

**CORPORATION OF THE CITY OF COURTENAY
COUNCIL MEETING AGENDA**

AMENDED

*We respectfully acknowledge that the land on which we gather is the
unceded traditional territory of the K'ómoks First Nation*

DATE: August 19, 2019
PLACE: City Hall Council Chambers
TIME: 4:00 p.m.

K'OMOKS FIRST NATION ACKNOWLEDGEMENT

1.00 ADOPTION OF MINUTES

- 1 1. Adopt July 15th, 2019 Regular Council meeting minutes

2.00 INTRODUCTION OF LATE ITEMS

3.00 DELEGATIONS

1. John Bowman, President, North Island College - 2020 - 2025 Strategic Plan
2. Michael Gilbert, Michael's Off Main Restaurant - 5th Street Bridge
Rehabilitation Project Options

4.00 STAFF REPORTS/PRESENTATIONS

(a) CAO and Legislative Services

1. Inspector Mike Kurvers, RCMP - Community Policing Update
9 2. Coastal Communities Social Procurement Initiative Membership

(b) Development Services

- 13 3. Zoning Amendment Bylaw No. 2960 - #230 - 470 Puntledge Road
41 4. Development Variance Permit No. 1903 - 3001 Vanier Drive

(c) Financial Services

- 53 5. Consideration of 2020 Permissive Property Tax Exemptions

5.00 EXTERNAL REPORTS AND CORRESPONDENCE FOR INFORMATION

- 73 1. Climate Change Letter of Response Received from TOTAL S.A.
- 75 2. Comox Valley Regional District - Active Transportation Memorandum of Understanding with Ministry of Transportation and Infrastructure
- 83 3. LUSH Valley Food Action Society - Request for Council Representation Comox Valley Regional Food Policy Council (CVRFPC)

Staff Note: Council is requested to appoint 1 member to the Comox Valley Regional Food Policy Council (CVRFPC) for a term of 2 years (September 2019 - August 2021); term to commence in late September 2019.

- 145 4. Municipal Insurance Association of BC (MIABC) Voting Delegate at 2019 Union of British Columbia Municipalities (UBCM) Convention

In accordance with Article 6.13 of the Reciprocal Insurance Exchange Agreement, the following delegate and two alternates have been registered with the MIABC to vote your interests at this year's AGM.

*Voting Delegate: Mayor Larry Jangula
Alternate #1: Councillor Doug Hillian
Alternate #2: Councillor Bob Wells*

If you would like to change the delegate and/or two alternates, please forward a resolution of your Council/Board directing these changes to the MIABC by September 9th, 2019.

6.13 Representatives

Each Subscriber shall appoint by resolution of its council, trustees, directors, or other elected officials, a representative and two alternates to represent and vote the interests of the Subscriber at any meeting of the Subscribers, and shall deliver a certified copy of such resolution to the Board.

Recommendation: That Council appoint 1 Voting Delegate and 1 Alternate in addition to Councillor Hillian (Councillor Hillian to be Alternate #1)

6.00 INTERNAL REPORTS AND CORRESPONDENCE FOR INFORMATION

7.00 REPORTS/UPDATES FROM COUNCIL MEMBERS INCLUDING REPORTS FROM COMMITTEES

- Councillor Cole-Hamilton
- Councillor Frisch
- Councillor Hillian
- Councillor McCollum
- Councillor Morin
- Councillor Theos
- Mayor Wells

8.00 RESOLUTIONS OF COUNCIL

1. Councillor Hillian - Morrison Creek Protection

Whereas development pressure in riparian areas has increased in the Comox Valley and in the City of Courtenay as natural buffers along streams shrink, putting at risk healthy stream functioning, fish and wildlife; and

Whereas Morrison Creek is home to a Federally listed endangered species (Morrison Creek Lamprey) and is a healthy and productive salmon stream, producing more fish than all other creeks within the City combined, in large part because its riparian zone of wetland and treed buffers remains largely intact; and

Whereas the health and productivity of Morrison Creek will be threatened through encroachment by new or infill development into the "green infrastructure" supporting this exceptionally productive stream; and

Whereas protection of the productivity and biodiversity of this vital salmon producing stream and mitigation of flood risk is consistent with the goals of the OCP and treating stream corridors as "Eco Assets"; and

Whereas the province's Riparian Areas Regulation Act allows reduced buffers to the generally recommended 30-meter standard where based on scientific research and professional observation;

Therefore, be it resolved that the City of Courtenay work towards establishment of a higher standard of protection for Morrison Creek by establishing a consistent 30-meter setback, as in the Arden Local Area Plan, and that staff report to Council on the means and implications of enacting such policy, including in relation to other riparian areas within the City.

2. In Camera Meeting

That notice is hereby given that a Special In-Camera meeting closed to the public will be held August 19th, 2019 at the conclusion of the Regular Council Meeting pursuant to the following sub-sections of the *Community Charter*:

- 90 (1) (e) the acquisition, disposition or expropriation of land or improvements, if the council considers that disclosure could reasonably be expected to harm the interests of the municipality;
- 90 (1) (i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose.

9.00 UNFINISHED BUSINESS

10.00 NOTICE OF MOTION

11.00 NEW BUSINESS

12.00 BYLAWS

For First and Second Reading

- 147 1. "Zoning Amendment Bylaw No. 2960, 2019"
(A bylaw to allow storefront cannabis retailer as permitted use - #230 - 470 Puntledge Road)

For Third Reading

- 149 1. "Zoning Amendment Bylaw No. 2957, 2019"
(A bylaw to allow storefront cannabis retailer as permitted use - #103 - 2270 Cliffe Avenue)

For Final Adoption

- 151 1. "Official Community Plan Amendment Bylaw No. 2922, 2019"
(A bylaw to change the land use designation from urban residential to multi residential and amend the City of Courtenay OCP Land Use map - 2048 - 13th Street)
- 153 2. "Zoning Amendment Bylaw No. 2927, 2019"
(A bylaw to add multi residential dwellings as permitted use - 2048 - 13th Street)
- 155 3. "Zoning Amendment Bylaw No. 2888, 2019"
(A bylaw to permit a two lot subdivision on the property - 2310 - 20th Street)
- 149 4. "Zoning Amendment Bylaw No. 2957, 2019"
(A bylaw to allow storefront cannabis retailer as permitted use - #103 - 2270 Cliffe Avenue)

13.00 ADJOURNMENT

NOTE: There is a Public Hearing scheduled for 5:00 p.m. in relation to:
Bylaw No. 2958 - Zoning Amendment to allow storefront cannabis retailer as permitted use
(Unit #101 - 576 England Avenue)

Minutes of a Regular Council Meeting held in the City Hall Council Chambers, Courtenay, B.C., on Tuesday, July 15, 2019 at 4:00 p.m.

Attending:

Mayor: Bob Wells
Councillors: W. Cole-Hamilton
D. Frisch
D. Hillian
M. McCollum
W. Morin
M. Theos

Staff:

D. Allen, CAO
W. Sorichta, Manager of Legislative & Corporate Administrative Services
I. Buck, Director of Development Services
T. Kushner, Director of Public Works Services/Assistant CAO
J. Nelson, Director of Financial Services
R. O’Grady, Director of Engineering Services
D. Snider, Director of Recreation and Cultural Services
M. Fitzgerald, Manager of Development Planning
R. Matthews, Executive Assistant
A. Guillo, Manager of Communications

Presentation to YANA

Council presented a cheque to YANA President, Kelly Rusk, and YANA Director, Ashley Smith, in the amount of \$1,276.15; the total proceeds received from fundraising activities hosted at the Courtenay Canada Day celebrations.

1.00 ADOPTION OF MINUTES

.01 Moved by Frisch and seconded by Morin that the July 2nd, 2019
MINUTES Regular Council meeting minutes be adopted.
Carried

2.00 INTRODUCTION OF LATE ITEMS

3.00 DELEGATIONS

Janet Gemmell, President, Morrison Creek Streamkeepers, provided information about Morrison Creek and the benefits streams and riparian areas provide overall in protecting land, ecosystems, fish habitats and mitigating climate change.

The delegation requested Council to establish policy within Courtenay’s Official Community Plan (OCP) around riparian area setbacks that stipulates a minimum 30 metre buffer; and, to embed regulations around streamside protection and enhancement areas.

Georgina Wheatcroft, CNG and LNG Transportation Manager, FortisBC, provided an introduction to FortisBC’s Clean Growth Pathway plan; a climate action program that provides fuel options that supports local government initiatives to reduce greenhouse gas emissions by transitioning to low and zero carbon infrastructure and vehicles fueled by Compressed Natural Gas (CNG) and Renewable Natural Gas (RNG).

Ms. Wheatcroft advised Council of a grant funding opportunity available through Natural Resources Canada’s (NRCAN) Alternative Fuel Infrastructure Deployment Initiative that would provide funding to construct a fueling station in our community. If approved, NRCAN’s grant program could contribute at least 50% towards the cost of the project, with a target completion date of July 2020.

FortisBC requested that the City of Courtenay consider broadening its fleet initiative to incorporate vehicles fueled by CNG/RNG and to make provisions for CNG/RNG fueled vehicles in their Request for Proposal (RFP) and procurement process when renewing fleet.

The delegation asked for a letter from Council expressing the City’s interest in incorporating CNG/RNG vehicles in its fleet program in support of FortisBC’s grant application to install a multi-fueling station in the Comox Valley.

Moved by Frisch and seconded by McCollum that Council direct staff to provide a report investigating options and implications for establishing a Compressed Natural Gas (CNG) fueling station in Courtenay.

Withdrawn

4.00 STAFF REPORTS/PRESENTATIONS

.01 Moved by Hillian and seconded by Frisch that based on the July
APPOINTMENTS TO 15th, 2019 staff report, “Appointments to the Parks and Recreation
THE PARKS & Advisory Commission”, Council approve OPTION 1 and receive the
RECREATION June Parks and Recreation Advisory Commission minutes; and
ADVISORY
COMMISSION That Bill Green and Erik Eriksson be appointed to the commission.
0550-20 **Carried**

The council meeting recessed at 4:55 p.m. for the Public Hearing regarding Bylaw No. 2957.

The meeting reconvened at 5:07 p.m.

.02 Mike Coulthard, Diamond Head Consulting, provided an
URBAN FOREST overview of the Urban Forest Strategy, drafted for adoption. The strategy
STRATEGY DRAFTED establishes the vision and framework for future urban forest practices in
FOR ADOPTION Courtenay and includes baseline tree canopy targets for public and
4530-01 private lands, protection of critical urban forest networks and the eco-
systems they support, and actions for climate change mitigation and
adaption.

The Urban Forest Strategy presentation was received for information.

Moved by Cole-Hamilton and seconded by Frisch that based on the July 15th, 2019 staff report “Urban Forest Strategy Drafted for Adoption”, Council support OPTION 1 and adopt the Urban Forest Strategy as presented (Attachment No. 3) and direct staff to pursue the Immediate Actions listed in Section 5 of this report.

Carried

.03

DEVELOPMENT
PERMIT WITH
VARIANCES NO. 1824
(344, 356, 370 -14TH
ST AND 1450, 1480,
1508 ENGLAND AVE)
3060-20-1824

Moved by Cole-Hamilton and seconded by Frisch that based on the July 15th, 2019 staff report “Development Permit with Variances No. 1824 - 344, 356 & 370 -14th Street and 1450, 1480 & 1508 England Avenue”, Council approve OPTION 1 and proceed with issuing Development Permit with Variances No. 1824.

Carried

.04

SUSTAINABLE
FUNDING OPTIONS
FOR STORMWATER
MANAGEMENT
5335-20/5225-20

Dan Huang, Urban Systems, presented information related to various funding model options for long-term stormwater management. The presentation outlined Courtenay’s current source of funding, through general taxation, and presented an alternative user pay model, with a rate structure and user fees, for sustainable service delivery of the City’s storm infrastructure.

Moved by Hillian and seconded by McCollum that Council receive the July 15th, 2019 staff report and presentation on “Sustainable Funding Options for Stormwater Management”; and

That Council endorse the continued review and analysis into sustainable stormwater funding models, including stakeholder consultation, for future consideration by Council in 2020.

Carried

Councillor Frisch left Council Chambers at 6:15 p.m.

Councillor Frisch returned to Council Chambers and took his seat at 6:18 p.m.

Councillor Theos left Council Chambers at 6:19 p.m.

Councillor Theos returned to Council Chambers and took his seat at 6:26 p.m.

.05
MOTI PROJECTS
UPDATE
AND
RYAN ROAD AT
COWICHAN AVENUE
CROSSING UPDATE
5335-20/5400-20

Alycia Traas, Operations Manager, and Michael Pearson, District Manager, Ministry of Transportation (MoTI), provided an update on the Connecting Courtenay road infrastructure projects MoTI is working on in partnership with the City of Courtenay:

1. Ryan Road and Cowichan Avenue Crossing
2. Ryan Road multi-use path
3. Highway 19-A (bypass) road widening between 17th Street and Ryan Road

The MoTI City of Courtenay projects update presentation was received for information.

Moved by Hillian and seconded by Theos that based on the July 15th, 2019 staff report “Ryan Road at Cowichan Avenue Crossing Update,” Council approve OPTION 1 and direct staff to work together with the Ministry of Transportation and Infrastructure to complete further analysis of the most appropriate traffic control treatment and cost sharing agreement for the Ryan Road and Cowichan Avenue intersection.

Carried

5.00 EXTERNAL REPORTS AND CORRESPONDENCE FOR INFORMATION

.01
APPRECIATION
LETTER - HERITAGE
ADVISORY
COMMISSION
0220-01

Moved by Frisch and seconded by Cole-Hamilton that the correspondence dated June 26th, 2019 from Judy Hagen, Chair, Heritage Advisory Commission, commending City Council and staff for the work recently completed on the 5th Street “Complete Streets Project”, be received for information.

Carried

.02
APPRECIATION
LETTER -
MIKHAILA
HANDYSIDE , 2019
BURSARY RECIPIENT
GEORGES P. VANIER
SECONDARY SCHOOL
0220-01

Moved by Frisch and seconded by Cole-Hamilton that the correspondence dated June 10th, 2019 from Mikhaila Handyside, 2019 bursary recipient, thanking the City of Courtenay for the bursary, be received for information.

Carried

.03
APPRECIATION
LETTER -
REILLY DOUGLAS,
2019 BURSARY
RECIPIENT
MARK R. ISFELD
SECONDARY SCHOOL
0220-01

Moved by Frisch and seconded by Cole-Hamilton that the correspondence dated July 10th, 2019 from Reilly Douglas, 2019 bursary recipient, thanking the City of Courtenay for the bursary, be received for information.

Carried

6.00 INTERNAL REPORTS AND CORRESPONDENCE FOR INFORMATION

.01 Moved by Frisch and seconded by Hillian that the April 4th, 2019
PARKS & Recreation Advisory Commission meeting minutes, be
RECREATION received for information.
ADVISORY **Carried**
COMMISSION
MEETING MINUTES,
APRIL 4, 2019
0360-20

.02 Moved by McCollum and seconded by Frisch that the May 22nd,
CITY OF COURTENAY 2019 Heritage Advisory Commission meeting minutes, be received for
HERITAGE ADVISORY information.
COMMISSION **Carried**
MEETING MINUTES,
MAY 22, 2019
0360-20

7.00 REPORTS/UPDATES FROM COUNCIL MEMBERS INCLUDING REPORTS FROM COMMITTEES

COUNCILLOR Councillor Cole-Hamilton reviewed his attendance at the following
COLE-HAMILTON events:
➤ World Community AGM
➤ McPhee Meadows Walking Tour
➤ Climate Caucus Conference Call
➤ BC Municipal Climate Leadership Caucus
➤ Climate Action Advisory Committee Conference Call
➤ Meeting with Comox Valley Coalition to End Homelessness and
Councillor Hillian
➤ Vancouver Island MusicFest

COUNCILLOR Councillor Hillian reviewed his attendance at the following events:
HILLIAN
➤ Meeting with former Mayor Ron Webber re: civic issues
➤ Meeting with rental housing advocate
➤ McPhee Meadows Walking Tour
➤ Meeting with Coalition to End Homelessness and Councillor
Cole-Hamilton

COUNCILLOR Councillor McCollum reviewed her attendance at the following events:
MCCOLLUM
➤ Meeting with Deana Simkin, President, Comox Valley Economic
Development Society
➤ McPhee Meadows Walking Tour
➤ BC Craft Cannabis Co-op Consultation meeting

COUNCILLOR Councillor Morin reviewed her attendance at the following event:
MORIN
➤ McPhee Meadows Walking Tour

R14/2019 - July 15, 2019

MAYOR
WELLS

Mayor Wells reviewed his attendance at the following events:

- Meetings with several constituents, business owners and building owners related to the 5th Street Bridge Rehabilitation Project costs and repair timelines
- 19 Wing Commander Investiture Ceremony for Honorary Colonel Robert Quartermain
- 40 Knots Vineyard and Estate Winery 5th Anniversary celebration
- Vancouver Island MusicFest and Proclamation presentation acknowledging MusicFest Weekend

Councillor Cole-Hamilton left Council Chambers at 6:49 p.m.

Councillor Cole-Hamilton returned to Council Chambers and took his seat at 6:51 p.m.

8.00 RESOLUTIONS OF COUNCIL

.01
IN CAMERA
MEETING

Moved by Hillian and seconded by Frisch that notice is hereby given that a Special In-Camera meeting closed to the public will be held July 15th, 2019 at the conclusion of the Regular Council Meeting pursuant to the following sub-section of the *Community Charter*:

- 90(1) (e) the acquisition, disposition or expropriation of land or improvements, if the council considers that disclosure could reasonably be expected to harm the interests of the municipality.

Carried

9.00 UNFINISHED BUSINESS

10.00 NOTICE OF MOTION

.01
COUNCILLOR
HILLIAN, MORRISON
CREEK PROTECTION,
AUGUST 19TH, 2019

Councillor Hillian presented the following notice of motion to be considered by Council at the August 19, 2019 regular Council meeting:

Whereas development pressure in riparian areas has increased in the Comox Valley and in the City of Courtenay as natural buffers along streams shrink, putting at risk healthy stream functioning, fish and wildlife; and

Whereas Morrison Creek is home to a Federally listed endangered species (Morrison Creek Lamprey) and is a healthy and productive salmon stream, producing more fish than all other creeks within the City combined, in large part because its riparian zone of wetland and treed buffers remains largely intact; and

Whereas the health and productivity of Morrison Creek will be threatened through encroachment by new or infill development into the "green infrastructure" supporting this exceptionally productive stream; and

Whereas protection of the productivity and biodiversity of this vital salmon producing stream and mitigation of flood risk is consistent with the goals of the OCP and treating stream corridors as "Eco Assets"; and

Whereas the province's Riparian Areas Regulation Act allows reduced buffers to the generally recommended 30-meter standard where based on scientific research and professional observation;

Therefore, be it resolved that the City of Courtenay work towards establishment of a higher standard of protection for Morrison Creek by establishing a consistent 30-meter setback, as in the Arden Local Area Plan, and

That staff report to Council on the means and implications of enacting such policy, including in relation to other riparian areas within the City.

11.00 NEW BUSINESS

12.00 BYLAWS

.01
BYLAW NO. 2955,
2019, ZONING
AMENDMENT TO
ALLOW STOREFRONT
CANNABIS RETAILER
AS PERMITTED USE
(UNIT #103-1025
CLIFFE AVENUE)

Moved by Frisch and seconded by McCollum that “Zoning Amendment Bylaw No. 2955, 2019” pass third reading.

Defeated

.02
BYLAW NO. 2959,
2019, ZONING
AMENDMENT TO
RESTRICT WATER
BOTTLING AS
PROHIBITED USE IN
ALL ZONES

Moved by Hillian and seconded by Morin that Council defer third reading of Bylaw No. 2955, 2019 pending a staff report to engage with the applicant and neighbouring businesses of #103 - 1025 Cliffe Avenue to mediate a resolution related to the concerns identified at the July 2nd, 2019 Public Hearing related to public safety, smoking and vandalism.

Withdrawn

.03
BYLAW NO. 2969,
2019, ZONING
AMENDMENT TO
ALLOW SECONDARY
SUITE (1573
HURFORD AVENUE)

Moved by McCollum and seconded by Frisch that “Zoning Amendment Bylaw No. 2959, 2019” pass third reading.

Carried

Moved by McCollum and seconded by Frisch that “Zoning Amendment Bylaw No. 2969, 2019” pass third reading.

Carried

R14/2019 - July 15, 2019

.04
BYLAW NO. 2959,
2019, ZONING
AMENDMENT TO
RESTRICT WATER
BOTTLING AS
PROHIBITED USE IN
ALL ZONES

Moved by Frisch and seconded by Hillian that “Zoning Amendment Bylaw No. 2959, 2019” be finally adopted.

Carried

.05
BYLAW NO. 2969,
2019, ZONING
AMENDMENT TO
ALLOW SECONDARY
SUITE (1573
HURFORD AVENUE)

Moved by Theos and seconded by Hillian that “Zoning Amendment Bylaw No. 2969, 2019” be finally adopted.

Carried

13.00 ADJOURNMENT

.01

Moved by Frisch and seconded by Hillian that the meeting now adjourn at 7:44 p.m.

Carried

CERTIFIED CORRECT

Corporate Officer

Adopted this 19th day of August, 2019

Mayor



THE CORPORATION OF THE CITY OF COURTENAY

STAFF REPORT

To: Council

File No.: 1200-00

From: Chief Administrative Officer

Date: August 19, 2019

Subject: Coastal Communities Social Procurement Initiative Membership

PURPOSE:

The purpose of this report is for Council to consider an invitation to join the Coastal Communities Social Procurement Initiative.

POLICY ANALYSIS:

On December 17, 2018 Council adopted a resolution for staff to proceed with incorporating Social Procurement criteria into the City's Purchasing Policy.

Supporting the development and use of social procurement frameworks through membership in the Coastal Communities Procurement Initiative aligns the City with the following 2019 – 2022 Strategic Priorities:

- Support social, economic & environmental sustainability solutions
- Continue to explore innovative and effective economic development opportunities
- Build on our good relations with K'omoks First Nation and practice reconciliation
- Consider effective ways to engage with and partner for the health and safety of the community

EXECUTIVE SUMMARY:

The benefits to the City will include sharing costs between member local governments for vendor education, use of standardized templates, utilization of social procurement frameworks, training materials, and in-person and online training sessions for elected officials, staff and vendors. In addition, a public website is available to provide information to local governments and vendors, as well as a members-only portal to access tools and materials developed for social procurement activities.

CAO RECOMMENDATIONS:

That based on the August 19, 2019 staff report "Coastal Communities Social Procurement Initiative Membership", Council approve OPTION 1: "That staff be directed to join the Coastal Communities Social Procurement Initiative and to confirm City membership and access information for Council and staff use."

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM
Chief Administrative Officer

BACKGROUND:

The Coastal Communities Social Procurement Initiative (CCSPI) is a collective of local governments, private businesses and non-profit organizations working towards standardization and sharing of social procurement frameworks for coastal communities and First Nations in the Association of Vancouver Island and Coastal Communities (AVICC) region.

The CCSPI was formed by a coalition of local governments and current members include:

Campbell River	Cowichan Valley Regional District
Cumberland	Ladysmith
Port Alberni	Qualicum Beach
Tofino	City of Victoria
Powell River	

The CCSPI members are working together under a memorandum of understanding and a \$200,000 budget to provide social procurement mentoring services to coastal local governments and First Nations. The City of Victoria and the Island Coastal Economic Trust each contributed \$100,000, while each local government member contributes a membership fee the equivalent of their AVICC dues.

