for inflation in 2021 could be considered with this review
- The appropriate set of comparators and Victoria's relative position (percentile) identified in this review should be included in the ongoing standard review framework (recommendation 1).

Committees and Advisory Bodies

- Structures
- Role of Council
- Administrative support
- Recommendations to Council
- Public information
- Remuneration
- Orientation

Final Report Section 5.3

Recommendations in Section 5.3.6

1. Update Council committees and related processes to comply with bylaws, and to support efficient and effective use

Rationale

- Terms of reference for some committees are out of date and do not fit the established Committee structures in the Bylaw
- Focusing committees on policy matters will help manage expectations, maintain administrative accountability
- Refresh of committees with each strategic plan will support alignment with municipal priorities and enable consideration of demands on Council and administrative resources
- A standard policy framework for advisory committees help support consistency, effectiveness, and standards for inclusive participation
- Transparency and accountability are important for all official Council activities

Implementation Considerations

- Amendments/replacement of bylaw 97-104 (Heritage Advisory Committee)
- Review of Committees and appointments as part of strategic planning process of new Council

2. Relieve members of Council from formal appointments as liaisons to advisory committees

Rationale

- Purpose and value of Council liaison is unclear and can diminish the voice of public members of committee. Attendance adds to time commitment.
- Council liaison role to represent committee recommendations to Council creates challenges for impartial decision-making

Implementation Considerations

- Requires amendment to Committee Terms of Reference
- Committees that require Council participation may be designated as a Select Committee
- Council members may attend any Advisory Committee to listen, observe within current bylaws

3. Formalize the expectations of the administration with respect to engaging and supporting Advisory Committees.

Rationale

- Committees have expressed frustration that they are not consistently engaged on topics within their mandate or early enough to inform the City's decision.
- The City identifies Advisory Committees in its Engagement Framework at the "Collaborate" level and associated processes should fulfil the corresponding commitment to members of the public providing their time
- The degree of administrative support to committees currently varies, impacting the effectiveness of the committee and availability of public information

Implementation Considerations

- Administrative effort is required to provide a summary of 'what we heard' back to the Committee and to include this summary with Council reports
- Administrative resources are required to provide meeting support to all committees
- Clarity of committee purpose and focus on policy matters per recommendation 1 is complimentary to this recommendation.

4. Formalize the process for bringing Advisory Committee recommendations to Council

Rationale

- The City asks for a commitment of time from public members of Advisory Committees and has made a commitment to Advisory Committees in its Engage Framework to 'incorporate your advice and recommendations into decisions to the maximum extent possible'

Implementation Considerations

- Complimentary to recommendation #3
- Advisory Committee recommendations could be included with regular meeting materials as part of consent agenda for transparency that the recommendations have been received by Council

5. Publish meeting schedules, agendas and supporting materials for all council committees

Rationale

- Open meeting requirements apply to all committees of Council. Meetings can only be considered 'open' if information is available.

Implementation Considerations

- Additional staff resources may be required. Complimentary to recommendation 3 regarding staff support.

6. Establish a standard policy for remuneration and expenses for public members of Council committees to remove barriers to participation

Rationale

- Members of the public may need to forgo income, have limited personal income, or incur direct costs to participate on an Advisory Committee.
- A consistent policy will help address potential barriers for all committees

Implementation Considerations

- Remuneration will create additional costs for the City and should be considered as part of the process of establishing advisory committees

7. Develop and implement a common orientation process for Advisory Committees

Rationale

- Council, staff and committee members expressed frustration with the lack of clarity around committee purpose, mandates, roles and reporting structures
- Orienting all involved to the established structures, policies and norms before the work of the committee gets underway will help support an effective working relationship where all parties feel valued.

Implementation Considerations

- Standard orientation materials could be used for all committees, and customized as required based on terms of reference
- Complimentary to recommendations 3 - 6.

Decision-making Processes

- Committee of the Whole
- Public hearings
- Land Use Matters
- Agenda materials
- Proclamations
- Public presentations to Council

Final Report Section 5.4

Recommendations in Sections 5.4.6

1. Review purpose and use of Committee of the Whole – focus on fewer, more complex matters; enable public delegations; ratification at next Council meeting (immediately following)

Rationale

- Reduce duplication, workload and be more efficient with Council and staff time
- Enable more in-depth informal discussion on fewer matters
- Benefit of public delegations / input when considering all information
- More timely, efficient decision-making without two week delay

Implementation Considerations

- Amendment to Council Procedures Bylaw 16-011
- Longer advance notice on COTW agendas to allow Council member preparation and public delegations time to prepare
- Public communication of change in meeting processes important to maintain transparency

2. Create a separate, distinct meeting for Public Hearings; evaluate scheduling

Rationale

- Current meeting schedule creates an extremely long day, undue fatigue for Council members and staff, and public frustration
- Separating public hearings (vs as part of a Council meeting with business before and after) allows more predictability in scheduling for members of the public to appear at hearing
- Allows for more efficient use of management time
- Scheduling on a separate day would also allow for shorter days, improved attention and decision-making capacity

Implementation Considerations

- Requires an amendment to Council Procedures Bylaw 16-011
- Establishing and adhering to adjournment times for other meetings may reduce the need to schedule hearings on a separate day.

3. Streamline land use matters by delegating more authority and dispense with public hearings where not required

Rationale

- Improve timeliness of decisions on land use applications and reduce 'red tape'
- Requiring Council review and a public hearing of land use applications that are consistent with the OCP undermines the OCP and creates the potential for decisions that may be inconsistent with policy that had broader public input in its formation.

Implementation Considerations

- Required amendment to Council Procedures Bylaw 16-028
- Public communication on the change in process
- Maintain public visibility of applications through current posting process

4. Streamline Council agenda materials with high-level summary, standard decision-support content

Rationale

- User-friendly summarized information will reduce required time for review by both Council and the public
- Standard information on financial, administrative and stakeholder impacts and summarized results of public engagement will assist in balanced decision-making and is consistent with previous Council direction
- Significant volumes of information tend to diminish, not improve the ability to use it for decision-making

Implementation Considerations

- Templates and administrative staff training and coaching would facilitate standard user friendly decision-support information
- A trial period with feedback from council will help ensure the packages are effective and allow for continuous improvement

5. Limit submissions to already published agendas to only matters determined to be emergent by the Mayor

Rationale

- Improve transparency and efficiency for both Council members and the public
- Reduce administrative handling of the agenda and related postings.

Implementation Considerations

- Requires amendment to Council Procedures 16-011, and a process for review by Mayor of emergent items

6. Change process for proclamations to be handled under the authority of the mayor

Rationale

- Removal of unnecessary items from multiple council agendas that add to Council and administrative work load

Implementation Considerations

- Authority already exists under the Community Charter
- A resolution by Council is warranted to acknowledge the change in process

7. Consider identifying specific meetings where citizens can bring forward issues that are not related to matters on Council's agenda

Rationale

- Allowing public delegations to bring matters to Council's attention at a designated time, such as during the triannual review of the strategic plan, maintains openness while allowing for more efficient regular meeting agendas, and enables Council to hear this input in the context of other strategic priorities

Implementation Considerations

- Amendment to Council Procedures Bylaw 16-011 for agenda order

Public Access & Input to Decision-making

- Engagement feedback
- Equitable engagement
- Supporting technology
- CALUC reports

Final Report Section 5.5

Recommendations in Sections 5.5.6

1. Summarize engagement feedback in Council materials with analysis of how input is reflected in recommendations

Rationale

- Public concerns that council is not considering public input undermine trust and discourage future participation
- Clear, concise summaries of what was heard and how it informed the recommendations will better allow it to be considered by Council and allow the public to feel their input was heard and valued.

Implementation Considerations

- Incorporate the requirement to communicate back to participants how input has been reflected in recommendations to Council.

2. Incorporate principles of equitable engagement in and develop relationships to co-create engagement processes

Rationale

- Municipal policies and programs may have significant impact on people who experience barriers to participate in standard engagement processes
- Formal engagement processes are only one of the ways in which the public may access council decision-making processes. Equity considerations should be applied to all.

Implementation Considerations

- Training for staff involved in public engagement (beyond the public engagement office) and time to enable development of valuable relationships may assist in supporting inclusive, authentic engagement.
- Advisory Committees may also be able to help develop relationships within equity deserving communities to help co-create inclusive engagement processes.

3. Update technology to enable use of video for virtual presentations to Council

Rationale

- The ability to include visual capabilities will enhance the quality of the communication and engagement with the public.
- It has become a broad public expectation to be able to see a speaker in virtual sessions.

Implementation Considerations

- The cost of upgrading technology, if significant, may need to be considered as part of the overall budget process

5. Continue to allow pre-recorded video submissions for public hearings and delegations on matters before Council

Rationale

- Pre-recorded video is just another tool to enable communication from the public and may be helpful to remove barriers to participation.
- Not all members of the public may be comfortable or experienced with public speaking and would be able to better communicate their information efficiently with the opportunity to practice and edit their submission.
- A recorded video submission may also be much easier for people with literacy barriers, or simply less experience with written communication

Implementation Considerations

- Pre-recorded video submissions could be treated in the same manner as a written submission, and used for advance viewing, not live at the hearing.
- The process for submitting a video could include requirements to provide information that identifies the residency status or other necessary information.

5. Require record of CALUC meetings to be available to participants / publicly posted

Rationale

- Improve trust that community input was heard and accurately relayed.

Implementation Considerations

- The CALUC could use several methods, similar to posting the notice of the meeting.
- Meeting participants that register with their email addresses could also request to receive the notes directly by email

Transparency & Accountability

- Strategic Plan
- Progress Reports

Final Report Section 5.6

Recommendations in Sections 5.6.6

1. Maintain higher level for municipal strategic plan, with focus on results and specific measures to evaluate progress

Rationale

- The strategic plan is an important tool to demonstrate accountability to the public
- A short set of high priority outcomes and measures helps focus resources on both achieving and measuring the result
- Council's focus on results enables professional public service to determine the best way to achieve the desired results within the available budget, and maintains their accountability

Implementation Considerations

- A full update of the strategic plan following the election will be an important exercise for the next elected council

2. Develop public-friendly materials for strategic plan and progress reports

Rationale

- The strategic plan and reports are important tools to demonstrate accountability to the public
- The volume of information created in triannual updates is both a high administrative burden and has lower value to the public
- Providing user friendly summary information will better deliver on both transparency and accountability

Implementation Considerations

- User-friendly interactive materials on the City's website wil require some investment, offset by administrative burden in preparing extensive, highly detailed reports

Priorities

- Priorities for System Integrity
- Priorities for Efficiency / Effectiveness
- Generally Important

Priorities for System Integrity

High Impact – Important

- City Manager Bylaw (5.1-1)
- Council education and consensus building on governance (5.1-2)
- Public-friendly strategic plan focused on results with clear measures (5.6-1,2)

Low-Medium Impact - Important

- Code of Conduct and Integrity Commissioner (5.1-3)
- Committee compliance with bylaws (5.3-1)
- Council role on Neighbourhood Associations and Advisory Committees ✦(5.1-5,6)
- Handling of Advisory Committee input ✦ (5.3-3,4)
- Handling of Public Engagement input ✦ (5.5.-1)
- Disallow late Council agenda submissions (5.4-5)
- Consistently publish Advisory Committee meeting schedules, agendas, minutes ✦ (5.3-5)
- UBCM recommendations for review of Council remuneration (5.2-1)

DARK - Address SAP
✦ – Quick wins, no bylaw change required
BLUE – SAP Post-election

Priorities for Efficiency / Effectiveness

High Impact

- Use of Committee of the Whole (5.4-1)
- Streamline land use matters (5.4-3)
- Streamline Council agenda materials (5.4-4)

Low-Medium Impact

- Use of committees (5.3-1)
- Scheduling of Public Hearings (5.4-2)
- Proclamations process ✦ (5.4-6)
- Council appointments to Advisory Committees (5.3-2)
- Standard policy, orientation for Advisory Committees (5.3-1,7)

DARK - Address SAP
✦ – Quick wins, no bylaw change required
BLUE – SAP Post-election

Generally Important – Less Urgent

- Comprehensive review of council remuneration (5.2-3)
- Principles for equitable engagement (5.5-2)
- Committee remuneration (5.3-6)
- Technology for video submissions, allow pre-recorded submissions (5.5-3,4)
- Specific meetings "open" for public delegations (5.4-7)
- Policy regarding role in matters beyond core municipal responsibility (5.1-4)
- Public posting of CALUC meeting record (5.5-5)
- Appointments to external committees (5.1-5)

Questions

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Committee of the Whole Report
For the Meeting of July 21, 2022

To:	Committee of the Whole	**Date:**	June 27, 2022
From:	Kerri Moore, Head of Business and Community Relations		
Subject:	Cultural Infrastructure Grant Program 2022 Report		

RECOMMENDATION

That Council

1. Approve staff recommendations for the 2022 Cultural Infrastructure Grant funding allocations as outlined in Appendix A.

EXECUTIVE SUMMARY

The purpose of this report is to seek Council approval on staff's recommendations for the 2022 Cultural Infrastructure Grant (CIG) program. Last year was the inaugural intake for the program. The CIG program supports local not-for-profit organizations to purchase specialized equipment, fund accessibility and facility upgrades, feasibility, and planning studies as well as expansion and acquisition of new cultural spaces.

Council approved $250,000 for ongoing funding to the Cultural Infrastructure Grant program and a one-time $150,000 Accessibility stream. The program received 20 applications with total funding request of $585,479.

Projects include several elevator projects to improve physical accessibility, specialized equipment such as LED lighting systems, sound equipment and planning and feasibility studies for longer term projects. Successful applicants represent a variety of artistic disciplines and spaces serving diverse communities.

Victoria has some of the highest rental rates for artists and cultural groups in B.C. and many groups are working in older building stock that require accessibility upgrades (SPRE 2021). The consequences of high market rates on not-for-profit organizations are displacement of artists from the community and groups operating in unregulated and unsafe spaces while struggling to find adequate and accessible cultural facilities. Faced with increasing rents and aging infrastructure and facilities, arts and culture organizations have deferred infrastructure upgrades without sufficient funding sources.

PURPOSE

The purpose of this report is to seek Council approval for the 2022 Cultural Infrastructure Grant program funding allocations.

BACKGROUND

At the October 7, 2021, Committee of the Whole Meeting Council approved an ongoing $250,000 Cultural Infrastructure Grant fund and an additional $150,000 one-time Accessibility fund to support accessibility upgrades to arts and cultural facilities.

Realization of the CIG program is a direct-action item in Create Victoria Arts and Culture Master Plan. Accessible and affordable venues is a major goal of Create Victoria, and the CIG program provides resources to non-profit organizations to improve both the quality of space, access to better equipment and improve access to facilities for both presenters and audience goers.

Staff hosted a virtual information session on April 5, 2022, with 45 registered and 17 people attending. The information session was recorded, and a link was posted on the City's webpage as a resource for those who could not attend. At the info session staff shared program eligibility criteria, funding limits, application and evaluation process and answered questions from potential applicants.

The program guidelines and information session were widely publicized through the City's website, and social media and shared by emails and e-newsletters with assistance from a range of community-based organizations and networks. A total of 20 applications were received for a total funding ask of $585,479.

ISSUES & ANALYSIS

As per the Council workshop on April 21, 2022, the major issues facing cultural facilities is affordability, accessibility, adequacy, and availability of spaces.

Many spaces occupied by arts and culture groups are in older or heritage buildings that do not meet the necessary infrastructure to be considered accessible, especially by people facing mobility barriers. 51% of venues that require a lift or elevator are lacking this infrastructure limiting artists or audiences from accessing these facilities.

Purpose built cultural spaces are in short supply in Victoria, with very few examples of new facilities built over the past 20 years. Victoria cultural spaces also lack 'quality' of space, for example, many require upgrades to equipment or extensive retrofitting and renovations. Most often groups are making do with inadequate staging and exhibition space, aging specialized equipment, and unsafe production facilities in aging buildings.

30% of organizations based in Victoria and the Capital Regional District either urgently or very urgently need serious repairs, renovations or upgrades to their building (SPRE, 2021). Organizations that own, have shared ownership, or long-term leases, show that 55% of organizations believe that a renovation would increase their ability to deliver services more effectively.

For the 2022 CIG intake period, staff received a total of 20 applications. Staff and one community member assessed and scored the applications based on the stated criteria and discussed each application. 17 applications are recommended for funding and are detailed in Appendix A. 3 applications will fund new elevators to improve accessibility, 1 application to improve inclusive accessible washrooms, 10 applications will upgrade to new equipment including LED lighting

systems, upgrade sound, media, staging equipment and exhibition infrastructure, 2 feasibility and planning studies and 1 application to improve sound proofing.

3 applications did not fulfil the application requirements and/or did not fit the stated criteria for funding:

- African Caribbean Cultural Society: Support to purchase musical instruments is not considered under this grant program and programming funding is available through other public funding programs.
- Khalsa Diwan Society: Lack of evidence of 50% greater arts and cultural activity.
- Victoria Event Centre: Previously funded the same project last year (installation of elevator).

Staff will reach out to the unsuccessful applicants to provide feedback and guide the applicants to other sources of funding to align with their project goals.

The Cultural Infrastructure Grant Program (CIG) is a step forward to address the issue of suitability of space, by providing not-for-profit organizations with access to grant funding to improve conditions at existing spaces. Continued investment in this program, which can be leveraged for additional funding from higher levels of government and private donations, will expand the impact of the program towards upgrading existing facilities.

OPTIONS & IMPACTS

Option 1: Approve staff recommendations for the 2022 CIG Grant allocations. (Recommended)

Option 2: Provide alternative direction to staff.

Accessibility Impact Statement

This report aligns with the City's Accessibility Framework (2020) focus areas including Built Environment, Governance and Services and Capacity and Collaboration. The grant program aligns with the short-term action plan items #7 and #22. The Cultural Infrastructure Grant Program will provide funding to support not-for-profit arts and culture organizations to renovate and improve accessibility standards at cultural venues. Along with physical upgrades, this grant will enable organizations to increase the amount of available space for programming, creating additional opportunities for people to access and participate in activities.

The grant program evaluation process includes representation and participation from marginalized and underrepresented groups valuing lived experiences of individuals facing barriers to help inform funding decisions.

The grant program evaluation matrix includes scoring criteria for accessibility, equity, diversity, and reconciliation to support funding decisions based on an equity lens.

2019 – 2022 Strategic Plan

Strategic Objective: Prosperity and Economic Inclusion

Strategic Objective: Strong, Liveable Neighbourhoods

Impacts to Financial Plan

No impacts to the 2022 Financial Plan.

Official Community Plan Consistency Statement

This program is consistent with and supports the following Official Community Plan directions:

16.9: Provide direction for cultural planning through the development and regular update of a Cultural Plan, that:

- 16.9.2 Seeks opportunities for partnership with the public, private and non-profit sectors;
- 16.9.3 Maintains, develops, and enhances the delivery of City arts and culture programs;
- 16.9.4 Enhances support to local, non-profit groups engaged in arts or culture programs.

Creative City Objectives
- 16.6 Encourage broad access to arts and culture facilities, events, and activities for people of all ages, incomes, backgrounds, and lifestyles.

Cultural Planning Objectives
- 16.10.6 Identifies tools to secure new cultural spaces, including senior government funding; land donations; developer contributions, private donations; and changes to regulations.

CONCLUSIONS

The 2022 Cultural Infrastructure Grant program is a much-needed step forward to implementing action items within Create Victoria and fulfill the City's vision outlined in Create Victoria. The grant program successfully leveraged financial contributions from other levels of government and private contributions to support upgrades, new equipment and feasibility studies for arts and cultural facilities.

Respectfully submitted,

Nichola Reddington	Kerri Moore
Senior Cultural Planner	Head of Business and Community Relations

Report accepted and recommended by the City Manager

List of Attachments

Appendix A: Summary Report and Grant Recommendations

No.	Applicant Name	Project Budget	Grant Request	Funding Amount	Project Details	Neighbourhood	Artistic Discipline
1	African-Caribbean Cultural Society	$51,828	$26,000	$0	Equipment - musical instruments to add to Issamba Torch program	Hillside/Quadra	Music - Performing Arts
2	Antimatter (Runnymede Enhancement Society)	$16,487	$8,000	$8,000	Equipment & Facilities - Media equipment	Downtown	Media and Visual Arts
3	Arts on View	$72,245	$36,122	$36,122	Facilities - drawing and assessments of adding elevator	Downtown	Music - Performing Arts
4	Ballet Victoria	$82,000	$40,000	$40,000	Facilities - inclusive accessible washroom renovation	Downtown	Dance – Performing Arts
5	Bayanihan Community Centre	$9,275	$4,650	$4,650	Facilities - upgrades to windows in media room to soundproof.	Harris Green	Cultural Centre
6	Blue Bridge Theatre	$25,000	$25,000	$12,500	Equipment & Facilities - upgrade lighting system	Hillside/Quadra	Theatre - Performing Arts
7	Dance Victoria	$57,500	$20,000	$20,000	Equipment - upgrades for lighting, cameras, and headsets	Hillside/Quadra	Dance – Performing Arts
8	Eidsvold Sons of Norway	$21,371	$10,000	$10,000	Equipment - AV and Sound System upgrades	Hillside/Quadra	Cultural Centre
9	Gage Gallery	$6,100	$3,000	$3,000	Facilities & Equipment - portable walls and permanent picture rail hanging system	Downtown	Visual Arts
10	Intrepid Theatre	$33,500	$15,000	$15,000	Planning and Feasibility Study	Harris Green	Theatre – Performing Arts
11	Khalsa Diwan Society	$170,265	$50,000	$0	Facilities - Accessibility and washroom upgrades	Hillside/Quadra	Unknown
12	Open Space	$173,825	$50,000	$50,000	Facilities - Elevator	Downtown	Visual Arts
13	Pacific Opera Victoria	$107,100	$25,000	$25,000	Facilities & Equipment – upgrade lighting system	North Park	Music – Performing Arts
14	Paul Phillips Hall	$20,502	$10,251	$10,251	Equipment - Sound system	Fernwood	Cultural Centre
15	Point Ellice House	$26,460	$5,500	$5,500	Facilities & Equipment - audio/visual exhibition kiosk	Burnside	Museum
16	Société Francophone de Victoria	$230,722	$50,000	$50,000	Facilities - Outside lift/accessibility upgrades	Downtown	Cultural Centre
17	Theatre SKAM	$611,821	$100,000	$32,000	Equipment - Staging Pipe and Drape	Harris Green	Theatre – Performing Arts
18	Victoria Conservatory of Music	$47,711	$23,856	$23,856	Equipment - Upgrade lighting system	North Park	Music – Performing Arts
19	Victoria Event Centre	$325,600	$33,100	$0	Facilities - Elevator	Downtown	Multidisciplinary
20	White Eagle Polish Hall	$101,370	$50,000	$50,000	Facilities - Elevator	James Bay	Cultural Centre
TOTAL Project Budgets & Funding Requested		**$2,190,682**	**$585,479**	**$395,879**			

2022

CITY OF VICTORIA | Business & Community Relations

Cultural Infrastructure Grant Program – 2022 Report

Committee of the Whole | July 21, 2022

Purpose

The purpose of this report is to seek Council approval for the 2022 Cultural Infrastructure Grant program funding allocations.

Background

At the October 7, 2021, Committee of the Whole Meeting Council approved an ongoing $250,000 Cultural Infrastructure Grant fund and an additional $150,000 one-time Accessibility fund to support accessibility upgrades to arts and cultural facilities.

Realization of the CIG program is a direct-action item in Create Victoria Arts and Culture Master Plan. Accessible and affordable venues is a major goal of Create Victoria.

The CIG program provides resources to non-profit organizations to improve both the quality of space, access to better equipment and improve access to facilities for both presenters and audience goers.

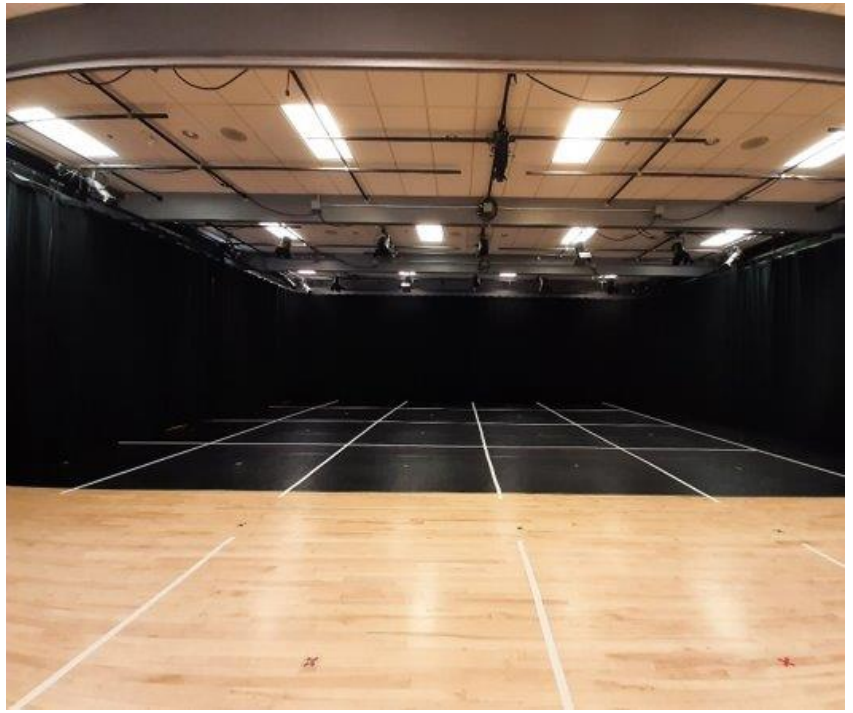
2022 Program Highlights

20 applications with **$585,479** in funding requested.

Projects include several elevator projects to improve physical accessibility, specialized equipment such as LED lighting systems, sound equipment and planning and feasibility studies for longer term projects.

2021 Completed Projects and Highlights

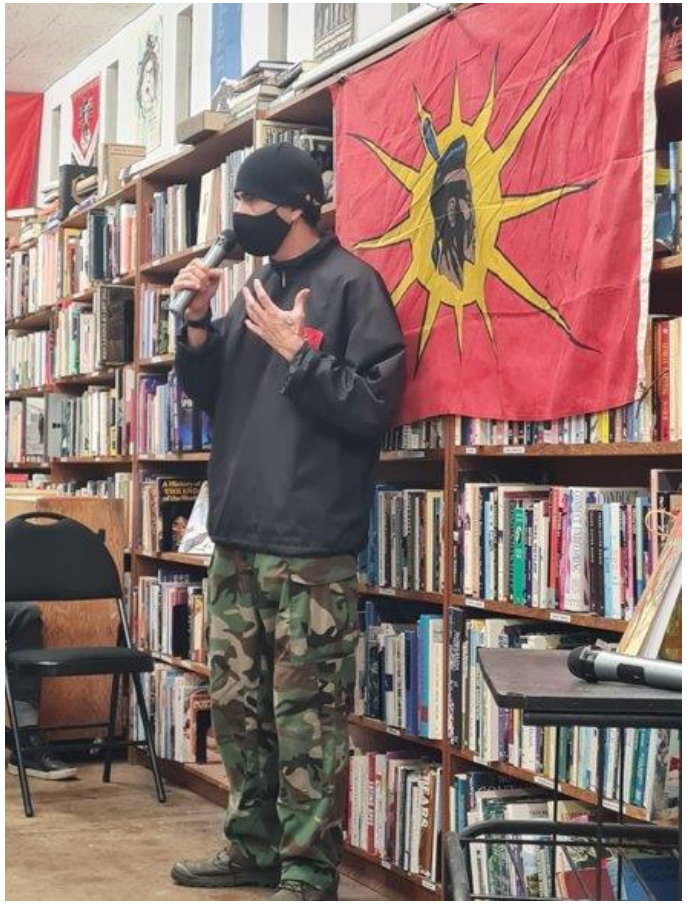
Victoria Arts Council: New Gallery Lighting
Photo credit: Victoria Arts Council + Samantha Dickie



Dance Victoria: Black box theatre space
- New Track Lighting & Curtains

2021 Completed Projects and Highlights

Camas Books: new a/v and sound equipment



Camas Books

Applicant Eligibility Criteria

- Not-for-profit, charitable, co-operative and First Nations Councils eligible for funding;
- Have a clear arts and culture focus as part of the organization's vision and mandate;
- Infrastructure must be located and operating within the City of Victoria;
- Have operated as a registered organization for one fiscal year prior to application;

Program Guidelines

- Applicants can apply for **one stream** of funding per year up to a maximum of:
  - $100,000 for acquisition of property or redevelopment of facilities that creates additional space.
  - $50,000 for physical infrastructure and accessibility upgrades.
  - $25,000 for specialized equipment
  - $15,000 for planning and feasibility studies

- Facilities used for multiple types of activities must demonstrate 50% or greater arts and culture use to qualify for infrastructure funding.