In February 2019 the CCSPI commenced a 2 year consulting contract with Scale Collaborative, a Victoria non-profit company, to initiate the collection of information and development of templates and standards for social procurement use. In addition, Scale Collaborative will work with Buy Social Canada, the Vancouver Island Construction Association and Presentation Plus to gain their knowledge and best practices for social procurement resource development.

DISCUSSION:

Social procurement has demonstrated benefits in our community including ensuring under-represented groups have equal access to bidding opportunities, positions with bidding vendors, apprenticeships and related creation of positions in companies to achieve business with the City. The utilization of best practice resources from templates to vendor education will streamline the social procurement process to the City's benefit. In addition the use of a knowledge base with a wide range of experience and lessons learned will help the City ensure "best value" is achieved whenever possible.

The benefits to the City will include sharing costs between member local governments for vendor education, use of standardized templates, utilization of social procurement frameworks, training materials, and in-person and online training sessions for elected officials, staff and vendors. In addition a public website is available to provide information to local governments and vendors, as well as a members-only portal to access tools and materials developed for social procurement activities.

FINANCIAL IMPLICATIONS:

Funding will be sourced annually from the Purchasing Division Operational Budget. The annual membership fee to join the CCSPI is equivalent to AVICC dues, calculated using the 2016 census population of the local government. The City of Courtenay 2016 census population is 25,599, therefore the annual membership fee is calculated by the CCSPI formula to be \$2,693.00.

ADMINISTRATIVE IMPLICATIONS:

If membership is approved the use of the CCSPI resources will be led by the Purchasing Division would consume a minimum of 16 hours in 2019. Ongoing staff and Council updates, social procurement training if requested and social procurement bid opportunity evaluations will consume in excess of 32 hours annually.

ASSET MANAGEMENT IMPLICATIONS:

None

STRATEGIC PRIORITIES REFERENCE:

- Support social, economic & environmental sustainability solutions
- Continue to explore innovative and effective economic development opportunities
- Build on our good relations with K’omoks First Nation and practice reconciliation
- Consider effective ways to engage with and partner for the health and safety of the community

OFFICIAL COMMUNITY PLAN REFERENCE:

None

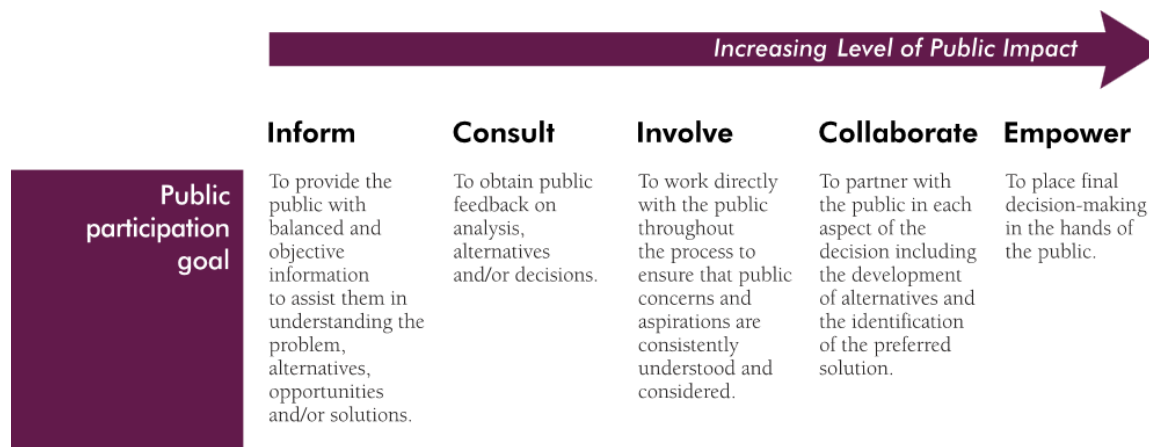
REGIONAL GROWTH STRATEGY REFERENCE:

None

CITIZEN/PUBLIC ENGAGEMENT:

Staff would inform the public based on the IAP2 Spectrum of Public Participation:

http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/imported/IAP2%20Spectrum_vertical.pdf



OPTIONS:

OPTION 1:

That staff be directed to join the Coastal Communities Social Procurement Initiative and to confirm City membership and access information for Council and staff use. **(Recommended)**

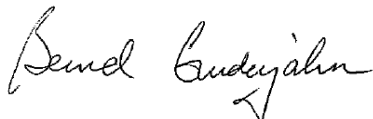
OPTION 2:

That staff be directed to defer membership in the Coastal Communities Social Procurement Initiative until such time as the development phase of the CCSPI has been completed in 2 years.

OPTION 3:

That staff be directed not to join the Coastal Communities Social Procurement Initiative.

Prepared by:



Bernd Guderjahn, SCMP
Manager of Purchasing

Reviewed by:



John Ward, CMC
Director of Legislative and Corporate Services



STAFF REPORT

To: Council

File No.: 3360-20-1906

From: Chief Administrative Officer

Date: August 19th, 2019

Subject: Zoning Amendment Bylaw No. 2960 – #230 - 470 Puntledge Road

PURPOSE:

To consider a Zoning Amendment application to rezone unit #230-470 Puntledge Road legally described as Lot B, Section 14, Comox District, Plan 49169 Except Part in Plan VIP61542. The proposed amendment is to allow a storefront cannabis retailer within an existing commercial building.

CAO RECOMMENDATIONS:

THAT based on the August 19th, 2019 staff report “Zoning Amendment Bylaw No. 2960 – #230-470 Puntledge Road” Council approve OPTION 1 and proceed to First and Second Readings of Zoning Amendment Bylaw No. 2960, 2019; and

THAT Council direct staff to schedule and advertise a statutory public hearing with respect to the above-referenced Bylaw on September 3rd, 2019 at 5:00 p.m. in City Hall Council Chambers.

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM
Chief Administrative Officer

BACKGROUND:

The proposed cannabis store is located in unit #230-470 Puntledge Road in commercial complex just south of the intersection of Ryan Road and the Highway 19 Bypass. The property is occupied by two commercial buildings containing several commercial and retail businesses.

The property is zoned Commercial Two Zone (C-2) and is designated “Commercial Shopping



Figure 1: Location Map

Centre” in the Official Community Plan (OCP).

The applicant proposes to rezone unit #230 of one of the existing commercial buildings. This means that the “storefront cannabis retailer” use will only be allowed in unit #230 should this amendment be successful (as seen in **Figures No. 2 and No. 3**).

The BC provincial legislation provides local governments with the authority to regulate certain criteria in terms of land use management with respect to non-medical cannabis retailers. Similar to the previous eight storefront applications, this zoning application is evaluated according to the City’s Storefront Cannabis Retailers Policy as well as rules and regulations that apply to all zoning amendment applications.

This application is the ninth storefront cannabis rezoning. Table No. 1 below summarizes the current status of applications which have been considered by Council.



Figure 2: Proposed store frontage (source: Staff Site Visit July 20, 2019)



Figure 3: View of Northgate Plaza from the intersection of Ryan Road and the Highway 19 Bypass (Source: Staff Site Visit July 20, 2019)

Table 1: Storefront Cannabis Application Status

Application Number	Location	Status
#1	#1400 – 2701 Cliffe Ave. (Driftwood Mall)	Final approval March 4, 2019
#2	# 105-789 Ryan Rd. (Superstore Shopping Mall)	Final Approval March 18, 2019 (Government Store)
#3	143 - 5 th Street	Final Approval April 1, 2019
#4	605/625 Cliffe Ave. (Courtenay Mall)	Final Approval May 6, 2019 The licensing application with the Province has been subsequently terminated on June 4, 2019. Council passed a resolution to rescind this bylaw on July 2, 2019
#5	379 4 th Street	Application Denied on May 21, 2019
#6	#103-1025 Cliffe Avenue	Application Denied on July 15, 2019
#7	#103-2270 Cliffe Avenue	Bylaw No. 2957 Received First and Second

		Reading June 17, 2019; Public Hearing held on July 15, 2019; Council Consideration of Third Reading and Final Adoption on August 19, 2019
#8	#101 -576 England Avenue	Council consideration of First and Second Reading July 2, 2019; Public hearing scheduled for August 19, 2019
#9	#230-470 Puntledge Road	Council consideration of First and Second Reading on August 19, 2019

The Planning department has received a total of nine rezoning applications for storefront cannabis retailers within the City and has been processing them on a first come first served basis. A proposal for a storefront cannabis retail storefront located at 379 - 4th Street was denied by Council on May 21 and a proposal at #103 – 1025 Cliffe Avenue was denied by Council on July 15, 2019. Also, an application for a retail storefront at 605/625 Cliffe Avenue, although approved by the City, was subsequently withdrawn by the applicant (*see Table No. 1 above*). A map summarizing the approved, denied, withdrawn and pending Cannabis Retail proposals has been included in **Attachment No. 1**.

DISCUSSION:

Overview of the Proposal

Oceanside Cannabis, the applicant’s operating name, is currently leasing retail unit #230- 470 Puntledge Road and is proposing to establish a cannabis storefront in an existing commercial building.

The floor area of the store is 138 m² (1,485 ft²) which includes 82 m² (883 ft²) of retail space that will be visible to customers. The retail unit also includes a bathroom, a secure storage area and office space. The storefront has a seating area for customers to read material which has been orientated to view the parking area adjacent to the front entrance of the store.

New signage and minor interior renovations are proposed including: the installation of new flooring; counter tops; led lighting; shelving; cabinetry and security equipment. The interior of the storefront will also be re-painted. Exterior work is limited to the installation of security equipment, exterior motion activated lighting and signage. The proposed plans are attached to the report (as seen in **Attachment No. 3**).

The proposed store will be open to the public from 9:00 a.m. and 11:00 p.m. Monday through Sunday. Seven to ten employees will be hired for the store’s operation including one manager, one assistant manager, one supervisor, one inventory specialist, one key holder and five retail staff. All other operational requirements including security requirements are regulated by the provincial licencing regulations.

Official Community Plan and Zoning Review

There are no direct references in the Official Community Plan (OCP) with respect to storefront cannabis retailers. The City’s Storefront Cannabis Retailers Policy states that storefront cannabis retailers will only be considered in an established retail location where the zoning permits retail sales. Since the land use designation of the subject property is commercial, the proposed location is consistent with the policy. No building alterations are proposed except for minor interior renovations and the addition of security cameras, motion activated lighting and signage on the exterior of the unit.

Parking

The site has fifty-eight 58 parking stalls with a total of 43 stalls being required as per Division 7 of *Zoning Bylaw No. 2500*. Staff notes there is a surplus of parking at the commercial centre.

The applicant is required to provide four parking stalls for the retail use and satisfies the off-street parking requirements outlined in Division 7 of Zoning Bylaw No. 2500. The applicant will utilize the existing four stalls adjacent to the storefront’s front entrance.

Policy Compliance

The table below compares the policy to the proposed retail location.

Table 2: Evaluation of Proposal

Policy Statements	Policy	Proposal	Complies with Policy
General Location	Only be permitted in an established retail location where the current zoning permits retail sales	The property is zoned C-2, where retail sales is permitted	Yes
Distance	A storefront cannabis retailer should be at least 300 meters from public or independent elementary, middle or secondary school.	Outside of the 300-meter buffer from any public or independent elementary, middle or secondary school.	Yes
	At least 400 meters (in a straight line from closest lot line to closest lot line) from another lot where a storefront cannabis retailer is permitted, whether or not a storefront cannabis retailer is active on that lot	Within the 400-meter buffer from another cannabis retailer located at 789 Ryan Road	No
	At least 300 meters from a City owned playground facility including the spray park and skateboard parks	Within the 300-meter buffer from a City owned playground including the spray park and skateboard parks	No
Restricted at temporary events	Cannabis sales are not permitted at special events, public markets or farmers markets.	At a permanent location and scheduled to be open between 9 a.m. and 11 p.m. (Monday through Sunday)	Yes
Parking	Satisfactory to the off-street parking requirements outlined in Division 7 of Zoning Bylaw 2500, 2007	Satisfies the off-street parking requirements outlined in Division 7 of Zoning Bylaw 2500, 2007	Yes
One store is permitted per lot	Only one storefront cannabis retailer will be allowed per lot.	No other applications are made at this location	Yes
The Maximum Number of Retailers Permitted in the City	Five (5) private retailers and one (1) Government operated store in the City	<ul style="list-style-type: none"> This is the 9th rezoning application for storefront cannabis retailer made to the City. Four applications have received final approval; three applications have been denied or withdrawn. There are three additional applications (including this one) being considered in the bylaw adoption process. 	Undetermined at the time of this report due to the applications currently in process.

Evaluation

As summarized in Table 2 above, the proposal is consistent with some of the City's policies guiding storefront cannabis retailers with the exception of the distance requirements to another cannabis retailer; the distance to a City owned playground facility and the maximum number of retailers permitted in the City.

The proposed storefront is located in Northgate Plaza in a central location with visibility off one of the busiest traffic routes in Courtenay. The site's primary access is off of Puntledge Road and a second access is located along the bypass.

The proposed storefront is within 400m (approximately 140m from the closest edge of each property) of 789 Ryan Road which was previously granted approval to permit a cannabis retail storefront. The Highway 19 Bypass serves a high volume of traffic with four lanes that act as a geographical barrier physically separating the two retail stores. No other cannabis retail storefront has been approved on east side Fifth Street Bridge with the exception of the BC Government Cannabis Retail Store located at 789 Ryan Road.

The City's Policy on retail cannabis sales is not a regulatory document but is a guiding policy for dealing with individual applications, each of which is to be evaluated on their own merits. The policy does not limit Council from considering variances to the separation distances based on circumstances related to a specific application or to the total number of stores, if Council finds the proposal reasonable.

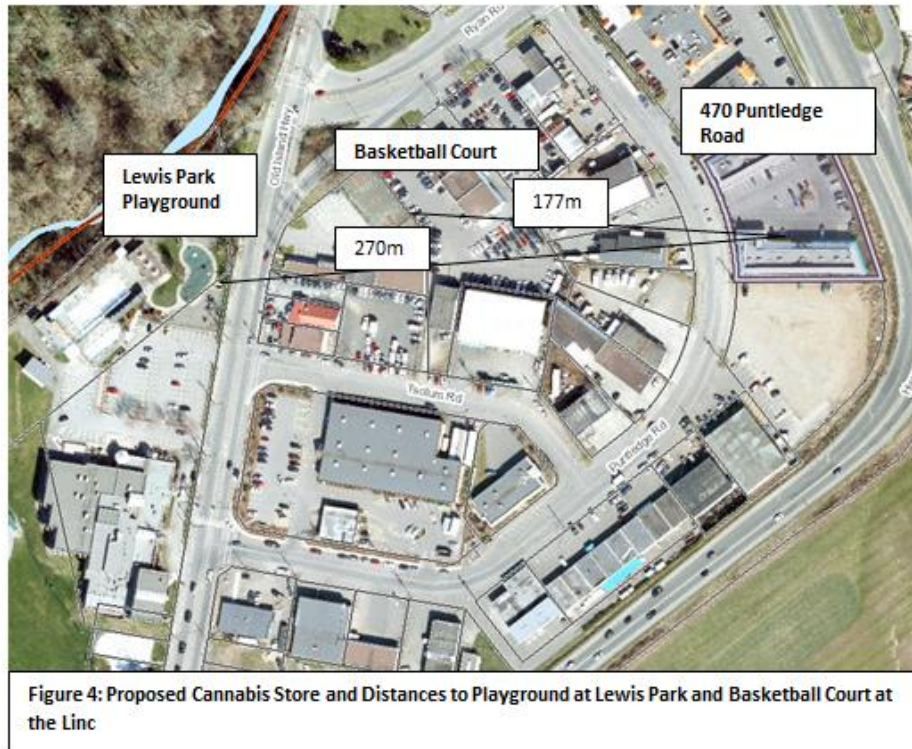
With past applications Council has some shown flexibility in varying the minimum distance requirement between cannabis retailers as per the policy. For example, a proposal for a cannabis retail shop located at 605/625 Cliffe Avenue was approved by Council on May 6th, 2019 after Council approved another Cannabis retailer at 143 5th Street (Urban Smoke) on April 1, 2019. The distance between these two-retail locations is approximately 150m.

The cannabis retail store proposed at #103-2270 Cliffe Avenue is located approximately 300m away from the retailer approved at #1400 – 2701 Cliffe Ave (Driftwood Mal). Similarly, if Council grants approval of the proposed retailer at 576 England Avenue this storefront will be located within 400m of the approved retailer at 143 - 5th and 605/625 Cliffe Avenue.

Policy 7 of the City's Storefront Cannabis Retailers Policy states that the minimum distance from a cannabis retailer to a City owned playground facility, including the spray park and skate park, should be 300m. The intent of this policy is to prevent children from being exposed to cannabis retail products and marketing. The proposed store is located 270m from Lewis Park which contains a playground, the spray park and an outdoor skate park. This distance is measured in a straight line from the front door of the proposed retailer to the edge of the gravel playground area.

The proposed cannabis retail store is separated from the playground, skate park and spray pad by the Old Island Highway and several commercial/industrial buildings. There are no direct sightlines between the storefront and the children's playground, skate park or spray park.

The proposal is located about 176m from the Linc Youth Centre located at 300 Old Island Highway. This distance is measured in a straight line from the door of the cannabis storefront to the front door of the Linc. The Linc is a youth centre that offers recreation and job services to youth and has an indoor skatepark and an outdoor basketball court. This facility serves youth between the ages of 11 and 18, and is buffered from the proposed cannabis retail store by several commercial and industrial properties.



Policy 7 of the City’s Storefront Cannabis Retailers Policy limits the maximum number of storefront retailers located within the City to five private and one Government run store. To date, Council has approved four locations for private retailers and one location for a government run store.

There are an additional two applications for private retailers at (1) #103-2770 Cliffe Avenue where third reading and final adoption of Bylaw No. 2957 is being considered by Council on August 19th and (2) 576 England Avenue where a public hearing is scheduled on August 19th. If these two locations are approved, this application will be the seventh private cannabis retail store in the City, exceeding the five private retailers permitted under the policy.

As noted above, the applicant for the proposal at 605/625 Cliffe Avenue has withdrawn their application at the Provincial level following the City’s approval of the rezoning. As there are two other applications still proceeding through the approval process, if a bylaw is passed that rescinds the zoning at 605/625 Cliffe Avenue this would be considered as the sixth retailer. To date, this bylaw has not been passed.

FINANCIAL IMPLICATIONS:

The applicant has paid the standard zoning amendment application fee in the amount of \$3,000. The applicant will be required to obtain a building permit, sign permit and an annual business licence. The business licence fee is \$2,500.

ADMINISTRATIVE IMPLICATIONS:

Processing zoning bylaw amendments is a statutory component of the corporate work plan. Staff has spent 25 hours processing and reviewing this application. Should the proposed bylaws receive First and Second Readings, staff will spend an additional five hours in preparation for the public hearing, final reading of the bylaw, and updating the bylaws and maps.

ASSET MANAGEMENT IMPLICATIONS:

There are no direct asset management implications related to the processing of this rezoning application.

STRATEGIC PRIORITIES REFERENCE:

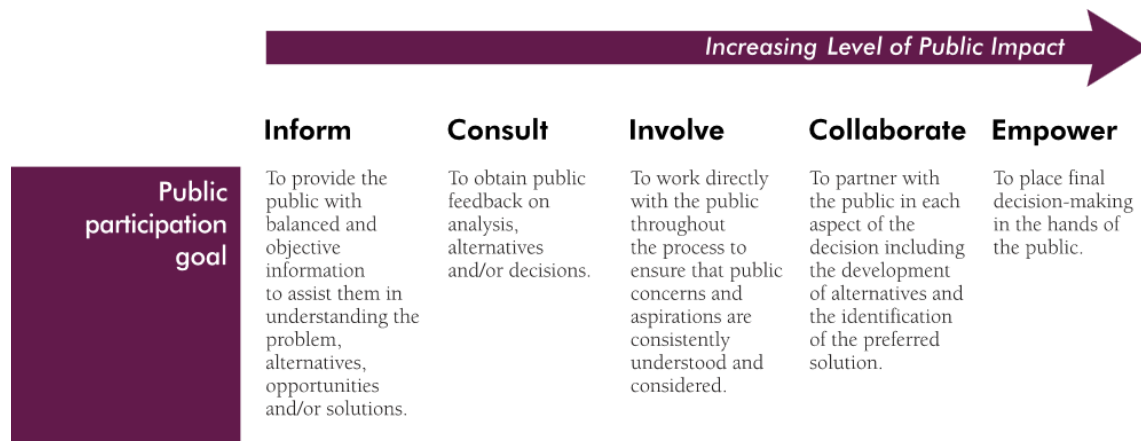
There are no associated references. However, processing development applications is the fundamental corporate and statutory obligations of the City.

OFFICIAL COMMUNITY PLAN REFERENCE:

There is no direct reference in the Official Community Plan to storefront cannabis retailers. The use is however, consistent with the commercial land use designation of the property.

CITIZEN/PUBLIC ENGAGEMENT:

Staff will consult the public based on the IAP2 Spectrum of Public Participation:



Should Zoning Amendment Bylaw No. 2960 receive First and Second Readings, a statutory public hearing will be held to obtain public opinion in accordance with the *Local Government Act*.

Prior to this application proceeding to Council, the applicant held a public information meeting on June 7, 2019 at Unit #230-470 Puntledge Road from 9:00 a.m. to 5:00 p.m. Property owners and occupiers within 100 metres of the subject property were invited to attend the meeting. A summary of the meeting and the public sign in sheet has been included as **Attachment No. 6**.

According to the applicant one person attended the meeting, one person signed the sign-in sheet and no comment sheets were submitted.

OPTIONS:

OPTION 1:

THAT based on the August 19th, 2019 staff report “Zoning Amendment Bylaw No. 2960 – #230-470 Puntledge Road” Council approve OPTION 1 and proceed to First and Second Readings of Zoning Amendment Bylaw No. 2960, 2019; and

THAT Council direct staff to schedule and advertise a statutory public hearing with respect to the above-referenced Bylaw on September 3rd, 2019 at 5:00 p.m. in City Hall Council Chambers (Recommended).

OPTION 2: That Council postpone consideration of Bylaw No. 2960, 2019 with a request for more information.

OPTION 3: That Council not proceed with Bylaw No. 2960, 2019.

Prepared by:



Dana Beatson, MCIP, RPP
Planner III

Reviewed by:

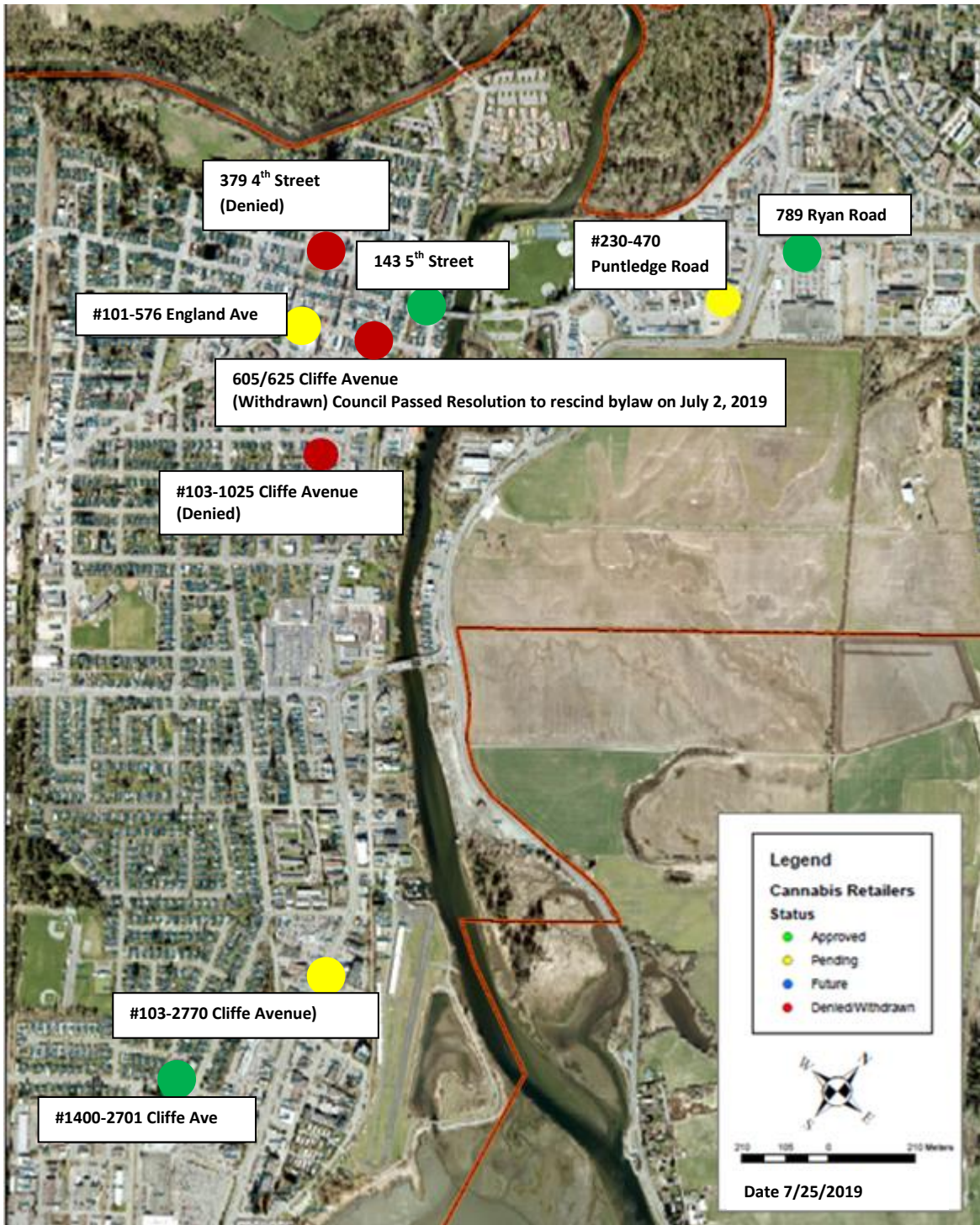


Matthew Fitzgerald, MCIP, RPP
Manager of Development Planning

Attachments:

- Attachment No. 1: Map of Approved, Denied/Withdrawn, Pending and Future Cannabis Retail Proposals*
- Attachment No. 2 Storefront Cannabis Retailers Policy*
- Attachment No. 3: Floor Plan, Building Elevation and Site Plan*
- Attachment No. 4: Applicant's Letter and Summary of Proposal*
- Attachment No. 5: Public Information Meeting Summary and Sign in Sheet*
- Attachment No. 6 Letter Notifying City of Provincial License Application*

ATTACHMENT No. 1 (1/1)
City Storefront Cannabis Retail Proposals



ATTACHMENT No. 2 (1/2)
Storefront Cannabis Retailer Policy

City of Courtenay Policy Page 1 of 2

Section 13 - Planning and Development	Policy #
Subject: Storefront Cannabis Retailers	Revision # 1

The purpose of this policy is to outline the criteria that may be considered by City Council as part of a rezoning application or temporary use permit application to allow for retail cannabis sales at a particular location. This policy is intended to guide applicants and City staff as part of the application process but it is not intended to fetter Council's discretion when dealing with individual applications, each of which will be evaluated on its own merits.

This policy was established in response to the legalization of cannabis by the federal government and the potential unregulated proliferation of storefront cannabis retailers. It is intended to address potentially adverse community impacts of storefront cannabis retailers, including inappropriate exposure of minors to cannabis and the undesirable concentration of storefront cannabis retailers.

B. DEFINITIONS

Applicant means an applicant for a rezoning that would allow for a storefront cannabis retailer at a particular location.

Storefront Cannabis Retailer means a premises where cannabis is sold or otherwise provided to a person who attends at the premises.

C. POLICY STATEMENTS

Rezoning Considerations

1. Storefront cannabis retailers will only be considered in an established retail location where the current zoning permits retail sales.
2. A storefront cannabis retailer should be:
 - a. at least 300 m (in a straight line from closest lot line to closest lot line) from a public or independent elementary, middle or secondary school.

AUTHORIZATION:	DATE:
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ATTACHMENT No. 2 (2/2)
Storefront Cannabis Retailer Policy

City of Courtenay Policy Page 2 of 2

Section 13 - Planning and Development	Policy #
Subject: Storefront Cannabis Retailers	Revision # 1

- b. at least 400 m (in a straight line from closest lot line to closest lot line) from another lot where a storefront cannabis retailer is permitted, whether or not a storefront cannabis retailer is active on that lot.
 - c. at least 300m from a City owned playground facility including the spray park and skateboard parks.
3. Cannabis sales are not permitted at special events, public markets or farmers markets.
 4. This Policy does not limit Council from considering variances to the separation distances noted in (2) based on circumstances related to a specific application.
 5. The off-street parking requirements applicable to retail stores as outlined in Division 7 of Zoning Bylaw 2500, 2007 and amendments thereto will apply to storefront cannabis retailers.
 6. Only one storefront cannabis retailer will be allowed per lot.
 7. The maximum number of storefront cannabis retailers in the City is five (5) private retailers and one (1) Government run store.

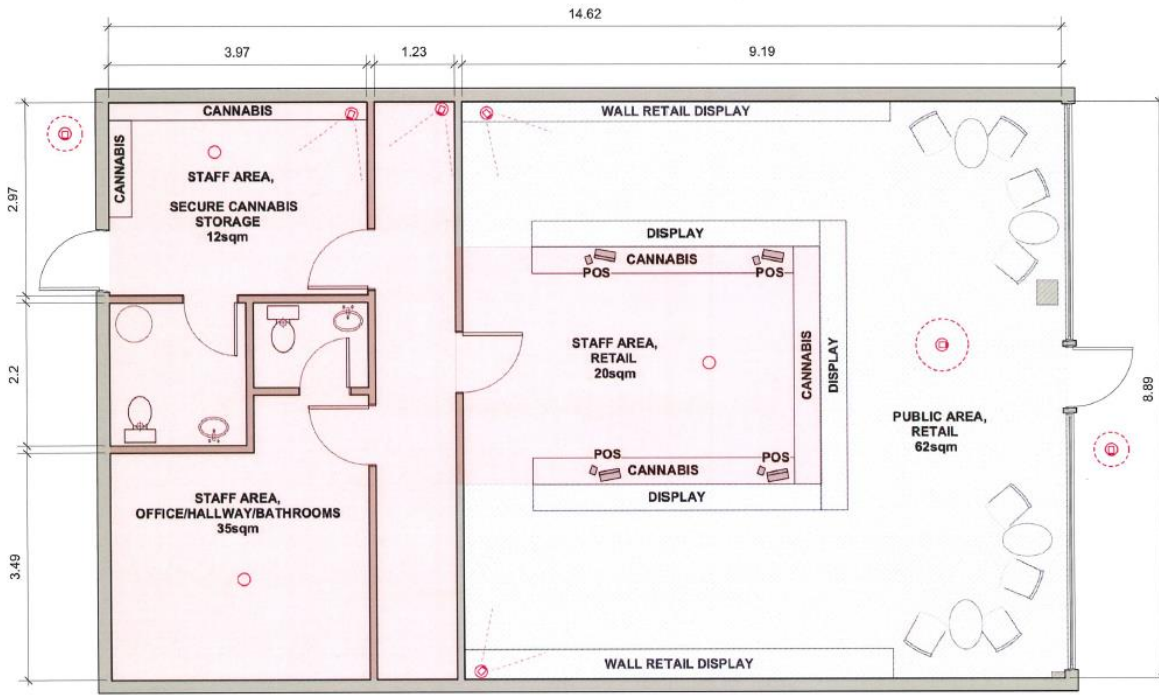
Application Process

The applicant must undertake all of the standard processes required for a rezoning application pursuant to Development Application Procedures Bylaw No. 2790, 2014 and amendments thereto.

AUTHORIZATION:	DATE:
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ATTACHMENT No. 3 (1/4)
 Floor Plan, Building Elevation, Site Plan,
 Parking Plan

Floor Plan



138sqm CANNABIS RETAIL STORE

PROPOSED LAYOUT
 Scale: 1:48

- CAMERA LOCATION
- DOME CAMERA
- SMOKE DETECTOR



OCEANSIDE CANNABIS INC
 230 470 Puntledge Rd

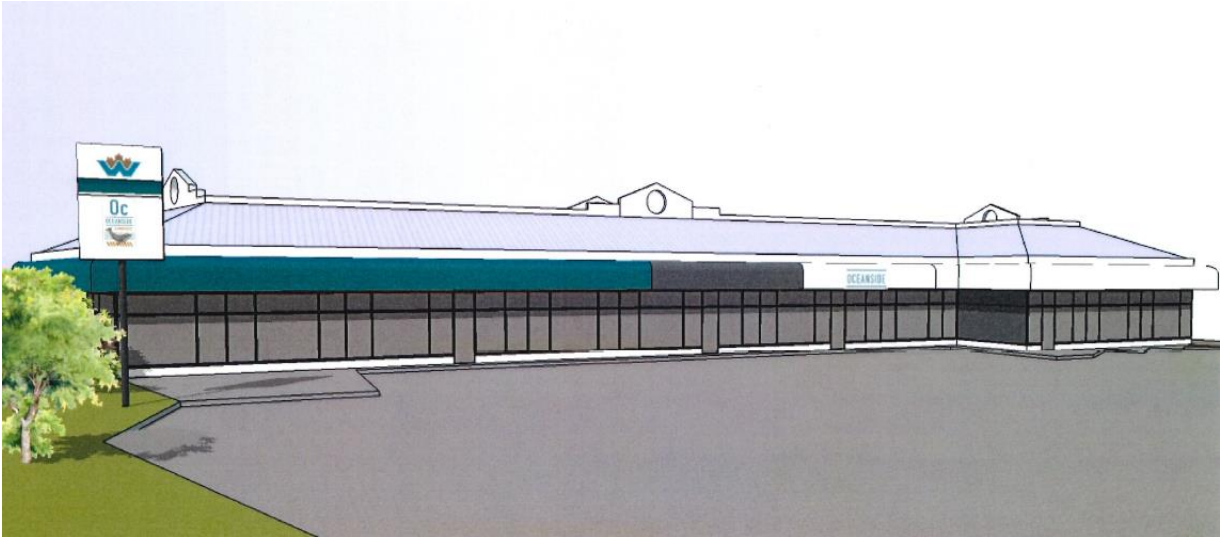
SHEET TITLE:

DATE: 09/24/2018
 SCALE: AS SHOWN
 DRAWN:
 PROJECT NO.

A2

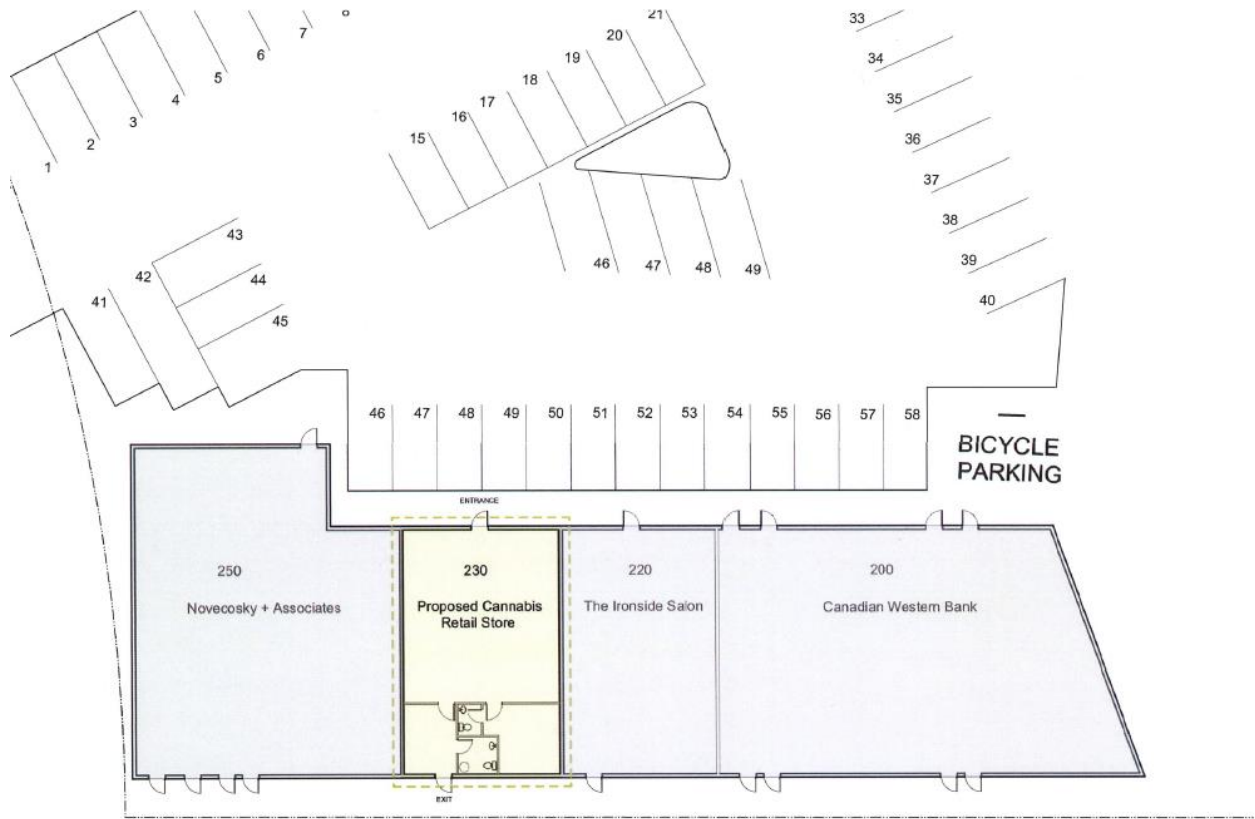
ATTACHMENT No. 3 (2/4)
Floor Plan, Building Elevation, Site Plan,
Parking Plan

Building Elevation



ATTACHMENT No. 3 (3/4)
Floor Plan, Building Elevation, Site Plan,
Parking Plan

Site Plan

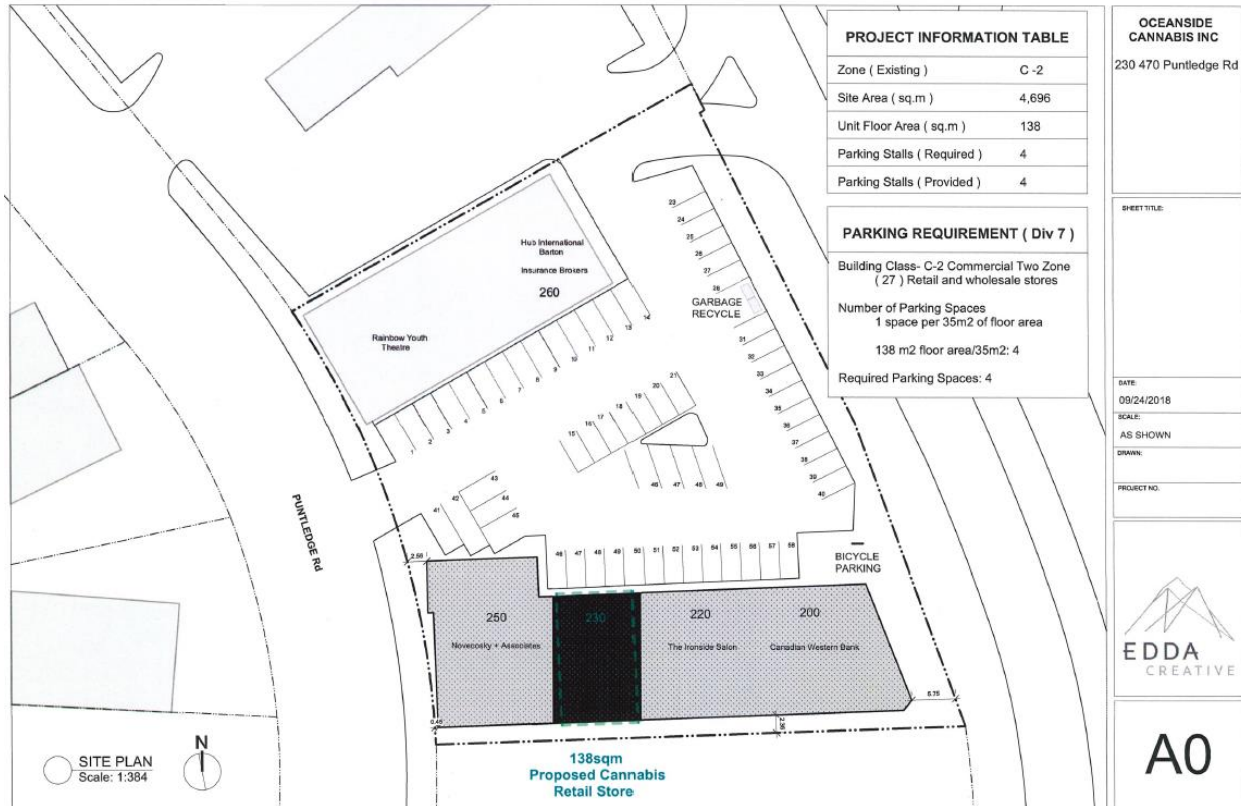


UNIT 230 - 470 Puntledge Rd
Scale: 1:192



ATTACHMENT No. 3 (4/4)
Floor Plan, Building Elevation, Site Plan,
Parking Plan

Parking Plan



ATTACHMENT No. 4 (1/9)
Applicant's Letter and Summary of Proposal



Oceanside Cannabis Inc.
(250) 797-4895
benoceansidecannabis@gmail.com

February 1st, 2019

Tatsuyuki Setta, Manager of Planning and Ian Buck, Director of Development Services
City of Courtenay
830 Cliffe Avenue
Courtenay, BC V9N 2J7

RE: Rezoning for Cannabis Retail Store at 230-470 Puntledge Rd.

Dear Tatsuyuki Setta and Ian Buck,

Oceanside Cannabis is pleased to submit its rezoning application for the retail sale of cannabis products for non-medical use in the City of Courtenay. This application demonstrates our intentions to partner with the City of Courtenay in establishing cannabis retail.

Oceanside Cannabis draws from over a decade of experience in both the retail and production sides of the Vancouver Island craft cannabis industry. As the owner and operator, I am wholly invested in continuing to cultivate Oceanside Cannabis' reputation of reliable and honest community-oriented business practices, while committing to providing safe, informed access to quality product and contributing to a healthy and thriving community. The standards by which Oceanside Cannabis operates places safety and bylaw compliance as a primary concern, and our small team of dedicated professionals take great pride in their diligence and expertise.

We have submitted applications to the LCRB and as we enter the legal market, will continue to be the example of a local, responsible, and community-oriented cannabis retail operator. Our business model is founded upon our commitment to operate a compliant cannabis retail store, building strong relationships within our community, allying with non-profit groups offering social services and harm reduction programs, supporting local arts and culture initiatives, and contributing to the local economy by sourcing local products where possible, and paying a living wage to all employees. Oceanside Cannabis aims to be an exemplar of a trusted, reliable, transparent and compliant neighbourhood cannabis retailer.

We believe that our proposal meets the requirements of the City of Courtenay and that the addition of an Oceanside Cannabis location is in the best interest of the residents of the City. If the City of Courtenay determines that Oceanside Cannabis' response is deficient in any way, we respectfully request to be promptly notified and given the opportunity to correct any such deficiency. On behalf of Oceanside

Cannabis, thank you for giving us this opportunity to submit this rezoning application, and we look forward to beginning a longstanding partnership with the City of Courtenay.

Sincerely,

Ben Hinton
Owner and Director

ATTACHMENT No. 4 (2/9)
Applicant's Letter and Summary of Proposal

SUSTAINABILITY CRITERIA



February 1st, 2019

Tatsuyuki Setta, Manager of Planning and Ian Buck, Director of Development Services
City of Courtenay
830 Cliffe Avenue
Courtenay, BC V9N 2J7

RE: Rezoning for Cannabis Retail Store at 230-470 Puntledge Rd.

Dear Tatsuyuki Setta and Ian Buck,

The proposed additional use of Storefront Cannabis Retailer to the property at 230-470 Puntledge Road, will not require any significant construction nor development. The interior construction will not negatively impact the surrounding neighborhood nor environment, and it properly addresses the relevant criteria for sustainable development set forth by the OCP.

The additional use of Storefront Cannabis Retailer to this property will help promote physical wellness. Cannabis users often consume the product in tandem with physical exercise, taking the non-psychoactive cannabidiol to ease aches to ensure they can enjoy and participate in recreational opportunities.

This storefront will cater to a wide-ranging clientele, and aims to service customers with all levels of income, with shelves full of products determined in large part by the Liquor and Cannabis Regulations Branch. A primary customer demographic of cannabis retailers in the past have included communities of people on income assistance programs for disabilities that they manage; the cannabis industry is experienced in welcoming people from all walks of life and incomes, and this store will be no different.

The storefront will have a seating area available to customers to rest and review relevant reading materials, and will be orientated to view the space of the Northgate Plaza. The property will not negatively impact the pre-existing landscaping and greenery in the area.

The interior store layout and design will be the only major developments for this property; the main shell and structure of the building will remain unchanged. The interior finishing will be of high quality, using efficient design for standard size materials to avoid waste. Materials will be low-VOC (volatile organic compounds) and as environmentally sensitive as possible, specified in all millwork and LED lighting with energy saving considerations.

In order to safeguard our employees, customers, and neighbouring community, Oceanside Cannabis will adhere to a set of comprehensive security measures at our 230-470 Puntledge Road location. A concern for all retailers of high value and sensitive products is security. Safety sight lines have been incorporated into the layout design, in accordance with the crime prevention through environmental design (CPTED) principles, which considers a direct relationship between the built environment and human behaviour. A

ATTACHMENT No. 4 (3/9)
Applicant's Letter and Summary of Proposal

well-designed physical environment can deter criminal activity through the following eight CPTED principles.

1. Territoriality

It is important to clearly demarcate the divide between public space and the private retail space allowing intruders to be quickly identified and deterred. The nature of the business as a 19+ space requires that we have clear signage demarcating the private space. On-premise signage indicating our security systems are prominently displayed at all of our locations to provide further deterrence of theft or criminal activity.

2. Natural Surveillance

This principle relies on open sightlines to provide the perception of safety for staff and customers, while undermining the confidence of intruders. By keeping open sightlines in the public areas of the store and maintaining a wide, open, and welcoming space, the design creates a natural surveillance. This approach has the added benefit of keeping high value products out of sight of would-be thieves.

3. Access Control

The design of the store clearly separates the behind-the-counter area as staff-only, preventing customer and public access to cannabis and accessory products. The staff-only area of the store is located behind an electronic access control door. Additionally, the chain of command amongst staff is based on the principle of least privilege. Access to product storage, cash, inventory management software, and the actual store escalate from the position of CSSR, Keyholder, Supervisor, Assistant Manager to Manager. By limiting employee access to the lowest level of security required to allow normal functioning, the likelihood of internal crime is reduced.