- Programming equipment such as musical instruments, visual art supplies are not eligible under this program.

- For infrastructure funding minimum tenancy requirement of 24 months.

Recommendation

That Council:

Approve staff recommendations for the 2022 Cultural Infrastructure Grant allocations.

Committee of the Whole Report
For the Meeting of July 21, 2022

To:	Committee of the Whole	**Date:**	July 21, 2022
From:	Kerri Moore – Head of Business & Community Relations		
Subject:	Victoria 3.0: Recovery Reinvention Resilience Progress Report		

RECOMMENDATION

That Council:

1. Receive this report for information.
2. Approve the removal of action 9.8 - Partner with the Urban Economy Forum on UN Sustainable Development Goal 11, "Make cities and human settlements inclusive, safe, resilient and sustainable" (2020 – 2025) from Victoria 3.0: Recovery, Reinvention and Resilience economic action plan.

EXECUTIVE SUMMARY

Victoria 3.0 - Recovery Reinvention Resilience is an economic action plan that aligns with the City's Official Community Plan to 2041. It's a long-term plan and vision for a sustainable, influential city that will build a strong innovation ecosystem and create a resilient and inclusive economy now and into the future. The actions within will build an economy that enables everyone to flourish and that will set Victoria on a path to low-carbon prosperity.

Victoria 3.0 includes three main goals:

1. An immediate focus on supporting businesses to adapt to a new normal and become more resilient considering lessons learned during the COVID-19 pandemic.
2. Creating a city and an economy that is inclusive of everyone.
3. Building a sustainable economy over the next two decades which aligns with the City's Climate Leadership Plan and creates a pathway to low-carbon prosperity.

This report outlines the completed, partly completed, and ongoing action items achieved to date, as well as updated 2022 action items, future targeted initiatives, and a recommendation to remove an action that is no longer relevant.

PURPOSE

The purpose of this report is to provide Council with a progress report on the action items achieved to date within the City's economic action plan, Victoria 3.0: Recovery Reinvention and Resilience and to approve the removal of action 9.8 - Partner with the Urban Economy Forum on UN

Sustainable Development Goal 11, “Make cities and human settlements inclusive, safe, resilient and sustainable” (2020 – 2025), as it was determined that the timing of the UN Urban Economy Forum process would not be a fit for the Arts and Innovation District process.

BACKGROUND

In 2019, staff hosted six economic roundtables where 145 residents and business owners participated. At each roundtable, a proposed vision for Victoria 3.0 and the future of our economy was presented. Participants were asked for their input based on their experience doing business in the city and their aspirations for “global fluency”.

In the fall of 2019, working groups were created coming out of the economic roundtables and were focused on the Ocean Futures Cluster & Innovation Hub (now the Centre for Ocean Applied Sustainable Technologies or COAST), the “Big Idea” (now the Arts & Innovation District), and Small Business Support. Participants contributed their time and insights to help drive forward key action items.

To further develop the Ocean Futures Cluster and Innovation Hub, a business case working group was formed, including representatives from the City, the Association of British Columbia Marine Industries, Ocean Networks Canada, Open Ocean Robotics, South Island Prosperity Partnership (SIPP), Province of BC, Ralmax Group of Companies and the Centre for Ocean Ventures & Entrepreneurship in Halifax, to create a request for proposals for a feasibility and business case for an Ocean Futures Cluster & Innovation Hub.

Through a funding application to Western Economic Diversification, the partners secured $100,000 for this work, and the City also contributed $20,000. The contract was awarded to Urban Systems and the business case was completed in 2020. Since the completion of the business case, this work has transitioned to SIPP and the project is now called the Centre for Ocean Applied Sustainable Technologies (COAST). COAST is building the region’s ocean and marine ecosystem, including entrepreneurs, corporations, academia, investors and government, to strengthen our position in the immense and emerging blue economy. COAST is currently being incubated by SIPP who are leading the work of this cluster and innovation hub.

Just as Victoria 3.0 was scheduled for Council’s consideration, the pandemic arrived placing the plan on hold and requiring staff to reposition the plan focusing on Recovery, Reinvention, and Resilience.

Recovery focuses on the small business sector which faced significant impacts due to the pandemic including a decrease in revenues, staff layoffs and labour shortages. Many actions outlined under “Recovery: Our Small Businesses are the Lifeblood of Our Economy,” were to provide support to small businesses, including newcomer and Indigenous-owned businesses, and youth through the pandemic and beyond.

Reinvention and Resilience focuses on leveraging Victoria’s strengths and reinventing Victoria for the challenges and opportunities of the 22nd century. Action items focus on developing a stronger innovation ecosystem and furthering our strengths as an ocean city while also creating low-carbon prosperity.

The economic action plan was adopted by Council in May of 2020 and includes 10 categories and 69 action items to be delivered between 2020 to 2026.

As COVID-19 continued, staff work plans and priorities shifted to accommodate the needs of the community and another round of engagement with business leaders was held in 2021 to help refine and pivot Victoria 3.0, and the actions and priorities within, to support businesses through the ongoing pandemic and beyond.

These working groups, roundtables and committees highlight the collaborative and shared responsibility required by community partners, business leaders and City-wide commitment to implement actions within Victoria 3.0.

ISSUES & ANALYSIS

Since adoption by Council in May 2020, 50 of the 69 action items have been completed, partly completed or are ongoing by staff and community partners. This includes 34 initiatives that have been additionally undertaken or are ongoing since staff provided a first annual report on Victoria 3.0 to Council in May 2021 (Appendix A).

The following sections outline actions completed, partly completed or ongoing since inception of the action plan to date.

Recovery: Our Small Businesses are the Lifeblood of Our Economy

1. Support Small Businesses

- Continue the work of the Business Hub (Ongoing)
- Develop a "How to Adapt to a New Normal" toolkit based on WorkSafeBC sector guides (2020) *Completed*
- Develop an "Emergency Resilience" toolkit for Business (2020) *Completed*
- Create opportunities for restaurants and retailers to do business in public space through our Build Back Victoria Program (2020) *Completed*
- Create more space for pedestrians downtown and in village centres to meet physical distancing requirements (2020) *Completed*
- Develop a Business Hub Expansion Strategy (2022) *Completed*
- Develop a Downtown Clean & Safe Committee (2020) *Completed*
- Create a Downtown Ambassador Program (2021) *Completed*
- Create "How to" guides for small business start-ups and expansions by sector (2022 - 2023)
- Promote local economic success stories (Ongoing)

2. Support Youth in the Economy

- Continue economic development education work with high school classes (Ongoing)
- Continue Mayor's High School Entrepreneur Award (Ongoing)
- Feature young entrepreneurs and youth business start-ups on the Business Hub website (2022 – Ongoing)
- Host Young Entrepreneur Business Info Sessions at City Hall (Ongoing)
- Engage youth on a regular basis to ensure that their needs in relation to economic inclusion continue to be met (Ongoing)

3. Support Indigenous Businesses

- Hold Quarterly Indigenous Prosperity Gatherings (2020 - 2022) *Completed* Lead: SIPP
- Continue Indigenous Connect Forum (2020 - 2022) *Completed* Lead: SIPP
- Create a platform to make it easy for Vancouver Island MASH sector institutions (municipalities, school boards, health regions and publicly funded post-secondary

institutions) and large companies to procure from Indigenous businesses (2020 - Ongoing) Lead: BCSPI
- Create opportunities for Indigenous businesses to do business with Vancouver Island MASH sector institutions and large companies. (Ongoing) Lead: BCSPI
- Maintain Indigenous Business Directory in partnership with GVHA, SIPP, CRD and Animikii (Ongoing)
- Promote the Inter-community business licence as a measure for on-reserve businesses to work freely and openly across the region (Ongoing)

4. Support Newcomer Businesses
- Develop a Welcoming Cities Strategy (2020 - 2021) *Completed*
- Continue Business Info Sessions at City Hall for Newcomers (Ongoing)
- Create a platform to make it easy for Vancouver Island MASH sector institutions (municipalities, school boards, health regions and publicly funded post-secondary institutions) and large companies to procure from newcomer businesses (2020 - 2023) Lead: BCSPI
- Create opportunities for newcomer businesses to do business with Vancouver Island MASH sector institutions and large companies. (Ongoing) Lead: BCSPI
- Offer business information and materials in translated versions to maximize the ease of understanding and compliance (2021 – 2024)

5. Redevelop Victoria Conference Centre (2020–2031)
- Undertake a Feasibility Study (2020 – 2022) *Completed* DGV

As the pandemic lagged on through 2021, Council directed staff to extend the Build Back Victoria (BBV) Program from October 2021 through to October 31, 2022. This initiative continues to allow opportunities for restaurants and retailers to do business in public space and create more space for pedestrians downtown and in village centres to meet physical distancing requirements. City staff have been working collaboratively to help transition BBV permit holders into more permanent existing licencing programs, like the Sidewalk Café Licence program, as BBV permits end later this year.

In December 2021, the inaugural meeting and committee for the Downtown Clean and Safe Committee was established. The committee, comprised of representatives from the DVBA, VicPD, DRA, City staff (Economic Development, Bylaw, Neighbourhoods), Council representatives, local businesses and landholders established Terms of Reference (Appendix B) early this year and meet quarterly to focus on local issues and measures the committee can reasonably undertake, identify actions that are working or could be improved, and collectively understand bigger issues or advocacy that may be appropriate.

Through the 2022 budgeting process, Council approved Economic Development to implement the Business Hub expansion strategy by hiring one additional FTE, which will be fulfilled in August of 2022. This new position will support the ongoing operations of the Business Hub and assist with delivery of the action items within the Economic Action Plan.

Staff in Economic Development have commenced work on creating “how to” guides for small business start-ups and expansions by sector, which will be available on our website and through visiting the Business Hub. This is an ongoing initiative through 2022 / 2023. Staff have also started work within the City’s website redesign project to identify ways to further promote local economic success stories, both now and into the future.

Additionally, Economic Development staff continued work with high school classes as identified within the action plan. Staff participated in St. Michaels University's (SMU) Grade 12 economics class year end project, helping to frame a final research question exploring economic wellness in the City of Victoria before the students present their findings to a group of invited panelists. Staff will continue to work with SMU in coming years and will look for similar additional opportunities to participate with students at other Victoria area schools.

The Mayors High School award presented each year to two Victoria High School students continues and the value of these awards was increased to $500 per student. Coupling the award with an internship opportunity at a relevant business is a future priority.

Alongside the work being undertaken on the City's website redesign, Economic Development staff are working on opportunities to feature young entrepreneurs and youth business start-ups on the Business Hub website. Further, Business Information sessions hosted quarterly by the Business Hub at City Hall pre-pandemic will start up again in the fall of 2022 and will continue focusing specific sessions for groups that include, but aren't limited to: Young Entrepreneurs, Newcomers, and Indigenous businesses and individuals. These sessions will allow staff to continue engaging with sector specific groups to ensure their needs in relation to economic inclusion are met.

SIPP took a lead support role in establishing a working group to develop the Indigenous Prosperity Centre (IPC), which emerged from the Rising Economy Taskforce and resulting Reboot: Greater Victoria's Economic Recovery Plan, 2020 – 2022 (Appendix C). After initial consultations through 2021, funded by early sponsors Vancity and Coast Capital Savings Credit Union, the IPC will be conducting an Indigenous Economy Learning Tour starting in 2022. This will include development of a vision and purpose statement, several open house community dialogues with First Nations across the South Island, hosting webinars and learning sessions, and culminating in an Indigenous Economy Summit to present findings and introduce next steps for regional collaboration within the Indigenous economy.

The IPC will also oversee a pilot project with Public Service Procurement Canada (PSPC) with an aim to build capacity for more Indigenous businesses to engage in bidding and supply-chains with the Federal Government. Vancity has recently agreed to a three-year sponsorship of the IPC which will support the IPC in hiring its first Executive Director later in 2022, though the entity will remain part of and receive strong administrative support of SIPP.

Economic Development has partnered with the GVHA, CRD, and SIPP to collaborate on an Indigenous Business Directory alongside Indigenous business Animikii, whose team are taking on building the site and directory as a project. Animikii is creating a standalone site that they will be resourcing to build with interns as a training project. The City, GVHA, CRD and SIPP have committed to developing an MOU that outlines collectively sharing the ongoing administration, budget and responsibilities of the directory now and into the future. Once launched, the site will also be provided as part of City staff training with respect to social procurement considerations for staff purchasing.

City staff continue to promote the Inter-community business licence as a measure for on-reserve businesses to work freely and openly across the region and are working to make the information up to date on our website as it is redeveloped and more communities across the Island participate and come on board.

Staff presented the Welcoming City Strategy and Action Plan at the October 21, 2021, Committee of the Whole meeting. Council unanimously endorsed the strategy and action plan and directed

staff to work with the community to develop community-driven implementation plans. This work is underway with many of the actions supported by the City but led by the community with the support of the Welcoming City Implementation Advisory Committee.

City staff have had resource materials available in the Business Hub translated into French and will continue to translate information and materials in two languages a year to maximize the ease of understanding and continue to enhance economic inclusion of newcomers in our community.

Destination Greater Victoria, in partnership with the City of Victoria and the Fairmont Empress commissioned CBRE to conduct a study on demand profiles of a potential redeveloped Victoria Conference Centre to ensure market demand was in place as the first step in the process. This would be considered a pre-feasibility study. The study had three main conclusions:

- The current Victoria Conference Centre is too small and prevents Victoria from bidding on much of the current meetings business profile due to its small size. The non-contiguous nature of the facility is sub-optimal. The current Victoria Conference Centre could not accommodate two city wide conferences simultaneously in key spring and fall months.
- Hotel room development would need work in lock step with Conference centre development.
- The market could support a conference centre of at least 120,000 square feet, with potential for larger.

The study was largely completed just prior to the pandemic, creating much uncertainty in the meetings and conference business. Re-opening demand profiles are returning, but it would be prudent to ensure they remain in place for the next year before proceeding any further with a conference centre redevelopment plan. Recent meetings the Mayor held with the Federal Minister of Tourism indicated preliminary federal support for a conference centre redevelopment project.

Destination Greater Victoria will be commissioning a holistic Destination Master Plan for the region in the fall of 2022. This will involve broad industry and government input to scope the next phase of exploration of a redeveloped Victoria Conference Centre.

Reinvention and Resilience: Building a Strong and Resilient Local Economy

6. Create an Arts and Innovation District (2020–2022)

- Work with landowners, other stakeholders, and the public to develop a vision and implementation framework for the Innovation District (2020 - 2021) *Completed*
- Develop partnerships with post-secondary institutions to support activities in the Innovation District (Ongoing)

In 2021, Council approved funding to support planning for initial studies and public engagement for the Arts & Innovation District.

As described in Victoria 3.0, the district is proposed to be a hub of cross-sector collaboration, a place where research and development lead to ideas that are commercialized (turned into products and services), where new high-value, future-oriented jobs are created and where Victoria's arts and culture sector can continue to flourish. It will be a global facing and export-oriented district to attract companies that embrace and address the challenges of the 22nd century with a focus on low-carbon prosperity. It will be an amenity-rich place where small businesses and artists thrive and benefit from the concentration of economic activity.

The location started with a focus on the Capital Iron lands, but soon grew to include a larger area at the north end of downtown which will accommodate future key employment uses. The area is currently a mix of heavy and light industry, commercial, retail, surface parking lots, and recently remediated land owned jointly by the Songhees and Esquimalt Nations.

The following activities are underway:

- A development (rezoning) application for the Capital Cultural District was received in 2021 and revised plans submitted on June 16. These plans currently propose a mix of industrial and employment lands, public spaces, residential and live work uses and arts and culture use that seek to meet several objectives of Victoria 3.0 for the Arts and Innovation District.
- Development of the Arts & Innovation District Action Plan

The first deliverables to guide planning have been completed and include an Environmental Conditions study, and a (draft) Market Assessment and Land Economics study. The Environmental Conditions Study, and Summary (Appendix C) provide key background information to inform planning and future engagement by providing a general overview of the area's environmental condition and key considerations that may impact future development. The draft Market Assessment and Land Economics study explores the relationship between market trends and the economics of intensified development; identifies key elements of success critical to innovation districts and provides initial recommendations regarding potential policies and incentives the City of Victoria may consider to encourage development that aligns with the district's vision. Staff expect to have the completed final study from Colliers in the coming weeks.

Some key findings from these studies include:

Environmental Conditions Report (WSP)

- Many properties may have environmental constraints related to current and past activities which require assessment and potential remediation prior to seeking development approval. Some areas are also impacted by tsunami risk.
- The area also contains registered and potential archaeological sites.

Market Conditions, Land Economics and Best Practices Study (Colliers Consulting)

- The Greater Victoria area is expected to see robust demand for light industrial space continue in the future, with record low vacancy and high rents. Targeted industries will also be attracted to office spaces in the Arts &Innovation District area, especially as it develops anchor tenants.
- Land economics assessment finds some mixed employment uses may be viable in the area, subject to consideration of market demand and factors such as environmental remediation costs. Employment development with residential components may offer greater economic viability but should be approached with caution as it may be difficult to integrate residential uses into employment buildings. Residential uses, especially strata, may also compromise some employment activities in the district.
- Practicing artists and arts-based production businesses will continue to face challenges in locating spaces that are affordable, without interventions in the market.
- The area's urban location, distinct character, proximity to Downtown and access to multiple amenities and services position it well to become an Arts and Innovation District.

- Key challenges include potential remediation costs, limited access for freight delivery, parking constraints, economic viability for certain forms of intensified industrial/employment development, and landowner reluctancy to redevelop.

In early 2022, a series of stakeholder engagement sessions were held to inform the latter study, as well as provide key inputs for planning. Over 60 stakeholders participated, representing technology sectors, industrial businesses, arts and culture, and the development industry. Staff are engaging with First Nations and will confirm if and how they wish to be consulted before designing and launching the next phase of planning.

Some emerging themes from early engagement include:

- Retain the area's unique heritage industrial character
- Focus on mixed employment with limited residential that is carefully considered
- Integrate arts and culture through development and programming for the area, with a desire for long-term, secure affordable studio spaces
- Retain and utilize access to the deep-water harbour
- Strengthen the physical connectivity and transition to adjacent areas such as Old Town and Douglas Street
- Strengthen multi modal infrastructure and connectivity to the region
- Desire to reduce property crime and improve safety
- Increased food services and restaurants to support local employees, and amenities such as childcare
- Greater flexibility and alignment of policies and regulations within district vision
- Buildings should be designed to encourage collaboration and reflect the space needs of target sectors (e.g., tech, manufacturing, arts), both for start-ups and more mature companies
- The presence of one or more catalysts (e.g., art gallery, post-secondary education, business incubation, library) will support district development

Once First Nations have been consulted and an approach to the next phase of engagement mapped out, an RFP is expected to be released seeking a consultant team to carry out the next phase of planning and engagement, with an expected public launch in fall 2022.

The Arts & Innovation District planning is expected to result in several outcomes that further Victoria 3.0 objectives:

- Updates to land use, public realm, transportation and related policies in the Downtown Core Area Plan and Burnside Gorge Plan
- Update industrial zones contained in Zoning Regulation Bylaw, design guideline updates, and a possible density framework supporting public benefits
- Consideration of incentives to support development and investment in the district
- An Action Plan guiding further actions and partnerships to realize the district's potential

7. Create an Ocean Futures Cluster (2020–2025)

- Create an Ocean Futures Cluster Task Force to develop a strong value proposition and Cluster Implementation Plan (2020) *Completed*
- Develop a Business Case and Value Proposition for the Ocean & Marine Innovation Hub (2020) *Completed*

- Champion the Ocean Futures Cluster and Innovation Hub with Provincial and Federal governments (2020 – 2021) *Completed*
- Build relationship and create programs with Canada's Ocean Supercluster (2020 – 2022) *Completed*
- Secure funding to establish Ocean and Marine Innovation Hub (2020 – 2021) *Completed*
- Develop an Ocean and Marine Innovation Hub (Ongoing)
- Partner with First Nations (Ongoing)
- Develop a Governance Structure for Cluster Implementation (2020 – 2021) *Completed*

After creating the start-up plan for what is now known as the Centre for Ocean Applied Sustainable Technologies (COAST), COAST advisory board members developed a mission, vision and initial membership model, and determined in mid-2021 that SIPP should become the incubating entity to ensure that COAST has a solid foundation with secure funding models in place before transitioning into its own stand-alone entity.

The vision for COAST is to be Pacific Canada's hub for the sustainable blue economy; and their mission is to drive inclusive prosperity in British Columbia's blue economy through entrepreneurship, innovation, and expansive partnerships. To work toward this long-term success, SIPP spent the latter part of 2021 and early part of 2022 developing a 3-year "Catalyst Phase' plan with five key activity areas (listed below). This plan was submitted for funding by Pacific Economic Development Canada (PacifiCan) in May 2022 and is currently under review by the federal government with a decision expected in the coming months. The catalyst phase has over 40 partner organization and businesses engaged.

Five activity areas of COAST's 3-year Catalyst Phase plan:

1. Blue Innovation and Skills Hub
2. Ecosystem Development and Global Positioning
3. Corporate Innovation Projects
4. Indigenous Blue Economy Entrepreneurship and Innovation Capacity
5. Indigenous Growth Through Procurement

The above activity areas further deliver many of the action items outlined within the Victoria 3.0 plan for Creating an Ocean Futures Cluster both now and into the future.

8. Tech Is #1 – Tell and Sell Victoria's Tech Story (2020–2041)

- Talent Attraction and Retention Initiative (Ongoing) Lead: VIATEC
- Attend relevant trade shows to promote Victoria tech ecosystem and attract talent (Ongoing) Lead: VIATEC
- Assist tech companies with exporting and international sales (Ongoing) Lead: SIPP
- Develop Digital Promotion Strategy for global audience (Ongoing) Lead: VIATEC
- Create a platform to make it easy for Vancouver Island MASH sector institutions (municipalities, school boards, health regions and publicly funded post-secondary institutions) and large companies to procure from Victoria tech companies (Ongoing) Lead: BCSPI
- Create opportunities for small tech companies and start-ups to do business with Vancouver Island MASH sector institutions and large companies. (Ongoing) Lead: BCSPI

VIATEC continued to lead talent attraction and retention actions within the Tech sector through several initiatives, such as hosting the Victoria Call for Talent Fair. This was a free virtual fair in March of 2021 to connect with Greater Victoria's top tech employers for both remote and local career opportunities. 837 candidates registered, of which 82% were from Canada, and 26% from

Victoria (74% out of region). 54% of respondents indicated they were looking for/open to relocating (out of 329) and 87% of respondents indicated they were looking for/open to remote work (out of 334).

VIATEC, working with BenchMarket, also launched a Talent Study for the tech community to develop tools to help the sector understand which unique differentiators they hold, how they must adapt to keep skilled talent, and how to meet the needs and expectations of out-of-region candidates during the recruitment process**.** This resulted in a completely new suite of compensation and talent research to address the tech community's needs.

This data includes, but isn't limited to:

- Insight into the compensation practices of other tech hubs across Canada and a cut specific to the Greater Victoria region
- Biannual data releases to keep up with the pace of compensation changes with insights into salary increases
- The whole picture of employee recognition beyond compensation that accounts for non-financial benefits, wellness practices, and other human resource programs.
- The ability to understand how cost of living and compensation across regions are related

Members can participate and receive information through a yearly fee with VIATEC but as a non-profit with a mission of creating the most cohesive tech community in the world, they are committed to ensuring this initiative is open to all Greater Victoria tech companies through other means to participate to ensure generating excellent data.

To further promote the tech ecosystem and attract talent, VIATEC also attended several relevant trade shows and industry events.

To support the Telling Our Story initiative, referenced later in this report, VIATEC provided $50k in funding to SIPP, for which SIPP will assist tech sector companies with exporting and international sales by including "Victoria's Tech Story" in the more holistic brand narrative project, now being referred to as the "Magnet City Initiative".

Further, VIATEC will be kicking off data collection for their next economic impact study. It's been almost five years since their last report was released and they expect the new results to demonstrate some significant growth. They are targeting late September 2022 for the release of the final report.

9. Learn from Other Cities (2020–2041)

- Measure the City and region against 10 Traits of Globally Fluent Metro Areas (2020) *Completed* Lead: Business of Cities
- Research policies and best practices needed to get us from we are (largest source of jobs is service and public sector) to where we want to go (balance of public sector and high-value private sector jobs) (2020) *Completed* Lead: Business of Cities
- Undertake case studies on what cities/ regions have done (2020) *Completed* Lead: Business of Cities
- Determine comparator cities; assess how we rank in comparison to other small, high-performing, high-calibre cities (2020) *Completed* Lead: Business of Cities
- Gain insight on advancing key projects (2020) *Completed* Lead: Business of Cities

- Develop a measurement framework to track progress over time. How many high value jobs created? How globally fluent? How many spin-offs from Ocean Futures Cluster and Innovation District? (2020) *Completed* Lead: Business of Cities

10. Re-Do Victoria's Brand and Story (2023 –2026) Lead: SIPP

Although this work was not set to begin until 2023, the pandemic kickstarted this action early. Emerging from the work of the Rising Economy Taskforce and the 10 supporting committees (multiple sectors of the regional economy), the Reboot: Greater Victoria's Economic Recovery Plan (2020-2022) report outlined 10 Recovery Pillars under which the recommendations and actions were organized. One pillar was "Telling Our New Story", which is a call from multiple sectors, business leaders and other stakeholders to develop a holistic regional story that builds on our well-established tourism and hospitality brand, but expands upon it for two primary purposes:

- So businesses, institutions and other organizations that need to attract talented workers, investment, and partnerships from beyond the region will have tools and brand assets that aligned strongly to their target audiences (beyond attracting tourists and moving into lifestyle alignment).

- Create compelling narratives that attract businesses and entrepreneurs that might align to our region and the collective values and present them with a roadmap to establishing here to create the jobs of the future. This recommendation built on the theme of economic diversification, as we recognized during the pandemic that our region is vulnerable due to a high dependence on tourism and hospitality.

SIPP plans to conduct a final wrap-up report on the Reboot Plan this fall, which will be 2 years since the report was released (it was designed to be a short-term action plan). This does not imply that all 55 recommended actions were implemented but is intended to provide an update and info on the context and any changing circumstances of the actions within.

In 2021, SIPP, in partnership with the City of Victoria, DVBA, and VIATEC, organized a series of focus groups, facilitated by Dr. Tim Moonen and his team at The Business of Cities. From there, SIPP assembled a Creative Working Group to oversee the development of the creative direction, including facilitating the suppliers that will lead the development. This work is underway in 2022 and will be launched in December 2022. Additional activities to increase the adoption of and engagement around the toolkit will follow in 2023. This will also include external marketing campaigns.

Outstanding Action Items

Council also directed staff to report back on outstanding initiatives and future work outlined as deliverables within Victoria 3.0.

Recovery:

Support Small Business:

- Develop and deliver a mitigation strategy to help address the impacts of private sector construction and City capital projects on the daily operations of small businesses (2022 – 2023, Ongoing)
- Develop a Retail Strategy post COVID-19 (2022 –2023, Ongoing)

Support Youth in the Economy:

- Implement a Youth Internship Program and hire more co-op students at City Hall (TBD)

Support Indigenous Business:

- Create a Mentorship Program for Indigenous Business Owners (2022 - Ongoing) Lead: Chamber

Support Newcomer Business:

- Work with the Federal Government to Develop the Municipal Nominee Program (TBD)

Redevelop Victoria Conference Centre:

- Design a new centre based on assessment in Feasibility Study (2023 - 2024)
- Secure funding for the new centre (2024 – 2025)

Reinvention and Resilience:

Arts & Innovation District

- Pilot a pop-up Micro Innovation District (2023) Lead: TBD
- Undertake a city-initiated rezoning of the Innovation District (2022 - 2023)
- Develop a name and identity for the Innovation District (2022 - 2023)
- Consider incentives to stimulate development of the Innovation District (2022 - 2023)
- Establish partnerships and/or funding relationships to create the Innovation District (2022 – 2024)
- Develop creative financing models (2022 - 2024)
- Create a Building Innovation Incubator to stimulate construction innovation for climate impact (2025)

Ocean Futures Cluster (COAST)

- Establish a Formal Cluster Program and Hire a Cluster Manager (2022 – 2025)
- Develop Investment Attraction Plan for companies participating in Ocean Futures Cluster (2022 – 2025) Lead: SIPP/COAST
- Shape and package a promotion program for the Cluster (2025 – 2041) Lead: SIPP/COAST
- Link the Cluster Globally (2025 – 2041) Lead: SIPP/ COAST

Learn From Other Cities

- Create an Annual Education Program modelled on Denver's Urban Exploration Program (TBD) Lead: TBD
- Partner with the Urban Economy Forum on UN Sustainable Development Goal 11, "Make cities and human settlements inclusive, safe, resilient and sustainable" (2020 – 2025) Lead: Mayors Office

The latter action refers specifically to the Arts and Innovation District and is no longer deemed as necessary or achievable by the Mayor's Office given the lack of alignment between the UN Urban Economy Fourm and the City with respect to local leadership in the development of the Arts and Innovation District and the timing of the Arts & Innovation District project. To keep Victoria 3.0 current, and aligned with reality, it is recommended that this action be removed from the plan.