4. Activity Support

This principle of environmental design is similar to natural surveillance in that it places security sensitive interactions between staff and the public within public sight as well as within view of formal high-definition video surveillance.

5. Image

By keeping the area surrounding the store clean, tidy, well-lit, and well-maintained, the store will demonstrate proprietary oversight and guardianship, thereby creating a deterrence from potential crime.

6. Target Hardening

This principle relies on physical security design to fortify targets of crime. All of our storefronts are secured with durable, commercial-grade doors and locks to protect the premises, as well as security film on windows. All cannabis products are securely locked behind the counter in staff-only areas of the store. Backstock inventory and cash are safely locked away in a secondary secure cannabis storage safe room to provide an extra layer of protection. During hours of operations, we ensure that at least two employees are present on the premises at all times. All Oceanside Cannabis locations will also be equipped with discreet, under-the-counter panic buttons.

ATTACHMENT No. 4 (4/9)
Applicant's Letter and Summary of Proposal

The principle technique behind target hardening is the security concept of "rings of protection." This involves using multiple barriers of protections around the inventory being protected. These multiple barriers can be seen on the floor plan that shows that backstock is securely stored behind two staff access only doors secured by keypad locks.

These measures ensure that any attempt to access valuables after hours will be immediately detected by the intrusion monitoring system. The multiple barriers will also slow down unauthorized entrants, thereby allowing them to be thwarted by law enforcement.

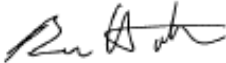
Please see proposed floor plan for reference.

7. Formal Surveillance

Oceanside Cannabis locations are equipped with 24/7 intrusion and fire monitoring; and supplemented with video surveillance cameras that monitor all retail areas, cannabis storage areas, entrances, exits, and exteriors; as well as motion detection lighting, which will deter loitering and consumption near the storefront. These cameras retain the data for a minimum of 28 days after it is gathered. On-premise signage indicating our security systems are prominently displayed at all of our locations to provide further deterrence for theft or criminal activity. Our 24-hour high definition camera system can be used to provide information on crimes that may happen in the neighbourhood at any time.

Thank you for your consideration of our proposal and should you have any further questions, please do not hesitate to reach out for more information.

All the best,



Ben Hinton

ATTACHMENT No. 4 (5/9)
Applicant's Letter and Summary of Proposal

SUMMARY OF PROPOSAL



February 1st, 2019

Tatsuyuki Setta, Manager of Planning and Ian Buck, Director of Development Services
City of Courtenay
830 Cliffe Avenue
Courtenay, BC V9N 2J7

RE: Rezoning for Cannabis Retail Store at 230-470 Puntledge Rd.

Dear Tatsuyuki Setta and Ian Buck,

It is an honour to be submitting this proposal along with our completed application for rezoning for a Cannabis Retail Store for the property at 230-470 Puntledge Rd.

Description of Proposal

The property at 230-470 Puntledge Road is located in the Northgate Plaza, in a central location across from Washington Park Centre, and a short distance to downtown Courtenay. With excellent visibility off one of the busiest traffic routes in the Comox Valley, this location would be an ideal cannabis retail storefront while remaining a safe distance away from schools, parks, and other cannabis retailers. The storefront will be professionally managed and will not adversely affect the surrounding community.

Township Policy

The proposed location is appropriately zoned as C-2 for retail use, and has adequate parking spaces for the size of the building as per Division 7 of Zoning Bylaw 2500, 2007, which specifies 1 space per 35m² of floor area. No public nuisance will be created by its operation, and we will be installing a new rooftop ventilation system to mitigate smell nuisance.

This rezoning application conforms to the City's *Cannabis Storefront Retailers Policy*. The proposed location measures over 300m from any public or independent elementary, middle, or secondary school from closest lot line to closest lot line in according to §2.a.

At the time of application, our proposed location also measures over 400m in a straight line from closest lot line to closest lot line from another lot where a storefront cannabis retailer is located. It is our understanding, however, that the BC Cannabis Stores has also submitted a proposal in Washington Park Centre, which would measure approximately 282m from the front door to the front door, and approximately 132m from lot line to lot line. If that application proceeds and is accepted by the City, we would like to request a §4 variance for §2.b for the following reasons the North Island Highway and Ryan Road intersection is one of the busiest within the Courtenay area, servicing a high volume of traffic. Given the geographical barrier of five lanes of roadway, with the added highway traffic patterns on the south

ATTACHMENT No. 4 (6/9)
Applicant's Letter and Summary of Proposal

side, there is sufficient separation and difficulty of access between the two proposed storefronts that this application would not create an "undesirable concentration of storefront cannabis retailers" as indicated by the *Storefront Cannabis Retailers* policy. Rather, an active and thriving store in this location would provide safer access for southbound commuters on North Island Highway and eastbound commuters on Ryan Road. If the City of Courtenay were only to permit for the Washington Park Centre location, it would add to the pre-existing congestion on the southbound left-turn lane on North Island Highway, as it would force all southbound commuters to make the left turn onto Ryan Road in order to access the plaza due to the median located south of Ryan Road. By permitting for both locations, the City of Courtenay would alleviate the pressure on the southbound left-turn lane on North Island Highway. Additionally, our proposed location would have a positive effect on neighbouring parcels of land by revitalizing the space and holding the building to a higher standard. Furthermore, as a private cannabis retailer, it is our expectation that in the future, similar to how private liquor stores may carry unique products not available at the BC Liquor Stores, we will be able to offer "spec" (also known as non-stock wholesale products) items that are not available to the publicly owned BC Cannabis Stores. From a business perspective, we believe that this consumer choice is important and highlights our appeal as the privately owned neighbourhood cannabis operator. As such, our variance request adheres to the spirit of the City of Courtenay's minimum distance requirement, maintains a reasonable distance between both proposed stores, and would offer a positive contribution to the area.

On July 4th, 2018 the City of Courtenay held an Open House for the community to provide input on the proposed Storefront Cannabis Retailer Policy. At this Open House, in addition to the distance suggested between schools and other retail stores, a survey asked the public if there was desire to limit distances from daycares, playgrounds, or health care facilities. Playgrounds received the most concern due to the perceived vulnerability of children's exposure to cannabis, prompting the additional recommendation of a 300m buffer, measured from the playground structure itself, as some playgrounds were located within large park spaces, which are not included in any buffer.

The Courtenay Rotary Waterpark is the closest City-owned playground facility to our location. The proposed location is approximately 559m walking distance following the most direct sidewalk paths, approximately 466m driving distance on the most direct route, and 278m straight line distance measured from the front door of the location to the start of the gravel of the playground area. As retailers, it is our responsibility to prevent access and exposure of cannabis to minors. However, we would like to respectfully request a \$4 variance to this distance requirement for the following reasons. First, when Oceanside Cannabis first approached this location in mid-August, the 300m buffer from play structures had not been announced. Second, children who play in the park would have to travel a fair distance to approach the storefront given the walking distance of 559m. Third, there are no direct sightlines between our proposed storefront and the play structure; there are at minimum four buildings between the playground area and our proposed location. One would have to cross a busy stretch of the Old Island Highway, and walk through a light industrial area that includes auto body repair shops, appliance stores, and Value Village in order to go directly from the playground area to the proposed store. Third, according to the City of Courtenay's parks page, "Depending on the park, playground equipment is intended for use by children aged 18 months to 12 years." (See: <https://www.courtenay.ca/EN/main/community/parks.html>) Children within that age range are not considered a vulnerable population that faces exposure to cannabis retail and marketing, as they would not be permitted entry into the proposed store, and nor would they be likely to wander into the store unaccompanied. Fourth, all of our highly trained staff will take all possible precautions to ensure customers are of legal age; and be practiced in identifying fake IDs and properly screening customers, using appropriate and non-confrontational language when checking for ID and dealing with guests. Once the provincial training program is announced, our staff will also receive additional training under the guidance of the Province. For the reasons listed, the 300m minimum distance requirement from playgrounds places an unreasonable onus on cannabis retail applicants and

ATTACHMENT No. 4 (7/9)
Applicant's Letter and Summary of Proposal

business owners without satisfying the intention of the buffer — to protect against the inappropriate exposure of cannabis to vulnerable youth.

As a conscientious cannabis retail operator, Oceanside Cannabis will take a proactive approach to minimizing the negative health and social impacts of cannabis use, and maximizing its beneficial impacts. We intend to offer public education series to our customers and the general public on topics such as cannabis etiquette, cannabis and drug awareness information for parents, evidence-based research on the effects of cannabinoids, safe consumption, and using cannabis as a harm reduction strategy. We strongly believe that our presence in the community as an engaged and responsible cannabis retailer will be a positive contribution.

Public Safety

As mentioned above, sales will be conducted by professionally trained employees who are highly practiced and experienced in requesting identification from all customers, identifying fake IDs, using appropriate and non-confrontational language when asking for ID, and providing expert cannabis knowledge and suggestions to our customers. All of our employees undergo mandatory criminal background checks, and once the province publicly releases additional information about its requirements and applications for the Cannabis Worker Qualification Program, all of our retail staff will undergo the training and certification program to ensure that their training complies to the standards set out by the province. This training will provide employees the tools necessary to prevent on-site consumption.

We also provide public notices on our stores' community bulletins to keep our customers apprised of all relevant bylaws, such as the prohibition of consumption in public spaces such as city parks and in the vicinity of the storefront. Additionally, in-store signage will remind customers to be courteous to neighbours, not litter, and prohibit consumption near the store. One of Oceanside Cannabis' greatest strengths is our highly trained staff, who are well versed in informal cannabis etiquette and are experienced in non-confrontational communication to address any instances of customers breaking the rules.

Equipped with numerous standard operating procedures fine tuned to respond to the unique needs of cannabis retailers, Oceanside Cannabis has detailed policies designed to protect the community and our customers. We enforce strict 19+ age restrictions on all of our premises, and maintain rigorous protocols and procedures surrounding the handling, tracking, and security of cannabis products through our inventory management procedures.

We have a close partnership with Vancouver-based technology firm, Greenline Systems, to participate in a made-in-BC cannabis inventory management and point-of-sale system that meets our high standards. For our inventory tracking purposes, the product purchased and ordered from the Liquor Distribution Branch is verified, counted, and traced throughout its lifetime in our system from the moment it enters our facilities. Greenline has worked closely with the Province in developing their reporting functionalities, and is fully set up to generate the monthly compliance reporting required by the LCRB.

Business Plan

Our proposed location would operate between the hours of 9 a.m. to 11 p.m. unless further restrictions are put in place by the City of Courtenay, to which we would comply. This location would employ between

ATTACHMENT No. 4 (8/9)
Applicant's Letter and Summary of Proposal

seven to ten on-site employees (one Manager, one Assistant Manager, one Supervisor, one Inventory Specialist, one Keyholder, and five CSSRs).

Owner and operator Ben Hinton has been involved in the cannabis industry for approximately a decade, acquiring his license to possess dried cannabis through the Federal Marihuana for Medical Purposes Regulations in 2014. Mr. Hinton most recently worked as the Mid-Island District Manager for Trees ~ Island Grown, the largest cannabis retail operator on Vancouver Island. Mr. Hinton has been a vocal advocate of access to cannabis across Central Vancouver Island for a number of years, and lobbied many of the local governments including Nanaimo, Duncan, Campbell River, and North Cowichan to create regulations for retail in order to provide safe access to cannabis.

Mr. Hinton's experience in both retail and cannabis advocacy brings Oceanside Cannabis years of practice in diligently monitoring regulations as they emerge, quickly responding to authorities' concern, and demonstrating quick compliance.

A legal and regulated cannabis retail industry should include actors who have cultivated their craft and proven their expertise and familiarity in the industry. Oceanside Cannabis is the ideal candidate to meet these criteria, and we are intimately familiar with the form of customer service cannabis that consumers desire, and we have demonstrated our compliance to local regulations. As an early activist in the cannabis retail industry, owner Mr. Hinton was one of the founders of the Vancouver Island Health Advocacy Centre, which has provided information for obtaining medical cannabis since 2014. Over the course of his years working in and around the cannabis industry, Mr. Hinton has contributed towards establishing industry norms of behaviour around community service, cooperation with authorities, and public education on the use of cannabis as medicine.

Community Contributions

Our locally-oriented business model affirms our commitment to source as much of our product, labour, and services from around Vancouver Island. We seek to actively promote local artists and are in the process of sourcing opportunities to display their creative initiatives on our walls. Oceanside Cannabis is committed to supporting local social services and equity-seeking groups in our Courtenay communities, and are supporting neighbourhood charities and outreach groups through charity boxes in all of our locations. As an Island-based business, we are dedicated to sourcing our products from provincially licensed local producers; and as micro-cultivators and other local Licensed Producers enter the provincial supply stream, we will continue to purchase from the community supply stream, adding value to the local economy wherever possible.

Project Benefits and Impacts

The Courtenay East neighbourhood is in need of a cannabis storefront to facilitate access of cannabis in the community, which is especially important for those who have mobility issues or do not drive. The economic, environmental, and social benefits of this project are numerous, and the transformation of the industry towards the regulated marketplace will stimulate the local economy.

The increased foot traffic in the area as a result of Oceanside's business will attract customers to other nearby businesses, and our staff will ensure that the area surrounding the business is well maintained, clean, free of litter, and strictly prohibit consumption of cannabis on-site or in the vicinity of the storefront.

ATTACHMENT No. 4 (9/9)
Applicant's Letter and Summary of Proposal

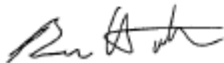
According to BC's *Cannabis Control and Licensing Act* and *Cannabis Distribution Act*, all cannabis products will be distributed by the BC Liquor Distribution Branch directly to retail locations. All cannabis products will be pre-packaged in fully sealed, child-proof containers as per Health Canada's packaging requirements, which effectively eliminates all concerns of odour at the retail level. Concerns of nuisance odours in licensed retail stores are unfounded, as cannabis odours are the result of cannabis production and improper packaging. These regulations effectively eliminate any concerns surrounding issues of odour on the neighbourhood at the retail location. In order to assuage possible further concerns of nuisance odours, Oceanside Cannabis will also equip the location with a heavy-duty carbon air filtration system to demonstrate willingness to minimize potential odour impacts on neighbouring properties.

Our presence will also help contribute to a decrease in petty crime in the immediate area. We will maintain 24 hour security camera supervision which can be used to provide information on crimes that may happen in the neighbourhood. These cameras retain the data for a minimum of 28 days after it is gathered. On-premise signage indicating our security systems are prominently displayed at all of our locations to provide further deterrence for theft or criminal activity. Stores are also equipped with exterior motion-activated security lighting to discourage trespassing, theft, and loitering.

This storefront will be beautifully presented in wood trim and a pleasant and welcoming aesthetic. The exterior windows will be tastefully covered in a black and white ocean scene print to comply with the provincial regulation requirement that no cannabis product be visible from the exterior of the cannabis retail storefront. We intend to maintain a plant-filled, wood laden, earthy aesthetic that is pleasing to walk-by traffic, and adds to the visual appeal of the Northgate Plaza.

Thank you for your consideration and for your efforts to bring about regulation to this business sector in Courtenay. I look forward to further developing the Oceanside Cannabis business in Courtenay and finding other ways to contribute to this vibrant community.

All best wishes,



Ben Hinton
Oceanside Cannabis Inc.

ATTACHMENT No. 5 (1/2)
Public Information Meeting Summary and Sign in
Sheet

Beatson, Dana

From: Jasmine Liu <jasmine@camasconsulting.ca>
Sent: June-13-19 2:55 PM
To: Setta, Tatsuyuki
Cc: Ben Hinton; Blamire, Susan; Beatson, Dana
Subject: Re: Courtenay Retail Store Licensing Status
Attachments: Oceanside Cannabis (Courtenay) - Public Information Meeting Sign-In Sheet.pdf;
ATT00001.htm

Hi Tatsuyuki,

I hope this email finds you well. Please see attached for the sign-in sheet for the Public Information Meeting for Oceanside Cannabis' proposed location at 230-470 Puntledge Rd.

Ben Hinton was on-site from 9 a.m. to 5 p.m. and only one person showed up. Nicole Cahoun, the owner of the salon next door, stopped in to ask about our timeline for licensing and expressed disappointment that she could no longer use our dedicated parking spots once we begin operations. She opted not to fill out a comment sheet.

Please let me know if you have any other questions.

Kind regards,
Jasmine



Jasmine Liu
CEO | Purple Camas Consulting
mobile: 250-589-2604
email: jasmine@camasconsulting.ca
site: camasconsulting.ca

ATTACHMENT No. 5 (2/2)
Public Information Meeting Summary and Sign in
Sheet

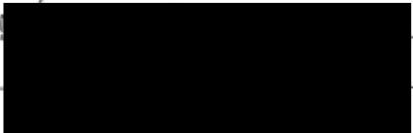
PUBLIC INFORMATION MEETING

JUNE 7 TH 2019

SIGN IN SHEET

FOR

Oceanside Cannabis 230 - 470 Puntledge rd. Courtenay B.C. V9N3R1

NAME (Please Print)	ADDRESS
	230-470 Puntledge Road

ATTACHMENT No. 6 (1/2)
Letter Notifying City of Provincial License
Application



Job # 002071

January 30, 2019

Tatsuyuki Setta
Manager of Planning
830 Cliffe Avenue
Courtenay, BC V9N 2J7

Dear : Tatsuyuki

Re: Application for a Non-Medical Cannabis Retail Store Licence
Applicant: Oceanside Cannabis Inc.
Proposed Establishment Name: Oceanside Cannabis
Proposed Establishment Location: 230 – 470 Puntledge Road, Courtenay

The Applicant, *Oceanside Cannabis Inc.*, has applied to the Liquor and Cannabis Regulation Branch (LCRB) for a Non-Medical Cannabis Retail Store (CRS) licence proposed to be located at the above-noted address. The applicant is requesting operating hours from 9:00 am to 11:00 pm, seven days a week. The applicant contact is *Jasmine Liu, 250 589 5604, jasmine@camasconsulting.ca*.

Local governments and Indigenous nations are a crucial part of the licensing process. Section 33(1) of the *Cannabis Control and Licensing Act* prevents the LCRB from issuing a CRS licence without a positive recommendation regarding the CRS licence application from the local government or Indigenous nation.

The LCRB is requesting *the city of Courtenay* to consider the application and provide the LCRB with a written recommendation with respect to the application. To assist with your assessment of the application, a site map of the proposed cannabis retail store is attached. The following link opens a document which provides specific and important information and instructions on your role in the CRS licensing process, including requirements for gathering the views of residents.

[Local Governments' Role in Licensing Non-Medical Cannabis Retail Stores](#)

OR

[Indigenous Nations' Role in Licensing Non-Medical Cannabis Retail Stores](#)

The LCRB will initiate an applicant suitability assessment regarding this CRS application, also known as a “fit and proper” assessment, which is comprised of financial integrity checks and security screenings of the applicant and persons associated with the applicant. Once the assessment is complete, you will be notified of the LCRB’s determination. You may choose to

**Liquor and Cannabis
Regulation Branch**

Mailing Address:
PO Box 9292 Str Prov Govt
Victoria BC V8W 9J8

Location:
645 Tyeo Road
Victoria BC V9A 6X5
Phone: 250 952-5787
Facsimile: 250 952-7066

Website:
www.gov.bc.ca/cranbiaregulationandlicensing

ATTACHMENT No. 6 (2/2)
Letter Notifying City of Provincial License
Application

withhold your recommendation until the LCRB has made a final decision regarding the applicant's suitability.

If you choose not to make any recommendation regarding this application, please contact the LCRB at the earliest convenience. Please note that a Cannabis Retail Store Licence cannot be issued unless the LCRB receives a positive recommendation from the local government or Indigenous nation. Similarly, if a local government or Indigenous nation decides not to make any recommendation, the LCRB will not consider the application any further.

If you have any questions regarding this application please contact me at 778 698 9082 or erica.owsianski@gov.bc.ca.

Sincerely,



Erica Owsianski
Senior Licensing Analyst

Attachment

copy: *Applicant*



STAFF REPORT

To: Council

File No.: 3060-20-1903

From: Chief Administrative Officer

Date: August 19, 2019

Subject: Development Variance Permit No. 1903 – 3001 Vanier Drive

PURPOSE:

The purpose of this report is for Council to consider a Development Variance Permit to vary provisions of the City's Sign Bylaw. An application has been received to place two new fascia signs on an institutional property legally described as Lot A, Sections 18 and 45, Comox District, Plan EPP38686 (3001 Vanier Drive). The applicant requests a variance to increase the maximum allowable sign area for each sign.

CAO RECOMMENDATIONS:

That based on the August 19, 2019 staff report "Development Variance Permit No. 1903 – 3001 Vanier Drive" Council approve OPTION 1 to issue Development Variance Permit No. 1903.

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM
Chief Administrative Officer

BACKGROUND:

The subject property is located at 3001 Vanier Drive and is occupied by the Comox Valley Regional District (CVRD) Sports Centre. The centre offers recreation programs and has two ice arenas, a swimming pool, a weight room and a 400-metre outdoor track.

The property is designated as Public Institutional within the Official Community Plan (OCP), is zoned PA-3 (Public Use and Assembly Three Zone) and is 30 ha (74 ac.) in size.

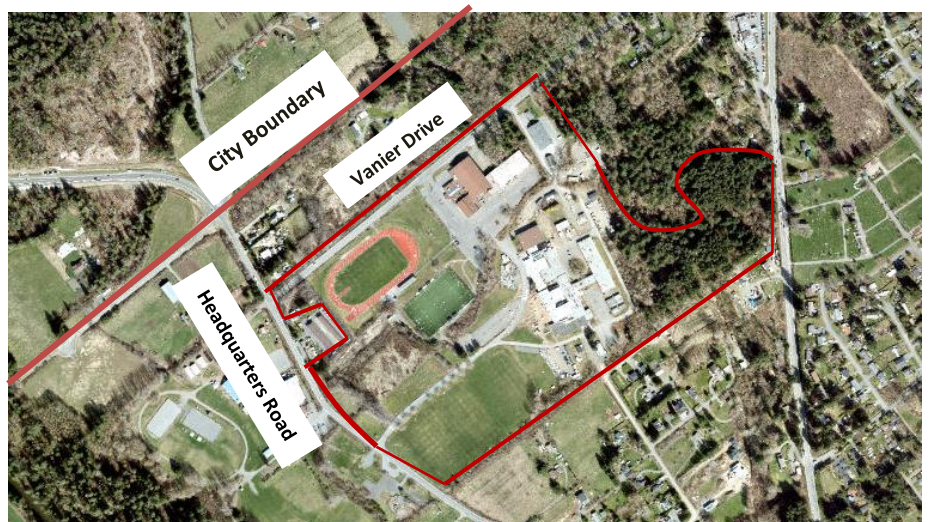


Figure 1: Subject Property outlined in Red

A map showing the location of the property is included as **Figure No. 1**.

The subject property is located within a semi-rural neighbourhood characterized by a mix of single family residential, agricultural and institutional uses. One commercial property (i.e. mini storage) is located west of the property at 4846 Headquarters Road.

The site contains a 7,555m² (81,321 ft²) concrete and wood building. The building has been recently updated with grey paint and two new fascia signs for the arena and pool. The building has multiple rooflines with a mix of both flat and sloped roofs (as seen in **Figure No. 2**).

The applicant is proposing to replace the two small fascia signs on the north and west building faces. These signs were erected in 2008 and are 9.0m² (97 ft²) each in area. The existing signage occupies approximately two percent of the north building face and 4.5 percent of the west building face (as seen in **Figures No. 3 and No. 4**).

For institutionally zoned properties, the City's Sign Bylaw limits the area of a building face that can be occupied by a sign to 20 percent of the face to a maximum of 9.0 m² (96.9 ft²). This regulation ensures that fascia signs do not appear excessively large in relation to the building walls they occupy.

The applicant is requesting a variance to increase the sign area of each of the two proposed signs. Both proposed fascia signs are non-illuminated and are 23m² (248 ft²) which exceeds the maximum allowable area of 9.0 m² (96.9 ft²).

The north face of the building is 431 m² and the proposed sign constitutes 5.3 percent of the building face which exceeds the maximum allowable area of 9.0 m² (96.9 ft²). The west face is about half the size at 200 m². On the west face, the sign represents 11.5 percent of the wall area but again exceeds the maximum allowable sign area.

Both proposed signs are setback from adjacent streets. The sign on the north building face is sited approximately 10m from the front property line on Vanier Drive while the sign on the west is sited 357m from the property line adjacent to Headquarters Road.



Figure 2: CVRD Sports Centre Building (Source: Staff Site Visit August 1, 2019)



Figure 3: North Building Face (Source: Staff Site Visit August 1, 2019)



Figure 4: West Building Face (Source: Staff Site Visit August 1, 2019)

DISCUSSION:

The City of Courtenay regulates the number, size, type, form, appearance and location of signs. Table 1 includes the Sign Bylaw’s regulation applicable to facia signs and summarizes the variance sought by the applicant.

Table 1: Summary of Section 5.4.1 and Variance Being Sought by Applicant

Facia Signs for Parcels with an Institutional Use Section 5.4.1	Required	Variance Sought
(a) Sign Area	Sign area shall not exceed 20% of the area of the building face to a maximum of 9.0 m ² (96.9 sq. ft.).	The applicant is requesting to vary each of the sign areas to 23 m ² (248 ft ²).

Applicant’s Rationale

The applicant is requesting to increase the sign area in order to raise awareness of the facility within the neighbourhood and broader community. The applicant indicates that the new signage will: raise awareness of the facility’s location and programs offered; will increase the public’s desire to utilize the facility and will enhance the visual attractiveness of the facility.

Official Community Plan Review

The property is designated as Public Institutional in the OCP. OCP Policy 4.6.3(1) states that the City supports the development of a strong system of community services and recognizes the importance of providing recreation and leisure services to the community (OCP Policy 4.7.1).

Sign Evaluation

Variances are sometimes necessary under site specific circumstances to achieve the intent of the Sign Bylaw which, is to enable local businesses, institutions, and community organizations to clearly identify themselves and the products or services available. The regulations are also put intended to ensure the size, design and placement of signs are consistent with the character of the surrounding neighbourhood.

The City limits the area of non-illuminated facia signs to ensure that signs do not become the major feature of a building or building face, appear excessively large in relation to the size of the building onsite, or become a distraction for motorists or people residing on neighbouring properties.

Staff believes that the requested variances for the proposed signage will better enable the CVRD Sports Centre to more clearly identify the activities and programs provided to the community. From a form and character perspective, the proposed signage is more attractive than the existing signage, is made of high-quality durable materials, and will assist in breaking up the larger unarticulated walls of the building. The visual impact of the signage on surrounding residential properties will be minimal because the closest residential dwelling is located over 175m from the sign locations. Further, the signage is in keeping with the scale and character with existing building onsite and does not interfere with the safe movement of pedestrians, cyclists or motorists.

FINANCIAL IMPLICATIONS:

There are no direct financial implications related to the processing of this development variance permit application. The fee for the development variance permit was \$400. The property owner would also be required to apply for a sign permit. Sign permit fees are \$90.00 for both fascia signs.

ADMINISTRATIVE IMPLICATIONS:

Processing development variance permits is a statutory component of the work plan. Staff has spent approximately 15 hours processing this application to date. Should the proposed development variance permit be approved, an additional 2 hours of staff time will be required to close the file and process the sign permit application.

ASSET MANAGEMENT IMPLICATIONS:

There are no Asset Management Implications associated with this application.

STRATEGIC PRIORITIES REFERENCE:

There are no associated references. However, processing development applications is the fundamental corporate and statutory obligations of the City.

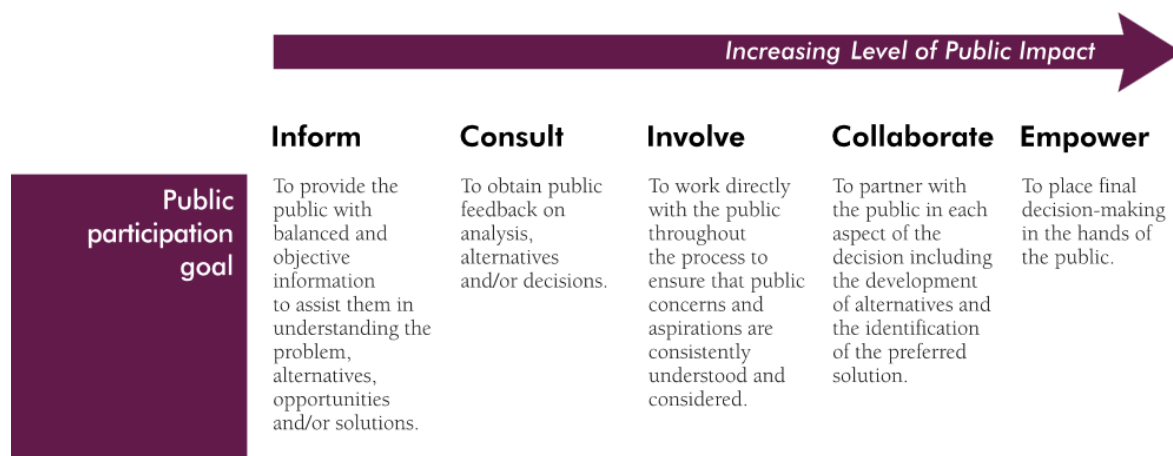
OFFICIAL COMMUNITY PLAN REFERENCE:

This application has no direct reference to the policies within the OCP.

REGIONAL GROWTH STRATEGY REFERENCE:

There are no direct Regional Growth management implications related to this application.

CITIZEN/PUBLIC ENGAGEMENT:



Prior to this application proceeding to Council, the applicant held a public information meeting on July 10, 2019 at 3001 Vanier Drive from 2:00pm to 3:00 pm. Property owners and occupiers within 30m of

the property were invited to attend the meeting. The applicant's public information meeting summary is included as (*Attachment No. 3*). No one formally attended the public meeting or filled out comment sheets. The applicant did have a few persons pass by with interest in the proposed signage but none of those persons formally filled out comment sheets. Also, no further comments were received by staff or the applicant since the applicant held the meeting on July 10, 2019.

In accordance with the Local Government Act, the City has formally notified property owners and occupants within 30 metres of the subject property of the requested variances and provided the opportunity to submit written feedback. To date, staff has received no responses.

OPTIONS:

OPTION 1: (Recommended) Approve Development Variance Permit No. 1903.

OPTION 2: Defer consideration of Development Variance Permit No. 1903 pending receipt of further information.

OPTION 3: Not approve Development Variance Permit No. 1903.

Prepared by:



Dana Beatson, MCIP, RPP
Planner III

Reviewed by:



Matthew Fitzgerald, MCIP, RPP
Manager of Development Planning

Attachments:

1. *Attachment No. 1: Draft Development Variance Permit and Associated Schedule No. 1903*
2. *Attachment No. 2: Applicant's Rationale*
3. *Attachment No. 3: Applicant's Public Information Meeting Summary*

Attachment No. 1:
*Draft Development
Variance Permit*

THE CORPORATION OF THE CITY OF COURTENAY

Permit No. 3060-20-1903

DEVELOPMENT VARIANCE PERMIT

To issue a Development Variance Permit

To: Name: The Board of Education of School District No. 71 (Comox Valley)
Address: 607 Cumberland Road
Courtenay BC
V9N 7G5

Property to which permit refers:

Legal: Lot A, Sections 18 and 45, Comox District, Plan EPP38686
Civic: 3001 Vanier Drive

Conditions of Permit:

Permit issued to allow two fascia signs on the property legally described as Lot A, Sections 18 and 45, Comox District, Plan EPP38686 with the following variance to the City of Courtenay Sign Bylaw No. 2760, 2013:

Section 5.4.1 (a) – to permit two fascia signs each with a maximum sign area of 23m² (248 ft²).

Development Variance Permit No. 1903 is subject to the following conditions:

1. Sign graphics and dimensions must be in accordance with the renderings contained in *Schedule No. 1*, which is attached to and forms part of this permit; and
2. Sign location must be in accordance with the renderings contained in *Schedule No. 1*, which is attached to and forms part of this permit.

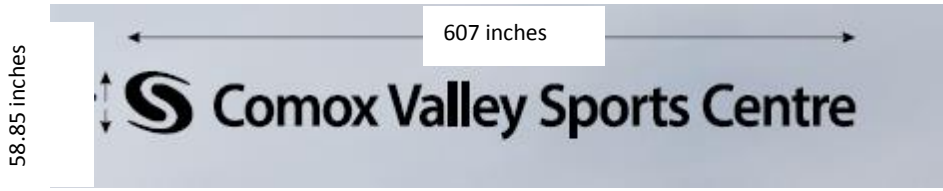
Time Schedule of Development and Lapse of Permit

That if the permit holder has not substantially commenced the construction authorized by this permit within (12) months after the date it was issued, the permit lapses.

Date

Director of Legislative Services

Schedule No. 1:
Sign Rendering



Schedule No. 1
Sign Rendering



Schedule No. 1
Sign Location



S Comox Valley Sports Centre

S Comox Valley Sports Centre

Attachment No. 2:
Applicant's Rationale

Beatson, Dana

From: Beatson, Dana
Sent: August-07-19 11:21 AM
To: Beatson, Dana
Subject: Rationale for Variance

Hi Dana,

Our rationale is as follows:

The Comox Valley Sports Centre is one of the most publicly beneficial facilities in the region, yet is under utilized.

The Comox Valley Regional District would like to receive a variance on the application of bylaw 5.4.1.a Fascia Sign on its restriction that allows for a maximum of 9.0m² or 96.9 sf). The CVRD is applying to have a variance issued to allow for the square footage to exceed this amount, to be 250 sf or under, for each wall surface.

This facility is in the midst of a minor renovation that includes an exterior repaint and a signage replacement, where the plan is to replace signs that were manufactured almost 15 years ago. The old signs were manufactured to meet the bylaw requirements for the "Institutional" zoning and were simple to build but ineffective for the true purpose of signage, awareness of the purpose of a building, or statement of the products and offerings located there. The signs were dwarfed by the size of the building.

The intent, or believed intent, for size restrictions on exterior fascia signs, is to ensure that signs do not become the major feature of a building, or are overwhelmingly large. Another purpose is to minimize costs, perhaps. A legitimate rationale for restricting sign sizes is to reduce overall light pollution, as large illuminated signs can light up large areas of land and can be distracting and overwhelming to neighbors. In all of these cases, our proposal doesn't push against these intents.

The signs proposed are non-illuminated, dimensional and larger than the existing, yet not excessive compared to the building. We believe that a visual review of the layouts would find it to be proportional and appealing and not excessive in size. It would not be distracting, and it offers a vast improvement on readability and function. There is clear evidence, proven in a variety of studies, that find improvements in signage result in improvements of utilization, through increased awareness of the location, product offering, and/or increased desire to use such a facility. The

As the facility is a publicly used facility, operated for the benefit of all of Courtenay and surrounding area, we believe that this application and the resulting signage that will be built from the approval of the variance, will result in an improved appearance and visual attractiveness of the facility, and an improved utilization of the facility by all residents of Courtenay and the surrounding area.

Jonathan Calderwood, MBA
General Manager
GRANT ILLUMINATED SIGNS LTD.
1711-19th, Campbell River, BC
Tel# 1-250-287-8558
Cell# 1-250-507-5555
Email: jonathan@grantsigns.ca
www.facebook.com/grantilluminatedsigns/
www.grantsigns.ca

Attachment No. 3:
Public Meeting Summary



Grant Illuminated Signs Ltd.
1711-19th Ave. Campbell River, BC. V9W4M4
Phone: 250-287-8558 Fax: 250-286-1522

July 12, 2019

Variance Application Meeting Report

On July 10, 2019, A representative from the Comox Valley Regional District (the CVRD) and a representative from Grant Signs hosted, attended and displayed contents of a presentation to individuals invited to attend, as per the lists provided by the City of Courtenay. Documentation and drawings accompanied each invitation.

This meeting was hosted at 2pm on July 10, 2019 and invitations went out 8 days prior to the meeting. The meeting was attended by only the representatives from each organization. There was no public interest in this meeting, or the application. There were some patrons that gave it a passing glance and expressed positive feedback but were not interested in signing in.

The meeting was held in the entrance of the CVRD Sports Centre and we were on site for an hour to wait for anyone that may have been late.

Jonathan Calderwood
Grant Illuminated Signs



STAFF REPORT

To: Council

File No.: 1960-20 [2020]

From: Chief Administrative Officer

Date: August 19, 2019

Subject: Consideration of 2020 Permissive Property Tax Exemptions

PURPOSE:

To consider the 2020 permissive property tax exemptions.

POLICY ANALYSIS:

Section 224 of the *Community Charter* provides Council with the authority to exempt certain properties from property taxation. Policy 1960.01 (Rev #2) – Permissive Property Tax Exemption was prepared in accordance with Section 224 of the *Community Charter* and approved by Council in August, 2017.

EXECUTIVE SUMMARY:

The permissive property tax exemption bylaws are considered by Council on an annual basis and must be adopted before October 31st each year in order to take effect for the following taxation year. Staff have compiled and reviewed all applications received for the 2020 taxation year and have prepared a summary report for Council consideration.

CAO RECOMMENDATIONS:

That based on the August 19, 2019 staff report “2020 Permissive Property Tax Exemptions”, Council approve OPTION 1 as follows:

1. That Council consider the list of new applications for permissive tax exemption for 2020 as detailed on Schedule A attached;
2. That Council approve exemptions for new applications as recommended in Schedule A;
3. That Council direct staff to prepare the applicable bylaws for permissive tax exemption in 2020 based on the attached schedules A, B, C, D and E; and
4. That statutory notice of the proposed permissive exemption bylaws pursuant to Section 227 of the *Community Charter* be published for two consecutive weeks prior to final adoption of the bylaws.

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM
Chief Administrative Officer

BACKGROUND:

Section 224 of the *Community Charter* provides Council with the authority to grant permissive exemption to land and improvements owned, or held by, certain other organizations that meet legislatively prescribed conditions.

Permissive Property Tax Exemption Policy 1960.01 (Rev #2) contains three provisions to note when considering new applications going forward:

1. The total value of all permissive exemptions must not exceed 2% of the total municipal portion of the property tax levy.
2. When the activities of an organization are not confined to the City of Courtenay, a maximum exemption of 40% applies.
3. Prescribed grandfathered permissive exemption percentages will not change in the event an organization re-locates within the municipality. However, a reduction of the exemption shall apply if the nature of the services provided by the organization changes at its new location.

DISCUSSION:

A permissive property tax exemption is a means for Council to support not-for-profit organizations within the community that further Council's objectives of enhancing quality of life for the citizens of the City, while being responsible with municipal funding. Approval of an exemption or partial exemption is entirely within Council's discretion.

Each year there are requests from local organizations for funding assistance, either by way of requests for grants, or by way of requests for exemption from property taxation. While it is noted that the applicants may all provide worthy services, provision of an exemption from taxation results in an increase of the tax burden for the remaining taxable property owners in the City and can become cost prohibitive.

The following schedules and information are provided for Council consideration.

Permissive Exemptions – Schedule Summary:

In accordance with Policy 1960.01, the exemption value limit for 2020 has been calculated as 2% of the value of the 2019 municipal property tax levy. **The cumulative maximum exemption value limit for 2020 is \$478,904.**

Schedule A: New Applications

The City received two new applications for exemption from taxation for 2020. These are as follows:

Tax Roll #2016.006 – Stepping Stones Recovery House for Women (leased from Josh Hope) – 1535 Burgess Road

Stepping Stones is operating two community care facilities for women recovering from drug and alcohol addiction. The organization currently benefits from a 100% grandfathered permissive tax exemption for the leased property located at 1571 Burgess Road.

Stepping Stones has entered into a five year lease agreement in August 2016 for a second property located at 1535 Burgess Road.

Staff recommend a 40% permissive tax exemption in keeping with Council's Permissive Property Tax Exemption policy.

Tax Roll #1376.000 – Comox Valley Children’s Day Care Society – 1000 Cumberland Road

For 2020, the Comox Valley Children’s Day Care Society has again submitted an application for exemption.

Prior to 1999, the Comox Valley Children’s Day Care Society, as well as J. Puddleduck Parent’s Preschool Society received permissive tax exemptions. After an extensive review of the permissive exemption recipients, Council chose to phase out these exemptions since it was determined that daycare service was also provided by for-profit organizations.

Section 224 (2) (a) of the *Community Charter* states that:

“permissive tax exemptions may be provided to charitable, philanthropic or other not-for-profit corporations.”

It does not allow for an exemption to daycares operating for-profit. The City’s Permissive Property Tax Exemption Policy 1960.01 (Rev #1) requires confirmation that an organization’s activities does not compete with any other duly licensed business in the municipality. In order to avoid creating an unfair commercial advantage between for-profit and not-for-profit daycares, Council decided to eliminate any tax exemptions for the Children’s Day Care Society.

Staff recommend no exemption in keeping with Council’s Permissive Property Tax Exemption policy.

Schedule B: Annual Bylaw – Not for Profit Organizations

Schedule B exemption recipients are those who have been previously approved in the annual permissive exemption bylaw. Updated applications, financial statements and other relevant documentation have been reviewed and verified by staff.

Schedule B provides a detailed list of the 2019 exemption recipients along with the estimated 2020 value of the approved exemptions.

Tax Roll # 169.000 – Comox Valley Child Development Association

The Comox Valley Child Development Association benefits from a grandfathered 100% permissive tax exemption on their property located at 237 3rd Street. They also benefit from a 40% exemption on the property located at 267 3rd Street, which is used for parking space and child play area.

In 2018, the association built a new Autism Centre that opened in December 2018, which increases significantly the estimated property value of the 237 3rd Street property and the estimated tax exemption for 2020. For 2019, the exemption for this property was \$12,888 and the estimation exemption for 2020 is \$18,253.

Staff recommend to maintain a 100 % permissive exemption rate for the property located at 237 3rd Street since this particular address was grandfathered at a 100% exemption in the past.

Schedule C: Annual Bylaw – Churches

While Church buildings and the footprint of the buildings receive a statutory exemption from taxation, all of the area surrounding the buildings would be taxable unless it is provided with a permissive exemption from taxation by Council. The portion of church property used in commercial activities or as a manse/residence is not eligible for exemption from taxes.

Schedule C details the church properties within the City, and the estimated value of the permissive exemption for 2020 on the lands surrounding the building.

Schedule D: Five Year Bylaw – City owned properties managed by Societies

This schedule details the value of taxation exemption for these properties and is authorized by a five-year exemption bylaw which expires in 2019. **Staff have reviewed the current applications and financial statements from the benefiting societies, and recommends that this five-year bylaw be re-established for the years 2020-2024.**

Schedule E: Ten Year Bylaw – Island Corridor Foundation

The properties owned by the Island Corridor Foundation have been provided with a ten year exemption from taxation which expires in 2021. Schedule E provides a detailed list of the properties along with the estimated value of the exemptions for 2020.

FINANCIAL IMPLICATIONS:

It is important to note that any additional organizations that Council approves to receive property tax exemptions, or any percentage increases to current exemptions will result in a reduction of revenue available for City operations.

The estimated cumulative value of the municipal portions of the new and grandfathered exemptions for the 2020 taxation year totals \$384,690. This is within the calculated 2020 maximum limit of \$478,904 as prescribed in Policy 1960.01 – Permissive Exemption from Property Taxation.

	<u>2020 City Only</u>	<u>2020 Other Authorities</u>	<u>2020 Total Exemption</u>
Schedule A: new applicants, as per recommendations	\$514	\$489	\$1,003
Schedule B: Annual Bylaw, Not-for-Profit Organizations	177,426	150,820	328,246
Schedule C: Annual Bylaw, Churches – land surrounding the building	16,795	18,474	35,269
Schedule D: Five Year Bylaw, City owned facilities - Managed by Societies (new five-year bylaw)	168,338	120,377	288,715
Schedule E: Ten Year Bylaw, Island Corridor Foundation (ten-year bylaw – expires 2021)	<u>21,617</u>	<u>18,127</u>	<u>39,744</u>
Total	<u>\$ 384,690</u>	<u>\$308,287</u>	<u>\$692,977</u>

ADMINISTRATIVE IMPLICATIONS:

Preparation of the annual tax exemption bylaws for consideration by Council is an annual task undertaken by staff in the Financial Services Department.

Subsequent to Council approval of the above recommended property tax exemptions, the next steps to complete include:

- a) Preparation of the required bylaws and providing them to Council for three readings
- b) Arranging for the statutory advertising of the proposed bylaws
- c) Returning the bylaws to Council for final adoption
- d) Preparation of letters of notification to the applicants
- e) Forwarding the bylaws to the BC Assessment Authority no later than October 31, 2019

ASSET MANAGEMENT IMPLICATIONS:

Any increase to the value of permissive property tax exemptions potentially decrease the amount of funding available for asset management initiatives.

STRATEGIC PLAN REFERENCE:

In preparing the 2020 Permissive Tax Exemption, staff considered Council's 2019-2022 Strategic Priorities:

We focus on organizational and governance excellence

- Communicate appropriately with our community in all decisions we make

We proactively plan and invest in our natural and built environment

- ▲ Support social, economic & environmental sustainability solutions

We actively pursue vibrant economic development

- ▲ Continue to support Arts & Culture

We support diversity in housing and reasoned land use planning

- ▲■ Identify and support opportunities for lower cost housing and advocate for senior government support

- ▲ Encourage and support housing diversity

We continually invest in our key relationships

- Build on our good relations with K'omoks First Nation and practice Reconciliation
- Consider effective ways to engage with and partner for the health and safety of the community
- ▲■ Advocate and cooperate with local and senior governments on regional issues affecting our community

- **AREA OF CONTROL:** The policy, works and programming matters that fall within Council's jurisdictional authority to act
- ▲ **AREA OF INFLUENCE:** Matters that fall within shared or agreed jurisdiction between Council and another government or party
- **AREA OF CONCERN:** Matters of interest that are outside Council's jurisdictional authority to act

OFFICIAL COMMUNITY PLAN REFERENCE:

Not applicable

REGIONAL GROWTH STRATEGY REFERENCE:

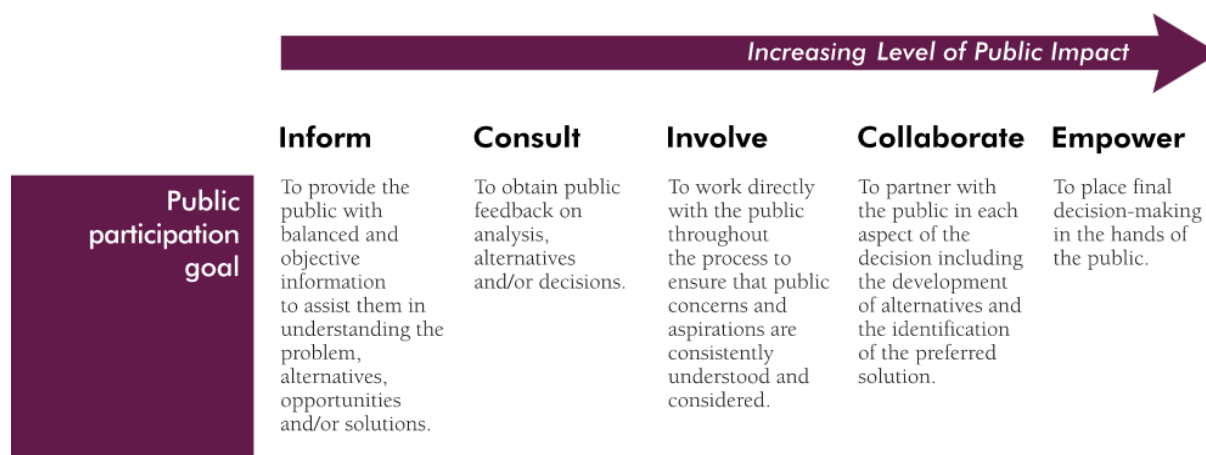
Not applicable

CITIZEN/PUBLIC ENGAGEMENT:

Pursuant to Section 227 of the *Community Charter*, statutory notice of the proposed permissive exemption bylaws must be published for two consecutive weeks prior to final adoption.