OPTIONS & IMPACTS

Option 1:

That Council receives the report for information and approves removing action 9.8 - Partner with the Urban Economy Forum on UN Sustainable Development Goal 11, "Make cities and human settlements inclusive, safe, resilient and sustainable" (2020 – 2025) from the Victoria 3.0: Recovery, Reinvention and Resilience economic action plan. *(Recommended)*

The Mayor and staff met with representatives from the United Nations (UN) Urban Economy Forum and determined that the process and timing of the UN Urban Economy Forum would not be a fit for the Arts and Innovation District process, would slow down progress on the Arts and Innovation District, and would lead to more of a top-down rather than bottom-up approach to community planning.

Option 2: Action 9.8 - Partner with the Urban Economy Forum on UN Sustainable Development Goal 11, "Make cities and human settlements inclusive, safe, resilient and sustainable" (2020 – 2025) remains as included within the Victoria 3.0: Recovery, Reinvention and Resilience economic action plan.

Accessibility Impact Statement

There are no impacts to accessibility.

2019 – 2022 Strategic Plan

Strategic Objective #4 – Prosperity and Economic Inclusion; Create Victoria 3.0 – Recovery Reinvention Resilience – 2020-2041 Economic Action Plan

Impacts to Financial Plan

There are no impacts to the Financial Plan

Official Community Plan Consistency Statement

The actions outlined in Victoria 3.0 are consistent with the goals in OCP Section 14 - Economy.

1. 14 (A) Victoria generates economic growth through innovation, entrepreneurship and business formation, and attracts and retains sustainable enterprise well-suited to the region.
2. 14 (B) Victoria contributes to global knowledge, produces and attracts talented researchers, incubates innovation, and brings new goods and services to market.
3. 14 (C) Victorians have the knowledge and abilities to support a vibrant regional economy and the capacity to creatively adapt to economic change.
4. 14 (D) Victoria is the headquarters of the Provincial Government, a premier tourism destination and a gateway to Vancouver Island.
5. 14 (E) A broad range of employment opportunities exist across the city and region providing workers with income to financially support themselves and their families.

CONCLUSIONS

Into the second year of implementation, Victoria 3.0 has delivered many of the action items within the plan, providing support to businesses impacted by Covid-19 and implementing significant action items to ignite economic recovery into the future. Staff look forward to continuing to work closely with business leaders, community partners and organizations in delivering the remaining and ongoing actions set out in the plan.

Respectfully submitted,

Quinn Anglin	Kerri Moore
Manager of Economic Development	Head of Business & Community Relations

Report accepted and recommended by the City Manager.

List of Attachments

Appendix A: 2021 Victoria 3.0 Progress Report
Appendix B: Clean and Safe Committee: Terms of Reference
Appendix C: The Reboot: Greater Victoria's Economic Recovery Plan (SIPP)
Appendix D: Environmental Conditions Study Summary (WSP)

Committee of the Whole Report
For the Meeting of May 20, 2021

To:	Committee of the Whole	**Date:**	May 14, 2021
From:	Kerri Moore – Head of Business & Community Relations		
Subject:	Victoria 3.0 Recovery Reinvention Resilience Progress Report		

RECOMMENDATION

That Council:

1. Approve $117,000 from the 2021 Financial Plan contingency budget to support the initial planning for the Arts & Innovation District.

EXECUTIVE SUMMARY

Victoria 3.0 is an economic action plan that aligns with the City's Official Community Plan to 2041. It's a long-term plan and vision for a sustainable, influential city that will build a strong innovation ecosystem and create a resilient and inclusive economy now and into the future. The actions outlined will build an economy that enables everyone to flourish and that will set Victoria on a path to low-carbon prosperity.

Victoria 3.0 includes three main goals:

1. An immediate focus on supporting businesses to adapt to a new normal and become more resilient considering lessons learned during the COVID-19 pandemic
2. Creating a city and an economy that is inclusive of everyone
3. Building a sustainable economy over the next two decades which aligns with the City's Climate Leadership Plan and creates a pathway to low-carbon prosperity

To ensure that Victoria 3.0 would focus on the right issues and metrics that would set the city up for success, the first step in developing the plan was to research other global cities. The City with other funding partners engaged "The Business of Cities" an urban intelligence firm that works with more than 100 cities and companies worldwide each year. "The Business of Cities" help global cities and businesses to work together, find and learn from each other, and adopt strategies and tools to achieve their goals. An executive summary with full report (Appendix A) examine the Greater Victoria region under three areas of focus: Benchmarking Victoria's Economy, Case Studies – Learning from International Experience, and Victoria's Global Fluency.

Building on research findings, sector specific roundtables were held in the fall of 2019. The Ocean Futures & Innovation Hub, Big Idea (Arts & Innovation District), and Business Support working groups were also created. Participants from the roundtables joined the working groups and

contributed their time and insights to help drive forward key action items. This speaks to the commitment of community partners and business leaders city wide to collaborate and the shared responsibility to shape and achieve the vision of Victoria 3.0, for the city to be a future-ready, globally-fluent influencer and innovator.

Victoria 3.0 was adopted by Council on May 14, 2020 and includes 10 categories and 69 action items to be delivered between 2020 to 2026. This document outlines the completed or partly completed 16 action items achieved within the first year. As well, updated 2021 action items with a request for $117,000 from the Financial Plan contingency to support the initial planning towards an Arts & Innovation District, and future action items.

PURPOSE

The purpose of this report is to provide Council with a progress report on the action items achieved to date, updated 2021 action items and future action items, and to request $117,000 from the Financial Plan contingency budget to support the initial planning towards an Arts & Innovation District.

BACKGROUND

In 2019, City staff hosted six sector specific roundtables where 145 residents and business owners participated. At each roundtable, a proposed vision for Victoria 3.0 and the future of our economy was presented. Participants were asked for their input based on their experience doing business in the city and their aspirations for "global fluency". The draft plan was released in January 2020 and public input was received through an online survey.

In March 2020, just as Victoria 3.0 was scheduled for Council's consideration, the pandemic arrived placing the plan on hold and requiring staff to reposition the plan focussing on Recovery, Reinvention, and Resilience. Another round of engagement with business leaders helped to refine Victoria 3.0 to support businesses through the pandemic and beyond.

Recovery has focused on the small business sector in our local economy which has faced significant impacts due to the pandemic including serious revenue shortfalls and staff layoffs. Actions outlined under "Recovery: Our Small Businesses are the Lifeblood of Our Economy," are to provide immediate support to small businesses, including newcomer and Indigenous-owned businesses and youth to assist businesses to weather the pandemic and position for future recovery. The Build Back Victoria program and the COVID-19 Business Resource page were two immediate actions that positively impacted and supported business.

Reinvention and Resilience focuses on building on Victoria's strengths and reinventing Victoria to meet the challenges and seize upon opportunities in preparation for the 22nd century. Action items focus on developing a stronger innovation ecosystem and building on our strengths as an ocean city while also creating low-carbon prosperity. Two primary actions include launching an Ocean Futures Cluster and Innovation Hub and building an Arts & Innovation District.

ISSUES & ANALYSIS

Victoria 3.0 includes two key areas for implementation of Recovery, and Reinvention and Resilience. Since adoption by Council in May 2020, staff and community partners have been able to complete or partly complete 16 of the 69 action items. The following sections provide action items completed to date, 2021 action items underway and larger initiative updates for Council's

information.

Recovery: Our Small Businesses are the Lifeblood of Our Economy

The following action items have been completed or partly completed:

1. Develop a "How to Adapt to a New Normal" toolkit based on WorkSafeBC sector guides
2. Develop an "Emergency Resilience" toolkit for Business
3. Create opportunities for restaurants and retailers to do business in public space
4. Create more space for pedestrians downtown and in village centres to meet physical distancing requirements
5. Develop a Welcoming Cities Strategy
6. Undertake a Feasibility Study for the Victoria Conference Centre

As soon as COVID-19 was declared a pandemic, the Mayor initiated a weekly business support call with representatives from the Downtown Victoria Business Association, Destination Greater Victoria, Think Local First, Community Micro Lending, Victoria Innovation Advanced Technology & Entrepreneurship Council, Chamber of Commerce, the South Island Prosperity Partnership, and several small business owners to understand how the City could support small business. These weekly calls informed the City's COVID-19 Business Resource page to help businesses safely re-open, ways to support our local economy, and more information regarding relief programs through federal, provincial and local channels. These calls are now held biweekly and continue to inform Victoria 3.0 implementation.

Build Back Victoria launched in June 2020 and provided temporary initiatives for businesses to expand their operating capacity into public space (parks, sidewalks, streets, boulevards) in line with public health recommendations for physical distancing and while maintaining the accessibility and liveability of our streets and sidewalks. This also aligned with the Provincial Liquor Board licencing expansion for liquor sales and service in public space. This program has been widely successful with participants across several business sectors and locations throughout the City and will continue until at least October 2021.

To support newcomer businesses, a Welcoming Cities task force was initiated in November 2020. Work is underway and public engagement will begin in mid-May to seek input on how Victoria can align with the international Welcoming Standard, which includes a focus on employment and economic inclusion. Specifically:

- Assist immigrant job seekers with information, training, and networking.
- Support immigrant entrepreneurs and business owners in starting, building, and growing their companies.
- Engage local employers and chambers of commerce to create welcoming, equitable and safe work environments.
- Plan for inclusive economic development and integrate welcoming into existing economic development efforts.
- Build financial knowledge and skills in the immigrant community.
- Support immigrant workers through education on workplace rights and legal advice on workplace issues.

A report to Council with a proposed strategy is expected in September.

Recovery: 2021 Action Items

Council directed staff to report back on Victoria 3.0 actions outlined as deliverables for 2021 (Appendix B). However, due to the ongoing pandemic, a meeting was held with business leaders to discuss the proposed actions and to determine feasibility of each item. Feedback included an immediate focus on the incumbent businesses who are still 'hanging on' and to delay the retail strategy until later in 2021 or early 2022. Input also included relaunching the ShopYYJ campaign that includes businesses promoting to shop and dine locally, the vibrancy and vitality of downtown, and our own success stories. As a result, our action items for 2021 have been adjusted to focus on the following priorities:

- Downtown Clean & Safe Committee / Downtown Ambassador Program
- Relaunch the ShopYYJ buy local campaign
- Build Back Victoria Program – promoted through print & social regarding the continuation of the program
- 'Cut the Red Tape' workshop to discuss the best and most efficient ways for the City to support business
- Mitigation Strategy to improve communication and support businesses that are impacted by development.
- Retail Strategy to be reviewed in T3 2021 on timing to engage consultant to undertake this work.

Workplan or resource impacts of COVID-19

Destination Greater Victoria, as the sales and marketing partner for the Victoria Conference Centre (VCC), contracted CBRE to conduct a convention business growth potential and feasibility study, which was completed in September 2020. Tourism, and particularly the conference industry, has been devasted by the impacts of COVID-19. The study estimated that following post-COVID recovery there would likely be potential to increase the number of events hosted at the VCC as well as their size (number of delegates) and duration (delegate days), subject to expansion and reconfiguration of the facility. It is anticipated that recovery trends will become evident during 2022 and, given lead times for planning, the feasibility study should be revisited in fall 2022.

Victoria 3.0 envisioned additional staffing capacity to support implementation. The Business Ambassador has been fully committed to managing the Build Back Victoria program and the Head of Business & Community Relations has the responsibility of overseeing the Economic Development, Victoria Conference Centre, Arts Culture & Events and Neighbourhoods divisions without a manager or administration support. Additional staff capacity will be required to achieve all the action items in the plan and to support economic recovery and economic inclusion. As part of the 2022 Financial Plan, staff will propose an additional staff position for Council's consideration.

Reinvention and Resilience: Building a Strong and Resilient Local Economy

The following action items were completed or partly completed since adoption of Victoria 3.0:

Create an Ocean Futures Cluster

1. Create an Ocean Futures Cluster Task Force to develop a strong value proposition and Cluster implementation
2. Develop a Business Case and Value Proposition

3. Champion the Ocean Futures Cluster and Innovation Hub with Provincial and Federal governments
4. Develop a Governance Structure for Cluster Implementation

The action to develop an Ocean Futures Cluster and Innovation Hub (OFCIH) will help build on all the ocean and marine-related businesses and major assets in our city and region. This action aims to grow existing enterprises and attract new ones where the resulting products, services, technology, know-how, and intelligence support the arc that leads to sustainability and climate changes mitigation and adaptation. It will help our region and Canada to achieve UN Sustainable Development Goal 14: "Life Below Water – conserve and sustainably use the oceans, seas and marine resources for sustainable development."

A business case working group was formed in early June 2020 that included the City, the Association of British Columbia Marine Industries, Ocean Networks Canada, Open Ocean Robotics, South Island Prosperity Partnership (SIPP), Province of BC, Ralmax Group of Companies and the Centre for Ocean Ventures & Entrepreneurship in Halifax to create a request for proposals for a feasibility and business case for an OFCIH. Through a funding application to Western Economic Diversification, the partners secured $100,000 for this work. The contract was awarded to Urban Systems and the business case was completed in September 2020 (Appendix C).

Since the completion of the business case, this work has transitioned to SIPP and the project is now called the Centre for Ocean Applied Sustainable Technologies (COAST). COAST is a stand alone non-profit with a governance structure and interim board created to lead the work of a cluster and innovation hub.

<u>Learn from Other Cities – The Business of Cities</u>

1. Measure the City and region against 10 Traits of Globally-Fluent Metro Areas
2. Research policies and best practices needed to get us from where we are (largest source of jobs is service and public sector) to where we want to go (balance of public sector and high-value private sector jobs)
3. Undertake case studies on other cities/regions
4. Determine comparator cities; assess how we rank in comparison to other small, high-performing, high-calibre cities
5. Gain insight on advance key projects; Innovation District, Ocean Futures Cluster, Attracting a post-secondary institution to partner in downtown Victoria
6. Develop a measurement framework to track progress over time. How many high-value jobs created? How globally fluent? How many spin-offs from Ocean Futures Cluster and Innovation District?

The City partnered with the British Columbia Investment Management Corporation (BCI), SIPP, and Aryze Developments to contract The Business of Cities to conduct an analysis of Greater Victoria's economic potential. The consultant team conducted a study of best practices from other global cities to learn from other cities and incorporate learnings to guide Victoria to prepare for the challenges and opportunities of the 22nd century. Small city regions will be an important part of the global landscape in the coming decades; city regions like Victoria need to increase their global fluency or risk being left behind as unaffordable, unsustainable and low-value.

The analysis and research prepared by The Business of Cities was carried out over several months and included regular meetings with the funding partners (City of Victoria, BCI, SIPP, and Aryze)

and was also informed by focus group discussions with several of Victoria's business leaders under different categories such as Post-Secondary Presidents, High-Value Economic Transition, Eco-system Development, Inclusive Economic Development, and the Ocean Cluster & Innovation District.

The City will continue to be informed by the Business of Cities analysis and research, but the broader regional development actions will be led by SIPP.

Re-Do Victoria's Brand and Story

Although this was proposed in Victoria 3.0 as a 2023-2026 action, this work is underway on a regional basis through the South Island Prosperity Partnership as work arising from the Rising Economy Task Force. Many of the task force subcommittees identified the need to tell our new story as a key element of post-pandemic recovery. This resulted in "Tell Our New Story" as a key pillar of recovery in the region's Reboot Plan. The Reboot plan notes that "The post-COVID-19 world will embrace smaller cities that are highly liveable, agile, connected, competent, healthy, compact, innovation hungry and future-ready. Greater Victoria already has many of the strengths that are fundamental for recovery." SIPP is leading this multi-month process and there will be opportunities for engagement for the City, residents and businesses.

Arts & Innovation District

In early 2019 the Mayor invited leaders to discuss a 'Big Idea' precipitated due to a parcel of land (Capital Iron lands) that would soon be available. The meeting was to discuss the viability to create a location for new office space for the technology industry, a downtown university space, a potential downtown library, office space for the BC public service, and other important community amenities.

The 'Big Idea' became the Arts & Innovation District (District). As described in Victoria 3.0, the District is proposed to be a hub of cross-sector collaboration, a place where research and development lead to ideas that are commercialized (turned into products and services), where new high-value, future-oriented jobs are created and where Victoria's arts and culture sector can continue to flourish. It will be a global facing and export-oriented district to attract companies that embrace and address the challenges of the 22nd century with a focus on low-carbon prosperity. It will be an amenity-rich place where small businesses and artists thrive and benefit from the concentration of economic activity.

The location initially started with a focus on the Capital Iron lands, but soon grew to include a larger area at the north end of downtown which will accommodate future key employment uses. The area is currently a mix of heavy and light industry, commercial, retail, surface parking lots, recently remediated land owned jointly by the Songhees and Esquimalt Nations, craft brewers, and artists and makers.

For this work to move forward, the next phase requires a planning and city-initiated rezoning process that is both visionary and grounded in strategies and key considerations that support the vision and objectives for the District. This includes a focus on employment and ensuring that the policies and regulations are economically viable and attract investment, while maintaining affordable space for light industrial uses, artists and creatives.

In addition, with the objective of creating more housing opportunities without compromising job space and economic development objectives in the heart of the Arts and Innovation District, the eastern boundaries of the District have been expanded to incorporate the adjacent area between

Douglas and Blanshard streets. This area is currently envisioned by the Downtown Core Area Plan and Official Community Plan to accommodate future residential development; however, the planning process provides an opportunity to consider a more diverse range of housing opportunities to support the Arts and Innovation District, as well as exploring opportunities to add arts and employment uses east of Douglas Street.

Because there are development pressures now and a desire for more specific planning for the district to contribute in the coming years to Victoria's economic recovery and future, a two-phase process is proposed. First, a Kick-Off Phase beginning in 2021, should Council approve this budget request for $117,000, followed by completion of a master plan for the district if resources are made available through the 2022 budget process or other funding opportunities.

The Kick-Off Phase will include two studies which are foundational for understanding the economic viability of different development types:

1. The market potential of the district to support space for various sectors.
2. The environmental constraints of the district.

This initial work would be followed by direction-setting with key stakeholders through a series of sector-based focus groups, followed by a focused "Ideas Fair" workshop facilitated by a multi-disciplinary team including City staff and supporting planning and urban design professionals. The workshop would be grounded in the findings of these studies and the needs of the various sectors. This process would seek to set key directions that support the vision and key objectives for the Arts and Innovation District, in a way which is economically viable and protects and expands the employment sector in this area.

Throughout this work, a strong focus will be on building partnerships both locally and more broadly. Opportunities for collaboration are being explored including with the United Nations Urban Economy Forum and CMHC.

These key directions would then set the stage for a second planning phase to identify policies and approaches for land use, urban design, public space, and mobility that support the key objectives, as well as implementation strategies, considerations for zoning regulation updates and potential partnerships. As noted above, this second phase would require future funding, which staff will consider bringing forward as part of the 2022 budget process for Council's consideration and will also seek Council direction to pursue external funding.

OPTIONS & IMPACTS

Option 1: That Council approve $117,000 from the 2021 Financial Plan contingency budget to support the initial planning for an Arts & Innovation District, and that the second phase of funding be considered in the 2022 budget. *(Recommended)*

Under Option 1, staff would initiate a process in 2021 to undertake two studies: a land economics and market potential study, and a high-level review of existing environmental conditions to identify possible constraints on the district. This would be followed by a round of focus groups with key sectors interested in the future of the district and a workshop setting directions for the planning process.

This option allows for the planning of the Arts & Innovation District to be initiated within the 2021 workplan. This preliminary work would allow City staff and stakeholders to better understand the economic prospects and constraints of the district, and to begin establishing a framework and plan to guide future development to support Victoria 3.0 Objectives.

Option 2: Delay the Kick-Off Phase and consider the Arts and Innovation District planning proposal as part of the 2022 budget.

Under Option 2, the kick-off phase would not be able to move forward in 2021, unless funding is secured through other sources. Preliminary planning for the area is dependent on understanding the economic realities and constraints of this District; therefore, under this option, further planning for the Arts & Innovation District would be delayed until funding can be secured. This means timeframes outlined in *Victoria 3.0* would be delayed.

Accessibility Impact Statement

There are no impacts to accessibility.

2019 – 2022 Strategic Plan

Strategic Objective #4 – Prosperity and Economic Inclusion; Create Victoria 3.0 – Recovery Reinvention Resilience – 2020-2041 Economic Action Plan

Impacts to Financial Plan

Should Council approve Option 1, the $117,000 would be allocated from the contingency budget within the 2021 Financial Plan. The remaining balance in the contingency budget is $598,620.

Official Community Plan Consistency Statement

The actions outlined in Victoria 3.0 are consistent with the goals in OCP Section 14 - Economy.

- 14 (A) Victoria generates economic growth through innovation, entrepreneurship and business formation, and attracts and retains sustainable enterprise well-suited to the region.
- 14 (B) Victoria contributes to global knowledge, produces and attracts talented researchers, incubates innovation, and brings new goods and services to market.
- 14 (C) Victorians have the knowledge and abilities to support a vibrant regional economy and the capacity to creatively adapt to economic change.
- 14 (D) Victoria is the headquarters of the Provincial Government, a premier tourism destination and a gateway to Vancouver Island.
- 14 (E) A broad range of employment opportunities exist across the city and region providing workers with income to financially support themselves and their families.

CONCLUSIONS

One year on, Victoria 3.0 has delivered on several action items providing immediate support to businesses impacted by COVID-19 and significant action items to ignite economic recovery in the future. Staff look forward to working closely with business leaders, community partners and organizations to continue delivering the actions set out in Victoria 3.0.

In support of the Arts and Innovation District, it is recommended that Option 1 be supported. This would allow preliminary planning for the area to be initiated in 2021 and make progress towards the vision for the Arts and Innovation District as outlined in *Victoria 3.0*, in anticipation of future development pressures and as part of Victoria's economic recovery.

Respectfully submitted,

Kerri Moore	Quinn Anglin
Head of Business & Community Relations	Business Ambassador

Report accepted and recommended by the City Manager

List of Attachments

Appendix A: The Business of Cities Report
Appendix B: Financial Plan Motions - Report Back
Appendix C: Ocean Futures Cluster & Innovation Hub - Business Case
Appendix D: Arts & Innovation District Map

Victoria Downtown Clean and Safe Committee

Terms of Reference
2022

In the current City of Victoria Council Strategic Plan was a call for the formation of a Downtown Clean and Safe Committee. The DVBA was identified as the lead partner in this action.

In December 2021 the inaugural meeting of this Committee occurred (virtually). The initial Committee is comprised of the following members:

Jeff Bray – Executive Director DVBA (Convenor)
Rob Caunter – DVBA Clean Team Manager
DRA Rep
Quinn Anglin – City of Victoria
Mike Hill – City of Victoria
VicPD (Downtown Liaison officer, Carol Lee Jones)
Geoff Young - Council Rep for DVBA/DRA
John Tomchick – Jawl Properties
Darlene Holstein – GM Bay Centre
Stef Hartwig – DVBA Board Member and Hartwig Industries
Representative from Victoria Bylaw (Jeff to enquire)

At this initial meeting it was determined that a Terms of Reference should be developed. The following is proposed:

Vision: Downtown Victoria is perceived by the region's population as a safe and orderly place to live, work, shop, dine, visit and enjoy.

Mission: To meet and identify current challenges; provide Council data as to what is currently happening downtown; provide guidance and solutions for Council to act on deal with identified issues and make Downtown clean and safe and welcoming for all.

The Committee with work toward this by:

- Meeting quarterly
- Collate data, stats, observations on both negative and positive activities occurring downtown
- Focusing on local issues and actions the City can reasonably undertake and recommending actions on the smaller issues the City is capable delivering
- Understanding the bigger issues that may be in play (housing, addiction, mental illness) and identifying who should advocate solutions to other levels of government but
- Collect and disseminate good news stories
- Identify things that are working and things that can be improved
- More members may be asked to join this Committee to enhance effectiveness
- Make recommendations on actions that can be addressed at the City staff level
- **Present a report through our Council Liaison to Council on formal requests that require Council approval/direction**

Reboot

Greater Victoria's Economic Recovery Plan 2020-2022

An economic recovery plan prepared by the Rising Economy Taskforce in response to the COVID-19 Pandemic

Together we're stronger.

COVID-19 has changed our lives, businesses, organizations — and our entire world. Change is happening fast and adapting is critical to our economic survival.

Chair
Emilie de Rosenroll
CEO, SIPP

Vice Chair
Frank Bourree
Bourree and Associates
SIPP Board Chair

Craig Norris
CEO, Victoria International Marina
SIPP Board Member

Christina Clarke
CEO, Songhees Devco
SIPP Board member

Mandy Farmer
CEO, Accent Inns

John Wilson
CEO, The Wilson's Group

Bruce Williams
CEO, Greater Victoria Chamber of Commerce

Gordon Fyfe
CEO & Chief Investment Officer, BC Investment Management Corporation (BCI)

Carol Anne Hilton
CEO, Indigenomics Institute

Dr. Murray Fyfe
Medical Officer of Health (South Island), VIHA

Captain (Navy) Sam Sader
Base Commander, CFB Esquimalt

Dave Corey
Executive Officer, VREB

Ruth Mojeed
Founder and CEO | The Inclusion Project

Paul Nursey
CEO, Destination Greater Victoria

Robert Jawl
Managing Director, Jawl Properties

Cliff McNeil-Smith
Mayor of Sidney

Rasool Rayani
Investor, Entrepreneur, Business Owner

Lisa Helps
Mayor of Victoria

Jennifer Vornbrock
Community and Government Relations, UVic
SIPP Board member

Steve Pearce
Board President, Think Local First

Julie Lawlor
Executive Director, Westshore Chamber of Commerce

Gerry Salembier
Assistant Deputy Minister, BC Region at Western Economic Diversification

Erinn Pinkerton
CEO, BC Transit

Jamie Marshall
Vice President, Business Development & Innovation, BC Ferries

Chief Gordon Planes
T'Sou-ke Nation

Colin Plant
CRD Board Chair

Sandra Richardson
CEO, Victoria Foundation

Geoff Dickson
President & CEO, Victoria International Airport

Dan Ruscheinski
Senior Director, Esri Canada

Steve Wellburn
Partner, Private Enterprise and Professionals, MNP

Nikki Macdonald
Consultant, Adjunct Professor, UVic

Mitzi Dean
MLA Esquimalt-Metchosin

Doug Kobayashi
Colwood Councillor

Zac de Vries
Saanich Councillor

Ken Armour
Esquimalt Councillor

Sherri Bell
President, Camosun College

Jamie Cassels
President and Vice Chancellor, UVic

Dan Gunn
CEO, VIATEC

Jeremy Meckler
Regional Manager, Community Business, Vancity

Tina Fang
Chair of the Canadian Migration Institute
SIPP Board member

It Takes a Community

With unprecedented circumstances comes an unprecedented collaborative response.

Getting through the COVID-19 crisis will take a choir of dedicated community leaders across local, provincial and federal governments, post-secondary institutions, chambers of commerce, business improvement associations, industry associations, sector champions and large and small private businesses.

The Rising Economy Taskforce was launched on April 16, 2020, one month after the BC Government first declared a 14-day state of emergency caused by the COVID-19 outbreak. How did the Taskforce get off the ground so fast? Everyone we asked to participate in the Taskforce said "yes."

In total, more than 120 people came together across 12 committees and the Rising Economy Taskforce to focus their energy on key topics and sectors. They designed and executed surveys for their stakeholders, and they analyzed data and reflected on the situation at hand. Finally, they crafted recommendations to move their sectors forward. Thank-you to each and every person who contributed.

We also want to acknowledge the team of advisors at MNP who helped validate our prioritization criteria and analyze over 2000 points of data to arrive at the recommendations in this plan. Their expertise added significant value to this process and report.

We also acknowledge our First Nations partners in whose territories we live and work. The Coast Salish and Nuu-chah-nulth peoples, known today as Lkwungen peoples (Esquimalt and Songhees Nations), W̱ SÁNEĆ peoples (consisting of S,TÁUTW̱-Tsawout, BOḴEĆEN – Pauquachin, W̱ JOLELP – Tsartlip, MÁLEXEŁ (Malahat), and W̱ SIḴEM –Tseycum Nations), Scia'new Nation (Beecher Bay), T'Sou-ke Nation, and Pacheedaht Nation.

Never before have this many stakeholders in Greater Victoria come together around a single shared vision: our swift and sustainable economic recovery. As we rise, it is because of your efforts.

Find the full list of valuable contributors here:
southislandprosperity.ca/rising-economy-taskforce

Message from the Taskforce Co-Chairs

Emilie de Rosenroll

Chair, Rising Economy Taskforce

CEO, South Island Prosperity Partnership (SIPP)

Time and time again throughout this pandemic, I've reflected on Dr. Bonnie Henry's demeanor and use of language as she guided us forward. Messages of kindness, calmness and safety were commonplace, but so was swift, firm action as the province needed to "hammer" the initial outbreak.

Our community has moved with equal agility and compassion as we took immediate measures to understand the full extent of the damage done to our economy by the much-needed safety precautions taken to mitigate the pandemic. We have witnessed mass business closures and unemployment in recent months, when just a year ago we had one of the lowest unemployment rates in the country.

Witnessing this suffering reinforced the importance of our call to action. The federal and provincial governments, like governments around the world, released previously unimaginable liquidity to bring stability to those people and industries worst hit. But it is up to us as a region to craft our collective way forward from relief to recovery. Starting in April of this year, our community came together in an unprecedented way to put together a plan that could help us not only weather the storm, but rise up stronger and become more resilient.

We hope this plan serves as a launch pad to many actions and initiatives across the region. Although the pandemic is not yet over and our future remains uncertain, we will rise to the challenge by, as Dr. Bonnie Henry reminds us, moving swiftly and with compassion.

This is a community plan, not a government plan, or a South Island Prosperity Partnership plan. It may change as new opportunities emerge, but it is a commitment to mutual accountability. It is also a commitment to a type of recovery that is inclusive and will bring about more resilience to withstand future disruptions and shocks.

Frank Bourree

Vice-Chair, Rising Economy Taskforce

Chair, South Island Prosperity Partnership (SIPP)

Over several decades as a business owner here in Greater Victoria, I've never seen this level of hardship hit our region. We've had recessions and periods of lagging growth and stagnation, but never have we seen so many businesses on the brink of closure and in need of government for survival. Many businesses have already closed, and I'm afraid that we are not through the storm yet.

Why are these businesses so important to our community? Quite simply: they create jobs, they collect and pay taxes, they contribute to charitable causes, they deliver essential services and valuable experiences that are ingrained in our daily lives — and the list goes on. To recover from this pandemic will require healthy businesses, a healthy economy and, of course, healthy people.

But with so many facing uncertainty and personal challenges, we've seen for perhaps the first time what our community is truly made of. This shared hardship has brought us together like never before to address the challenges ahead.

This vehicle of collaboration, initiated by the South Island Prosperity Partnership and crafted by the 40 members of the Rising Economy Taskforce and over 100 members of the various committees, will be key going forward.

As Vice-Chair of the Rising Economy Taskforce, I want to thank the volunteers, community members, various committee co-chairs and their members, and everyone who contributed throughout the process. I also want to thank Emilie and her team for their tireless efforts to make sure as many voices were heard as possible. I look forward to seeing what's possible as we weather this storm together.

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Introduction

The year 2020 has been unlike any other. Like the rest of the world, Greater Victoria's economy faced a sudden shock as governments acted swiftly to contain the COVID-19 pandemic. Businesses closed, borders were locked down, travel dulled to a low hum, those who could shift to their home office did so, and school-aged children pivoted to digital learning. Unemployment in the Victoria Census Metropolitan Area went from the lowest in Canada in February (3.4%) to in excess of 10% for several months.

The Context

Because our region is so heavily dependent on the service industries most impacted by the pandemic — tourism, retail and hospitality — we witnessed economic instability for the first time since the 1980s.

The word 'unprecedented' is becoming clichéd, yet not even during the Great Recession stemming from the 2008 financial crisis did our unemployment go above 10%. (It peaked at 7.4% in 2009.) This crisis has hit us harder. The Conference Board of Canada named Greater Victoria as one of Canada's five most vulnerable cities when measured in expected job losses.

A July report from Restaurants Canada forecast a 24.4% to 48.4% drop in food services by the end of 2020, representing a $3.8B to $7.5B decline in revenues in a sector that employs 195,000 people in the province (representing 5.2% of B.C.'s GDP).

A recent report from McKinsey & Company asserted the tourism industry will not be able to achieve anything resembling 2019 performance metrics until 2025. This is a sector that employs over 9% of our region's workforce and contributes well over 10% of regional GDP annually.

Other reports show the harsh impacts of the pandemic on women (especially single mothers and women with young children), Black Canadians, Indigenous communities and other minorities, with low wage earners and part-time workers being hit harder than medium and high-income earners.

The necessary physical distancing measures instituted by homeless shelters left many to fend for themselves in the streets and parks. The price of street drugs skyrocketed, which led to an increase in crime, and the fentanyl crisis worsened, with deaths far exceeding previous years.

The BC Business Council forecasted provincial recovery taking until at least 2022, after GDP declines of 7.8% in 2020 and only a partial rebound of 4.8% in 2021.

But these harsh impacts are not the case for all people or all sectors. Economists use the term "K-shaped recovery" to describe this phenomenon (building off early predictions of V-shaped and U-shaped or even prolonged L-shaped recoveries).

The K-shape seems to be the most relevant to us here in Greater Victoria as some sectors rebounded almost instantly. Real estate (here and in many parts of Canada) came back stronger than before, bolstered by pent-up demand, low interest rates and shifts in consumer behaviours (e.g. remote work leading people with means to more roomier homes instead of condos). October 2020 real estate sales hit new records for that month. Sales of properties over $2 million were the highest ever recorded.

Many companies in the high-tech sector pivoted quickly to remote work. According to a report released in June by the Victoria Innovation, Advanced Technology and Entrepreneurship Council (VIATEC), the region's high-tech association, 95% of companies surveyed quickly moved to remote working and only 18% reduced staffing. Half of the companies surveyed planned to increase their headcount as soon as they are able.

New opportunities emerged in the economy as demand for Personal Protection Equipment (PPE), hand sanitizer, janitorial services, local food and delivery services all went up, as did the stock prices for big tech companies like Microsoft or virtual retailers like Amazon (the latter at the detriment of many local retailers).

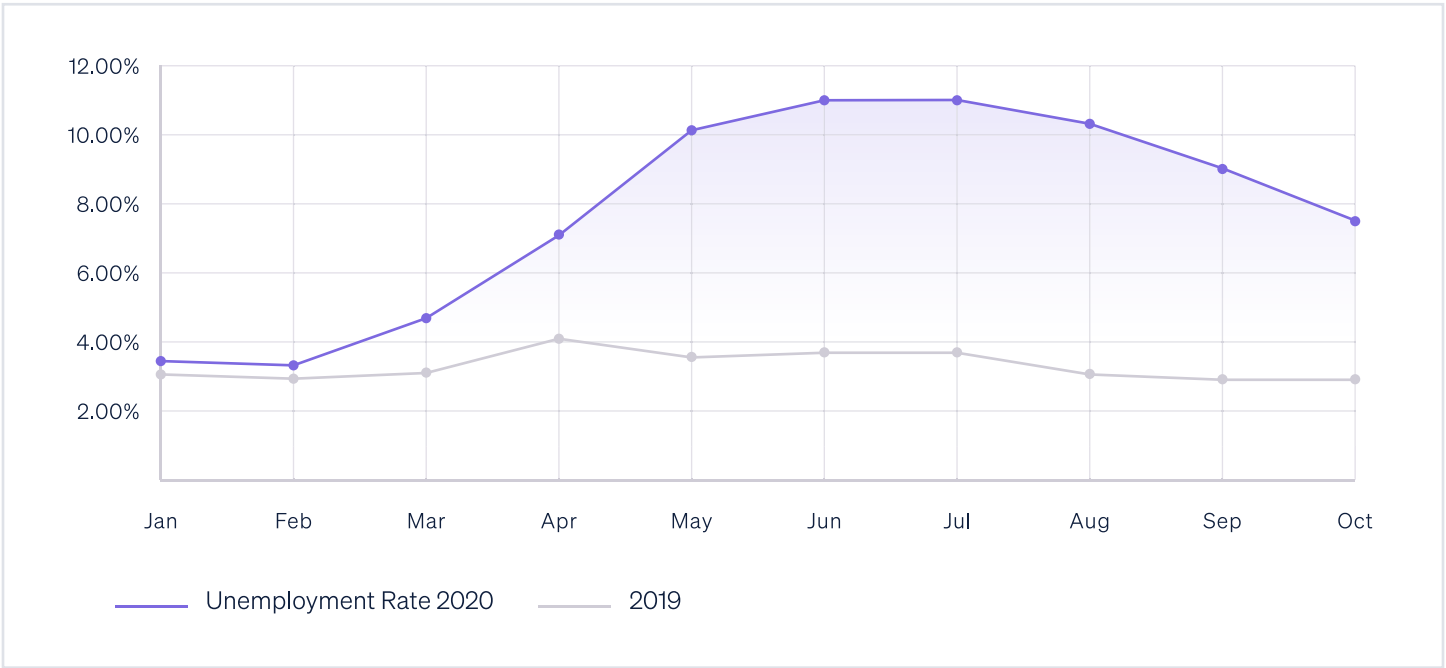
There are many stories of local success: Rainhouse Canada, with partners, was able to design, prototype and test a mask sanitation oven that uses light rays to quickly disinfect masks. StarFish Medical responded rapidly to the federal government's call for new respirators and was one of four companies across Canada called to this task. Local food entrepreneurs also showed resilience. Big Wheel Burger opened its fourth location (in Nanaimo) during the pandemic, and it quickly rose to their highest-earning location.

What this strange K-shaped reality means for our region is twofold. First, some people and businesses will continue to be left behind. This means our region needs a recovery plan that addresses the need for inclusion, the risk of business foreclosures and lagging unemployment. Second, it means we have a solid start toward increased economic resiliency. Resiliency is our ability to bounce back from a major disruption like a pandemic or an earthquake.

An increasingly diverse economy (as defined by types of occupations and a range of sectors) will mean we are less vulnerable to unpredictable future disruptions, from climate change to new waves of technology that change the way we do business.

There are many ways we can improve by investing in our region's strengths through increased food security, stronger locally-owned businesses, a growing presence in the ocean and marine economy, economic reconciliation with our Indigenous communities and people, and more jobs and opportunities in clean-tech, health sciences and other globally growing sectors, we can build back better and more resilient than before.

Figure 1.1: Victoria CMA Unemployment Rate in 2020 compared to 2019



Rising Economy Taskforce

The Rising Economy Taskforce — made up of 40 community, business, academic and government leaders — was launched on April 16, 2020 to address urgent and looming economic issues. The Taskforce's mission was to create a plan to accelerate economic recovery in Greater Victoria while ensuring that recovery is inclusive and builds resiliency against future economic shocks.

> **"The Reboot report represents an unprecedented and extraordinary collaboration of citizens from all sectors of our economy to solve the problems of a shared crisis."**
>
> – **Suzanne Bradbury**, Managing Director, Fort Street Properties; Taskforce committee member

The Economic Recovery Plan (2020-2022) will help the South Island region to:

1) **Determine priorities that respond to region-wide economic opportunities and threats**
2) **Identify opportunities that align with provincial and federal stimulus funding**
3) **Give the community confidence that recovery is well-coordinated, progressing and responsive to the evolving situation**
4) **Ensure that the plan informs and is informed by broader planning and decision-making activities across governments and non-government agencies**
5) **Coordinate recovery activities by helping individuals and organizations identify common interests and ways for to work together.**

The Economic Recovery Plan prioritizes key actions and recommendations on economic recovery over an 18-month time frame, informed by 12 independent, sector-driven committees.

The committees included representatives from major local employers, First Nations, municipal governments, post-secondary institutions, nonprofits and social enterprises.

More than 100 stakeholders were involved through committee work. Each committee was tasked with conducting a situational analysis of their topic or sector to determine the pandemic's impact. This was done through surveys of businesses, people and organizations relevant to their topic area. They used this information to complete SWOT analyses (determining strengths and weaknesses internal to their sector and opportunities and threats in the external environment) and then moved into identifying actions and recommendation discussions. Final reports were presented to the Taskforce.

Committees

The Rising Economy Taskforce struck a working group to create a vision, economic recovery pillars and prioritized recommendations that would have the greatest impact on our regional recovery.

Indigenous Economy Committee
(Co-chairs: Christina Clarke & Jacques van Campen)

Inclusive Economy Committee
(Co-chairs: Ruth Mojeed & Jacques van Campen)

Tourism, Arts, Culture, Sports and Recreation Committee
(Co-chairs: Frank Bourree & Dallas Gislason)

Finance and Capital Committee
(Co-chairs: Rasool Rayani & Emilie de Rosenroll)

Agriculture, Food and Beverage Committee
(Co-chairs: Dave Nicholls & Jacques van Campen)

Retail, Services and Restaurants Committee
(Co-chairs: Calen McNeil & Dallas Gislason)

Education and Skills Development Committee
(Co-chairs: Jennifer Vornbrock & Emilie de Rosenroll)

Travel and Transportation Committee
(Co-chairs: John Wilson & Dallas Gislason)

Technology and Advanced Manufacturing
(Co-chairs: Dan Gunn & Jacques van Campen)

Real Estate and Construction Committee
(Co-chairs: Suzanne Bradbury, Kathy Whitcher & Emilie de Rosenroll)

Oceans and Marine Committee
(Co-chairs: Craig Norris & Dallas Gislason)

Municipal Partners Committee
(Co-chairs: Councillor Ken Armour & Mayor Ken Williams)

Find the complete lists of committee members here:
southislandprosperity.ca/rising-economy-taskforce

How Recommendations Were Chosen

> **"At a time when we need to see a strong economic recovery for our region, it is wonderful to see this amazing collaboration across all sectors. Thank you to all involved in the Rising Economy Taskforce and to South Island Prosperity Partnership for leading the process. "**
>
> – **David Screech**, Mayor, Town of View Royal

The 160 recommendations were evaluated using the following criteria:[1]

Timely & Impactful

First, we asked ourselves: will the recommendation demonstrate measurable outcomes tied to economic recovery? Will the recommendation have an impact on multiple segments of people and multiple sectors?

Feasible & Measurable

Second, we asked ourselves whether the recommendation could be implemented with existing institutions, policies, funding programs and administrative capacity. Further we asked: does this recommendation outline a clear owner with the ability and capacity to execute this recommendation within the planned timeframe?

This does not mean that the great ideas put forward by the committees should only be implemented if they passed this evaluation process. These are just the ones prioritized by the Taskforce.

[1]An advisory team at MNP assessed over 2000 points of data against the Taskforce's weighted criteria.

Setting a Regional Vision for Recovery

Vision Statement

"Through recovery, Greater Victoria exemplifies a resilient city, full of potential and open to transformation. We are a fusion of cultures and geographies, rooted in the traditional lands of the Coast Salish peoples and connected to the rest of Canada, the Pacific Northwest and Asia-Pacific. Our region collectively has taken bold steps to nurture a more inclusive and diversified economy."

> "The ramifications of managing this pandemic have affected our region's marine and tourism businesses, staff and families in a multitude of unpleasant ways. The Reboot plan offers hope to this sector through a collaborative, industry-designed strategy plan that promises to turn our short-term pain into a positive, stronger and more resilient future."
>
> – **Craig Norris**, CEO, Victoria International Marina and Past-Chair, South Island Prosperity Partnership

What is Greater Victoria's Recovery?

Should we return to normal or can we build back better?

As previously noted, Greater Victoria has had one of Canada's most stable economies over the last several decades. We've experienced very low unemployment rates in part because the region is the seat of Government and boasts several key areas of employment (post-secondary institutions, a high-tech sector that makes over $5B per year in economic impact to the region, a $2B+ annual visitor economy, a large Navy base and others).

This leaves us asking, wouldn't it be great to return to normal?

But normal isn't good enough.

Our region has been facing an affordability crisis for some time. Young people move away to places that offer more dynamic career options or better affordability. Our region's Indigenous communities and people continue to face systemic barriers to economic participation and equity — only made worse by COVID-19. Our region's homelessness issue continues to be highly divisive and continues to be contentious as the pandemic wears on.

Meanwhile, human beings are left outside in the cold. The environment and climate also remain top issues. Summer 2020 saw wildfires ravage the western U.S., critically impacting our air quality. These and other issues are why the Rising Economy Taskforce embraced the "build back better" mantra we've all heard so often throughout this pandemic. They realized that different sectors and people would see recovery in different ways, and this is captured across the 10 Recovery Pillars found in this plan. But one thing is certain: we need to be proactive in building resilience to withstand future shocks and disruptions.

To build resilience, our region needs to think differently about how we use resources, how we approach problem-solving collaboratively, how we position our region to capture opportunities in the new economy and how we ensure nobody is left behind.

We need to do these things with increased global awareness (or something we refer to as "global-fluency"), better social equity and inclusion, and a renewed and committed focus on our environment and our region's sustainability for the next generation and the ones that follow.

RISING ECONOMY WEEK 2020

November 16–20

The Best Way to Impact the Future is to Join the Conversation

Communities throughout Greater Victoria have proclaimed Nov 16-20, 2020, as Rising Economy Week

Knowing how important it will be to rally the entire community to address challenges, pursue opportunities, and discuss the elements of this plan, the Taskforce set out to organize Rising Economy Week, a focused week where people from all backgrounds could join the conversation and explore the future together.

Rising Economy Week is the culmination of months of hard work and engagement through a difficult and uncertain time in our region. Rather than facing the grim headlines of the daily news cycle, it's a chance to explore a more optimistic future. Many challenges lay before us, but there are also opportunities and new trends upon which we can capitalize.

This unprecedented level of regional collaboration is a time to explore and envision where our region is headed together.

A week of setting the stage for the future.

Day 1

Recovery

#REW kicks off with a thought-provoking cross-border fireside chat followed by a panel on Cascadia's Next Economy. Then explore how we bring mainstreet back to life and why we need a skills revolution for our survival.

Day 2

Disruption

Feeling disruptive? Day 2 features a conversation between Canada and the U.S. ambassadors, sessions on how COVID-19 killed gender diversity and shock proofing our economy against Black Swan events like the pandemic.

Day 3

Megatrends

This is a day for thinking big! Which megatrends will shape our future, how will Canada come back stronger, and will Zoom Boom towns accelerate a shift away from urban centres?

Day 4

Resilience

Day 4 focuses on building our strengths. Gain insight into the Indigenous economy, explore COVID-19's impact on Canada's border with the U.S. and delve into the future of leadership with lessons from the pandemic.

Day 5

Next Economy

#REW wraps up with a focus on how Greater Victoria can become greater, the changing Visitor Economy and the post-pandemic adaptation of higher education.

10 Recovery Pillars

This recovery plan is the result of extensive consultations across sectors and a focus on how COVID-19 was impacting different segments of the population (the nexus for creating the Inclusive Economy committee and the Indigenous Economy committee).

The recommendations from this work were analyzed and organized into 10 Recovery Pillars. Each pillar contains several actions and must be considered together to address all of the elements needed for our region to realize the vision for recovery.

> "There really is no such thing as a 'national economy.' In fact, economies are fundamentally local, the sum of individual actions that make our lives as individuals, and households work. We can collectively create Canada's economic recovery by choosing to support our neighborhood and main street businesses, and pushing for public investments that strengthen community assets like our parks and libraries, that make our neighborhoods more livable and resilient. Reboot supports these priorities which is reflected in two key pillars - urban vitality and safety and support local."
>
> – **Mary W. Rowe**, President & CEO, Canadian Urban Institute

The Pillars

1 Committed Leadership and Public Engagement

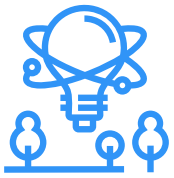
Governments cannot address the economic fall-out of this pandemic alone. Community leaders must recognize the importance of collaborating with industry, academia, non-profit organizations and the community-at-large to tackle complexity and uncertainty from multiple angles. Only by working together will we achieve the regional recovery vision.

2 Tell Our New Story

The pandemic has brought many challenges but will also present opportunities. The post-COVID-19 world will embrace smaller cities that are highly liveable, agile, connected, competent, healthy, compact, innovation-hungry and future-ready. Greater Victoria already has many of the strengths that are fundamental for recovery, but these need to be leveraged to attract business, investment and talented people that will drive our recovery and our resilience.

3 Invest in Inclusion

The pandemic has exacerbated inequalities our region has been facing for some time. Research has shown that equity-enhancing measures can boost economic growth in the long-run. Ensuring Indigenous workers and businesses, women, newcomers, visible minorities, people with disabilities, unemployed and underemployed people are fully included in recovery is what will lead to a truly resilient and prosperous economy.



4 Invest in Innovation Ecosystems

To keep up with global economic trends, respond to disruptions, like COVID-19 or climate change, and create new products and jobs, we need to strengthen our innovation ecosystem. Innovation ecosystems that are supported by industry, government and academia sustainably grow local businesses, foster research and development, attract new businesses, capital and talent, as well as support commercialization, entrepreneurship and exports.

The Pillars

5 Invest in the Future Workforce

Economies that plan for the accelerating trends of automation and digitization and invest in the capacity of their workforces to meet these trends head-on will be better positioned for prosperity. It is critical to support rapid reskilling and upskilling, digital education and training, and increased work-integrated learning opportunities. Investing in the future workforce will require expanding private sector partnerships and collaboration among education providers.

6 Urban Vitality and Safety

The pandemic has brought issues such as urban homelessness, substance use disorders and mental health challenges to the forefront, all while impacting our public spaces and shared environments. Investing in solutions is critical for holistic community wellbeing. Public spaces can remain functional and beautiful while benefitting from new policies that increase public safety and the vitality of local commerce.

7 Strengthen Local

Small businesses are the heart of our region's economy, but they have been among the hardest hit by the pandemic. Many of the local businesses most impacted are key contributors to the region's neighbourhoods and "mainstreet economies." Immediate and long-term recovery actions must expand and promote initiatives that help local producers and suppliers access local customers, as well as access expanded markets through e-commerce.

8 Regulate Responsively

As governments continue to play a central role in the response to the pandemic (border controls, health and safety requirements, unemployment supports, etc.), so too must they help businesses adapt to the new normal through creation of a responsive regulatory environment. This includes creating tools to increase consumer confidence, enabling flexible bylaws that allow businesses to adapt to the new normal, and reducing other barriers to competitiveness.

The Pillars

9 Invest In Digital Infrastructure Access to Close The Divide

COVID-19 has exposed the uneven levels of digital literacy and broadband connectivity between and within communities. Investing in digital infrastructure and supporting the digital literacy of all citizens, including the most vulnerable, will directly support our collective wellbeing and ensure that we remain competitive in the global economy. To move forward without these investments may mean we lag behind international peers.

10 Expand Access to Financial Support

The pandemic dramatically constrained the ability of small, medium and even large-sized businesses to execute many day-to-day transactions. The Federal Government was responsive in creating safety nets to address the high number of unemployed people, but we must address the need for ongoing wage subsidies, business loans, investment capital and infrastructure development that stimulates the economy.

"As an entrepreneur and investor involved in a variety of businesses from pharmacy to food to high tech, I've been thrilled to see the level of collaboration between all sectors and levels of government on our economic recovery. Now is the time to pursue the common good for our community."

– **Rasool Rayani** - Investor, Entrepreneur, Taskforce member

Implementation

This Economic Recovery Plan was designed for and by our community. It does not belong to any one organization or set of organizations. Rather, it is about directing our collective wisdom, resources and energy toward solving a set of tough challenges that emerged from an unprecedented situation.

The Plan contains recommended actions within the 10 pillars and each has identified a lead organization. Lead organizations are responsible for initiating and/or delivery project success.

Each action contains a timeline to initiate and make material progress. Increments of 0-6 months, 6-12 months, 12-18 months and 24+ months are used, while recognizing that recovery from this pandemic will be uneven, unpredictable, and, like most recessions, will take more than 18 months.

While some aspects of this plan may change and new priorities appear, it is a commitment to mutual accountability. We will convene the many actors who have been part of this report in spring 2021 to measure and report on the collective progress.

[1]All organizations listed have been consulted on the creation of the recommended actions.

Committed Leadership and Public Engagement

As a recent report from McKinsey & Company found, the scope of challenges caused by COVID-19 are so broad local governments cannot address them alone. Leadership must recognize that no sector alone can solve these complex challenges.

Governments must now work alongside industry and non-governmental or "third sector" organizations (such as academic institutions, charities and so on) to tackle complexity from multiple angles.

No sector or community group can be left behind in the recovery. This multifaceted plan created by over 100 participants outlines Greater Victoria's joint effort for recovery. Finally, the public will be engaged in the economic recovery priorities and themes during Rising Economy Week.

Tell Our New Story

The pandemic has brought many challenges but will also present opportunities. The post-COVID-19 world will look for smaller city-regions that are highly liveable, agile, connected, competent, healthy, compact, innovation-hungry and future-ready.

But the well-paying jobs, game-changing investment and urban vitality will not simply land in the lap of city-regions that rely on what they already have.

Seizing the opportunity requires a new level of imagination and coordination to change the path and show the world we are ready. Greater Victoria already has many of the strengths that will form a fundamental basis for economic recovery. These strengths will serve the existing economy, while attracting more talent, capital and businesses that align to these strengths and values.[2]

[2]According to the Brookings Institution's Metropolitan Policy Program, cities establish their global competitive position initially through economic specialization which then spurs economic diversification.

Recommendations

3.2.1

Refresh and expand Greater Victoria's brand into a regional networked brand portfolio by collaborating on a global fluency initiative. The megatrends are now pointing in Greater Victoria's favour; however, to capitalize on these global opportunities requires that our region nurture its global fluency. Global fluency is a term coined by the Brookings Institution that recognizes the increasing role metropolitan areas play in the global economy. But that many of them leave the internationalization agenda to senior governments, and thus they leave opportunities on the table.

Leads: South Island Prosperity Partnership (SIPP)

Supports: global fluency advisory group, industry associations and private partners.

Timeline: 6-12 months

"The work done by the Rising Economy Taskforce has been instrumental in providing key recommendations for targeted, industry-specific regional support for the South Island. The work has also helped lead to changes to national programs like the extension of the Canada Emergency Wage Subsidy and the creation of the Canada Emergency Rent Subsidy. We look forward to seeing the final Regional Economic Recovery strategy, so we can continue to evolve the programs we have in place to support our small business and non-profits on Vancouver Island, and across Canada."

– **Terry Beech, M.P.** - Burnaby North - SeymourParliamentary Secretary to the Minister of Fisheries, Oceans and the Canadian Coast Guard

Invest in Inclusion

The pandemic has exposed and exacerbated pre-existing inequalities. Research shows that equity-enhancing measures can boost economic growth in the long-run.

Ensuring Indigenous workers and businesses, women, newcomers, visible minorities, people with disabilities and unemployed and underemployed people are fully included in recovery and long-term planning efforts is not only key to closing the wealth gap but core to rebuilding a more resilient workforce and prosperous economy than before.

Recommendations

3.3.1

Work with Indigenous communities to co-develop and pilot an Indigenous Upskill Micro-Credential Program

Leads: Camosun College

Supports: South Island Prosperity Partnership (SIPP), University of Victoria, Royal Roads University, private sector education and training institutions

Timeline: 0-12 months

3.3.2

Expand the adoption of Social Procurement Initiatives (SPIs) by local governments on the South Island.

Leads: Municipal Partners Committee, Municipal Procurement Staff

Supports: Coastal Communities Social Procurement Initiative

Timeline: 0-12 months

3.3.3

Incubate and spin off a regional Indigenous economic development office for the South Island

a) Pursue pilot funding to enhance collaboration amongst First Nations as a key milestone along the path to a formalized agency

Leads: SIPP (short-term), First Nations (long-term)

Supports: B.C. Ministry of Indigenous Relations and Reconciliation, Western Economic Diversification Canada (WD), SIPP (long-term), Capital Regional District (CRD)

Timeline: 0-12months (to initiate)

b) Ensure Indigenous businesses are integrated and included in 'shop local' initiatives

Leads: (SIPP) (short-term), First Nations, Victoria Native Friendship Centre

Supports: Buy BC, Think Local First, Vancouver Island Economic Alliance (IslandGood), Destination Greater Victoria

Timeline: 0-6 months

c) Develop a regional Indigenous business directory, and use this as a platform to manage and promote procurement opportunities for Indigenous-owned businesses to grow

Leads: Greater Victoria Harbour Authority (GVHA) (short-term), SIPP (short-term), First Nations Economic Development Office (long-term)

Supports: GVHA, Government - all levels, institutional purchasing departments (BC Ferries, Island Health, etc.), Coastal Communities Social Procurement Initiative

Timeline: 6-12 months

3.3.4

Design and launch an Indigenous centralized employment agency

Leads: Victoria Native Friendship Centre

Supports: Human resource organizations, WorkBC/ BC Ministry of Social Development and Poverty Reduction

Timeline: 12-18 months

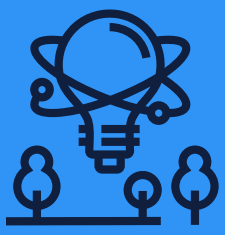
3.3.5

Coordinate a cross-sector, region-wide effort to improve economic inclusion through a roundtable that will: establish baseline vulnerability and resilience indicators; provide regular reporting on the above indicators; expand access to best practices in equitable employment; substantially address racism, discrimination and other forms of bias across sectors.