This is based on the “inform” level of the IAP2 Spectrum of Public Participation adopted as an element of Sound Project Design for the Corporate Workplan.

http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/imported/IAP2%20Spectrum_vertical.pdf



OPTIONS:

OPTION 1: That Council approve exemptions for new applicants as recommended in Schedule A; That Council direct staff to prepare the applicable bylaws for permissive tax exemption in 2020 based on the attached schedules A, B, C, D and E; and That statutory notice of the proposed permissive exemption bylaws pursuant to Section 227 of the *Community Charter* be published for two consecutive weeks prior to final adoption of the bylaws (recommended).

OPTION 2: That Council defer endorsing the proposed 2020 permissive tax exemptions for further discussion at a later Council meeting.

(While Option 2 provides time for further discussion, it also impacts the schedule required for the 2020 permissive tax exemption process. There is a statutory requirement to have the bylaws adopted by October 31st each year in order to take effect for the following taxation year.)

Prepared by:



Annie Bérard, CPA, CMA, MBA
Manager of Financial Planning,
Payroll and Business Performance

Concurrence:



Jennifer Nelson, CPA, CGA
Director of Financial Services

Attachments:

1. Policy #1960.00.01
2. Schedules A-E

City of Courtenay	Policy	Page 1 of 4
Section 5 - Finance	Policy #	1960.00.01
Subject: Permissive Property Tax Exemption	Revision #	2

SCOPE:

A permissive tax exemption is a means for Council to support not-for-profit organizations within the community which further Council's objectives of enhancing quality of life (economic, social, cultural) and delivering services economically. A permissive tax exemption is strictly at the discretion of the City of Courtenay Council. After careful consideration of all applications Council may approve a full, a partial, or no tax exemption. The tax exemption may vary for the different applicants. This policy guides identification of organizations meeting Council's objectives.

POLICY**1. Overall Amount**

A projected amount of revenue to be foregone by Permissive Tax Exemptions will be set by Council annually during the development of the Financial Plan. This amount will be used to calculate the following year's tax exemption for approved organizations based on the current year's assessment and tax rates. The actual amount of the exemption may vary according to the following year's assessment and tax rates.

The cumulative estimated value of the exemptions may not exceed 2% of the total tax levy in the previous year. The bylaw for exemptions for any given year must be adopted and submitted before any assessment or tax rate information is available for that year. The 2% amount will therefore be calculated based on the previous year's assessment and tax rate information.

2. Process

Council will consider applications for permissive tax exemptions annually. Reminder letters to re-apply will be mailed annually or as the term of the exemption expires to current tax exemption recipients. In addition, application packages will be available at any time from the Municipal Office or on our website at www.courtenay.ca.

Applications must be submitted to the Director of Financial Services, using the prescribed application form. The Director will review the applications for completeness, and arrange contact with applicants for additional information as necessary.

Application submissions must include:

- Copies of audited financial statements for last three (3) years for first time applicants, and for the last year for current tax exemption recipients.

AUTHORIZATION: Council R16.06/2017	DATE: August 21,2017
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Section 5 - Finance	Policy #	1960.00.01
Subject: Permissive Property Tax Exemption	Revision #	2

- Copy of state of title certificate or lease agreement, as applicable.
- In the case of a lease agreement for premises rather than ownership, documents are required which indicate that the applicant will benefit by the exemption. Documents should demonstrate that the lease is currently, or will, on approval of the exemption, be reduced by the amount of the exemption, or that other considerations will be provided by the landlord equivalent to the value of the exemption.
- Description of programs/services/benefits delivered from the subject lands/improvements including participant numbers, volunteer hours, benefiting groups/individuals/special needs populations, fees charged for participation
- Description of any 3rd party use of the subject land/improvements including user group names, fees charged conditions of use.
- Information as to the extent to which the activities of the applicant are regional or local (within the City of Courtenay) in nature.
- Financial information on how the tax exemption amount is put back into the community through charitable means or reduced fees paid by the general population of the City of Courtenay.
- Confirmation that the organization’s activities do not compete with any other duly licensed business in the Municipality.

The Director of Financial Services will present a summary report of the applications, relative to the eligibility criteria, to Council and arrange for delegations to Council by applicants as necessary.

3. Criteria

- a) Subject Property must be one of:
 - Land and/or improvements owned by the applicant
 - Land and/or improvements leased under an agreement
 - Land and/or improvements ancillary to a statutory exemption under section 220 of the *Community Charter (Statutory Exemptions)*

- b) Nature of Organization must meet the requirements of *Division 7* of the *Community Charter (Permissive Exemptions)* which includes:
 - Non-profit organization
 - Charitable/philanthropic organization
 - Athletic or Service Club/Association
 - Care facility/licensed private hospital

AUTHORIZATION: Council R16.06/2017	DATE: August 21,2017
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Section 5 - Finance	Policy #	1960.00.01
Subject: Permissive Property Tax Exemption	Revision #	2

- Partner of the municipality by agreement under s. 225 (Partnering, heritage, riparian and other special exemption authority) of the *Community Charter*
- Other local authority
- Organization eligible under *Section 220 of the Community Charter* statutory exemption (e.g. place of public worship, cemetery, library, Indian land, senior’s homes, hospital, etc.)

c) The applicant organization’s use of the land/improvements must benefit the community in one or more of the following ways:

- provides recreational facilities for public use
- provides recreation programs to the public
- provides programs to and/or facilities used by youth, seniors or other special needs groups
- preserves heritage important to the community character
- preserves an environmentally, ecologically significant area of the community
- offers cultural or educational programs to the public which promote community spirit, cohesiveness and/or tolerance
- offers services to the public in formal partnership with the municipality
- [other]

d) All accounts for fees and charges levied by the City of Courtenay to the applicant must be current.

4. Duration of Exemption

Eligible organizations may be considered for tax exemptions exceeding one year (to a maximum of 10 years) where it is demonstrated that the services/benefits they offer to the community are of a duration exceeding one year (i.e. for the period of the tax exemption).

5. Extent, Conditions, and Penalties

a) The following activities and circumstances will be not be considered as eligible for exemption by Council. Exemptions will exclude the portion of land/improvements where the following circumstances exist:

- land/improvements used by the private sector and/or organizations not meeting Council’s exemption criteria
- land/improvements used for commercial or for-profit activities by the not-for-profit organization

AUTHORIZATION: Council R16.06/2017	DATE: August 21,2017
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Section 5 - Finance	Policy #	1960.00.01
Subject: Permissive Property Tax Exemption	Revision #	2

- the activities of the organization are not confined to the City of Courtenay. Council has designated a maximum exemption of 40% for regional service organizations. This policy will not be applied retroactively, and regional service organizations that have previously been approved by bylaw will be grandfathered into the exemption bylaw at those prescribed percentages.
 - **prescribed grandfathered permissive exemption percentages will not change in the event an organization re-locates within the municipality. However, a reduction of the exemption shall apply if the nature of the services provided by the organization changes at its new location.**
 - The applicant already receives grant-in-aid from the municipality and/or other sources

- b) Council may impose conditions on the exempted land/improvements with the applicant organization, including but not limited to:
 - registration of a covenant restricting use of the property
 - an agreement committing the organization to continue a specific service/program
 - an agreement committing the organization to have field/facilities open for public use for certain times or a total amount of time
 - an agreement committing the organization to offer use of the field/facility to certain groups free of charge or at reduced rates
 - an agreement committing the organization to immediately disclose any substantial increase in the organization’s revenue or anticipated revenue or any change in the status of the property
 - [other]

- c) Council may impose **penalties** on an exempted organization for knowing breach of conditions of exemption, including but not limited to:
 - revoking exemption with notice
 - disqualifying any future application for exemption for specific time period
 - requiring repayment of monies equal to the foregone tax revenue
 - [other]

AUTHORIZATION: Council R16.06/2017	DATE: August 21,2017
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City of Courtenay

New Applications for 2020 consideration
 Calculation of Amounts based on 2019 Assessments and 2019 Rates

2019 Tax Rates			
	City	Other Auth.	Total
1	3.2033	3.0475	6.2508
2	22.4231	20.0852	42.5083
6	10.7310	7.5956	18.3266
8	3.2033	3.7203	6.9236

Roll #	Registered Owner	Leasee/Society Applying for Exemption	Civic Address	Use of Property	Requested Exemption	% of services - Courtenay residents	Comm Charter	Class	2019 Assessed Value	Other Use	Net Taxable Assess	Exemption			Recommended 2020 Exemption			
												City	Other Authorities	Total	%	City	Other Authorities	Total
1376.000	Comox Valley Children's Day Care Society	Comox Valley Children's Daycare Society	1000 Cumberland Rd	Has been denied exemption in prior years as this is one of several for-profit and not-for-profit daycares within Courtenay	100%	95%	224(2)(a)	1	361,000		361,000	1,156	1,100	2,257		-	-	-
2016.006	Stepping Stones Recovery House for Women Society (Josh Hope)	Stepping Stones Recovery House for Women Society	1535 Burgess Rd	Leased by Stepping Stones Recovery House for Women Society	100%	60%	224(2)(a)	1	401,000		401,000	1,285	1,222	2,507	40%	514	489	1,003
												\$ 2,441	\$ 2,322	\$ 4,763		\$ 514	\$ 489	\$ 1,003

City of Courtenay

2020 Annual Bylaw, based on 2019 exemptions approved

Calculation of Amounts based on 2019 Assessments and 2019 Rates

	2019 Tax Rates		
	City	Other Auth.	Total
1	3.2033	3.0475	6.2508
2	22.4231	20.0852	42.5083
6	10.7310	7.5956	18.3266
8	3.2033	3.7203	6.9236

										2020 PROPERTY TAXES		
Roll #	Registered Owner	Civic Address	Use of Property	% of services - Courtenay residents	Comm Charter	Class	Net Assess before Exempt	% exempt	Exempt Assessment	City	Other Authorities	Estimated Tax Levy
100% Exemption												
49.000	Eureka Support Society	280-4th st	community facility for adults with mental illness)	95%	224(2)(a)	6	284,000	100%	284,000	3,048	2,157	5,205
122.000	Royal Canadian Legion, Courtenay Branch (Pacific) No. 17	367 Cliffe Ave	facility to support veterans, promote remembrance, act in service of the community	90%	224(2)(a)	6	505,000	100%	505,000	5,419	3,836	9,255
122.000	Royal Canadian Legion, Courtenay Branch (Pacific) No. 17	367 Cliffe Ave	facility to support veterans, promote remembrance, act in service of the community	90%	224(2)(a)	8	619,000	100%	619,000	1,983	2,303	4,286
1650.000	Royal Canadian Legion, Courtenay Branch (Pacific) No. 17	101 Island Highway	Cenotaph		224(2)(a)	8	43,100	100%	43,100	138	160	298
169.000	Comox Valley Child Development Association	237 - 3rd St	Office to serve children with special needs (consolidation in 2018 of lot 14, 17, 18, 21).	62%	224(2)(a)	6	1,201,000	100%	1,201,000	12,888	9,122	22,010
169.000	Comox Valley Child Development Association	237 - 3rd St	New Authism Center opened in Dec. 2018 (estimated value based on building permit)	62%	224(2)(a)	6	500,000	100%	500,000	5,366	3,798	9,163
348.000	Alano Club of Courtenay	543 - 6th St	community facility assisting recovering alcoholics and addicts	90%	224(2)(a)	6	290,000	100%	290,000	3,112	2,203	5,315
400.000	West Island Capital Corp	A1-310 8th Street	leased to City of Courtenay for IT Office Space	100%	224(2)(a)	6	315,000	100%	315,000	3,380	2,393	5,773
513.000	Old Church Theatre Society	755 Harmston Ave	Community theatre	majority	224(2)(a)	6	572,000	100%	572,000	6,138	4,345	10,483
750.020	Comox Valley Recovery Centre Society (City of Courtenay)	641 Menzies Ave	Residential drug/alcohol recovery facility	75%	224(2)(a)	1	1,173,000	100%	1,173,000	3,757	3,575	7,332
1037.000	Comox Valley Family Services Association	1415 Cliffe Ave	Child, youth & family community and victim services	90%	224(2)(a)	6	491,000	100%	491,000	5,269	3,729	8,998
1494.000	Glacier View Lodge Society	2470 Back Road	Seniors long-term care		224(2)(j)	1	1,493,000	100%	1,493,000	4,783	4,550	9,332
1494.010	Glacier View Lodge Society	2470 Back Road	Seniors long-term care		224(2)(j)	1	1,490,000	100%	1,490,000	4,773	4,541	9,314
1494.050	Glacier View Lodge Society	2450 Back Road	Seniors long-term care		224(2)(j)	1	9,357,000	100%	9,357,000	29,973	28,515	58,489
1960.300	The Nature Trust of British Columbia	Sandpiper Drive	Parkland - Was exempt in past years as ownership was incorrectly coded as Provincial lands by BCAA, corrected and recategorized by BCAA for 2013 and no longer receives "statutory exemption"	unknown	224(2)(a)	8	1,797,000	100%	1,797,000	5,756	6,685	12,442
2023.014	The Nature Trust of British Columbia	656 Arden Road	Morrison Nature Park		224(2)(b)	341(2)(i)	890,000	100%	890,000	2,851	3,311	6,162

City of Courtenay

2020 Annual Bylaw, based on 2019 exemptions approved

Calculation of Amounts based on 2019 Assessments and 2019 Rates

	2019 Tax Rates		
	City	Other Auth.	Total
1	3.2033	3.0475	6.2508
2	22.4231	20.0852	42.5083
6	10.7310	7.5956	18.3266
8	3.2033	3.7203	6.9236

2020 PROPERTY TAXES												
Roll #	Registered Owner	Civic Address	Use of Property	% of services - Courtenay residents	Comm Charter	Class	Net Assess before Exempt	% exempt	Exempt Assessment	City	Other Authorities	Estimated Tax Levy
2016.007	Stepping Stones Recovery House for Women Society (Richard Pizzezy)	1571 Burgess Rd	Leased by Stepping Stones Recovery House for Women Society	60%	224(2)(a)	1	389,000	100%	389,000	1,246	1,185	2,432
2200.044	Courtenay & District Historical Society In Trust	2564 Cumberland Rd	Heritage Property	50%	224(2)(a)	1	633,000	100%	633,000	2,028	1,929	3,957
3200.072	Comox Valley Curling Club (CVRD)	4835 Headquarters Rd	Curling Club Recreation facility	60%	224(2)(i)	6	1,173,000	100%	1,173,000	12,587	8,910	21,497
112.002	Boys and Girls Club (City of Courtenay)	243-4th Street	Youth Program Facilitator	65%	224(2)(a)	6	145,700	100%	145,700	1,564	1,107	2,670
170.002	Comox Valley Transition Society (Four Paws Investments LTD)	280 2nd Street	"Amethyst House", Residential stabilization and supportive recovery program for women.	75%	224(2)(a)	1	561,000	100%	561,000	1,797	1,710	3,507
1577.018	Comox Valley Pregnancy Care Centre	#4 - 204 Island Hwy N	Women's crisis pregnancy services	97%	224(2)(a)	6	157,500	100%	157,500	1,690	1,196	2,886
1566.000	M'akola Housing Society	810 Braidwood Road	Affordable/Supportive Housing	100%	224(2)(a)	1	5,396,000	100%	5,396,000	17,285	16,444	33,729
75% Exemption												
757.000	Comox Valley Kiwanis Village Society	1061 8th Street	housing for low-income seniors	70%	224(2)(a)	1	1,072,000	75%	805,000	2,579	2,453	5,032
757.001	Comox Valley Kiwanis Village Society	1051 8th Street	housing for low-income seniors	70%	224(2)(a)	1	2,904,200	75%	2,178,000	6,977	6,637	13,614
758.000	Comox Valley Kiwanis Village Society	635 Pidcock Ave	housing for low-income seniors	70%	224(2)(a)	1	494,667	75%	371,000	1,188	1,131	2,319
1286.045	L'Arche Comox Valley	534 - 19th Street	Supported group home for adults with developmental disabilities	100%	224(2)(a)	1	469,700	75%	352,000	1,128	1,073	2,200
40% Exemption												
34.000	Courtenay Elks' Lodge No. 60 of the Benevolent and Protective Order of Elks Canada Inc. No. S4640	231 6th Street	Facility to promote and support community. Raises funds for several children and community charities	95%	224(2)(e)	6	403,000	40%	161,200	1,730	1,224	2,954
34.000	Courtenay Elks' Lodge No. 60 of the Benevolent and Protective Order of Elks Canada Inc. No. S4640	231 6th Street	Facility to promote and support community. Raises funds for several children and community charities	95%	224(2)(e)	8	269,000	40%	107,600	345	400	745
166.000	Comox Valley Child Development Association	267 - 3rd Street	1/3 Child play area, 2/3 handicap park for families (purch in 2011)	60%	224(2)(a)	1	217,100	40%	87,200	279	266	545
459.000	Upper Island Women of Native Ancestry	956 Grieve Ave	office; support worker; early childhood development and cultural awareness programs	85%	224(2)(a)	1	557,000	40%	223,000	714	680	1,394

City of Courtenay

2020 Annual Bylaw, based on 2019 exemptions approved

Calculation of Amounts based on 2019 Assessments and 2019 Rates

	2019 Tax Rates		
	City	Other Auth.	Total
1	3.2033	3.0475	6.2508
2	22.4231	20.0852	42.5083
6	10.7310	7.5956	18.3266
8	3.2033	3.7203	6.9236

										2020 PROPERTY TAXES		
Roll #	Registered Owner	Civic Address	Use of Property	% of services - Courtenay residents	Comm Charter	Class	Net Assess before Exempt	% exempt	Exempt Assessment	City	Other Authorities	Estimated Tax Levy
1700.332	The Canadian Red Cross Society (leased from 670431 BC LTD)	2683 Moray Avenue	Moved from 464 Puntledge Road. Received 40% exemption on previous location. Leasing 25% of the space	75%	224(2)(a)	6	369,500	40%	147,800	1,586	1,123	2,709
1960.006	Aaron House Ministries (Leased from Fernco Development Ltd)	2966 Kilpatrick Ave	christian worship/teaching centre - occupy 12.7% of property	75%	224(2)(a)	6	570,500	40%	228,200	2,449	1,733	4,182
2024.009	Habitat for Humanity Vancouver Island North Society	1755 - 13th Street	Restore (5,000 sf) and Administration (2,000 sf) for both Restore (60%) and H4H (40%)	(29% of space for Admin office used at 40% for H4H = 12% net exemption) - 100% serves City of Courtenay	224(2)(a)	6	89,500	40%	35,800	384	272	656
3200.032	Youth for Christ Comox Valley	4729 Headquarters Rd	occupy 97.5% of property	95%	224(2)(a)	1	550,000	40%	220,000	705	670	1,375
1960.004	Salvation Army Cornerstone Community and Family Services (Fernco Development LTD)	Unit 9, 468 29th Street	Emergency services to community members (Excludes thrift store operations)	80%	224(2)(a)	6	510,000	40%	204,000	2,189	1,550	3,739
2091.136	Saltwater Education Society (Spacial Holdings Inc)	2398 Rosewall Crescent	Kindergarten to Grade 2 Certification by Ministry of Ed.	72%	224(2)(a)	6	465,250	40%	186,100	1,997	1,414	3,411
409.000	Comox Valley Transition Society	625 England Ave	Community Offices. Secret Venture Holdings Ltd owned by CVTS	75%	224(2)(a)	6	542,700	40%	217,300	2,332	1,651	3,982
131.002	Comox Valley Transition Society	356 3rd Street	Fourplex - rental housing at rental rates geared to income (property bought with assistance of BC Housing, Town of Comox and mortgage). Target client group is single women and women with children fleeing violence and / or recovering from substance use issues.	75%	224(2)(a)	1	834,100	40%	335,800	1,076	1,023	2,099
1038.000	John Howard Society of North Island (Luck's Dental Laboratory Ltd.)	1455 Cliffe Avenue	New application for 2017. 100% occupied by the John Howard Society. Social Services Building.	66%	224(2)(a)	6	553,000	40%	221,000	2,372	1,679	4,050

City of Courtenay

2020 Annual Bylaw, based on 2019 exemptions approved

Calculation of Amounts based on 2019 Assessments and 2019 Rates

	2019 Tax Rates		
	City	Other Auth.	Total
1	3.2033	3.0475	6.2508
2	22.4231	20.0852	42.5083
6	10.7310	7.5956	18.3266
8	3.2033	3.7203	6.9236

										2020 PROPERTY TAXES		
Roll #	Registered Owner	Civic Address	Use of Property	% of services - Courtenay residents	Comm Charter	Class	Net Assess before Exempt	% exempt	Exempt Assessment	City	Other Authorities	Estimated Tax Levy
1113.000	L'Arche Comox Valley	1465 Grieve Avenue	Additional location. The property will be used for the I Belong Centre which will hold L'Arche Office, the Outreach Centre (day programs for adults with disabilities) and 6 semi-independent community living residential suites. Used 100% by the L'Arche community however the day programs are offered to the public.	95%	224(2)(a)	1	573,750	40%	229,500	735	699	1,435
1113.000	L'Arche Comox Valley	1465 Grieve Avenue	Additional location. The property will be used for the I Belong Centre which will hold L'Arche Office, the Outreach Centre (day programs for adults with disabilities) and 6 semi-independent community living residential suites. Used 100% by the L'Arche community however the day programs are offered to the public.	95%	224(2)(a)	6	728,250	40%	291,300	3,126	2,213	5,339
750.100	John Howard Society of North Island	994 - 8th Street	Property gifted to John Howard Society from St. John the Divine Abbeyfield House Society. Now supportive transitional youth housing. Property received 75% exemption in 2018 when seniors supported living	66%	224(2)(a)	1	1,273,000	40%	509,000	1,630	1,551	3,182
1171.005	Wachiy Friendship Centre Society	1625 McPhee Avenue	Provides over 40 free social programs to those living in poverty. Examples include legal aid, homeless outreach, literacy programs, food bank, senior and elder programs, children support. 10% of space is utilized for Wachiy Studio and MultiMedia program which is run as a revenue generating business with the surplus funds invested into the Society. This is excluded from exemption as it could compete with local business Total space: 21,000 sf. Social enterprise: 2,000 sf. (9,5%) Daycare: 3,450 sf. (16,4%). Total exempt 26%	70%	224(2)(a)	6	911,680	40%	364,672	3,913	2,770	6,683
1171.006	Wachiy Friendship Centre Society	1679 McPhee Avenue	Parking lot used by Wachiy Friendship Centre Society members and staff	70%	224(2)(a)	6	192,030	40%	76,812	824	583	1,408
1224.080	Dawn to Dawn Action on Homelessness Society	#17 375 21st Street	Affordable/Supportive Housing	100%	224(2)(a)	1	129,600	40%	51,800	166	158	324
1288.060	Dawn to Dawn Action on Homelessness Society	#311 1015 Cumberland Road	Affordable/Supportive Housing	100%	224(2)(a)	1	134,100	40%	53,600	172	163	335
	Total						44,288,927		37,132,984	\$ 177,426	\$ 150,820	\$ 328,246