Leads: Community Social Planning Council

Supports: Victoria Foundation, The Inclusion Project, others

Timeline: 6-12 months



Invest in Innovation Ecosystems

To keep up with global economic trends, Greater Victoria needs to vastly strengthen its innovation ecosystem to ensure our companies can adapt to disruptions, like COVID-19 or climate change, and create new innovative products and services.

Our regional competitive position in sectors like ocean sciences and marine, edtech, medtech, biotech, life sciences and data, Artificial Intelligence, content and digital marketing, among others, can be exploited to create new household-sustaining jobs that stimulate high multipliers in other sectors of the local economy such as services, retail, construction and real estate.

Innovation ecosystems that are supported by a blend of industry, government and academia sustainably grow local businesses, foster research and development, attract new businesses, capital and talent, as well as support commercialization, entrepreneurship and exports.

Recommendations

3.4.1

Modelled after Eastern Canada, create an equivalent program to the Business Development Program (non-commercial) in B.C. to support Western Canada's ocean and marine economy

Leads: South Island Prosperity Partnership (SIPP), Association of British Columbia Marine Industries (ABCMI)

Supports: Union of British Columbia Municipalities (UBCM), Economic Development Association of BC, Vancouver Island Economic Alliance (VIEA)

Timeline: 0-6 months

3.4.2

Expand access and parameters of Canada's innovation and productivity-enhancing programs (NRC-IRAP, SR&ED, Mitacs, etc.) to ensure that businesses remain able to invest in R&D and innovation to ensure Canada's competitiveness into the future

Leads: Canadian Chamber of Commerce, ABCMI

Supports: SIPP, Victoria Innovation, Advanced Technology and Entrepreneurship Council (VIATEC), Chambers of Commerce

Timeline: 0-6 months

3.4.3

Establish an Ocean and Marine Innovation Hub on the South Island to enhance innovation of large companies and acceleration of SMEs to be competitive in the global Blue Economy (including sustainability goals of the global marine industries)

Leads: SIPP, City of Victoria, ABCMI

Supports: University of Victoria, Camosun College, Royal Roads University, Ocean Networks Canada, Babcock Canada, Seaspan, Government of B.C., Government of Canada

Timeline: 6-12 months

3.4.4

Grow entrepreneurial capacity by increasing funding to the University of Victoria Coast Capital Savings Innovation Centre and VIATEC's Business Accelerator and Incubator (BAI) programs

Leads: VIATEC, University of Victoria, University of Victoria Coast Capital Savings Innovation Centre

Supports: Various

Timeline: 6-12 months

> **"Delivery of a positive economy on the other side of COVID requires us all to harness all the exceptional resources in our community. Fortunately, we have achieved exactly that with the recommendations emerging out of our Rising Economy Taskforce. Our next step is implementation. Please join us."**
>
> – **Fred Haynes**, Mayor, District of Saanich

Recommendations Continued

3.4.5

Advocate for increased research and innovation capacity through targetted investments around research, collaboration and commercialization in critical areas of the South Island economy, such as applied sciences and technology, climate and sustainability, oceans science and Indigenous reconciliation. Align this to potential off-campus, applied innovation and development projects like South Island innovation district(s) (like the Vancouver Island Technology Park) and the Ocean Futures Innovation Hub

Leads: University of Victoria, Camosun College, Royal Roads University

Supports: South Island Prosperity Partnership (SIPP), VIATEC

Timeline: 12-18 months

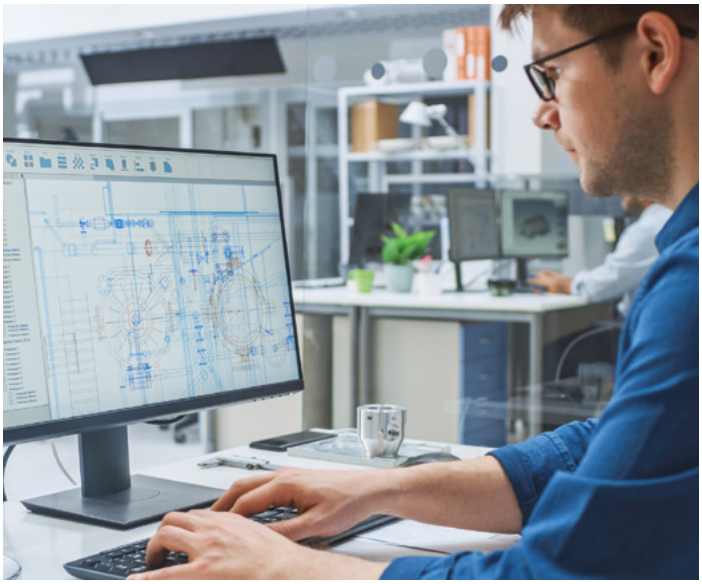
3.4.6

Support specialized districts to leverage government, private-sector and academic collaboration toward 21-century job creation and innovation. Existing examples to leverage include the Vancouver Island Tech Park (including Camosun College's adjacent Interurban Campus), the Keating Business District, Victoria Shipyards & Esquimalt Dockyards, and others; and proposed new districts include Victoria's Arts and Innovation district

Leads: Municipal governments, SIPP

Supports: Various

Timeline: 12-18 months



> **"We at Seaspan value a thriving economy as it is essential to not just our company, but the communities we work in. We are highly encouraged to see how the public and private sectors came together during this challenging time in order to build our region's future economy."**
>
> – **Sonterra Ross** - Manager, Business Development & Operations - Vancouver Island, Seaspan

Invest in the Future Workforce

Economies that plan for the accelerating trends of automation and digitization and invest in the capacity of their workforce to meet these trends will be better positioned for prosperity and resilience. It is critical to support rapid reskilling and upskilling, digital education and training, and increased work-integrated learning opportunities.

Investing in the future workforce will require fostering innovation by expanding private sector partnerships and collaboration among education providers to best support flexible learning outcomes. This will allow individuals who have been laid off or are underemployed to find new and meaningful work in a matter of months not years.

Recommendations

3.5.1

Collaborate with post-secondary institutions to create training for small producers and develop apprenticeships for farmers and producers to create a clear path to agribusiness careers

Leads: Capital Region Food and Agriculture Initiatives Roundtable (CRFAIR)

Supports: South Island Prosperity Partnership (SIPP), University of Victoria, Camosun College, Royal Roads University, and other education providers

Timeline: 12-18 months

3.5.2

Establish a formalized micro-credential framework and joint menu-based program (co-designed with industry) for the South Island to facilitate rapid upskilling of displaced workers or align with quickly emerging opportunities and market changes

Leads: SIPP, University of Victoria, Camosun College, Royal Roads University

Supports: Private sector education and training institutions, major regional technology employers, VIATEC

Timeline: 0-12 months

3.5.3

Advocate for special training grant support for employees affected by the current services-led recession and promote no-cost upskilling programs like those offered by public libraries

Leads: SIPP, University of Victoria, Camosun College, Royal Roads University

Supports: private sector education and training institutions, library associations

Timeline: 0-6 months

3.5.4

Establish a Future Skills Alliance (South Island) to bring together industry with all levels of government, as well as post-secondary and private education sectors to understand the labour market and skills gaps in the South Island; collaborate with industry on curriculum development for micro-credentials and support greater Work Integrated Learning (WIL) opportunities.

Leads: SIPP, VIATEC, University of Victoria, Camosun College, Royal Roads University, industry representatives

Supports: South Island School Districts (61, 62, 63), private-sector education and training institutions, WorkBC

Timeline: 0-6 months

3.5.5

Develop a safe student corridor to expedite the safe return of students who will need a seamless travel plan with clear and consistent procedures

Leads: SIPP, University of Victoria, Camosun College, Royal Roads University

Supports: Government of BC, Government of Canada

Timeline: 0-6 months for domestic; 6-12 months for international

3.5.6

Increase retention of graduating students by creating grants to support the local hiring of students in Work Integrated Learning (WIL) placements and new graduates.

Leads: University of Victoria, VIATEC, education providers

Supports: Provincial government

Timeline: 6-12 months

3.5.7

Address critical skilled labour shortages by implementing new programs to reduce barriers (e.g., childcare, translation, programs for target groups, accessibility resources, etc.) for under-represented workers in technology and advanced manufacturing

Leads: VIATEC

Supports: The Inclusion Project, Inter-Cultural Association of Greater Victoria (ICA), Victoria Foundation, Government of BC

Timeline: 6-12 months

Recommendations Continued

3.5.8

Address labour challenges and opportunities created by the pandemic in the marine industries through two primary actions:

a) Commence a Sector Labour Market Partnership project on seafarers with the additional outcome of recognizing seafarers as a trade

Leads: ABCMI

Supports: South Island Prosperity Partnership (SIPP), Seaspan, Camosun College

Timeline: 0-6 months

b) Create a work placement program (Work Integrated Learning) for the ocean and marine sector

Leads: ABCMI

Supports: Camosun College, University of Victoria, Royal Roads University

Timeline: 12-18 months

3.5.9

Invest in Camosun College to secure equity to build film-sector education programming and resources. These investments will help South Island students access well-paying jobs in this growing sector and support the region's overall competitiveness.

Leads: Camosun College

Supports: SIPP, Vancouver Island South Film & Media Commission, Government of BC

Timeline: 12-18 months

3.5.10

Pilot an apprenticeship program through Camosun College providing core industry skills like airbrake training.

Leads: Camosun College

Supports: Government of BC, Industry Training Authority of BC (ITA)

Timeline: 12-18 months

> **"On behalf of Western Economic Diversification Canada , I am delighted to have supported the work of the South Island Prosperity Partnership and the Rising Economy Taskforce. Two key points of the taskforce committees ring true: people must be at the heart of economic development, and planning for recovery is an inclusive piece of work given how the pandemic has disproportionately affected different societal groups as well as business sectors. Thank you for continued leadership in building economic growth and resiliency for south Vancouver Island."**
>
> – **Dylan Jones, Deputy Minister**
> Western Economic Diversification Canada

Urban Vitality and Safety

COVID-19 has massively disrupted how people safely interact with public space and transportation. The pandemic has also greatly exacerbated issues such as urban homelessness, drug addictions and mental health challenges.

Investing in preventing this type of human suffering is critical for community wellbeing, safety and health.

Public spaces, including parks and downtown centres, should remain functional and beautiful while benefitting from new policies that increase public safety and the vitality of local commerce. The recovery presents us with an opportunity to re-animate these spaces in ways that drive future resilience and innovation.

Recommendations

3.6.1

Streamline regulations and accelerate approvals processes for licensing, seating and event planning under pandemic

Leads: BC Craft Brewers Guild, BC Farm Crafted Cider Association

Supports: CRFAIR

Timeline: 0-6 months

3.6.2

Track metrics and create transparent public targets around urban crime to create awareness and influence policy, prevention, policing and bylaw enforcement

Leads: Downtown Victoria Business Association

Supports: Urban Development Institute - Capital Region (UDI), regional police departments, municipal governments

Timeline: 0-6 months

3.6.3

Continue and increase responsive initiatives and regulations that enable vibrant urban spaces, restaurants and outdoor access: make permanent the temporarily expanded pedestrianization of street space to create patios and parklets that accommodate the need for more space, seating, and more vibrant places; extend permissive licensing for restaurants and other hospitality licensees to access wholesale pricing for liquor

Leads: Business Improvement Associations (BIAs) and Chambers of Commerce

Supports: South Island Prosperity Partnership (SIPP)

Timeline: 0-6 months

3.6.4

Ensure sufficient funding to maintain transit service levels across the South Island

Leads: Victoria Regional Transit Commission

Supports: BC Transit, SIPP (municipal partners committee)

Timeline: 0-6 months

3.6.5

Arts and culture venues have been particularly hard-hit, and we must ensure they survive the measures needed to reduce the spread of COVID-19. Investing in the refurbishing of local venues through cultural infrastructure programs is one way to help venues bridge the gap and to increase their long-term resilience.

Leads: SIPP find advocacy lead

Supports: Local venues

Timeline: 18-24 months

Strengthen Local

Small businesses are the heart of our region's economy. They have been among the hardest hit by the important measures taken to protect our collective health. Many local businesses most impacted are key contributors to the region's quality of life and employ thousands of people.

Immediate and long-term recovery actions must expand and promote initiatives that help local producers and suppliers access local customers and supply chains, as well as global markets.

Recommendations

3.7.1

Enhance the promotion of buying local through investments in existing programs and tools with organizations, such as Island Good, CRFAIR, Think Local First, Chambers of Commerce, etc. and encourage collaborative partnerships where possible to promote buy-local initiatives

Leads: Vancouver Island Economic Alliance (Island Good), Think Local First, Destination Greater Victoria, Chambers of Commerce, CRFAIR (Closing the Supply Gap, Flavour Trails), Small Scale Food Processor Association

Supports: LOCO BC, Buy BC, BC Economic Developers Association, Small Business BC, Island Coastal Economic Trust, Government of BC

Timeline: 0-6 months

3.7.2

Streamline the local cider and beer sales process and create specialized buyers for the BC Liquor Distribution Branch (BCLDB)

Leads: BC Craft Brewers Guild; BC Farm Crafted Cider Association

Supports: CRFAIR

Timeline: 0-6 months

3.7.3

Develop a 2021 locally marketed agrotourism campaign targeting the home market while tourism continues to be constrained by border restrictions

Leads: CRFAIR, Destination Greater Victoria

Supports: Destination BC, BC Craft Brewers Guild (Victoria Ale Trail)

Timeline: 0-6 months

3.7.4

Create communication and marketing tools (like the Restoring Confidence App) to increase consumer confidence and provide British Columbians with real-time information on safety practices and compliances in customer-facing businesses

Leads: Government of BC

Supports: Restaurants Association of Canada (BC Chapter), Chambers of Commerce, South Island Prosperity Partnership (SIPP), BIAs

Timeline: 0-6 months

3.7.5

To help local businesses better compete with e-commerce giants, encourage and support local businesses to increase their e-commerce presence and capability

Leads: VIATEC, Chambers of Commerce

Supports: Chambers of Commerce, BC Chamber, Small Business BC, SIPP, First Nations Technology Council, Victoria Native Friendship Centre, governments of BC and Canada

Timeline: 0-6 months

3.7.6

Increase funds available for the BuyBC program to help program partners shift consumer behaviours away from multinational e-commerce giants and toward local businesses and products

Leads: Think Local First, Chambers of Commerce, CRFAIR

Supports: LOCO BC, BuyBC, Government of BC, SIPP

Timeline: 0-6 months

3.7.7

Create consortium organizations to aggregate suppliers to build resilience and benefit from pooled resources and efficiencies for marketing, distribution and other value-add activities

Leads: CRFAIR

Supports: SIPP, Ministry of Agriculture

Timeline: 12-18 months

Regulate Responsively

As governments continue to play a central role in the critical response to the pandemic around border controls and health and safety requirements, they must also help businesses adapt to the new normal through the creation of a responsive regulatory environment.

This includes communications tools to increase consumer confidence, enabling flexible bylaws that allow businesses to improve economies-of-scale, reducing barriers to domestic and international trade, and adapting quickly to the new realities by introducing improved operating protocols for safety as the science becomes clearer for managing pandemic responses.

Recommendations

3.8.1

Advocate to allow applicants for new developments to provide economic impact statements as part of rezoning and/or development permit applications

Leads: UDI

Supports: South Island Prosperity Partnership (SIPP)

Timeline: 0-6 months

3.8.2

Work with the Government of BC to enable reduction or deferment of commercial property taxes

Leads: Municipal Governments

Supports: Government of BC

Timeline: 0-6 months onwards

3.8.3

Utilize the Capital Regional District (CRD) region as a pilot area to create a provincial Industrial Land Reserve (including marine-based and water-accessible lands for industrial and employment purposes)

Leads: CRD, SIPP

Supports: Government of BC

Timeline: 18-24 months

3.8.4

Advocate to municipal governments to commit to an "open for business" mindset for new project work. This mindset includes competitive municipal fee structures, reasonable application turnaround times and well-resourced planning departments

Leads: UDI

Supports: Victoria Home Builders Association

Timeline: 0-6 months

3.8.5

Pursue regulatory efficiencies through digital platforms and support online engagement for public hearings and committee meetings, including Community Association Land Use Committees

Leads: Municipal Planning Departments

Supports: Government of BC, UDI

Timeline: 6-12 months

3.8.6

Fast-track housing supply of all varieties and reduce the current housing approvals and qualifications systems bottleneck

Leads: Victoria Home Builders Association

Supports: UDI

Timeline: 6-12 months

3.8.7

Create COVID-19 protocols for outdoor venues for summer 2021 that enable viable revenue models and support well-managed events

Leads: SIPP (advocacy) and partners approach Province

Supports: Local outdoor venues

Timeline: 6-12 months

3.8.8

Invest in modernized border technologies within Canada's airports and ground crossings

Leads: Government of Canada

Supports: Pacific NorthWest Economic Region (PNWER), Victoria Airport Authority (YYJ), Vancouver Airport Authority (YVR), SIPP

Timeline: 6-12 months

3.8.9

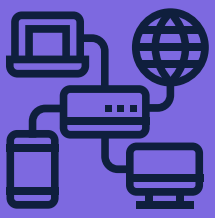
Expedite the reduction of interprovincial trade barriers to strengthen Canada's supply chain and competitiveness

Leads: Canadian Chamber of Commerce

Supports: Federal Government (Throne Speech priority)

Timeline: 24+ months

> **"The Rising Economy Taskforce's Economic Recovery Plan is the best of our region coming together to plan for a resilient, inclusive and prosperous future. Now is the time to play a bit of offence — to play to our strengths — and not sit back and hope for recovery to happen. We've worked hard to create the strategy, now the even harder work of implementation begins."**
>
> – **Lisa Helps**, Mayor, City of Victoria



Invest In Digital Infrastructure Access to Close The Divide

COVID-19 is exacerbating the effects of unequal access to digital infrastructure and exposing uneven levels of digital literacy between and within communities.

More companies than ever are pivoting to e-commerce and incorporating productivity enhancements to stay alive. Investing in digital infrastructure and supporting the digital literacy of all citizens, including the most vulnerable, will directly support our collective wellbeing and ensure that we remain competitive in the global economy. To move forward without these investments will risk widening the current gap and falling behind the international standard curve.

Recommendations

3.9.1

Expand access to the digital tools and support needed to access online learning

Leads: Libraries

Supports: UWGV, Government of BC

Timeline: 0-6 months onwards

3.9.2

Enhance skills training programs to increase access by embedding inclusive design, expanding learning supports and expanding support to ensure access to online learning.

Leads: Future Skills Alliance; VIATEC, United Way of Greater Victoria, Camosun College, University of Victoria, Royal Roads University, and other education providers

Supports: Accessibility-focused organizations

Timeline: 0-6 months

3.9.3

Enhance funding to support non-tech companies in their adoption of new technology tools and approaches

Leads: Think Local First, VIATEC

Supports: Chambers of Commerce, BIAs, and others

Timeline: 6-12 months

Expand Access to Financial Support

The pandemic dramatically constrained the ability of small, medium and even large-sized businesses to execute many day-to-day transactions.

The federal government was responsive in creating the safety nets needed to address the high number of unemployed people. Still, more attention needs to be placed on financial instruments that encourage people back into the workforce. This means the recovery plan must address the need for wage subsidies, business loans, investment capital and infrastructure development that stimulates the economy through the flow of targeted new spending.

Recommendations

3.10.1

Fulfill the stimulus request from the Tourism Industry Association of British Columbia (TIABC) to the Government of BC to address solvency across the industry

Leads: TIABC, Destination Greater Victoria

Supports: South Island Prosperity Partnership (SIPP), Boating BC Association, Ahoy B.C., Canada Superyacht Association

Timeline: 0-6 months

3.10.2

Support ongoing recovery by expanding the Regional Relief and Recovery Fund (RRRF) program and criteria (e.g., tourism companies, large transportation companies, etc.)

Leads: SIPP to explore advocacy to WD, Canadian Chamber of Commerce

Supports: Destination Greater Victoria, TIABC, Chambers of Commerce

Timeline: 0-6 months

3.10.3

To help reduce the risk of unwarranted commercial evictions, encourage the BC Government to monitor a new mutually beneficial process among commercial landlords, tenants and local governments that encourages flexibility to ensure businesses are given a chance to succeed before being evicted

Leads: BIAs, Chambers of Commerce

Timeline: 0-6 months

3.10.4

Build on successful programs like the Factor Program and Iceland's Artists' Salaries Program to expand access to resources that help musicians and artists-in-residence create art and music and ensure the continued animation of South Island communities.

Leads: SIPP (advocacy), Municipal Partners Committee

Supports: Local arts partners

Timeline: 6-12 months

Measuring Progress

How will we know if we are successful?

We are highly motivated to take action, but adaptability will be critical.

There is no way to predict how or when our region will fully recover. Some sectors will thrive while others will lag. Furthermore, some sectors are vulnerable to pandemic containment measures and others less so. And some sectors can easily diversify their "virtual" customer base by tapping into markets outside Canada while others cannot. There is also no way to know when this pandemic will be over — and that makes assigning timelines for progress difficult.

In other words, our success as a region is a moving target. To address this reality, we need to ensure that our "regional stewards of the economy" are convened and ready to alter course if necessary.

SIPP will manage this by bringing together the Rising Economy Taskforce (along with key committee representatives) every six months to report on progress and to discuss how timelines or priorities need to respond to changing circumstances.

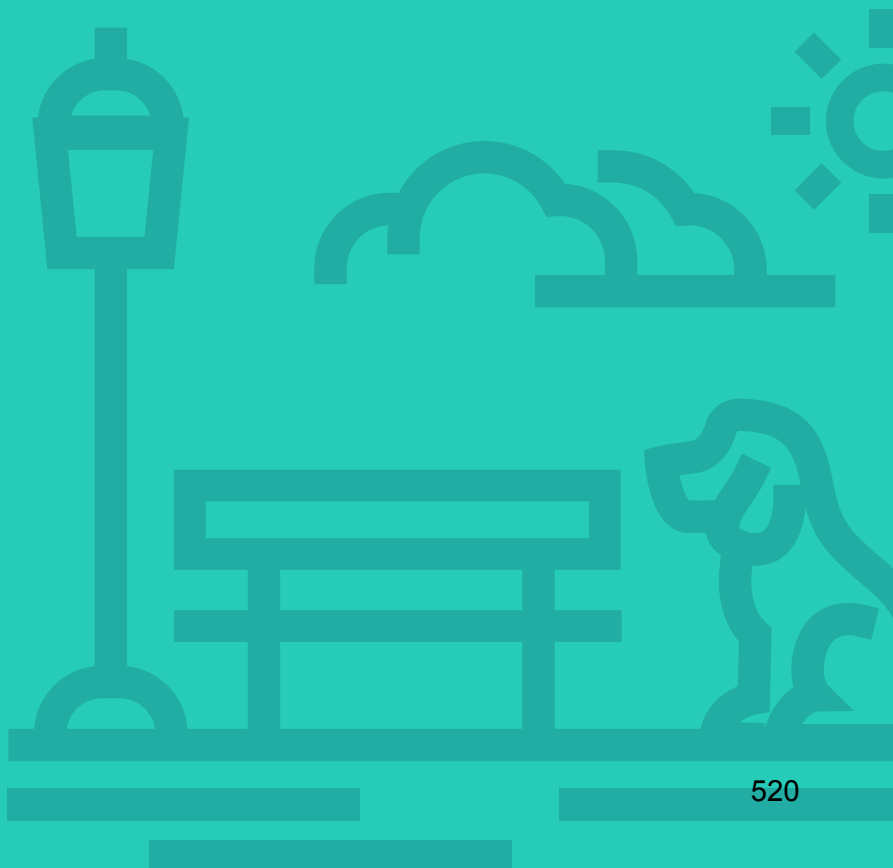
This six-month convening will result in periodic status reporting. Momentum will build off of each area's progress, and if we are all accountable to each other, then we are motivated to take action.

Pace of Recovery

While the South Island Prosperity Partnership is the convener of the Rising Economy Taskforce, it is not the owner of the process. Between May and August 2020, each of the Taskforce's committees undertook thorough research, including broad engagement with each sector through surveys and focus groups.

This is a good segway into an important caveat of this recovery plan: the breadth and depth of variables presented as governments worldwide respond to an unprecedented pandemic.

As we now know too well, how other countries manage the pandemic directly impacts our economy. The border closures alone have cost our region hundreds of millions of dollars, and Destination Greater Victoria puts this into the billions if this pandemic continues into 2021. And that's just the tourism and hospitality sector. The effects on retail, restaurants, sports, arts and entertainment, and other neighbouring sectors are profound.



Here are just some of the variables that must be considered as part of this uncertain landscape:

Immediate:

- What will be our plan for homeless and vulnerable populations through the harsh winter conditions?
- When will the Canada/U.S. border reopen?
- What will the federal and provincial recovery plans entail into 2021, what issues will they address, and what opportunities will they fund?
- How many businesses (and the jobs they support) will survive the winter?
- How can we support solvency of viable businesses in the immediate term so they remain as employers in the coming months?

Intermediate:

- Will an effective vaccine be developed?
- Will a vaccine be available and deployed within a reasonable timeframe?
- When the border reopens, will U.S. and international tourists return to Victoria at the same level as before?
- Will remote working lead to increased office vacancy rates in our commercial centres?
- Will our local businesses recapture market share lost to multinationals given the shift to e-commerce and delivery?

Long-term:

- Will our region face prolonged high unemployment?
- Will our region continue its strength as a destination for international students (with the significant economic impacts that brings)?
- Will our national and provincial fiscal health be impacted to the point of creating future instability or declines in competitiveness?
- Will the threat of inequality (the divide between the have and have-nots) persist into the long-term, or can we address this issue meaningfully?
- Will our region be able to diversify its economy, create more clean, high-paying jobs and become a resilient and sustainable city-region for the next generation?
- Can we withstand future pandemics and economic disruptions (like a major earthquake)?
- To deal with these uncertainties, this plan shapes actions in 0-6 months, 6-12 months, 12-18 months and 24+ months while also recognizing that circumstances may change suddenly.

South Island Prosperity Index and the Monthly Economic Recovery Dashboard

Despite the unknowns, Greater Victoria can measure progress as it happens.

In 2017, the South Island Prosperity Partnership (SIPP) launched the annual *South Island Prosperity Index* (sponsored by Coastal Community Credit Union).

This publication is intended as an annual checkpoint to view our region's progress across a range of indicators and then compare these to a set of national and international peer cities to add context.

At the onset of the pandemic, however, SIPP realized the circumstances were changing very quickly and therefore annual data would not suffice. In May, the *Monthly Economic Recovery Dashboard* was created to give the region and its leaders insights into how the pandemic was impacting us in as close to real time as possible.

These two measurement tools — the *South Island Prosperity Index* and the *Monthly Economic Recovery Dashboard* — will serve as our region's measurement report cards. Once annualized data are available, we will analyze and release this information to the community. As mentioned above, the Taskforce will also report on the results from the Taskforce progress meetings.

Mutual Accountability

SIPP and partners are also exploring other ways of keeping momentum and moving forward. Rising Economy Week is the first of these, but future iterations of these high-energy, engaging events and open dialogues will be explored along the way.

Working together will promote accountability and progress. We hope you continue to be engaged in this important work.

"Individually, we are one drop. Together, we are an ocean."

– Ryunosuke Satoro

Published in November 2020 by

SOUTH ISLAND
PROSPERITY
PARTNERSHIP

Greater Victoria, B.C., Canada

With funding support from:

Canada
Western Economic Diversification Canada
Diversification de l'économie de l'Ouest Canada

Contact

747 Fort Street, Victoria, B.C. V8W 3E9

Phone: (778) 265-8128

For updates, subscribe to our newsletter at southislandprosperity.ca

MEMO

TO: City of Victoria – Mr. Marc Cittone

FROM: Tom Frkovich

SUBJECT: **ENV Site Identification Process for Municipal Approvals**

DATE: **January 28, 2022**

The BC Ministry of Environment and Climate Change Strategy (ENV) provides a process to identify properties that have the potential to be contaminated and, if required, specify the landowner to complete environmental assessment prior to a landowner seeking approval (e.g., subdivision, zoning, development permit, building permit) from the municipality or approving officer.

As of February 1, 2021, ENV introduced revisions to the Environmental Management Act (EMA) and Contaminated Sites Regulation (CSR) which included the process for identification of contaminated sites and the Site Disclosure Statement (SDS). The SDS is an ENV form available in CSR Schedule 1 and also available on ENV's website. Seeking approval from the municipality or approving officer is one of several reasons to complete an SDS form. However, for the purpose of this memorandum the requirement for completion of the SDS form and the process to identify a contaminated site is only discussed in the context of a property obtaining approval from the municipality or approving officer.

Attached to this memorandum is a flow chart presenting the site identification process, SDS requirements and required steps for a potentially contaminated site to obtain an approval from the municipality or approving officer. The steps that are presented in the flow chart are further discussed below according to the reference letter posted adjacent to the flow chart step.

SITE IDENTIFICATION PROCESS FOR MUNICIPAL APPROVALS

Steps A through D – Determining if a Site Disclosure Statement is Required

Completion and submission of a SDS to the municipality or approving officer is triggered when a person seeks a municipal approval for a property (e.g., subdivision, zoning, development permit, building permit (excluding demolition)) where soil disturbance is likely to occur, and the property has a history of specified industrial or commercial uses (refer to step A).

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Where SDS completion and submission to the municipality is triggered, two questions need to be answered:

1. Is there a CSR Schedule 2 activity on site (refer to step B)?
    - CSR Schedule 2 provides a list of specified industrial and commercial uses that may contaminate a site. If these specified industrial and commercial uses have or had occurred at the site, then the second question needs to be answered.
    - If no CSR Schedule 2 activities occurred at the site, the site identification process ends, and no restrictions from a contaminated sites perspective are imposed on application approvals (refer to step F). The SDS is not legally required to be submitted to the ENV appointed registrar.
2. Do any exemptions apply (refer to step C)?
    - CSR, Section 4 provides exemptions from providing the SDS. The applicant is responsible to demonstrate to the applicable authority that an exemption applies. A municipality or approving officer may request additional information to confirm that an exemption applies. If an exemption applies, the municipal application may be approved with no restrictions (refer to step F), and the SDS is not legally required to be submitted to the ENV appointed registrar.

A municipality may request a person applying for municipal approval to provide the information required by the SDS even if the SDS is not required under EMA. The information in this case is not forwarded to ENV.

Note, City of Victoria's Development Permit Information document (October 2021) includes requirements for submitting the SDS form. The City requires completion of this form for non-residential properties (refer to page 1A of the Development Permit Application document).

If an activity listed in CSR Schedule 2 has or had occurred at the site and exemptions do not apply, the municipality or approving officer forwards the SDS to the ministry (registrar) which triggers site investigation requirements in EMA and the CSR. Municipal applications cannot be approved until further steps under the site identification process have been completed which are discussed in the following section (refer to step D). The site investigation requirements are discussed further in a subsequent section of this document.

SDS assessment, forwarding and notification duties of the municipality or approving officer must be completed within 15 days of receiving an SDS.

Step E – Legal Instrument or Release Notice

Where site investigation requirements in EMA and the CSR have been triggered, the site investigation associated with the relevant CSR Schedule 2 activity(ies) must be completed to a level such that the following certification documents may be obtained from ENV:

- Determination
- Certificate of Compliance
- Approval in Principle
- Release Notice

A Determination is a legal instrument that is typically obtained for a site and site investigation did not identify contamination at the site.

A Certificate of Compliance is a legal instrument that is obtained for a site where site investigation identified contamination (i.e., contaminants of concern at concentrations greater than applicable CSR standards) and the contamination was remediated to meet numerical or risk-based remediation standards.

An Approval in Principle is a legal instrument that is obtained for a site where site investigation identified contamination and a remediation plan to address the contamination has been proposed and approved by ENV.

A release notice is not a legal instrument. ENV provides three scenarios where a release notice may be approved:

- Scenario 1: No site investigation required. ENV may consider a release notice under this scenario where municipal approval is needed to prepare a site for redevelopment, minor site upgrades or where completion of site investigation is not needed before approval of a municipal application.
- Scenario 2: Applies where an owner or operator intends to complete upgrades to a site where existing CSR Schedule 2 use will continue, and remediation is only completed within the proposed construction area.
- Scenario 3: Applies where site use will change following redevelopment, or where upgrades occur at a site where the current user is not changing and is not listed in CSR Schedule 2, but there is a history of Schedule 2 uses at the site.

Under Scenario 2 and 3, a remediation plan is provided to the ministry that supports independent remediation of the site along with the recommendation of an Approved Professional.

Once the applicable certification document has been obtained from ENV and submitted to the municipality or approving officer, restrictions on municipal application approvals can be lifted (refer to Step F). The municipality should confirm that:

- The certification document has not been rescinded by sending an enquiry to siteID@gov.bc.ca;
- The certification document is relevant to any existing or proposed use based on the details of an application. Where the application proposes multiple land uses, contact the ministry at siteID@gov.bc.ca for further advice.

- The applicant has made reasonable inquiries and has no reason to believe any further contamination occurred at the site after the document was issued.

With the exception of Scenario 1 of the Release Notice, all certification documents and supporting investigation and, if applicable, remediation documents require review, approval and recommendation to the ministry to issue the certification document by an Approved Professional.

The attached flowchart and the above discussion provide a broad overview of the site identification process for municipal approvals. Further details about the site identification process associated with municipal approvals are provided in the following ENV resources:

- EMA, Section 40
- CSR, Part 2
- ENV Site Remediation webpage under Site Identification, Municipalities and approving officers.

SITE INVESTIGATION REQUIREMENTS

As previously discussed, if an activity listed in CSR Schedule 2 has or had occurred at the site and exemptions do not apply, the municipality or approving officer forwards the SDS to the ministry (registrar) which triggers site investigation requirements in EMA and the CSR. Municipal applications cannot be approved until further steps under the site identification process have been completed.

Site investigations that are described in the CSR include preliminary site investigation, and if the preliminary site investigation find the land is contaminated, a detailed site investigation is required.

The preliminary site investigation is completed in two stages. The first stage, Stage 1 Preliminary Site Investigation (PSI), generally consists of the following:

- Review of site historical use and records that may relate to potential contamination at the site and neighbouring sites;
- Site reconnaissance visit with visual inspection for indicators or presence of contamination; and
- Interviews with current or former owners or other persons with information about activities which may have caused contamination.

The Stage 1 PSI does not include sampling of environmental media or investigation of subsurface conditions.

If a Stage 1 PSI identifies areas of potential environmental concern (APECs) and associated potential contaminants of concern (PCOCs), a Stage 2 Preliminary Site Investigation is undertaken.

The Stage 2 PSI investigates relevant environmental media by sampling and analysis of PCOCs at APECs. Sample analyses are evaluated against applicable CSR standards for the environmental media primarily according to the land and water use that is applicable to the site. For evaluation of sites under CSR, the land use that applies to a site is defined by CSR Section 12. Further details of Stage 1 and 2 PSI requirements are provided in CSR Section 58.

Where a Stage 2 PSI confirms the presence of PCOCs in environmental media at concentrations greater than applicable regulatory standards (i.e., contamination), a Detailed Site Investigation (DSI) is completed to determine the extent of the contamination. Further details of DSI requirements is provided in CSR Section 59.

Stage 1 and 2 PSI, and, if required, DSI, and the reporting thereof are part of the necessary steps to obtain the certifications included in Step E of the attached flowchart.

GENERAL REMEDIATION AND SITE DEVELOPMENT STRATEGIES

Where site investigation has concluded a site to be contaminated, the proposed future use and development of the site should be reviewed to determine suitable options for remediation. Relative to a Certificate of Compliance (CoC) legal instrument that can be obtained upon remediation of a site, two CoC options are available: 1) remediation to meet applicable numerical standards as per the CSR, or 2) remediation to risk-based standards to acceptable risk levels from exposure to substances.

Completing remediation to applicable numerical standards for a site enables the site to be eligible to obtain a CoC that meets numerical standards. If a numerical standards-based CoC has been obtained for a site according to its future use, there are generally no environmental conditions that need to be considered since there is no contamination remaining at the site that exceeds the applicable numerical standards.

A site remediated to risk-based standards is eligible to obtain a CoC that meets risk-based standards. In this case and where feasible, contamination greater than applicable numerical standards is acceptable to remain at the site where specified site conditions exist such that exposure to substances is at acceptable risk levels. Since a risk-based CoC is dependent on the specified site conditions to be maintained, this may limit the future development options at a site. Hence, if a site is remediated to meet risk-based standards, the specified site conditions should be coordinated with the future development strategy.

Part of determining the applicable land use standards at a site for soil and vapour depends on the land use at the surface of a site. As an example, if a site has residential land use at the surface of a site, the residential land use standards apply to the site. In a second example, if a site has commercial land use at the surface of a site and residential land use limited to the floor overlying the

commercial land use, the commercial land use standards apply to the site. The second example provides a scenario where a contaminated site would require remediation to meet less stringent commercial land use standards while allowing residential land use to occur above the commercial land use that occurs at the surface of the site. By meeting less stringent standards, remediation of the site may be reduced.

CLOSURE

We trust that this memo meets your current needs, should you have any questions or require any further information, please do not hesitate to contact the undersigned.

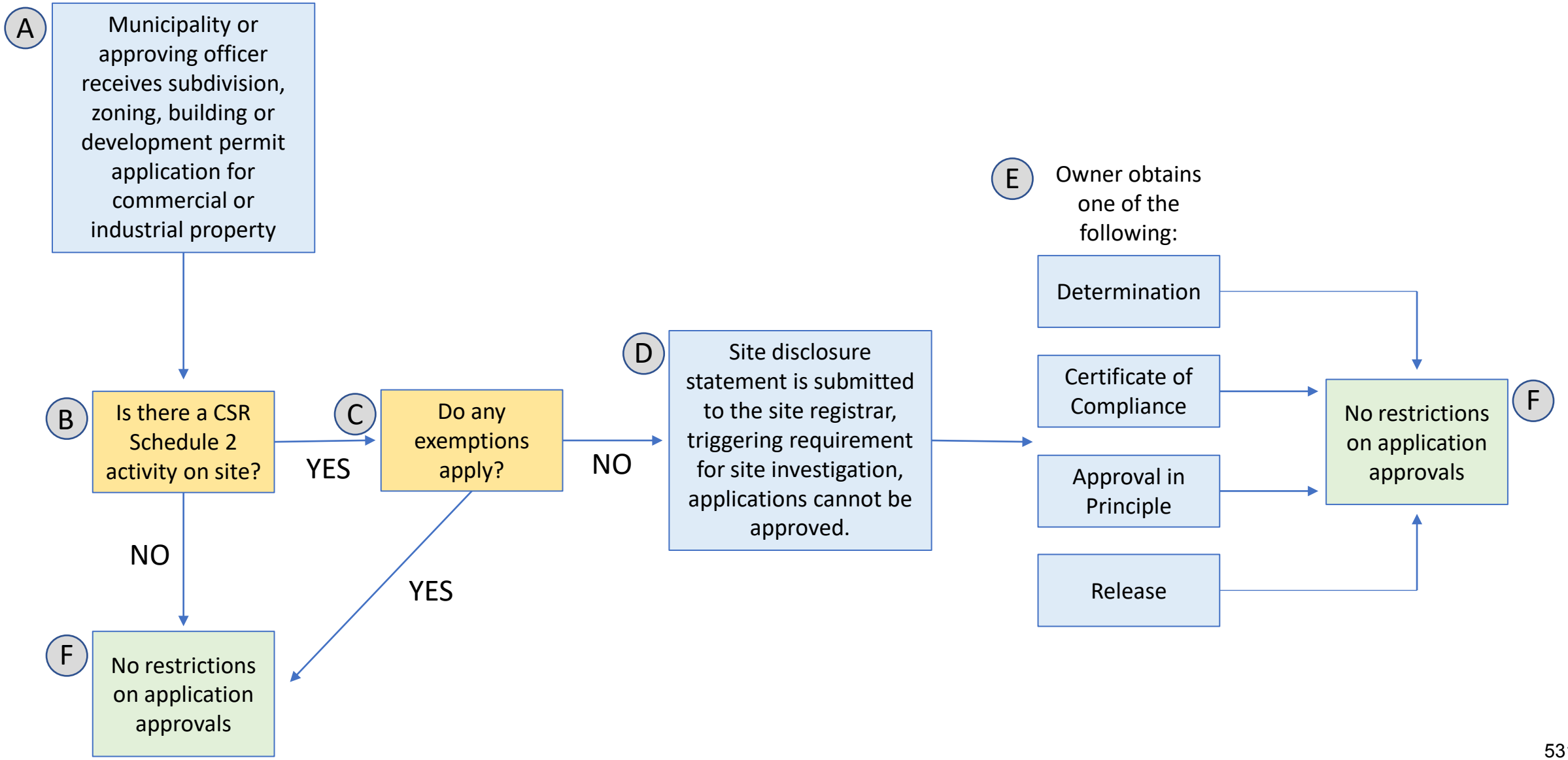
Sincerely,

WSP Canada Inc.

Tom Frkovich
Technical Director, Environment

Attachment: Site Identification Process Flowchart

Site Identification Process for Municipal Approvals



2022

CITY OF VICTORIA | Business & Community Relations

Victoria 3.0 Progress Report

Committee of the Whole | July 21, 2022

1

Purpose

Provide Council with a progress report on the action items achieved to date within the City's economic action plan, Victoria 3.0: Recovery Reinvention and Resilience

Approve the removal of action 9.8 - Partner with the Urban Economy Forum on UN Sustainable Development Goal 11, "Make cities and human settlements inclusive, safe, resilient and sustainable" (2020 – 2025), as it was determined that the timing of the UN Urban Economy Forum process would not be a fit for the Arts and Innovation District process

2

Victoria 3.0 includes three main goals:

1. Supporting businesses to adapt to a new normal and become more resilient considering lessons learned during the COVID-19 pandemic

2. Creating a city and an economy that is inclusive of everyone

3. Building a sustainable economy over the next two decades which aligns with the City's Climate Leadership Plan and creates a pathway to low-carbon prosperity

3

Background

- Hosted six roundtables with 145 participants. A proposed vision for Victoria 3.0 was presented, and participants were asked for their input
- More focused working groups were formed from the roundtables and participants contributed time and insights to help drive forward key action items
- The pandemic arrived placing the plan on hold and requiring staff to reposition the plan focusing on Recovery, Reinvention, and Resilience
- Plan was adopted in May of 2020 and includes 10 categories and 69 action items to be delivered from 2020 - 2026
- COVID-19 continued, and another round of engagement with business leaders was held in 2021 which helped refine and pivot Victoria 3.0 to support businesses through the ongoing pandemic and beyond

4

Issues & Analysis

- 50 of the 69 action items have been completed, partly completed or are ongoing by staff and community partners
- 34 initiatives have been undertaken or are ongoing since staff provided a first annual report on Victoria 3.0 to Council in May 2021

5

Recovery: Our Small Businesses are the Lifeblood of Our Economy

1. Support Small Business

- BBV extended through to October 31, 2022
- Downtown Clean & Safe Committee established
- Business Hub Expansion Strategy completed
- “How to” guides created
- Economic success stories to be promoted

6

2. Support Youth in the Economy

- Continued economic development education work with high school classes
- Mayor's High School Entrepreneur Award value increased
- Feature young entrepreneurs and youth business start-ups on the Business Hub website
- Host Young Entrepreneur Business Info Sessions at City Hall

7

3. Support Indigenous Businesses

- Hold Quarterly Indigenous Prosperity Gatherings
- Continue Indigenous Connect Forum
- Maintain Indigenous Business Directory in partnership with GVHA, SIPP, CRD and Animikii
- Promote Inter-community business licence as a measure for on-reserve businesses to work freely and openly across the region

8

4. Support Newcomer Business

- Develop a Welcoming Cities Strategy
- Continue Business Info Sessions at City Hall for Newcomers
- Offer business information and materials in translated versions

9

5. Redevelop Victoria Conference Centre

- Undertake a Feasibility Study

10

Reinvention and Resilience: Building a Strong and Resilient Local Economy

6. Create an Arts & Innovation District

- In 2021, Council approved funding to support planning for initial studies and public engagement for the Arts & Innovation District
- Work with landowners, other stakeholders, and the public to develop a vision and implementation framework for the Innovation District
- Develop partnerships with post-secondary institutions to support activities in the Innovation District

11

7. Create an Ocean Futures Cluster

- Champion the Ocean Futures Cluster and Innovation Hub with Provincial and Federal governments
- Build relationship and create programs with Canada's Ocean Supercluster
- Secure funding to establish Ocean and Marine Innovation Hub
- Develop an Ocean and Marine Innovation Hub
- Partner with First Nations
- Develop a Governance Structure for Cluster Implementation

12

8. Tech Is #1 – Tell and Sell Victoria's Tech Story

- Talent Attraction and Retention Initiative
- Attend relevant trade shows to promote Victoria tech ecosystem and attract talent
- Assist tech companies with exporting and international sales
- Develop Digital Promotion Strategy for global audience

13

10. Re-Do Victoria's Brand and Story

- Emerging from the work of the Rising Economy Taskforce, Reboot: Greater Victoria's Economic Recovery Plan (2020-2022) report outlined 10 Recovery Pillars under which recommendations and actions were organized.
- One pillar was "Telling Our New Story", which is a call from multiple sectors, business leaders and other stakeholders to develop a holistic regional story that builds on our well-established tourism and hospitality brand, but expands upon it

14

Ongoing and Future Action Items

- 19 items remain outstanding, in addition to the many that have started but are ongoing in nature
- City staff and our community partners and organizations will continue to deliver on these initiatives collectively, now and into the future

15

Recommendation

That Council:

1. Receive this report for information
2. Approve the removal of action 9.8 - Partner with the Urban Economy Forum on UN Sustainable Development Goal 11, “Make cities and human settlements inclusive, safe, resilient and sustainable” (2020 – 2025) from Victoria 3.0: Recovery, Reinvention and Resilience economic action plan

16

Conclusion

Victoria 3.0 has delivered many of the action items within the plan since inception, providing support to businesses impacted by Covid-19 and implementing significant action items to ignite economic recovery into the future.

Staff look forward to continuing to work closely with business leaders, community partners and organizations in delivering the remaining and ongoing actions set out in the plan.

CITY OF VICTORIA | Sustainable Planning and Community Development

Arts & Innovation District

Council Workshop

Committee of the Whole | July 21, 2022

1

Workshop Purpose

Receive input from Council into the creation of an Arts & Innovation District

2

Project Objectives

- Protect employment and harbour lands
- Create a focal point for high-value, innovative employment
- Integrate the arts
- Encourage collaboration
- Create a model for climate adaptation
- Create high-quality public spaces
- Support cultural and social inclusion
- Support Indigenous economic success

create victoria
make your mark

3

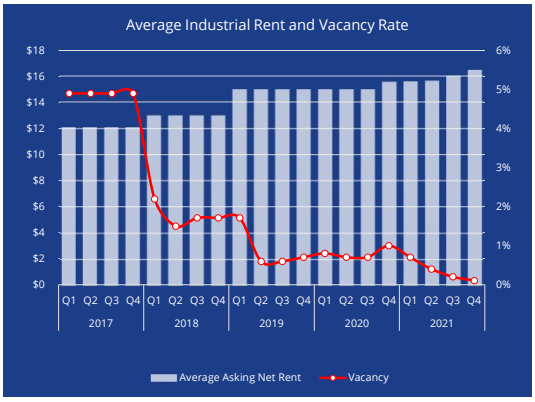
Study Area

- Rock Bay District
- Lands west of Douglas Street envisioned for industrial uses
- Lands east of Douglas Street envisioned for residential and mixed uses

4

Background Studies

1. **Environmental Conditions Report**
   - High level overview of environmental constraints and approaches to remediation
2. **Market and Land Economics Study**
   - Strong demand for light industrial space
   - Low vacancy and high rents create a challenge for start-ups and arts groups
   - Proximity to Downtown and amenities supports Arts and Innovation District



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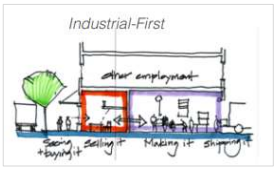
Focus Groups

- Virtual focus groups held in early 2022
- Over 60 stakeholders participated representing technology sectors, small business, industrial, arts and culture, and development industry
- Staff are continuing to seek opportunities to engage with First Nations

6

Focus Groups – Key Themes

- Update zoning to allow broader range of employment generating uses
- Retain the area's heritage industrial character
- Avoid losing employment land to residential
- Start-ups need supports and flexible spaces
- Clustering arts and business can present opportunities and partnerships
- Improve transit and maintain freight access
- Limited on-street parking is a concern
- Improve public realm and connections to adjacent areas



CITY OF VICTORIA

7

Lessons - Other Districts

- Clustering of ideas and businesses
- Early public investments or partnerships
- Right market conditions for investment
- Catalyst / post-secondary education
- 18/7 activity
- Access to city, amenities, workforce
- Most directly comparable is Mt. Pleasant (Vancouver)

8

Outcomes

Action Plan to guide and support the District:

- Land Use
- Urban Design and Public Realm
- Mobility and Access
- Development Incentives
- Partnerships

9

Key Challenges

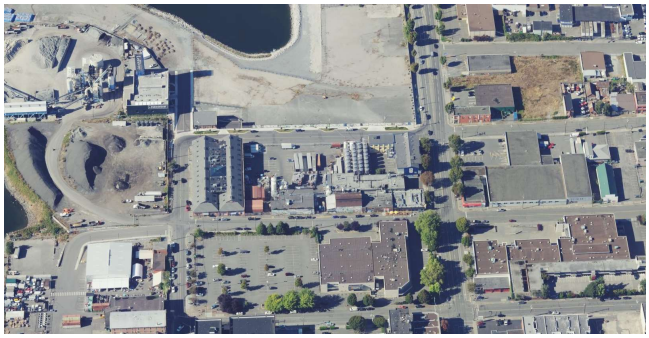
- Identifying how the city and others can support the clustering of high-value, innovative employment.
- Ensuring the district will support start-ups and attract new businesses (from outside the region)
- Despite record high demand for light industrial space, market has not supported new spaces in Victoria's urban industrial districts.
- There is strong interest in production spaces for the arts, but practicing artists require long term, stable affordable rents.

10

Questions

1. What challenges and opportunities do you see for the District?

2. What do you see as the City's role, and role of other entities?



CITY OF VICTORIA

11

Committee of the Whole Report
For the Meeting of July 21, 2022

To:	Committee of the Whole	**Date:**	July 15, 2022
From:	Curt Kingsley, City Clerk		
Subject:	International Day of the Girl, October 11, 2022		

RECOMMENDATION

That the *International Day of the Girl* Proclamation be forwarded to the August 4, 2022, Council meeting for Council's consideration.

EXECUTIVE SUMMARY

Attached as Appendix A is the requested *International Day of the Girl* Proclamation. Council has established a policy addressing Proclamation requests. The policy provides for:

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

A list of 2021 Proclamations is provided as Appendix B in accordance with the policy. Consistent with City Policy, Proclamations issued are established as fulfilling a request and does not represent an endorsement of the content of the Proclamation.

Respectfully submitted,

Curt Kingsley
City Clerk

List of Attachments

- Appendix A: Proclamation “International Day of the Girl”
- Appendix B: List of Previously Approved Proclamations

CITY OF VICTORIA

PROCLAMATION

"INTERNATIONAL DAY OF THE GIRL"

WHEREAS *The United Nations declared October 11 as the International Day of the Girl recognizing girls' rights and the unique challenges girls face around the world; and*

WHEREAS *This day promotes girls' empowerment and their human rights. Ending all forms of discrimination against women and girls is not only a basic human right but can help overcome the barriers girls face to a safe, educated and healthy life; and*

WHEREAS *If effectively supported during their adolescent years, girls have the potential to change the world – both as today and tomorrow's workers, mothers, mentors, entrepreneurs and political leaders; and*

WHEREAS *We celebrate the achievements of young women, honour girls' rights and provide equal opportunities both in our workplaces and in society; and*

WHEREAS *Today reminds us we must do everything we can to empower girls in our communities to bring about the change they want to see, and we must invest in them and their collective future as it benefits entire communities.*

NOW, THEREFORE *I do hereby proclaim Tuesday October 11, 2022 as* ***"INTERNATIONAL DAY OF THE GIRL"*** *on the* ***HOMELANDS*** *of the Lekwungen speaking* ***SONGHEES AND ESQUIMALT PEOPLE*** *in the* ***CITY OF VICTORIA, CAPITAL CITY*** *of the* ***PROVINCE of BRITISH COLUMBIA****.*

IN WITNESS WHEREOF*, I hereunto set my hand this 4th day of August, Two Thousand and Twenty-Two.*

_____

LISA HELPS
MAYOR
CITY OF VICTORIA
BRITISH COLUMBIA

Sponsored by:
Olivia Filipov

Appendix B

Council Meetings	Proclamations
28-Jan-21	Wear Red Canada Day - February 13, 2021 International Day of Zero Tolerance for Female Genital Mutilation - February 6, 2021
11-Feb-21	Chamber of Commerce Week - February 15 to 22, 2021 National Engineering Month - March 2021
18-Feb-21	United Nations Decade on Ecosystem Restoration - 2021 to 2030
18-Mar-21	World Tuberculosis Day - March 24, 2021
15-Apr-21	Sexual Assault Awareness Month – April 2021
22-Apr-21	Global Love Day - May 1, 2021 St. George's Day - April 23, 2021 Melanoma and Skin Cancer Awareness Month - May 2021 GBC/CIDP Awareness Month - May 2021 Huntington Disease Awareness Month - May 2021 Child Abuse Prevention Month - April 2021 Parental Alienation Awareness Day - April 25, 2021
6-May-21	Falun Dafa Day - May 13, 2021 Apraxia Awareness Day - May 14, 2021 Day of Action Against Asian Racism - May 10, 2021 Baseball Shirt Day - June 11, 2021
13-May-21	Komagata Maru Remembrance Day - May 23, 2021 Do Something Good For Your Neighbor Day - May 16, 2021 Post Traumatic Stress Disorder Awareness Month - June 2021 Deafblind Awareness Month - June 2021 Pride Week - June 28 to July 4, 2021 International Internal Audit Awareness Month - May 2021 Food Allergy Awareness Month - May 2021
20-May-21	Intergenerational Day Canada - June 1, 2021 World Refugee Day - June 20, 2021
3-Jun-21	Action Anxiety Day - June 10, 2021
10-Jun-21	Parachute National Injury Prevention Day - July 5, 2021 Arthritis Awareness Month - September 2021 Longest Day of Smiles - June 20, 2021
17-Jun-21	International Medical Cannabis Day - June 11, 2021
29-Jul-21	Give a Shot Month - August 2021 National Polycystic Kidney Disease Awareness Day - September 4, 2021 Wrongful Conviction Day - October 2, 2021 Commemoration of the Bicentennial of the Independence of the Republic of Peru Day - July 28, 2021
5-Aug-21	International Overdose Awareness Day - August 31, 2021 Childhood Cancer Awareness Month - September 2021
9-Sep-21	National Forest Week - September 19 to 25, 2021 Dyslexia Awareness Month - October 2021
23-Sep-21	Manufacturing Month - October 2021 Waste Reduction Week - October 18 to October 24, 2021 Fire Prevention Week - October 3 to October 9, 2021 Childhood Cancer Awareness Month - September 2021
7-Oct-21	Islamic Heritage Month - October 2021
21-Oct-21	Economic Abuse Awareness Day - November 26th, 2021 Respiratory Therapy Week - October 24 to October 30, 2021 Small Business Month - October 2021
28-Oct-21	Colour the World Orange Day - November 1, 2021 Respiratory Therapy Week - October 24 to October 30, 2021 Indigenous Disability Awareness Month - November 2021 Rising Economy Week 2021 - November 22 to November 25, 2021
2-Dec-21	Holodomor Commemoration Day - November 27, 2021 International Day of People with Disabilities - December 3, 2021
9-Dec-21	Wear Red Canada Day - February 13, 2022

Council Member Motion
For the Committee of the Whole Meeting of July 14 2022

To:	Committee of the Whole	**Date:**	June 24 2022
From:	Mayor Helps and Councillor Dubow		
Subject:	Welcoming City Advisory Committee Recommendations to Council		

BACKGROUND

In October 2021, Council endorsed the Welcoming City Strategy and Welcoming City Action plan and appointed a Welcoming City Implementation Advisory Committee. Working with staff in the Equity, Diversity and Inclusion Office, the Advisory Committee has developed an implementation Plan for the Year 1 and Year 2 Actions. Please see attached. The implementation plan is meant to be a living document and future year actions will be added when this plan is reviewed in July 2023.