SCHEDULE C

City of Courtenay

Annual Bylaw - Church Properties

Calculation of Amounts based on 2019 Assessments and 2019 Rates

2019 Tax Rates			
	City	Other Auth.	Total
1	3.2033	3.0475	6.2508
6	10.7310	7.5956	18.3266
8	3.2033	3.7203	6.9236

Roll #	Registered Owner	Civic Address	Class	2019 Assessed Value	Sec 220 Statutory Exemption	Taxable Residence	Net Remain Assess	% exempt	2020 PROPERTY TAXES			
									City	Other Auth.	Estimated Tax Levy	
143.000	GRACE BAPTIST CHURCH	467 - 4th Street	8	224,100	(184,500)		39,600	100%	127	147	274	
313.100	ANGLICAN SYNOD DIOCESE OF B.C.	591 - 5th Street	8	1,021,000	(750,000)		271,000	100%	868	1,008	1,876	
341.000	ELIM GOSPEL HALL	566 - 5th Street	8	387,300	(233,300)		154,000	100%	493	573	1,066	
342.000	ELIM GOSPEL HALL	576 - 5th Street	1	244,300		approx 1/2 of land used for church parking (150,100)	94,200	100%	302	287	589	
346.000	ST. GEORGE'S CHURCH	505 - 6th Street	8	1,920,000	(1,723,000)		197,000	100%	631	733	1,364	
568.000	CENTRAL EVANGELICAL FREE CHURCH	765 McPhee Ave	6	636,100	(437,100)	Rezoned in 2018 from Industrial to church and assembly hall. Moved from 505 Fitzgerald	199,000	100%	2,135	1,512	3,647	
618.220	RIVER HEIGHTS CHURCH SOCIETY	2201 Robert Lang Drive	8	651,700	(248,400)	residential/commercial portion not exempt	(112,300) 291,000	100%	932	1,083	2,015	
1074.050	SALVATION ARMY CANADA WEST	1580,1590 Fitzgerald Ave	8	575,400	(483,700)		91,700	100%	294	341	635	
1166.000	LUTHERAN CHURCH	771 - 17th Street	8	609,400	(397,400)		212,000	100%	679	789	1,468	
1211.004	VALLEY UNITED PENTACOSTAL CHURCH OF BC	1814 Fitzgerald Avenue	8	466,500	(308,500)		158,000	100%	506	588	1,094	
1524.102	BISHOP OF VICTORIA - CATHOLIC CHURCH	1599 Tunner Drive	8	3,884,300	(3,629,300)		255,000	100%	817	949	1,766	
1594.000	KINGDOM HALL OF JEHOVAH WITNESSES	1581 Dingwall Road	8	945,700	(663,100)	church only/residence not exempt	(102,600) 180,000	100%	577	670	1,246	
1691.030	SEVENTH DAY ADVENTIST CHURCH	4660 Headquarters	8	370,900	(209,900)		161,000	100%	516	599	1,115	
1691.044	ANGLICAN SYNOD DIOCESE OF B.C.	4634 Island Hwy	8	210,900	(96,900)		114,000	100%	365	424	789	
1691.046	ANGLICAN SYNOD DIOCESE OF B.C.	1514 Dingwall Road	8	167,000		Cemetery	167,000	100%	535	621	1,156	
2005.000	LDS CHURCH	1901 - 20th Street	8	782,700	(368,700)		414,000	100%	1,326	1,540	2,866	
2005.000	LDS CHURCH-PRIVATE SCHOOL	1901 - 20th Street	6	839,000	(839,000)	private school	0	100%	-	-	-	
2017.034	FOURSQUARE GOSPEL CHURCH OF CANADA	1640 Burgess Road	8	2,874,000	(1,369,000)		1,505,000	100%	4,821	5,599	10,420	
2200.088	COURTENAY FELLOWSHIP BAPTIST CHURCH	2963 Lake Trail Rd	8	1,523,300	(1,251,300)		272,000	100%	871	1,012	1,883	
				\$ 18,333,600	\$ (13,193,100)		\$ (365,000)	\$ 4,775,500		\$ 16,795	\$ 18,474	\$ 35,269

SCHEDULE D

City of Courtenay

5 Year Bylaw - City Owned Properties

Calculation of Amounts based on 2019 Assessments and 2019 Rates

Bylaw No. 2801, 2014 in effect 2015-2019

2019 Tax Rates			
	City	Other Auth.	Total
1	3.2033	3.0475	6.2508
6	10.7310	7.5956	18.3266
8	3.2033	3.7203	6.9236

Roll #	Registered Owner	Civic Address	Use of Property	Comm Charter	LGA Ref: Class	2019 Assessed Value	S 220 Statutory Exemp	Net 2019 Assessed Value	% exempt	Permiss Ex. Assess. Value	PROPERTY TAXES			
											City	Other Authorities	Est 2020 Tax Levy	
City owned properties: Facilities operated for the City 100% Exemption														
29.002	City of Courtenay	580 Duncan Ave	Arts Centre/Gallery	224(2)(b)		6	2,441,000		2,441,000	100%	2,441,000	26,194	18,541	44,735
63.000	City of Courtenay	442 Cliffe Avenue	Sid Williams Theatre	224(2)(b)	341(2)(i)	6	1,721,000		1,721,000	100%	1,721,000	18,468	13,072	31,540
113.000	City of Courtenay	207 - 4th St	Courtenay & District Museum	224(2)(b)	341(2)(i)	6	1,674,000		1,674,000	100%	1,674,000	17,964	12,715	30,679
113.000	City of Courtenay	207 - 4th St	Courtenay & District Museum	224(2)(b)	341(2)(i)	8	362,000		362,000	100%	362,000	1,160	1,347	2,506
261.006	City of Courtenay/ Nature Trust of BC	559 3rd Street	McPhee Meadows	224(2)(b)	341(2)(b)	1	656,000		656,000	100%	656,000	2,101	1,999	4,101
1200.000	City of Courtenay	2040 Cliffe Ave	Courtenay Marina Society	224(2)(b)	341(2)(b)	6	915,000		915,000	100%	915,000	9,819	6,950	16,769
1200.000	City of Courtenay	2040 Cliffe Ave	Courtenay Marina Society			8	128,000		128,000	100%	128,000	410	476	886
1941.000	City of Courtenay	100 - 20th St	Courtenay Airpark Society	224(2)(b)	341(2)(b)	6	8,594,000		8,594,000	100%	8,594,000	92,222	65,277	157,499
							\$16,491,000		\$ 16,491,000		\$ 16,491,000	\$ 168,338	\$ 120,377	\$ 288,715

City of Courtenay

10 Year Bylaw - Island Corridor Foundation

Calculation of Amounts based on 2019 Assessments and 2019 Rates

2019 Tax Rates			
	City	Other Auth.	Total
2	22.4231	20.0852	42.5083
6	10.7310	7.5956	18.3266

Current Bylaw in effect 2012-2021. Bylaw No. 2802, 2014

Roll #	Registered Owner	Civic Address	Use of Property	Comm Charter	LGA Ref:	Class	Net 2019 Assess	% exempt	Assessed Value of Exemption	PROPERTY TAXES		
										City	Other Authorities	2020 Est Tax Levy
467.000	Island Corridor Foundation		railway corridor	224(2)(a)	341(2)(b)	2	39,100	100%	39,100	877	785	1,662
467.100	Island Corridor Foundation		railway corridor	224(2)(a)	341(2)(b)	2	8,400	100%	8,400	188	169	357
613.100	Island Corridor Foundation		railway corridor	224(2)(a)	341(2)(b)	2	6,900	100%	6,900	155	139	293
1012.205	Island Corridor Foundation	South Courtenay Boundary Extension 2013	railway corridor	224(2)(a)	341(2)(b)	2	280,000	100%	280,000	6,278	5,624	11,902
2154.000	Island Corridor Foundation	Cumberland Road	railway corridor	224(2)(a)	341(2)(b)	2	333,100	100%	333,100	7,469	6,690	14,160
2154.001	Island Corridor Foundation		railway corridor	224(2)(a)	341(2)(b)	6	7,800	100%	7,800	84	59	143
2154.003	Island Corridor Foundation		railway corridor	224(2)(a)	341(2)(b)	6	245,000	100%	245,000	2,629	1,861	4,490
2154.013	Island Corridor Foundation	Island Corridor Foundation	railway corridor / Train Station	224(2)(a)	341(2)(b)	2	3,200	100%	3,200	72	64	136
2154.013	Island Corridor Foundation	Island Corridor Foundation	railway corridor / Train Station	224(2)(a)	341(2)(b)	6	360,200	100%	360,200	3,865	2,736	6,601
							\$ 1,283,700		\$ 1,283,700	\$ 21,617	\$ 18,127	\$ 39,745

Legal Department

His Workship Mayor Bob Wells
Mayor of the City of Courtenay
830 Cliffe Avenue
V9N 2J7
CANADA

Paris La Défense, 12 July 2019

Re: Your letter dated March 20, 2019 on Accountability for the costs associated with climate change in Courtenay, British Columbia Canada

Dear Mr. Mayor Wells,

We acknowledge your letter of March 20, 2019 outlining the efforts of your community to respond to climate change through your Official Community Plan and your concerns about the costs related to the impacts of climate change. We appreciate your proposal to exchange on climate change matters and with this in mind we are happy to summarise below our efforts in this area. Our ambition on climate change matters is described more fully in a dedicated report on the integration of climate in our strategy, which was published for the third time in September 2018¹ (enclosed). It details how we have integrated the climate change challenges into our overarching strategy.

TOTAL is fully aware of the challenges represented by climate change and has acknowledged the link between greenhouse gases and climate change publicly for several decades. For many years TOTAL has integrated climate change concerns into the development of its overall strategy. This strategy takes into account the International Energy Agency's projections for a scenario below 2°C (Sustainable Development Scenario).

TOTAL's challenge is to increase access to affordable energy to satisfy the needs of a growing population, while providing concrete solutions that will help limit the effects of climate change and supply an energy mix that progressively decreases in carbon intensity.

In 2011, we began investing significantly in renewable energies. Indeed, the acquisition of a majority shareholding in SunPower in 2011 has positioned TOTAL amongst the leaders in the solar industry and the acquisition of Saft, in 2016, added energy storage solutions to TOTAL's portfolio which are a necessary complement to renewable energies. In September 2017, TOTAL pursued its steady growth in low-carbon businesses by taking a shareholding in EREN RE, a French renewable power company (renamed Total Eren) and with the acquisition of GreenFlex, a company specialized in energy efficiency.

.../...

¹ https://www.total.com/sites/default/files/atoms/files/total_climat_2018_en.pdf

We focus on five major drivers:

1. Improved operational efficiency to reduce our emissions by optimizing the energy usage of our facilities.
2. Expansion across the integrated gas value chain: we believe that natural gas is key for combating global warming while ensuring supply for the growing energy demand. TOTAL expects natural gas to make up as much as 60% of our oil and gas mix by 2035.
3. Integrated growth in low-carbon electricity from power generation to storage and sales to the final customer.
4. Promotion of sustainable biofuels: renewable resources with low carbon emissions, biofuels are essential to decrease emissions, especially in transport. After having been a pioneer in biofuels for more than 20 years, TOTAL is now the European leader in this area.
5. Carbon sinks: TOTAL is promoting CCUS, as we consider CCUS to be one of the key factors in combating global warming. In the longer term, TOTAL is committed to preserving and restoring the ability of ecosystems (forests in particular) to act as carbon sinks.

TOTAL is committed to optimizing the energy we consume in our operations. We set an objective to reduce the greenhouse gas emissions of our operated oil and gas facilities from 46 MtCO₂e in 2015 to less than 40 MtCO₂e in 2025. We have committed for our Exploration & Production activities to eliminate routine flaring by 2030. Additionally, we have applied an internal carbon price when launching our projects since 2008.

A distinction must be made between emissions resulting directly from our activities and those which arise from the use of products sold. We have recently created a tool to evaluate the overall carbon intensity of those energy products used by our customers. This metric indicates the average greenhouse gas emissions from the use of our products from time they are produced in our facilities to their end use by the consumer. Our ambition is that such carbon intensity is reduced by 15% between 2015 – the date of the Paris Agreement- and 2030. In the longer term, beyond 2030, our ambition is to pursue these efforts and to accelerate them as new technologies become available and public policies are put in place to promote a reduction of 25% to 35% by 2040.

Within the policy and regulatory framework shaped by governments, TOTAL invests heavily in research and development to design low-carbon solutions.

As an international energy company, TOTAL has always strictly observed all laws and regulations applicable to its activities.

We remain open to dialogue should you wish to further discuss our strategy and actions regarding energy and climate, please do not hesitate to contact us.

Yours faithfully,



Mary Begg-Saffar
Corporate Legal Affairs Division
Head of HSE & Social Responsibility

Enclosure (1): "Integrating Climate Into Our Strategy", September 2018

Office of the Chair

600 Comox Road, Courtenay, BC V9N 3P6
Tel: 250-334-6000 Fax: 250-334-4358
Toll free: 1-800-331-6007
www.comoxvalleyrd.ca



File: 6120-01

August 7, 2019

Sent via email only: jward@courtenay.ca

Mayor and Council
City of Courtenay
830 Cliffe Avenue
Courtenay, BC V9N 2J7

Dear Mayor and Council,

Re: Memorandum of Understanding with Ministry of Transportation and Infrastructure

At the July 30, 2019 regular meeting, the Comox Valley Regional District (CVRD) Board ratified an agreement with the Ministry of Transportation and Infrastructure (MOTT) concerning planning and implementation of active transportation infrastructure within the unincorporated areas of the Comox Valley. As active transportation is becoming an increasingly important element of the Comox Valley's overall transportation system, this letter serves to share this agreement with you for your information.

The attached Memorandum of Understanding has been developed in response to interest across Vancouver Island and the Sunshine Coast to create consistency in how regional districts approach the planning and development of active transportation infrastructure within unincorporated areas, those areas being outside of municipal boundaries. This agreement with the MoTI establishes a cooperative set of principles to be used for the planning and implementation of such infrastructure within the MoTI road dedication. The intent is to standardize the process used between the CVRD and MoTI to deliver safe and effective active transportation infrastructure to the Comox Valley.

We look forward to utilizing this agreement to further deliver active transportation projects that benefit all residents of the Comox Valley. If you have any questions regarding the agreement or CVRD projects, please contact Doug Demarzo, Acting General Manager of Community Services at 250-334-6053 or ddemarzo@comoxvalleyrd.ca

Sincerely,

A handwritten signature in black ink, appearing to read 'Arzeona Hamir', is written over a printed name and title.

Arzeona Hamir
Vice Chair

Enclosure: Active Transportation Infrastructure MOU

cc: David Allen , Chief Administrative Officer, City of Courtenay
Russell Dyson, Chief Administrative Officer
Doug DeMarzo, Acting General Manager of Community Services

MEMORANDUM OF UNDERSTANDING

This Memorandum of Understanding made the _____ day of _____, 2019.

AMONG:

Comox Valley Regional District
600 Comox Road, Courtenay, BC
V9N 3P6 (“CVRD”)

AND:

HER MAJESTY THE QUEEN IN RIGHT OF THE PROVINCE OF BRITISH COLUMBIA

As represented by the Ministry of Transportation and Infrastructure,
PO Box 9850, Stn. Prov. Govt.
Victoria, BC VAW 9T5
(the “MoTI”)

WHEREAS:

- a. The Parties value active transportation, the health and wellness of the community and linking communities;
- b. The Parties recognize that the Ministry is vested with the administration and operation of the highways;
- c. MoTI recognizes and acknowledges that the CVRD is a public body with an interest in providing for public uses of lands comprising provincial public highway provided that such uses comply with applicable policies respecting the operation of provincial public highways including that such uses do not interfere with the integrity of the provincial public highway infrastructure and the primary operation of the provincial public highways as safe and efficiently functioning public highways;
- d. MoTI acknowledges that it can stream line and expedite its permitting process for use of highways under its jurisdiction when dealing with a public body such as the CVRD;
- e. The CVRD has requested the ability to place ATI adjacent to the roadway and within the provincial public highway; and Parties recognize the need to work cooperatively to achieve safe active transportation but that the intent of this MOU is establish a cooperative set of principles to allow for placement of ATI by the CVRD to be permitted under future specific agreements in a manner that is consistent with the shared values and desire to cooperate, that is set out herein;

NOW THEREFORE,

DEFINITIONS:

1. In this MOU:

“ATI” – means Active Transportation Infrastructure as described in this MOU.

“provincial public highway” – means the lands and infrastructure administered by the MoTI and comprising a “highway” as defined in the *Transportation Act*, including rural highway, arterial highways or highways referred to in section 35(2)(f) of the Community Charter, and for greater certainty includes without limitation lands whether or not improved in part or at all for public passage.

“roadway” – means the parts of the provincial public highway that are comprised of constructed road infrastructure including without limitation, those parts of the provincial public highway required for purposes of maintaining and facilitating the integrity of and the safe and efficient functioning of the road infrastructure whether or not used for vehicular traffic.

PURPOSE:

2. This Memorandum of Understanding (“**MOU**”) sets out the general understandings and processes of the CVRD and the MoTI as of the date of this MOU, regarding the implementation of ATI, which generally includes:
- (a) Gravel Pathways/Trails adjacent to the roadway
 - (b) Multi Use Pathways adjacent to the roadway
 - (c) Sidewalks adjacent to the roadway
 - (d) Widened shoulders in support of ATI connections
3. This MOU is non – binding and is subject to any and all applicable laws. Nothing in this MOU is intended to or does fetter the exercise of statutory discretions or statutory authorities applicable to the matters contemplated in this MOU.

KEY PRINCIPLES:

4. The MoTI and the CVRD have been working collaboratively in unincorporated areas to consider and where reasonably appropriate permit and construct regional trails, pathways and other ATI within provincial public highway with the intent being that this will be implemented through project specific agreements for ATI projects under the guidelines described herein, which are to be developed in a mutually cooperative manner.

5. The CVRD wishes to develop a framework to support where reasonably appropriate, the implementation of consistent processes to guide the planning, design, approval, construction and ongoing responsibility for ATI adjacent to roadways.
6. The CVRD will work with other Regional Districts that comprise Vancouver Island Coastal Communities to promote consistency in liaising with the MoTI in its consideration of ATI proposals and administration and implementation of provincial review processes.
7. The MoTI will work, subject to and in conformance with applicable laws, with the CVRD and other Regional Districts to review proposed ATI within provincial public highway.

ROLES:

8. The MoTI is vested with the administration and operation of provincial public highways and as part of this mandate reviews and may approve proposed ATIs within provincial public highways.
9. The CVRD is representative, of rural areas of the Comox Valley, outside of the municipalities of the City of Courtenay, the Town of Comox, and the Village of Cumberland and as part of its mandate wishes to develop ATI for the benefits of its residents.
10. CVRD desires increased use and occupation of provincial public highway for ATIs and acknowledges that any such proposed use and occupation of provincial public highway must take into consideration and reflect provincial interests and requirements including interests and requirements relating to the preservation of the highway infrastructure and the safe and efficient functioning of the provincial public highway for ATIs.
11. CVRD are prepared to be responsible for the planning, design, construction, operation, maintenance and repair of ATIs and the CVRD shall contribute staff time, background studies and mapping to work cooperatively on same. The intention of the parties when dealing with future ATI projects proposed by CVRD is to act reasonably and cooperatively to achieve an efficient and effective process, in accordance with the principles in this MOU.
12. CVRD are prepared to have and maintain an ATI priority projects program that will be shared with and reviewed annually with MoTI.
13. MoTI will share and annually discuss the district rehabilitation, safety and minor betterments program with the CVRD.

14. The MoTI is mindful of the public interest in ensuring the provincial investments, financial and otherwise, in preserving the safe and efficient functioning of provincial public highways while acknowledging the interest of the CVRD to promote the location of ATIs within provincial public highways.

REGIONAL TRAIL PLANNING AND DESIGN:

15. MoTI and CVRD acknowledge that ATI proposals must be consistent, among other things, with the applicable laws, policies and requirements including interests and requirements relating to the preservation of the highway infrastructure and the safe and efficient functioning of the provincial public highway.
16. CVRD and MoTI acknowledge that among other factors that are to be taken into account in considering ATIs, there is a shared view that ATIs are generally to be located in locations sufficiently separated from roadways as to enable and where feasible maximize the integrity and the efficient functioning of the provincial public highway and the safety of person on and in the vicinity of provincial public highway and the ATI.
17. CVRD acknowledge that ATI planning and design are to be consistent with and align with, amongst other things, Provincial highway corridor planning studies and goals and with the ATI Planning and Approvals Guidelines Document and are to be carried out in a manner and by adopting timelines that reasonably enable the meaningful involvement of MoTI staff.
18. MoTI and CVRD acknowledge that numerous and varied factors including, without limitation, site specific circumstances and constraints, will apply to considering appropriate locations for ATIs and that as a result there may be an approach in considering and, if approved, approving proposed ATI`s that is phased to allow for, amongst other things, incremental identification and resolution of issues including without limitation issues relating to the elaborate nature of ATI`s and the distancing of ATI`s from roadways. Without limiting MoTI`s discretion, the parties agree that future guidelines will be developed by MoTI in consultation with the CVRD, which may then be used in the design, operation and maintenance of ATI.
19. The MoTI retains the right to reject or refuse approval for any ATI proposal at its discretion.

PROCESS:

20. CVRD and MoTI acknowledge that existing review and approval processes including without limitation, MoTI process for considering applications for permit and licence of occupation proposals, will apply and should be followed for ATI proposals, including submission of ATI proposals to the appropriate local MoTI Office Development Services department.
21. MoTI, at its discretion, and taking into account the relevant factors relating to each ATI proposal, may determine whether, if approved, a permit or licence of occupation is to apply to implementation of the ATI proposal.

MEETING:

22. CVRD and MoTI intend that they will meet whenever a meeting is reasonably necessary or requested by the other party to deal with specific ATI projects and at least on an annual basis to discuss general matters and any upcoming highway and ATI plans, review operations on existing ATI on provincial public highway and review the terms of this MOU.
23. CVRD and the MoTI intend to meet as may be reasonably required to discuss ATI and to cooperate in scheduling such meetings to achieve positive progress towards the objectives in this MOU.

CONTACTS:

24. The provincial lead contact with the CVRD is the MoTI District Manager, [Lower Mainland District].
25. The provincial lead contact for CVRD Regional District members is the local MoTI office.
26. The CVRD Regional District lead contact is the Manager of Parks.

[Execution Page Follows]



LUSH VALLEY

July 11th, 2019

Attn: Mayor and Council, City of Courtenay

RE: Request for a Courtenay City Councilor to sit as a member for one, two-year term on the Comox Valley Regional Food Policy Council

Term: September 2019- August 2021 (with possibility of another term extension)

This letter is a formal request to Mayor and Council to support the appointment of one counselor to sit on the new Comox Valley Regional Food Policy council for a 2 year term starting late September 2019.

The purpose of the CV regional food policy council is to help support regional, municipal and territorial governments and community leaders to include food systems policy where appropriate in planning process and initiatives and specifically to look towards best practices in supportive food policy in the areas of local food production, food security and food systems education for the region.