Staff reported back to the Committee on the actions that are currently underway and those that would require additional resources. In preparation for the 2023 budget, the Advisory Committee has prioritized actions that they feel will have the biggest impact in some of the key areas of focus including economic inclusion and specific actions to welcome newcomers including:

a.) Hosting a job fair for newcomers and immigrants to help fill City job vacancies
b.) Hosting a workshop for newcomer-owned businesses to learn about the City's social procurement process, prequalification, and procurement opportunities
c.) Adding a section to the Connect Victoria App, available in multiple languages, that is for newcomers, with information about resources, events, etc
d.) Working with the Welcoming City Advisory Committee to develop a program to reach accepted refugees destined for Victoria including a Welcome to Victoria package in their own language, connections with local employers, etc, as they are waiting to come to Canada
e.) Ongoing support for an annual welcoming event for newcomers including hosting a pre-event or post-event activity and dialogue to introduce newcomer artists and performers to local community leaders and other community members, broaden their connection to the community, and strengthen cross-discipline relationships and knowledge-sharing.

In addition, there is a Year One action: "The city to host or support an annual Welcoming Event for newcomers to promote and celebrate the social, economic and cultural benefits and contributions newcomers bring to the city and welcome those who came within the previous year." Such an event will be held on October 22nd 2022. The Committee requests that the City partner with Here Magazine, the Department of Canadian Heritage and the Belfry Theatre to support this event and allocate $7500 from the City's 2022 contingency budget to do so.

The event's primary funder, the Department of Canadian Heritage, is unable to fund refreshment costs. In order to remove financial barriers to attendance, there is no charge for admission to this event, thus there is no way to recover the food costs. Food is an integral part of cultural-sharing and community-building and it is also an economic development opportunity as the food will be provided by local newcomer, immigrant, and Indigenous caterers.

There is also a request for the City to host a pre-event or post-event activity and dialogue to introduce newcomer artists and performers to local community leaders and other community members, broaden their connection to the community, and strengthen cross-discipline relationships and knowledge-sharing. The timing of the event – after the municipal election and before the new Council is sworn in – makes it difficult for the City to undertake this role this year, but the committee recommends that the City and members of the Welcoming City Advisory Committee consider taking this on in future years, subject to budget deliberations.

CONCLUSION

The Welcoming City Advisory Committee has worked hard to prepare this submission for the 2023 budget and to make recommendations to Council to help advance Council's Welcoming City Action Plan. We realize it will take a number of years to implement the Action Plan and have prioritized items that will help to make the city more welcoming and inclusive of newcomers including a focus on economic inclusion. We note that in a tight labour market and with a high number of vacancies at the City, actions #3a and #3d in particular are also advantageous for the city administration.

RECOMMENDATIONS

That Council:

1. Receive the 2022-2023 Welcoming City Implementation Plan for information
2. Allocate $7500 from the 2022 Contingency budget to support Action 3.2, "Host or support an annual welcoming event for newcomers."
3. Request that staff report back as part of the 2023 budget process on the following Implementation Plan items:
   a.) Hosting a job fair for newcomers and immigrants to help fill City job vacancies
   b.) Hosting a workshop for newcomer-owned businesses to learn about the City's social procurement process, prequalification, and procurement opportunities
   c.) Adding a section to the Connect Victoria App, available in multiple languages, that is for newcomers, with information about resources, events, etc
   d.) Working with the Welcoming City Advisory Committee to develop a program to reach accepted refugees destined for Victoria including a Welcome to Victoria package in their own language, connections with local employers, etc, as they are waiting to come to Canada.
   e.) Ongoing support for an annual welcoming event for newcomers including hosting a pre-event or post-event activity and dialogue to introduce newcomer artists and performers to local community leaders and other community members, broaden their connection to the community, and strengthen cross-discipline relationships and knowledge-sharing.

Respectfully submitted,

Mayor Helps

Councillor Dubow

Welcoming City Implementation Plan 2022-2023

Included in this implementation plan are all items in the Welcoming City Action Plan that are to be started in the first two years of the Plan. This implementation plan is meant to be a living document. Anything 2-3 years or later in the Welcoming City Action Plan should be added when this plan is reviewed in July 2023 so any additional resources can be added in the 2024 budget.

Government Leadership

Action	Timeline in Plan	Already Underway? (Y/N)	Resources Required	Lead	Support	Next Steps
1.1 City Council to implement comprehensive Equity, Diversity, Inclusion and Anti-Racism policies aimed at changing systemic practices and processes across local government and agencies.	1-2 Years	**(Y)** Equity Framework, Revised Engagement Strategy **(N)** Anti-racism policies aimed at changing systemic practices	TBD, likely additional consultant support for City policy review through anti-racism lens	City (consultant) – "across local government"	ICA, VIRCS, Here Magazine, GVPL, IDPAD Advisory Committee, Welcoming City Strategy Implementation Advisory Committee "anti-racism work across agencies"	Report to Council with a scope of work and request for the resources required to undertake actions that have not yet been started.
1.2 City Council to implement a policy that ensures municipal services, programs and supports are available and accessible to all newcomers without fear, regardless of their immigration status, and everyone is treated with respect and dignity.	1-2 Years	**N**	TBD, likely additional consultant support to review/audit City policies and practices through a lens of welcoming and access without fear and make recommenations for policy and practice improvements	City (consultant)	Welcoming City Strategy Implementation Advisory Committee	Report to Council with a scope of work and request for the resources required to undertake this action.
1.3 The City to include Indigenous leaders and communities in all welcoming activities, events, and programs to ensure greater education and understanding of Indigenous rights, history, traditions, and culture amongst newcomers	< 1 year	**Y**	Staff to ensure that Indigenous leaders and community members are included	City	Songhees and Esquimalt Nations	Ongoing
1.4 Transition the Welcoming City Task Force into an advisory body to Council and City staff for the first three years of the Welcoming City Strategy implementation	< 1 Year	**Y** Complete	Ongoing staff resources for meeting preparation, community member volunteer time	City	Advisory Committee members	Ongoing meetings to support implementation of plan to make Victoria a Welcoming City

Equitable Access

Action	Timeline in Plan	Already Underway? (Y/N)	Resources Required	Lead	Support	Next Steps
2.2 In partnership, the City to coordinate, develop and support Welcome Programs that educate newcomers on City Bylaw and law enforcement practices, the justice and legal systems, access to legal services, social services and supports, worker rights and issues, local government and political systems including elections, public programs, facilities, services, and events, etc.	1-2 Years	(**Y**) "local government and political systems including elections" (**N**) All other actions	TBD, likely additional consultant support to undertake gap analysis and develop programs. Support from Welcoming City Implementation Advisory Committee to promote election info events	City and Welcoming City Implementation Advisory Committee member agencies	Welcoming City Implementation Advisory Committee members.	Report to Council with a scope of work and request for the resources required to undertake this action.

Civic Engagement

Action	Timeline in Plan	Already Underway? (Y/N)	Resources Required	Lead	Support	Next Steps
3.1 All Council advisory committees to include newcomers to ensure diverse perspectives in civic engagement, increase access for newcomers to city leaders and encourage newcomer participation in civic life.	< 1 Year	**Y**	Staff time in Engagement and Legislative Services to committee vacancy postings read a wide and inclusive audience	Council	Welcoming City Implementation Advisory Committee members and member agencies.	Ongoing
3.2 The City to host or support an annual Welcoming Event for newcomers to promote and celebrate the social, economic, and cultural benefits and contributions that newcomers bring to the city and welcome those who came within the previous year.	< 1 Year	**Y** Canada Day 2022 to be multicultural street festival as a pilot project, Here Magazine Event in October?	Mayor's Office staff time and resources, Engagement Staff resources	Canada Day Submcommitte, Here Magazine	City, Welcoming City Implementation Advisory Committee members and member agencies.	Confirm Here Magazine's Annual Welcome Event will happen this fall.

Connected Communities

Action	Timeline in Plan	Already Underway? (Y/N)	Resources Required	Lead	Support	Next Steps

4.3 In partnership, the City to develop and support mentorship programs that pair newcomers and long-time residents to create community connections that help with settlement concerns and provide opportunities to learn about each other and share life experiences.	1-2 Years	**N**	TBD, likely additional consultant support to undertake gap analysis of mentorship programs and potentially develop mentorship program in partnership with local agencies	City (consultant) ICA, VIRCS, Here Magazine	Welcoming City Implementation Advisory Committee members and member agencies, GVPL (Library Champion Program)	Report to Council with an analysis and request for the resources required to undertake this action.
Education						
Action	**Timeline in Plan**	**Already Underway? (Y/N)**	**Resources Required**	**Lead**	**Support**	**Next Steps**
5.2 Parent Advisory Councils to establish Newcomer Support Committees in schools to address newcomer family needs and provide mentorship, advocate for systemic change at the school and with the Ministry of Education, create safe spaces for children in school, and form connections across schools (PAC to PAC) to address shared issues.	1-2 Years	**N**	TBD	Parent Advisory Councils	Welcoming City Implementation Advisory Committee members and member agencies, ICA.	Determine how best to make a link to the Parent Advisory Councils (PACs) in Victoria schools and who is best positioned to make initial outreach to the PACs
Economic Development						
Action	**Timeline in Plan**	**Already Underway? (Y/N)**	**Resources Required**	**Lead**	**Support**	**Next Steps**
6.1 In partnership, the City to develop or support a community partner program(s) to address employment readiness and employer readiness for foreign workers, international students, refugees, and undocumented persons.	1-2 Years	**N**	TBD	Chamber of Commerce, Here Magazine	City Business Hub, ICA, VIRCS	Determine resources required and roles and responsibilities.
Safe Communities						
Action	**Timeline in Plan**	**Already Underway? (Y/N)**	**Resources Required**	**Lead**	**Support**	**Next Steps**
7.1 Police and City By-law to create regular opportunities for informal connections and information sharing with racialized newcomers and those from countries where contact with enforcement personnel was traumatic.	1-2 Years	(**Y**) (Specifically with Muslim community through "Being Muslim in Victoria" working group)	TBD VicPD Cultural Liaison officer could undertake some of this work if that position is approved	Police, Fire, Bylaw	Mayor's Office, Welcoming City Implementation Advisory Committee members and member agencies.	Convene meeting with VicPD and Bylaw to determine resources required to undertake this work. Report to Council requesting resources if necessary.

June 23, 2022

RE: Welcoming City Initiative

To Whom It May Concern:

REP Here In Canada welcomes the opportunity to submit a request for financial support for the annual Better Together Gala on October 22, 2022, the activities of which are closely aligned with recommendations detailed in the City of Victoria's Welcoming City Strategy and Action Plan.

Event overview

The Gala is a unique celebration of over 100 newcomer and Indigenous performing, literary, and visual artists and creates a space for true and meaningful representation and participation of newcomer and Indigenous artists in the local arts landscape. This roving feast of arts features exhibitions, dance, musical, literary, and theatre performances, as well as a presentation of a youth award to honour achievements of newcomer, immigrant, and Indigenous youth building bridges across diverse communities. Throughout the evening, over 275 guests and 50 volunteers engage with artists and performers in an intimate setting that allows for one-on-one authentic connections and conversations. Dozens of different cultures and faith communities, along with multiple intersectionalities, are represented at the Gala and interact in a safe and supported space. In addition to the important organic and spontaneous dialogue and relationship-building that occurs at the event, the artists' exhibition and the performances themselves are structured intentionally to introduce and pose questions of culture, faith, and intersectionality. The artists and performers weave cultural-sharing and lived-experience storytelling in their exhibitions and performances to grow and further intercultural knowledge and to encourage attendee participation and interaction with their art.

The Gala creates a beautiful artistic and social space not just to showcase the talents of racialized artists and to connect the wider community with diverse communities and perspectives, but, perhaps most importantly, to have members of racialized communities see themselves represented and honoured in community arts institutions and events they may have, in the past, not have had access to or felt welcomed. Our partner, the Belfry Theatre, is pro-actively attempting to break down these real and perceived barriers and through our partnership is able to connect more meaningfully with communities that historically have not been equitably represented as performers and/or attendees/audience members. At the 2020 Gala, approximately 90 percent of the artists and attendees had never been inside the Belfry Theatre before. By the end of the event, the Belfry seemed like a second home to all present—the sense of belonging and agency palpable. The event is supported pre-, during, and post- with the development of multimedia content to promote and amplify the artists and performers, as well as the experiences of attendees, staff, and volunteers. Visible representation across digital and print platforms and social media is an integral part of furthering the sense of community and belonging that is a powerful outcome of the event.

Project Sponsors

- REP Here In Canada
- Department of Canadian Heritage
- Belfry Theatre

Welcoming Cities Request

1. The event's primary funder, the Department of Canadian Heritage, is unable to fund refreshment costs. In order to remove financial barriers to attendance, we have chosen not to charge admission to recoup these food costs. Food is an integral part of cultural-sharing and community-building; in past Galas, we were able to hire local newcomer and immigrant businesses to cater the event to further support newcomer communities. This year we would also like to support Indigenous caterers.

   Estimated cost: $20/per person @375= $7,500

2. A pre-event or post-event activity and dialogue to host the artists and performers together would introduce the artists to specific city spaces. local community leaders and other community members in our region, broaden their connection to the community, and strengthen cross-discipline relationships and knowledge-sharing.

Thank you for your time and consideration of our proposal.

Sincerely,
Kareece Whittle-Brown
Director of Operations, REP Here In Canada

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OF BRITISH COLUMBIA

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24th June 2022

To Whom It May Concern:

I am writing this letter in support of REP Here in Canada's proposal to the Welcoming City initiative.

REP Here in Canada (Here Magazine) has long supported members of newcomer and immigrant communities by creating space and opportunities for representation and participation which help newcomers to the Greater Victoria region build belonging and make meaningful connections with the wider community.

The Better Together Gala is one such event and space created by and for newcomers to Canada. In 2020, the Gala hosted 100s of newcomers and immigrants from the region, including a newly resettled refugee family from Ethiopia that I supported in my work and know well. For this family to be welcomed and able to participate in the Gala had a huge impact on their well-being and sense of belonging in Victoria. It was their first social and community event in Victoria, and they were able to meet many community leaders as well as fellow newcomers in a welcoming and inclusive space. This family had never attended an event like the Gala, nor seen performing, literary, and visual artists from so many backgrounds, including Indigenous communities. The family was included in event photos, which were featured in Here Magazine. This was a tremendous point of pride, which they continue to share with their friends and family back home as an indication that they are an important part of their new community.

The REP Here in Canada organization and its programming and events such as the Gala play an integral role in newcomers feeling included and connected in the Greater Victoria region.

Direct involvement of the Anglican Diocese of BC with these immigrant families gives me firsthand knowledge of the undeniable impact events such as the Better Together Gala have in connecting newcomers and building community. I am pleased that as an active member of the Welcoming City Advisory Committee, the city is considering supporting this event to create meaningful change in the City of Victoria.

Sincerely,

Jibril Mohamed Siraj
Refugee Sponsorship Coordinator, South Vancouver Island
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Council Member Motion
For the Committee of the Whole Meeting of July 21, 2022

To:	Committee of the Whole	**Date:**	July 5 2022
From:	Mayor Helps and Councillors Dubow, Isitt, Loveday		
Subject:	Recommendations for Rental Incentive and MAARS projects		

BACKGROUND

From January to June, we hosted a series of dialogues with a number of community members with diverse perspectives on addressing housing affordability, housing supply, and tenant protections who don't often find themselves at the same table, and sometimes on opposing sides of issues. Participants included the four members of Council who are bringing forward these recommendations, rental home builders and building owners and managers, the Together Against Poverty Society, the Urban Development Institute, Landlord BC, and BC Housing. The purpose for bringing people together was to look at the issue of incentivizing the increase of rental supply and affordable housing while also ensuring tenant protections.

APPROACH

The spirit of the dialogues was informed by an approach laid out in William Isaacs book, *Dialogue and the Art of Thinking Together: A Pioneering Approach to Communicating in Business and In Life*. The thrust of Isaac's approach is that when working through difficult issues, it is more productive to have a conversation with a centre rather than a conversation with sides.

Isaacs notes that, "Two habits, among many others – losing respect for and so rejecting what is uncomfortable and unfamiliar, and becoming fixated on one's own certainties – pervade human consciousness." When this happens when working through complex issues, he says it creates, "a detached and defensive atmosphere hindering serious reflection and honest inquiry. This underlying atmosphere turns out to be a critical determining factor in whether we can talk successfully or not, because it leads us either to see one another as inextricably related aspects or as separate and disconnected parts, bringing up troublesome but largely disconnected problems that must be managed and eventually overcome. When we find ourselves in the latter mode, we tend not to talk together well."

He goes on to say, "This atmosphere within our own consciousness is generated, very simply, by the ways we think and feel – the levels of internal freedom we allow ourselves, the inclusiveness

we are able to sustain, the authenticity we are able to muster, the flexibility of perspective we are able to take, and the ability and spaciousness we have in our hearts."[1]

Dialogue participants were provided with excerpts from the book in preparation for each session. The aim of the series was to come up with a few recommendations that had been examined from all angles and that all participants could endorse. We thank dialogue participants for their willingness and capacity to approach the conversation in this spirit.

THE PROBLEM

In a deep housing crisis with not enough rental housing and not enough affordable rental housing, the disappearance of low-end-of market units for redevelopment is putting pressure both on tenants, on existing rental stock and on all levels of government to build more social housing to fill the gap. We support the continued investment of all levels of government in public housing. And also, we note that keeping affordable units in the private rental market is important because it creates diverse communities and allows people to stay where they have lived, sometimes for decades.

The question we turned our mind to is: how can we provide the right of first refusal for tenants in redeveloped buildings in the private market at the rents they were paying in the building pre-development, while making it financially viable to keep building and redeveloping rental buildings? We note that the conditions for building rental housing – including rising interest rates and construction costs – have changed drastically since we began our discussions in January.

We looked at a number of potential redevelopment scenarios to see what would be viable. These are the current rents and unit mix for a four-story rental building in Fairfield:

	Suite Mix	Average Rent	Minimum Rent	Maximum Rent
Bachelor	-	-	-	-
1 Bedroom	22	$1,161	$901	$1,500
2 Bedroom	20	$1,432	$1,180	$1,700
3 Bedroom	1	$1,050	$1,050	$1,050
Total	**43**			
Site Size	28,800			

The current financing models and lenders (banks) require a 15% profit margin for rental buildings, which means that significant density would be required to replace the existing units at the same rents. To replace these 43 units at existing rents in a new rental building would require between a

[1] William Isaacs, *Dialogue and the Art of Thinking Together: A Pioneering Approach to Communicating in Business and in Life*, (New York: Currency and Doubleday, 1999), 34-5.

12:1 to 18:1 FSR. This density and resulting height in Fairfield are unacceptable to the general public.

The crux of the issue is that rents at this level will not be found in new private market construction without some kind of incentive. When low-end of market affordable units are lost, units that rent at those levels can only be replaced through the creation of new government funded social housing run by a non-profit society. These buildings are taxpayer subsidized. And in addition, they don't pay property taxes to the City of Victoria.

THE IDEA

New private market rental buildings with more units and more density will generate more property taxes for the City. Our proposal is that this property tax difference, or increment, could be used to fund rent supplements – for tenants who require them – to replace their units at the same rents in a new building, and to supplement their rents living somewhere else during construction.

An objection to this might be that the city will lose property tax dollars. However, as noted above, if all the below market units in a building slated for redevelopment were lost, units that rent at the same rate could only be replaced by new government-funded, non-profit run buildings, which don't pay property taxes anyway *and* which require taxpayer subsidy to build.

The spirit of our idea is that when private market rental buildings are redeveloped, we incentivize keeping a number of truly affordable rents in new buildings by using the property tax increment. The City has used this approach – tax increment financing – for the library branch in James Bay. In that instance, the additional, net new property taxes generated through the redevelopment of Capital Park are used by the City to fund the ongoing library operations. In this case, we propose to use the additional, new property taxes would be used to find rent supplements.

Dialogue participants also noted that increasing density reduces the overall fiscal burden to the City: less water and sewer connections, less traffic congestion, less greenhouse gas emissions and so on.

We did some modelling of a project to see how this might work financially and how many tenants could benefit. In this example, 13 of the 46 units could receive an $800 per month rent subsidy using the property tax increment (net new taxes after redevelopment) keeping their rents at what they were before redevelopment. If a lesser subsidy were spread across more units, more people could benefit, paying only slightly higher rents than before construction. The key point from a financing point of view is that as long as the net income stays the same, the financing stays the same. In other words, if there is less expense because of less property taxes and less revenue because of lower rents, it doesn't make a difference to the mortgage lender.

VICTORIA RENTAL APARTMENT REDEVELOPMENT: 4-TO-6 STOREYS								
Existing Rental Building Data:								
Site Area:			30,000	s.f.		$ 1,150	average rent	
Density:	1.4	FSR	42,000	s.f.		$ 53,500	2022 Property Taxes	
Total Units:	770	ave. s.f.	46	units				
New Rental Building Site Data:								
Site Area:			30,000	s.f.		$ 2,302	average rent	
Density:	2.0	FSR	60,000	s.f.		$ 175,000	Estimated Property Taxes	
Total Units:	728	ave. s.f.	70	units		$ 121,500	Property Tax Differential	
NEW RENTAL INCOME and FINANCING REQUIREMENTS								
		NO SUBSIDY				PROPERTY TAX SUBSIDY		
Income:								
Gross Rents/Parking/Vacancy		$ 2,302	70	$ 1,933,696		$ 2,302	70	$ 1,933,696
Victoria Subsidy (per unit)		$ -	-	$ -		-$ 800	13	-$ 121,500
Effective Gross Income:				**$ 1,933,696**				**$ 1,812,196**
Expenses:								
Operating Expenses			17.07%	$ 330,027			17.07%	$ 330,027
Property Taxes			9.05%	$ 175,000			9.05%	$ 175,000
Property Tax Incentive			0.00%	$ -			-6.28%	-$ 121,500
Total Operating Expenses:			**26.12%**	**$ 505,027**			**19.83%**	**$ 383,527**
Net Operating Income:				**$ 1,428,669**				**$ 1,428,669**
Financing								
Annual Mortgage Payments				$ 1,298,790				$ 1,298,790
Net Loan Amount				$ 26,805,822				$ 26,805,822
Market Value		$ 1,428,669	4.25%	$ 33,615,741		$ 1,428,669	4.25%	$ 33,615,741
Equity Requirement				**$ 6,809,919**				**$ 6,809,919**

The appeal of this idea is that it is a relatively simple policy change that would require an amendment to the Tenant Assistance Policy and a clear way to define tenants who would qualify.

But there are also questions that need to be answered in thinking through how to implement this policy:

- Would the City administer the rent supplements and requalify tenants based on income each year?
- How long would the subsidy last? The length of the tenancy? Or the length of the original loan? Or in perpetuity?
- Where would the returning tenants live during the construction phase? Could the City or BC Housing build a building for this purpose to be used in perpetuity as transitional housing as buildings are being redeveloped? Or could we allocate a number of units / vacancies in existing buildings in the non-profit and/or the private sector? A rent supplement funded by the property tax increment could be used as an incentive for private sector vacancies at the same rent during construction.
- How would the City be kept whole and mitigate the risk of subsidizing rents during the construction phase before the full property tax increment was available?

The dialogue participants discussed these questions and began to brainstorm answers. We share these questions for the benefit of staff who will work through this policy idea as part of the rental incentive program that is currently being developed.

ADDITIONAL IDEAS

In addition, two further ideas were generated through these dialogues that we are recommending for Council's consideration.

First, is an advocacy motion to the federal government to remove GST from purpose built rental housing. In a recent 87-unit rental project, GST added $2,250,000 to the cost of the building. This money has to be either borrowed – increasing financing costs therefore increasing rents – or passed on directly to the tenants in the form of higher rents.

Second, the rental home builders, owners and managers noted that there is a massive slowdown coming in new rental construction because of rising interest rates, construction costs and supply chain issues. The City currently has the Market Rental Revitalization (MARRS) program that it's looking to undertake in the coming years to improve building energy performance. We are recommending using the Economic Revitalization Tax Exemption program available to municipalities through the Community Charter to provide a tax exemption of five to ten years for building retrofits and upgrades to incentivize building retrofits and improvements while the current fiscal climate may result in a slow down in new rental construction.

CONCLUSION

We are all aware that there is no one answer to addressing the dire housing crisis that we find ourselves in as a city, province and country. The Victoria Housing Strategy has a range of approaches including items that staff are working on such as the rental incentive program, the MARRS program and many other work-plan items. We recommend that these recommendations we are bringing forward be sent to staff to consider as part of the work that is already underway. The benefit of these proposed solutions is that they have been examined from many perspectives and multiple points of view and are supported by a wide spectrum of people working to address the housing supply issue, the housing affordability issue, and to protect tenants.

RECOMMENDATIONS

1. That Council direct staff to consider as part of their work on the rental incentive program and the MARRS program, respectively:

    a. Reinvesting the property tax increment in rent subsidies in redeveloped rental buildings
    b. Providing a property tax exemption for five to ten years for rental building retrofits

2. That Council write to the Prime Minister, the Federal Minister of Housing and Federal Minister of Finance to advocate for the removal of charging GST from purpose built rental buildings.

Respectfully submitted,

Mayor Helps | Councillor Dubow | Councillor Isitt | Councillor Loveday

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July 4, 2022

Mayor and Council
City of Victoria

Subject: Council Member Motion For the Committee of the Whole Meeting of July 21, 2022 - Recommendations for Rental Incentive and MAARS projects from Mayor Helps and Councillors Dubow, Isitt and Loveday

Dear Mayor and Council,

We are at a tipping point regarding the operation of existing rental housing and the creation of new affordable rental housing. While it is a challenge to operate and build rental housing at the best of times, with the days of historically low interest rates likely gone forever, certainly for many decades to come, combined with extremely high construction and operating costs, we are already seeing many new purpose-built rental projects stalled due to the absence of viable economics to proceed.

LandlordBC was honoured to participate in the six-month dialogue with Mayor Helps, Councillors Dubow, Isitt and Loveday and a committed group of stakeholders whose sole purpose was to find solutions to deliver affordable rental housing for individuals and families in Victoria. We wish to thank Mayor Helps for her leadership on this project, and for introducing the notion of productive conversation to help us navigate through diverse perspectives and circumvent the toxicity prevalent in so much of the public discourse these days. This project clearly demonstrated that there's a better way. Again, we thank Mayor Helps for her leadership.

At this time LandlordBC wishes to confirm our support for the objectives and recommendations contained in this Motion. It is our view that what's been proposed is an easy deliverable for the City of Victoria. Furthermore, because the current fiscal climate has already resulted in a slow-down in new rental construction, we strongly endorse the recommendation contained in the Motion to use the Economic Revitalization Tax Exemption program available to municipalities through the Community Charter to provide a tax exemption of five to ten years for building retrofits and upgrades to incentivize building retrofits and improvements.

Again, LandlordBC was honoured to participate in this dialogue, and we thank Mayor Helps and Councillors Dubrow, Isitt and Loveday for advancing this important Motion.

Sincerely,

D. Hutniak

David Hutniak
CEO
LandlordBC

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CAPITAL REGION URBAN DEVELOPMENT INSTITUTE

July 13, 2022

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

Re: Recommendations for Rental Incentive and MAARS projects

Dear Mayor and Council –

The Urban Development Institute – Capital Region would like to commend Mayor Lisa Helps on her for-thought and leadership in hosting a dialogue series, along with Councillors Loveday, Isitt, Dubow and other community members who all came together to discuss their diverse perspectives on housing affordability, housing supply and tenant protection. Mayor Helps premised the dialogue on William Isaacs teaching of communication, to have a conversation with a centre rather than a conversation with sides. This was a brilliant way to have a group of people come together and converse who often have polarizing perspectives on addressing housing.

UDI was honoured to be part of this diverse group, striving to achieve a common goal – incentivizing and retaining rental stock in the city. Our region has been facing a housing supply and affordability crisis for a number of years, and it is through creative dialogue like this that results will take place. Urgency is needed in addressing the rental housing issue, as the window for fiscal feasibility is closing quickly with the combination of raising interest rates, labour shortages, supply chain issues and the continued conflict between Russia and the Ukraine.

UDI fully supports the recommendations put forward in the report written by Mayor Helps and Councillor's Dubow, Isitt and Loveday. The industry appreciates the consideration of carrots vs. sticks by way of incentivizing rental through tax subsidies and tax exemptions. Also recommended in the report, is to advocate for the removal of GST on purpose built rental buildings, a policy issue that UDI is actively advocating to have eliminated as well.

Thank you again for allowing UDI to take part in the conversation. We encourage Mayor and Council to be bold in their decision to move this motion forward.

Kind Regards,

Kathy Whitcher (Executive Director)

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TOGETHER AGAINST POVERTY SOCIETY
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Victoria B.C.
Canada, V8W 1K2

DATE: July 13, 2022

RE: Council Motion re: Recommendations for Rental Incentive and MAARS Projects

To Whom It May Concern:

As one of the participants in the dialogue series relating to affordability in the housing market, I write on behalf of Together Against Poverty Society to support the motion by members of council to explore the use of property tax exemptions to promote the right to return for tenants and use of rental supplements as part of the rental incentive program.

TAPS is one of the largest providers of legal advocacy services in the area of residential tenancy, and each year we help hundreds of low-income tenants by providing information, summary advice, and representation with matters before the Residential Tenancy Branch. We have seen an acute need for new solutions to what have now become entrenched issues with affordability in our housing market, and an urgent requirement to protect low-income renters in Victoria who are residing in aging housing stock.

While there are many things that need to be addressed, we believe the municipality has a unique ability to provide support for renters who are living in buildings that will inevitably require replacement or renovation, and we believe the approaches explored by the dialogue series have the potential to ensure the most vulnerable tenants maintain access to affordable housing throughout the redevelopment process.

We urge all members of council to support the motion, and for staff to work with council to determine how property tax exemptions may be used to provide rent supplements and ensure affordability when a development process unfolds, as one of many initiatives to address housing insecurity among our most vulnerable renters.

Sincerely,

Douglas C. King
Executive Director
Together Against Poverty Society
828 View Street
Victoria BC, V8W 1K2
dking@tapsbc.ca
Direct Phone: (250) 900–4482

Council Member Motion
For the Committee of the Whole Meeting of July 21, 2022

To:	Committee of the Whole	**Date:**	July 15, 2022
From:	Councillor Ben Isitt and Councillor Sharmarke Dubow		
Subject:	Advocacy regarding Detention of Immigrants in Provincial Jails		

Recommendation:

That Council endorses the following resolution from the City of Vancouver and directs staff to forward copies to the Premier of British Columbia, the Solicitor General of British Columbia, Members of the Legislative Assembly representing constitutuencies on Vancouver Island, and Union of BC Municipalities (UBCM) member local governments, requesting favourable consideration and resolutions of support:

> *Resolution: Detention of Immigrants in Provincial Jails*
>
> WHEREAS The Canada Border Services Agency (CBSA) has used Provincial prisons to detain tens of thousands of migrants while they await the resolution of their immigration or refugee matters, 94 per cent of whom are held for administrative reasons posing no risk to the public and include children, survivors of trauma or persecution, and persons with disabilities including mental health conditions;
>
> AND WHEREAS In a March 2022 submission to the Minister of Public Safety and Solicitor General, BC's Office of the Human Rights Commissioner stated that in the current immigration detention system people with disabilities and racialized people experience harsher treatment and are detained for longer periods of time, and there is strong evidence that current practices contravene BC's Human Rights Code and international human rights conventions;
>
> THEREFORE BE IT RESOLVED THAT that UBCM urge the Province of British Columbia to terminate its immigration detention agreement with the Canada Border Services Agency, stop incarcerating immigration detainees in BC jails, and call on the federal government to do away with immigration detention altogether.

Respectfully submitted,

Councillor Isitt

Councillor Dubow

Attachments:
1. Resolution adopted by Vancouver City Council, June 8, 2022
2. Submission from the Office of the Human Rights Commissioner, March 2022

Attachment 1:
Resolution adopted by Vancouver City Council, June 8, 2022

WHEREAS

1. Human rights organizations and advocates in British Columbia and across Canada (including BC's Office of the Human Rights Commissioner, the British Columbia Civil Liberties Association, West Coast Leaf, BC Poverty Reduction Coalition, Centre for Gender and Sexual Health Equity, Community Legal Assistance Society, Immigration and Refugee Legal Clinic, Migrant Workers Centre BC, SWAN Vancouver, Prisoners' Legal Services, Justice for Girls and Rainbow Refugee, as well as hundreds of lawyers, academic scholars, healthcare providers, and people from various faith communities), and international organizations Human Rights Watch and Amnesty International, are calling for Canada to stop incarcerating immigration detainees in provincial jails;

2. Over the past five years, Canada has detained tens of thousands of individuals under immigration law while they await the resolution of their immigration or refugee matters, including children, survivors of severe trauma or persecution, 2SLGBTQ+ people, survivors of severe trauma or persecution, and persons with disabilities including mental health conditions;

3. In a June 2021 joint report, Human Rights Watch and Amnesty International documented serious human rights violations within the Canadian immigration detention system. People in immigration detention are regularly handcuffed, shackled, and held with little to no contact with the outside world in some of the country's most restrictive confinement conditions, including maximum security provincial jails and solitary confinement;

4. Canada has no legislated limit to the length of time people can be held in immigration detention, so they can be held for months or years with no set release date;

5. There are viable alternatives to incarcerating people for immigration matters in provincial jails, as demonstrated when authorities released significant numbers of people from immigration detention early on in the pandemic;

6. Many people placed in immigration detention are already embedded in their communities and have the resources and support they require, including housing. Immigration detention is not a form of housing. In fact, many people are removed from their homes, families, communities, and employment when they are placed in immigration detention. For people who are detained on arrival or shortly after arriving in Canada, immigration detention interferes with their ability to access effective legal advice and representation, secure housing and employment, connect with friends and family members, and become settled in the community;

7. The federal government pays BC a $235 per diem for each immigration detainee held in provincial jail. These funds could instead be used to invest in community- based organizations that provide support rather than surveillance. Such organizations include Rainbow Refugee and the Vancouver Association for Survivors of Torture, which provide access to housing, legal representation, counselling, medical services, language classes, and employment search support. Organizations like Kinbrace also provide services tailored to refugee claimants in the community while they await resolution of their applications;
8. In March 2022 submission to BC Corrections, BC's Office of the Human Rights

Commissioner stated that the ableism and racism embedded in the current immigration detention system mean that people with disabilities and racialized people experience harsher treatment and are detained for longer periods of time. According to the Commissioner, there is strong evidence that current practices contravene BC's Human Rights Code and international human rights conventions;

9. The severe mental health consequences of immigration detention are consistently recognized in medical literature in Canada and abroad. Imprisonment in a penal institution has adverse effects on health, particularly for people with pre-existing mental health conditions, including those seen among survivors of trauma and persecution;

10. Canada's federal government has sole legal responsibility for border enforcement and immigration detention. However, a significant number of people in immigration detention are held in provincial jails on the basis of agreements between the federal government and provincial authorities. By virtue of these agreements, the provinces are implicated in human rights violations against immigration detainees incarcerated in provincial jails;

11. In an April 2022 joint legal memorandum, Human Rights Watch and Amnesty International found that Canada's practice of incarcerating immigration detainees in provincial jails is inconsistent with international human rights standards, and jail conditions potentially breach federal-provincial immigration detention agreements;

12. Between fiscal years 2017-18 and 2019-20, hundreds of immigration detainees were held in BC provincial jails, most of them in Allouette Correctional Centre for Women, Fraser Regional Correctional Centre, and North Fraser Pretrial Services Centre;

13. BC Corrections is currently reviewing The BC government's 2017 agreement with the Canada Border Services Agency which allows for immigration detainees to be incarcerated in BC provincial jails. According to article 13(3) of the agreement, either signatory can cancel the agreement without explanation or penalty, with a year's written notice;

14. In accordance with the report recently published by the Special Committee on Reforming the Police Act, titled Transforming Policing and Community Safety in British Columbia, community safety requires the full decriminalization of immigration status;

15. The City of Vancouver has an Access to City Services without Fear policy "to support access to City services by Vancouver residents with uncertain or no immigration status and who fear detention, psychological and physical harm, or deportation, when accessing services." But people who are incarcerated in immigration detention cannot access city services; and

16. The City of Vancouver engages in federal and provincial advocacy on broader issues, such as immigration, jointly with other municipalities through its membership in the Federation of Canadian Municipalities and the Union of BC Municipalities.

THEREFORE BE IT RESOLVED THAT Council ask the Mayor to write to the BC Minister of Public Safety, Mike Farnworth, urging him to respect the provincial government's human rights obligations by terminating its immigration detention agreement with the Canada Border Services Agency;

AND FURTHER THAT Council ask the Mayor to write to the federal government urging it to, rather than paying per diems for incarceration, to adequately fund community-based

organisations that provide tailored and compassionate support, including rights-respecting alternatives to detention;

AND FURTHER THAT Council ask the Mayor to write to the federal government urging it to abolish immigration detention;

AND FURTHER THAT the following be submitted to the Union of BC Municipalities by June 30, 2022 as a late resolution along with the linked backgrounder:

> WHEREAS The Canada Border Services Agency (CBSA) has used Provincial prisons to detain tens of thousands of migrants while they await the resolution of their immigration or refugee matters, 94 per cent of whom are held for administrative reasons posing no risk to the public and include children, survivors trauma or persecution, and persons with disabilities including mental health conditions;
>
> AND WHEREAS In a March 2022 submission to the Minister of Public Safety and Solicitor General, BC's Office of the Human Rights Commissioner stated that in the current immigration detention system people with disabilities and racialized people experience harsher treatment and are detained for longer periods of time, and there is strong evidence that current practices contravene BC's Human Rights Code and international human rights conventions.
>
> THEREFORE BE IT RESOLVED THAT that UBCM urge the Province of British Columbia to terminate its immigration detention agreement with the Canada Border Services Agency, stop incarcerating immigration detainees in BC jails, and call on the federal government to do away with immigration detention altogether;

AND FURTHER THAT Council direct staff to engage with staff of the Federation of Canadian Municipalities (FCM) to confirm the extent and substance of advocacy by FCM regarding the immigration detention system and advise Council on the potential impact of a formal resolution to FCM on this issue.

British Columbia's
Office of the Human Rights
Commissioner

Submission regarding immigration detention in provincial correctional centres

Submission | March 2022

570

Submission regarding immigration detention in provincial correctional centres

SUBMISSION | MARCH 2022

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BCOHRC recognizes the important relationship between protecting the natural environment and protecting human rights. One way we reduce our environmental impact is by limiting print copies of our reports. However, if you have difficulties reading this report in its electronic format, you are welcome to contact our office to request a printed copy.

This publication can be found in electronic format on the website of British Columbia's Office of the Human Rights Commissioner: bchumanrights.ca/immigration-detention

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British Columbia's
Office of the Human Rights
Commissioner

Submission regarding immigration detention in provincial correctional centres

Submission | March 2022

British Columbia's
Office of the Human Rights Commissioner

To the Indigenous peoples of this place we now call British Columbia: Today we turn our minds to you and to your ancestors. You have kept your unceded homelands strong. We are grateful to live and work here.

British Columbia's
Office of the Human Rights Commissioner

March 25, 2022

The Honourable Mike Farnworth
Minister of Public Safety and Solicitor General
PO Box 9010 Stn Prov Govt
Victoria, BC V8W 9E2

Dear Minister Farnworth,

Last June, Human Rights Watch and Amnesty International released a report entitled "'I didn't feel like a human in there': Immigration detention in Canada and its impact on mental health." In addition to other findings, the report documents widespread use of provincial correctional centres to house immigration detainees in British Columbia and across Canada, as well as numerous associated human rights violations.

It was out of concern for this situation that I wrote to you in November to urge you to terminate the Arrangement between the provincial and federal governments that enables this practice. I am pleased that you have launched a review of the Arrangement, and I appreciate your invitation to my Office to make a further submission regarding the human rights considerations. I encourage you to act transparently in this review process by publicly releasing the findings of your engagement.

As B.C.'s Human Rights Commissioner, I am mandated to promote compliance with statutory and international human rights law. As I describe in my submission, international human rights standards clearly indicate that immigration detention should never be punitive in nature and must not take place in facilities intended to house individuals accused or convicted of a criminal act. People held under immigration law have committed no crime; it is wrong that we treat them as if they have.

I trust that upon the conclusion of this review you will agree that the practice of holding immigration detainees in provincial correctional centres must end. If I can offer any additional assistance in your review, please do not hesitate to ask.

Sincerely,

Kasari Govender
Human Rights Commissioner

cc: The Honourable David Eby, Attorney General
M.L.A. Mike Morris, Critic for Minister of Public Safety and Solicitor General
M.L.A. Michael de Jong, Critic for Attorney General

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Submission regarding immigration detention in provincial correctional centres

Introduction

Across Canada, migrants[1] are detained for non-criminal purposes and for indefinite periods of time, undermining our domestic and international human rights commitments. In B.C., provincial correctional centres are widely used to detain migrants, making the provincial government responsible for protecting the human rights of those being held. People detained under immigration law have committed no crime; it is wrong that we treat them as if they have.

Following the release of Human Rights Watch and Amnesty International's report entitled "'I didn't feel like a human in there': Immigration detention in Canada and its impact on mental health"[2] and subsequent pressure from community organizations and our Office, in January 2022, the Minister of Public Safety and Solicitor General announced a review of the agreement that facilitates the use of provincial correctional centres for detaining migrants. In this submission, B.C.'s Human Rights Commissioner calls for the termination of this agreement.

Context

The Human Rights Commissioner is mandated to promote compliance with statutory and international human rights law. According to the United Nations (UN) Working Group on Arbitrary Detention, immigration detention should never be punitive in nature and must not take place in facilities intended to house individuals accused or convicted of a criminal act.[3]

Yet, the Government of British Columbia has signed an agreement (the Arrangement) with the Canada Border Services Agency (CBSA) to hold some immigration detainees in B.C. correctional centres, including Alouette Correctional Centre for Women, Fraser Regional Correctional Centre and North Fraser Pretrial Centre. The latter is a secure facility meant for individuals with prior

[1] 'Migrant' is an umbrella term, describing a person who moves away from their place of usual residence, whether within a country or across an international border, temporarily or permanently, and for a variety of reasons. As defined by the International Organization of Migration, 2019, 132, https://publications.iom.int/system/files/pdf/iml_34_glossary.pdf

[2] Amnesty International and Human Rights Watch, "'I Didn't Feel Like a Human in There': Immigration Detention in Canada and Its Impact on Mental Health," 2021, https://www.amnesty.org/en/documents/amr20/4195/2021/en/

[3] UN Working Group on Arbitrary Detention, 2018, 6, https://www.ohchr.org/sites/default/files/Documents/Issues/Detention/RevisedDeliberation_AdvanceEditedVersion.pdf

criminal history or behaviour that justifies a high level of supervision and physical restrictions.[4] In addition, detainees in B.C. are held in the CBSA's Immigration Holding Centre, which is outside the scope of the Arrangement. According to CBSA data, approximately 94 per cent of immigration detainees are held for administrative reasons and pose no risk to public safety, yet between 16 and 30 per cent of detainees across Canada were held in provincial jails each year from 2012 to 2020.[5]

Despite there being no principled or legal basis on which to hold migrants in correctional facilities, they are being held in jails across the country, including here in B.C.

The onset of the COVID-19 pandemic reduced the number of immigration detainees in B.C. correctional centres. However, the proportion of immigration detainees held in provincial jails across Canada (rather than immigration holding centres) and the average length of detention both doubled since the pandemic began.[6] The number of detainees may return to pre-pandemic levels unless immediate action is taken.

Provincial jurisdiction is engaged

Although immigration detainees are held under the authority of CBSA, the Government of British Columbia is facilitating the detention process through its Arrangement with the federal government. The provincial government de facto assumes responsibility for the conditions under which migrants in B.C. correctional centres are being detained, including ensuring compliance with statutory and international human rights standards.

The human rights violations discussed below are enabled by the Arrangement, thus creating an obligation for the provincial government to meet its human rights commitments and end the Arrangement.

The Arrangement violates the right to substantive equality

Under B.C.'s *Human Rights Code*, migrants in custody have the right to be free from discrimination based on Indigenous identity, race, colour, ancestry, place of origin, religion, marital status, physical and mental disability, sex, sexual orientation, gender identity or expression or age. The provincial government also has a legal obligation to protect the rights of migrants by complying with all UN human rights conventions and covenants Canada has ratified.[7]

[4] BC Corrections Profile, 2021, https://www2.gov.bc.ca/assets/gov/law-crime-and-justice/criminal-justice/corrections/reports-publications/bc-corrections-profile.pdf
[5] CBSA Annual Detention, 2020, https://www.cbsa-asfc.gc.ca/security-securite/detent/stat-2019-2020-eng.html
[6] Amnesty International and Human Rights Watch, 2021, 63
[7] Including: International Convention on International Convention on the Elimination of All Forms of Racial Discrimination; International Covenant on Civil and Political Rights; International Covenant on Economic, Social and Cultural Rights; Convention on the Elimination of All Forms of Discrimination against Women; Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment; Convention on the Rights of the Child; Convention on the Rights of Persons with Disabilities

From B.C.'s *Human Rights Code* to Canada's *Charter of Rights and Freedoms* to the international human rights framework, protections against discrimination universally protect substantive equality in which inequities are measured through disproportionate impact of government policies, laws and practices, in addition to direct discrimination. For example, the negative impacts of immigration detention disproportionately impact people with disabilities and racialized people.[8] This is discriminatory and contrary to law.

Regardless of whether the inequities are caused by the *Immigration and Refugee Protection Act* or the exercise of CBSA discretion over who is detained for how long, inequities are experienced in provincial facilities and under the oversight of provincial employees. Therefore, the provincial government bears a significant burden to address them.

The inequities enabled by the Arrangement are detailed below.

The Arrangement violates the rights of people with disabilities

The B.C. *Human Rights Code* prohibits discrimination based on mental and physical disability in certain contexts, including in provincial jails. The UN Convention on the Rights of Persons with Disabilities and the International Covenant on Civil and Political Rights provide further human rights protections for people with disabilities. For example, under Article 14 of the Convention on the Rights of Persons with Disabilities, governments are required to ensure that persons with disabilities enjoy the right to liberty and security of the person on an equal basis with others. Additionally, the UN Human Rights Committee has indicated that Article 9 of the International Covenant on Civil and Political Rights prohibits the justification of a deprivation of liberty based on disability.[9]

The obligation to provide adequate health care to detainees is explained by the UN Committee on Economic, Social, and Cultural Rights, which has clarified that governments are obligated to provide adequate health care, including preventative services, to detainees.[10] The UN Standard Minimum Rules for the Treatment of Prisoners (Mandela Rules) also outline the responsibility of governments to ensure health care services are provided without discrimination on the grounds of legal status.[11]

Considering the stressors surrounding the migration experience and the traumatic events that often precipitate migration, it is not surprising that some migrants present with signs of trauma such as emotional distress, depression, anxiety or agitation. Instead of providing adequate treatment and supports for migrants with psychosocial disabilities, migrants with mental health conditions are more likely to be detained in provincial jails and in segregation, where their

[8] Amnesty International and Human Rights Watch, 2021, 5, 64
[9] International Human Rights Program, University of Toronto, "We Have No Rights: Arbitrary Imprisonment and Cruel Treatment of Migrants with Mental Health Issues in Canada," 2015, 94, https://ihrp.law.utoronto.ca/We_Have_No_Rights
[10] UN Committee on Economic, Social, and Cultural Rights, 2000, 10, https://digitallibrary.un.org/record/425041?ln=en
[11] UN Standard Minimum Rules for Treatment (Mandela Rules), 1957, 8, https://www.unodc.org/documents/justice-and-prison-reform/Nelson_Mandela_Rules-E-ebook.pdf

condition tends to worsen.[12] Perversely, mental health conditions become a barrier for release and are used by the CBSA to justify continued detention.[13]

Some migrants with physical disabilities also face barriers. In one troubling account, officials failed to provide a man with a hearing disability with enough hearing aid batteries. As a result, he spent most of his time in a B.C. jail unable to hear.[14]

The mistreatment of migrants with disabilities is discriminatory and directly violates their rights to equality, liberty and security of person, as well as their right to access to health care in detention.[15]

The Arrangement violates the rights of racialized people

The *Human Rights Code* also protects the rights of migrants on the basis of race, colour, ancestry and place of origin. In addition, the federal and provincial governments have a legal obligation to eradicate racial discrimination under several international human rights conventions and covenants. For example, Article 5 of the International Convention on the Elimination of All Forms of Racial Discrimination requires governments to both prohibit and eliminate all forms of racial discrimination and ensure equality before the law.[16]

The Amnesty International and Human Rights Watch report outlines how racialized people, and Black people in particular, experience harsher treatment in detention. Although the data is limited, there is evidence that migrants from countries in Africa are overrepresented among the immigration detainees in provincial jails. In 2019, the largest proportion of detainees held for three months or longer, six months or longer and nine months or longer were from African countries.[17] Officials are more likely to perceive Black people, and Black men in particular, as a threat to public safety. As a result, Black men face lengthier detentions and more frequent placement in secure facilities with the highest level of supervision and physical restrictions. Black detainees are also often required to provide higher bonds to obtain release from detention.[18]

The anti-Black racism embedded in the immigration detention system is evident in the story of a Black single mother who was detained and placed in segregation after not responding to a visit from officials on one occasion. In contrast, a white man who was detained after being charged with assault and overstaying his visa was then released by officials without requiring any reporting.[19]

The Arrangement perpetuates systemic racism and anti-Black racism, contrary to the legal protections for substantive equality detailed above.[20] Migrants experiencing intersecting forms of

[12] Amnesty International and Human Rights Watch, 2021, 36
[13] Amnesty International and Human Rights Watch, 2021, 43
[14] Amnesty International and Human Rights Watch, 2021, 41-42
[15] University of Toronto, "We Have No Rights," 2015, 92-94
[16] UN International Convention on the Elimination of All Forms of Racial Discrimination, https://www.ohchr.org/en/instruments-mechanisms/instruments/international-convention-elimination-all-forms-racial
[17] Amnesty International and Human Rights Watch, 2021, 64
[18] Amnesty International and Human Rights Watch, 2021, 65
[19] Amnesty International and Human Rights Watch, 2021, 66
[20] Efrat Arbel and Ketty Nivyabandi, Will British Columbia address systemic racism in immigration detention? Vancouver Sun, https://vancouversun.com/opinion/efrat-arbel-and-ketty-nivyabandi-will-brit-

discrimination, such as ableism and racism, are disproportionately subjected to mistreatment and human rights violations when navigating the immigration system.

The Arrangement enables arbitrary detention

The provincial government has an obligation to uphold the right to liberty, security of person and freedom from arbitrary detention under Article 9 of the International Covenant on Civil and Political Rights.[21] The UN Special Rapporteur on Torture has concluded that detention based solely on migration status exceeds the legitimate interests of the state and should be regarded as arbitrary.[22] Guidelines set out by the UN High Commissioner for Refugees clearly indicate that detention must not be arbitrary and any decision to detain must be based on an assessment of the individual's particular circumstances.[23]

The UN Working Group on Arbitrary Detention emphasizes that immigration detention should never be punitive in nature and must not take place in facilities such as police stations, remand institutions, prisons and other facilities designed for those within the realm of the criminal justice system. They also note that detention conditions must be humane, appropriate and respectful.[24]

Since there is no legislated detention limit in Canada, migrants face the risk of indefinite detention. Administrative challenges can result in lengthy detentions that sometimes lasts for years. Indefinite detention disproportionately impacts Black men, as they are the most likely to be held in provincial jails for months or even years.[25] The uncertainty that comes with prolonged and indefinite detention can be extremely distressing and result in devastating impacts on the health and well-being of migrants. In fact, the UN Special Rapporteur on Torture concluded that, in part because of its protracted or indefinite duration, such immigration detention inflicts serious psychological harm that can amount to prohibited ill-treatment.[26]

Despite international guidelines, punitive treatment in provincial correctional centres is well documented. Migrants report being handcuffed, shackled, searched, subjected to solitary confinement, restricted to small spaces with rigid routines, placed in segregation and placed under constant surveillance with severely limited access to the outside world. There is evidence that immigration detainees who are held in provincial jails are confined in more restrictive settings than those held in CBSA-run centres and are more likely to be detained for longer periods of time.[27]

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ish-columbia-address-systemic-racism-in-immigration-detention

[21] UN International Covenant on Civil and Political Rights, 1966, https://www.ohchr.org/en/instruments-mechanisms/instruments/international-covenant-civil-and-political-rights

[22] UN Special Rapporteur on Torture, 2018, 8, https://www.ohchr.org/EN/HRBodies/HRC/RegularSessions/Session37/Documents/A_HRC_37_50_EN.docx

[23] UNHCR Detention Guideline, 2017, 15, https://www.refworld.org/docid/503489533b8.html

[24] UN Working Group on Arbitrary Detention, 2018, 6, https://www.ohchr.org/sites/default/files/Documents/Issues/Detention/RevisedDeliberation_AdvanceEditedVersion.pdf

[25] Amnesty International and Human Rights Watch, 2021, 65

[26] UN Special Rapporteur on Torture, 2018, 9, https://www.ohchr.org/EN/HRBodies/HRC/RegularSessions/Session37/Documents/A_HRC_37_50_EN.docx

[27] Amnesty International and Human Rights Watch, 2021, 49-56

These experiences can have extremely negative impacts on detainees' psychological, emotional and physical well-being. There is evidence that even brief periods of time in detention can traumatize individuals and cause long lasting psychological harm such as depression and post-traumatic stress disorder.[28] For example, officials detained a single mother diagnosed with depression and post-traumatic stress after deeming her to be a flight risk. She was separated from her two children and placed in segregation for four days. Unsurprisingly, she describes her experience in detention as "traumatic."[29]

Federal and provincial governments are currently violating their international human rights obligation to ensure freedom from arbitrary detention by housing detainees in provincial correctional centres. Maximum periods of detention should be set in legislation to protect against arbitrariness. Holding immigration detainees in provincial correctional centres also constitutes unjustified punitive and coercive treatment. The use of segregation is particularly troubling and may constitute torture or cruel, inhuman or degrading treatment.[30] These practices fail to meet international human rights guidelines that call for humane, appropriate and respectful conditions in custody.[31]

Conclusion

The Arrangement violates the right to substantive equality and undermines numerous other statutory and international human rights obligations. The ableism and racism embedded in the current system mean that people with disabilities and racialized people experience harsher treatment and are detained for longer periods of time. There is strong evidence that current practices contravene B.C.'s *Human Rights Code* and international human rights conventions including the Convention on the Rights of Persons with Disabilities, the International Covenant on Civil and Political Rights and the International Convention on the Elimination of All Forms of Racial Discrimination, as well as guidelines set out by the UN Working Group on Arbitrary Detention, the UN Committee on Economic, Social, and Cultural Rights and the Mandela Rules.

The use of provincial correctional centres to detain migrants constitutes unjustified punitive treatment and fails to meet the provincial government's responsibility to uphold the rights to substantive equality, liberty and security of the person and freedom from arbitrary detention and from torture, as set out in the International Covenant on Civil and Political Rights. The use of segregation may even constitute torture or cruel, inhuman or degrading treatment.

The review of the Arrangement is an opportunity for the provincial government to affirm the dignity and rights of migrants. Maintaining current practices means continued human rights violations contrary to the rights of migrants as protected in domestic and international law.

[28] Janet Cleveland and Cécile Rousseau, "Mental health Impact of Detention and Temporary Status for Refugee Claimants Under Bill C-31," 2012, 1664, https://doi.org/10.1503/cmaj.120282
[29] Amnesty International and Human Rights Watch, 2021, 21
[30] University of Toronto, "We Have No Rights," 2015, 90-91
[31] UN Working Group on Arbitrary Detention, 2018, 6, https://www.ohchr.org/sites/default/files/Documents/Issues/Detention/RevisedDeliberation_AdvanceEditedVersion.pdf

Recommendations

To ensure that B.C. is respecting its statutory and international human rights obligations, B.C.'s Human Rights Commissioner recommends the provincial government:

1. **Terminate any formal or informal agreement** with the federal government to hold immigration detainees in provincial correctional centres and end this practice
2. **Lead the way among Canadian jurisdictions** by publicly encouraging other provinces to stop holding immigration detainees in provincial correctional centres
3. **Call on the federal government** to gradually abolish immigration detention and expand the use of community-based alternatives that support individuals

The Government of British Columbia has taken an important first step by reviewing its Arrangement with CBSA. Through bold action to end the practice of immigration detention in provincial correctional centres, B.C. can lead the country on an issue that impacts some of the most marginalized members of our society.

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Council Member Motion
For the Committee of the Whole Meeting of July 21, 2022

To:	Committee of the Whole	**Date:**	July 19, 2022
From:	Councillor Loveday		
Subject:	Councillor attendance at UBCM		

LATE MOTION RATIONALE:
The early bird deadline for registration is July 30th. Registering now will reduce costs.

RECOMMENDATION:

That Council authorizes the attendance and associated costs for Councillor Loveday to attend the Union of BC Municipalities convention in September 2022.

Estimated costs:
Registration: $550
Accommodation: $800
Meals: $250
Transportation: $300

That this resolution be forwarded to the Daytime Council meeting of July 21, 2022.

Respectfully submitted,

Councillor Loveday