This request comes as a follow up from the delegation presented to Council on Nov 19th, 2018 where the idea was first introduced. Since then the CVRD BOD has passed a motion to support the establishment of such a council in principal as well as providing funds through their Grant-In-Aid to support it's establishment.

I have attached the draft Terms of Reference for review. Please don't hesitate to contact me should you require further information in order to support this decision.

Thanks so much for your consideration,

Maurita Prato, Executive Director LUSH Valley Food Action Society

LUSH Valley Food Action Society
T: 250-331-0152
E: admin@lushvalley.org
PO Box 20008, Courtenay, BC V9N 0A7
CRA # 866653637RR0001

Draft CV Food Policy Council Terms of Reference- May, 2019

Draft Vision:

By 2040, across the Comox Valley Regional District our food system will be economically viable and ecologically sustainable; our community will grow, harvest, process, preserve, and distribute the majority of food for its members while eliminating waste. All members of the Comox Valley will have access to, and the knowledge to prepare healthy local foods and have access to enough nutritious, safe, ecologically sustainable, and culturally appropriate food at all times.

Format:

The Comox Valley Regional Food Policy Council (CVFPC) is a Hybrid Model with Indirect Links to Government (Category 3 in Municipal Food Policy Entrepreneurs by MacRae and Donahue, 2013, pg. 10 http://www.ensser.org/fileadmin/files/2013_MacRae%26Donahue.pdf).

These food policy initiatives are a hybrid of civil society organizations and government (not an official committee of Comox Valley Regional District) with significant linkages to local government via departments and government staff, with financial support from a mix of sources.

This format allows us the benefit of blending municipal and civil society organization resources (i.e. funding, additional regional and national support) and expertise, and allows for a more flexible agenda.

Examples of communities that use this model are Kamloops, BC and Hamilton, ON and Squamish BC <http://www.squamishfoodpolicycouncil.com/>. And Kamloops website here: <http://kamloopsfoodpolicycouncil.com/>

- The Food Policy Council is its own entity (not a committee of a municipal or regional government)
- The Food Policy Council provides input to all 4 municipal/regional governments and staff about issues of concern (and to K'òmoks First Nation if requested)

- The Food Policy Council considers any matters which may be referred to the Policy Council by local, regional or K'òmoks First Nation
- The Food Policy Council may take positions on policy initiatives from other levels of government within the mandate of the Policy Council

The proposed goals of the CVFPC support the processes and goals outlined in the CVRD BOD Priority Chart for 2019/2022. The CVFPC is interested in providing input into the Regional Growth Strategy and the Comox Valley Sustainability Strategy

Planning, reporting and outreach:

The Policy Council:

- Produces an annual work plan with specific objectives by no later than April of each year, in consultation with CVRD and local government representatives.
- Submits an annual report to municipal, regional governments and other stakeholders describing its accomplishments for the year, including reference to each objective set out in their annual work plan and any arising issues to which the Policy Council has responded
- Works co-operatively with other agencies whose activities affect constituent communities, including initiating and developing relevant projects.
- Acts as a resource for staff engaging in public involvement processes and civic events.
- Exchanges information with the constituent communities and the general public about relevant programs and issues of interest
- Engages in outreach to disseminate information and encourage participation from constituent communities
- May support groups developing projects to enhance the food system

Membership:

- Members must endorse the vision, priorities and goals of the Council and have skills, knowledge, experience or a genuine interest in at least one area of the food system. Areas of focus include but are not limited to: Food Security, Local Food Economy, Food Literacy and Food Systems Education.

Membership Structure:

LUSH Valley will have one staff position to help coordinate and administer the Council.

The CVFPC will include a minimum of 10 and no more than 18 members that represent diversity across the food system, as well as local government representatives. Each member is asked to commit to a 2 year term on the Council.

- Komoks First Nation (1 position)
- CVRD Director (1 position)
- City of Courtenay (1 position)
- Town of Comox (1 Position)
- Village of Cumberland (1 position)
- Food distributor/larger food retailer (1 position)
- Mid Island Farmers Institute (1 position)
- Comox Valley Farmers Institute (1 position)
- Community (This could include a member of CVEDS and/or members of the planning community and/or individual from seniors organization up to 4 positions)
- Vancouver Island Health Authority or Community Health Network (1 position)
- Youth (1 positions)
- Food Charity (1 positions)
- Local food business (1 position)
- School District 71 or NIC (1 position)
- Lush Valley (1 position)

The Council's membership should reflect the Comox Valley's diverse population, including, but not limited to, ethno-racial, faith, gender, mental ability, physical ability, literacy/educational level, age, sexual orientation, rural/urban residency and socioeconomic circumstances.

Meeting frequency:

The Policy Council meets at *_(location TBD)_*, but not more than 12 times a year.

Currently, the Policy Council meets on *(date TBD)_* of each month at *(time TBD)_*pm in the.

Members of the public are welcome to attend the meetings.

Time commitment

Outside of meetings, members should expect to spend 2 hours on email and other correspondence, report writing, and background reading. Preparation time for all meetings is required.

Attendance requirement

Members may miss no more than four consecutive meetings without obtaining leave of absence from the Policy Council. Membership will be terminated following the fourth such absence.

DATE: June 4, 2019**FILE:** 0530-20**TO:** Chair and Directors
Committee of the Whole**FROM:** Russell Dyson
Chief Administrative OfficerSupported by Russell Dyson
Chief Administrative Officer*R. Dyson***RE: Comox Valley Food Policy Council****Purpose**

To provide information concerning the proposed creation of a Comox Valley Food Policy Council (CVFPC).

Recommendation from the Chief Administrative Officer:

1. THAT the Comox Valley Regional District (CVRD) endorse the formation of the Comox Valley Food Policy Council (CVFPC) and direct staff to identify opportunities for collaboration with the CVFPC, once established, in support of CVRD services and strategic priorities and provide in-kind assistance as requested by the CVFPC (i.e. provision of meeting space).
2. THAT Electoral Area Director _____ (appointee) and Electoral Area Director _____ (alternate) representing the Comox Valley Regional District be appointed to the Comox Valley Food Policy Council for the remainder of the 2018 - 2022 term of office;

AND FURTHER THAT remuneration and expenses be paid provided remuneration and/or expenses are not paid directly by the external organization.

Executive Summary

- In follow up to the March 12, 2019 delegation from the Lush Valley Food Action Society, the Comox Valley Regional District (CVRD) Board passed a resolution at the April 30, 2019 meeting providing support in-principle for the concept of a CVFPC and directing staff to report back with further information.
- Staff have engaged with Maurita Prato, Executive Director, Lush Valley Food Action Society, to discuss the council's establishment and potential points of partnership and collaboration with the CVRD.
- The CVFPC is proposed as an independent, non-governmental body and as such, is not being approached as a CVRD service or advisory committee at this time. The CVFPC would be administratively delivered/supported by the Lush Valley Food Action Society. Appointments of a member and alternate representing the CVRD Electoral Areas is proposed.
- Food Policy Councils are relatively commonplace throughout much of the province and across the country, providing a forum for community and food system stakeholders to work collaboratively to examine the operation of the local food system and provide ideas and policy recommendations for how it can be improved.
- The Terms of Reference for the CVFPC is provided for information (Appendix A).

- The formation of a local Food Policy Council has the potential to provide significant value and synergies with CVRD and other local government initiatives including, but not limited to, food security, sustainability, solid waste management, water supply, emergency planning, economic development, local area land use planning and Regional Growth Strategy (RGS).
- Formal arrangements for funding and other support of the CVFPC has not been solidified. A total grant-in-aid of \$10,000 has been provided for 2019 from Electoral Area B (Function 121), and Electoral Area C (Function 122). Through collaboration with staff and reporting to the CVRD and other local governments, further consideration of a framework for stable funding and other support of the CVFPC is anticipated.

Prepared by:

J. Martens

Jake Martens
 Manager of Legislative
 Services

Concurrence:

Alana Mullaly
 Senior Manager of
 Sustainability and
 Regional Growth Strategy

Concurrence:

J. Warren

James Warren
 General Manager of
 Corporate Services

Stakeholder Distribution (Upon Agenda Publication)

Lush Valley Food Action Society	✓
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Background/Current Situation

At the April 30, 2019 meeting, the CVRD Board passed the following resolution:

THAT the Comox Valley Regional District (CVRD) Board support in principle the concept of a Comox Valley Food Policy Council (CVFPC);

AND FINALLY THAT the CVRD collaborate with the CVFPC in regards to its establishment with the terms of reference and other matters such as funding and in-kind support being brought back for board consideration.

Following the Board’s direction in April, staff engaged with Maurita Prato, Executive Director, Lush Valley Food Action Society, to discuss the council’s establishment and potential points of partnership and collaboration with the CVRD.

While the Comox Valley possesses a very active and engaged agricultural sector highlighted by the existence of two farmers’ institutes and a firmly established farmers’ market, a formal food policy council has not been established. As opposed to representing only food producers, food policy councils serve to bring together stakeholders from across the entire food system, including educators, processors, regulators, distributors and others, to examine the local food system and provide ideas, actions, and policy recommendations on how to improve it. While food systems are not a typical local government service or regulatory realm, food is implicated in land use planning, waste management, emergency planning, transportation, and many other government influenced and controlled areas.

Food policy councils have been established in many regions throughout the province, including: qathet, Squamish-Lillooet, Thompson Nicola, Okanagan, Kootenays and Metro Vancouver. These and other councils are operated under a variety of structures or models of governance ranging from being directly embedded within a local government to operating completely independently.

As outlined in their March 12, 2019 delegation to the Committee of the Whole, the CVFPC is being proposed as a “Category 3” hybrid model, with independent status but indirect links to Comox Valley local governments. An excerpt from the report entitled “Municipal Food Policy Entrepreneurs – Forms of Municipal Food Policy Activity” is provided in Appendix C of this report which details this model and the other categories of Food Policy Council structures.

The proposed structure means that the CVFPC would have no formal attachment to the CVRD or other local governments but instead have ongoing linkages with local government staff and elected officials. Local government representation on the CVFPC would be maintained and periodic informal assignment of staff resources would be provided where services and projects aligned.

A total grant-in-aid of \$10,000 has been provided for 2019 from Electoral Area B (Function 121), and Electoral Area C (Function 122) for the CVFPC. As the CVFPC would be administratively delivered by the Lush Valley Food Action Society, it is understood that the society has and will continue to be advancing grant applications in support of the CVFPC. Ongoing funding is acknowledged as a common challenge for Food Policy Councils established under this structure. Through collaboration with staff and reporting to the CVRD and other local governments, further consideration of a framework for stable funding and other support of the CVFPC is anticipated.

With respect to activities of the CVFPC, the attached (Appendix A) Terms of Reference describes the proposed goals, as well as planning, reporting and outreach. Potential activities include: public education, research, food system assessments, local government policy recommendation, food program coordination and advocacy. The CVFPC Background and Proposed Timeline document is provided in Appendix B and also references potential collaboration and work on CVRD specific initiatives, such as the Comox Valley Sustainability Strategy score-card and RGS objectives. These matters are discussed further in the latter part of this part.

As an independent organization, the CVFPC would not rely on local government referrals of food-related projects or other agricultural matters but operate more proactively on issues and matters it deems of importance. Such work may result in recommendations to the CVRD and other Comox Valley local governments that inform and enable policy development and implementation concerning matters within their respective jurisdiction.

Policy Analysis

Board policies allow for the appointment of regional district representatives to external organizations. In context of this report, representation on the CVFPC is deemed to be beneficial to the board as it allows for connectivity between the board and the council and its diverse members. In addition to political representation, informal staff connection to and support of the CVFPC is important when policy issues or projects align between the CVFPC and a local government.

Options

Options available are as follows:

1. Receive this staff report and take no action.
2. Endorse the formation of the CVFPC and appoint a director (staff recommendation).
3. Receive this staff report and direct an alternative action or request.

Financial Factors

As the CVFPC is proposed to be established as an independent, non-governmental body and is not being approached as a CVRD service or advisory committee, there are no direct financial impacts associated with this report at this time.

Limited staff time is anticipated to be contributed periodically in support of projects and initiatives that are of shared interest to both the CVRD and the CVFPC. Examples of such work includes: information sharing, delivery of presentations and support of grant applications.

The CVRD may also contribute in-kind support, such as meeting space. The boardroom and other CVRD owned meeting spaces may be utilized provided that a staff member or elected official attends the meeting.

Legal Factors

Board appointments to external organizations are generally at the discretion of the Board and further enabled by Board policy.

The Conflict of Interest Exceptions Regulations have limited the legal risks associated with elected representatives being appointed by their respective local governments to external bodies. The regulation generally provides that elected officials are not in a pecuniary conflict simply by virtue of their appointment when discussing and voting on matters concerning the society or corporation at their respective meetings. Board appointments to external organizations should still be considered with caution and with relevance to the corporate strategic priorities to avoid potential issues.

Regional Growth Strategy Implications

The RGS identifies support for, and enhancement of, the agriculture and aquaculture sectors and local food security as a core policy area (Goal 6, Food Systems). Based on the suggested terms of reference (Appendix A), a food policy council could serve to assist in achieving the food-related objectives of the RGS through public education initiatives, advocacy work, and the provision of “subject matter expert” feedback on relevant local government policy and program initiatives. Information and data collected by the Food Policy Council could also feed into the CVRD’s planned efforts to evaluate and monitor progress on food-related RGS objectives.

Intergovernmental Factors

As an independent, non-governmental body, the CVFPC is able to work collaboratively with the CVRD and all of its member municipalities. Establishing such arrangements is the responsibility of the Lush Valley Food Action Society and the CVFPC once it’s established.

Interdepartmental Involvement

Corporate Services and Planning and Development Services have collaborated in the development of this staff report.

Citizen/Public Relations

None.

Attachments: Appendix A – Comox Valley Food Policy Council Terms of Reference
 Appendix B – Comox Valley Food Policy Council Background and Proposed
 Timeline
 Appendix C – Excerpt from Municipal Food Policy Entrepreneurs – Forms of
 Municipal Food Policy Activity

Terms of Reference for the Comox Valley Regional Food Policy Council- May, 2019

Draft Vision:

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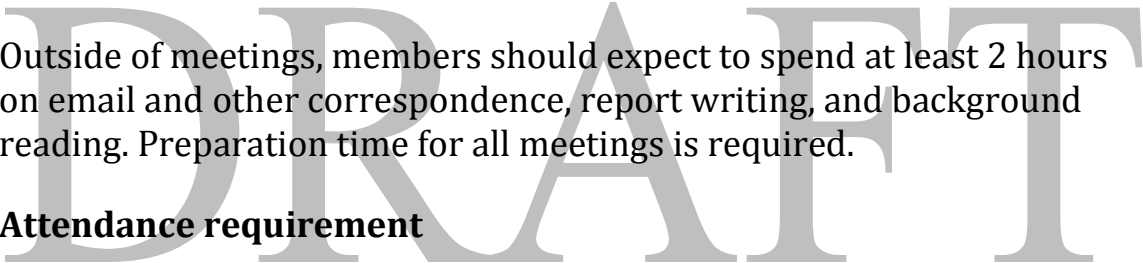
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Comox Valley Food Policy Council (CVFPC) Background and Proposed Timeline

Last updated: May 26th, 2019

What is Food Policy?

A food policy is any decision, program or project that is endorsed by a government agency, business, or organization which affects how food is produced, processed, distributed, purchased, protected and disposed of. Food policy operates at the global, national, provincial, regional, local and institutional levels. World Trade Organization regulations, welfare policies, farm subsidies and labelling standards are some examples of higher-level policies that influence the food system.

At the local and municipal level, examples of food policies include:

- The regulatory requirements placed on someone planning to open a food-based business;
- Food purchasing decisions of institutional buyers and how they relate to the use of locally produced items;
- Amending bylaws to support urban agriculture (i.e. greenhouses and farm stands)

What is a Food Policy Council?

Food Policy Councils (FPCs) are comprised of individuals from all aspects of a local food system. A Food Policy Council is an innovative collaboration between citizens and government officials. The goal is to provide a forum for advocacy and policy development that works towards the creation of a food system that is ecologically sustainable, economically viable and socially just. The primary goal of many Food Policy Councils is to examine the operation of a local food system and provide ideas and policy recommendations for how it can be improved.

Proposed Timeline:

Throughout: Exploring funding strategies (e.g. collaborating with other organizations and levels of government) and organizational fundraising to support the coordination of the CVFPC and to increase staff capacity for food system planning and coordination at the local government level.

Spring of 2019:

1. Prior to Spring 2019- consultation with food policy and food policy council leaders across the province, engagement with local food systems leaders regarding the formation of a CVFPC.
2. Delegations to local, regional and First Nations governments

3. Obtaining support in principal from CVRD BOD to move forward with the development of a Comox Valley Regional Food Policy Council (CVFPC).
4. Creating a draft Terms of Reference (TOR) and background documents for the proposed CVFPC, presented to the CVRD BOD for comment.
5. Integrated comments and finalized working TOR and timeline documents to be used in report to CVRD BOD.
6. Consulting with Food Policy Councils across BC to choose best practices for recruitment and vetting of members.

Summer of 2019:

Recruitment and vetting of CVFPC members, as follows:

The CVFPC will include a minimum of 10 and no more than 18 members that represent diversity across the food system, as well as local government representatives. Each member is asked to commit to a 2 year term on the Council.

- Komoks First Nation (1 position)
- CVRD Director (1 position)
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- Youth (1 positions)
- Food Charity (1 positions)
- Local food business (1 position)
- School District 71 or NIC (1 position)
- Lush Valley (1 position)

Fall 2019:

2. Launching the CVFPC- public announcement and first meeting
3. Revisiting the CVFPC Terms of Reference and Priorities of the first year of the CVFPC
4. Provide feedback and reporting to support the development of a score-card for the Food System section of the Comox Valley Sustainability Strategy.
5. Provide input and guidance on the agriculture and food strategy as requested

6. Annual reporting to local level governments and publicly on the accomplishments of the CVFPC

2020 (some items may continue ongoing or beyond 2020):

1. Review and create a resource report on the best policies and practices that other communities have implemented to increase local food production.
2. Undertake a comprehensive food system assessment to identify assets, ways to increase production capacity and overall food security issues
3. Within the Regional Growth Strategy planning process and as part of Official Community Plan reviews, develop parallel policies to manage growth and preserve farmland for farming with a focus on food production farming (through appropriate mechanisms for feedback or as these planning processes open up).
4. Additional priorities as identified by members of the CVFPC and/or local governments (including K'òmoks First Nation)
5. Advises Council and staff on a Comox Valley Food Strategy as it is developed, implemented and updated.

Regional Guiding Documents and Food Security and Sustainability:

Regional Growth Strategy:

Overall Objective: To support and enhance the agricultural and aquaculture sectors and increase local food security.

1. Objective 6-A: Protect land for existing and future agriculture and associated activities and allow for the growth and expansion of such activities.
2. Objective 6-B: Protect shoreline areas for existing and future aquaculture and associated activities
3. Objective 6-C: Improve and expand agricultural irrigation practices and infrastructure
4. Objective 6-D: Increase farming activity in the Comox Valley
5. Objective 6-E: Raise awareness of the regional importance of the local food system

Comox Valley Sustainability Strategy local food production targets:

Objective 6.1.1: Increase the personal and commercial production of local food for local consumption.

TARGET: % of fresh produce consumed in the Comox Valley that is produced in the region: 2020 ~ 25%

2030 ~ 40%; 2040 ~ 55%; 2050 ~ 60%

TARGET: % of dairy consumed in the Comox Valley that is produced in the region:
2020 ~ 100%

TARGET: % of protein (beef, pork, venison, poultry, bison, seafood, eggs, dairy, nuts and vegetable based protein) consumed in the Comox Valley that is produced in the region: 2020 ~ 25%; 2030 ~ 33%; 2040 ~ 40%; 2050 ~ 45%

Comox Valley Sustainability Strategy and the formation of a CVFPC:

The formation of a CVFPC is the first action listed in the food security section of the CVSS. The suggestion is that the CVRD and local municipal governments are in the best position to take the lead in implementing the CVFPC.

“a. In partnership with local community organizations, the CVEDS, establish a Comox Valley Food Policy Council (CVFPC) to lead the work on a sustainable food system in a multi-stakeholder manner. The CVFPC would be the central coordinating agency across governments, other agencies and community groups to lead the development of food strategies, research on food issues, connecting food stakeholders and other roles. Local governments need to allocate basic initial funding until the CVFPC can establish its own sources of funding.”

Draft

SIX FORMS OF MUNICIPAL FOOD POLICY ACTIVITY

The level of municipal food policy activity across the country surpassed our expectations. The diversity of initiatives is exceptional. Using academic literature, website reviews, surveys of organizational leaders, and phone interviews, we have categorized this diverse activity in the following six ways⁵ (Figure 2). Table 1 summarizes our findings and we have posted

a full analysis at www.tfpc.to/canadian-food-policy-initiatives. Our categorization is primarily organized around the differences, often nuanced, in the structural and resourcing arrangements food policy groups have with local and regional governments. The nuances, however, appear to have an impact on successes and challenges, as we explain later in the report.

■ CATEGORY 1 MUNICIPALITY-DRIVEN FOOD POLICY INITIATIVES

These food policy initiatives are financed by the municipality and directed by municipal staff with advice from external groups. The municipal government sets the mandate and provides financing and staff resources. They are housed within existing municipal government units and external organizations advise and interact with municipal officials.

We found three projects in this category: two in Alberta (Edmonton and Calgary) and one in Metro Vancouver. These are relatively new initiatives, and when we were conducting our survey, they were still

EXAMPLE: EDMONTON FRESH- LOCAL ECONOMIC DEVELOPMENT

The City of Edmonton's Food and Urban Agriculture Strategy (called fresh) focuses on building local food supply, infrastructure, and demand. The goal is a stronger, more vibrant local economy, with food policy and food programs designed to support that goal (www.edmonton.ca/city_government/urban_planning_and_design/food-and-agriculture-project.aspx). It proposes a mix of regulatory policies and food programs, including planning initiatives to protect food-producing lands; the creation of food hubs that include commercial kitchens; improved market, warehouse and storage infrastructure; a local food purchasing policy; a local food festival; a local labelling scheme; and new mobile food, retail and restaurant infrastructure.

rolling out their implementation mechanisms, including food system assessments, charters, action plans, and formal entities to oversee execution of the agenda.

They were created by municipal governments, but influenced by multi-stakeholder groups. The initiatives all reflect a broad food systems approach, driven by concerns about sustainability. Funding and staffing are largely provided by the municipal or regional governments. Although it is too early to know what their impacts will be, they already have some political champions and resources, with the engagement of many units within their jurisdictions.

■ CATEGORY 2

HYBRID MODEL WITH DIRECT LINKS TO GOVERNMENT

These food policy initiatives are a hybrid of civil society organizations and government with a conduit to decision makers through municipal council, and with municipal financing, political champions, and supportive staff. They are characterized by formal municipal endorsements, structural links, and accountability to a government body, including a conduit into the municipal government structure.

In this category are three initiatives in the cities of Toronto, Vancouver, and Markham, Ontario. The Toronto Food Policy Council is more than 20 years old, and was recently instrumental in shaping the Toronto Food Strategy which facilitates food systems connections across city departments, and between municipal government and community. Markham created its food policy in 2011, with a focus on institutional food procurement.

EXAMPLE: CITY OF VANCOUVER FOOD STRATEGY

Crafted by city staff and the Vancouver Food Policy Council, the City of Vancouver's Food Strategy was adopted by City Council at the end of January 2013. Rooted in other municipal strategies and policy frameworks, but displaying a strong food system lens, the strategy focuses on neighbourhood-based initiatives to increase "food assets." Importantly, the strategy serves as a backbone for a comprehensive food systems program that is fully integrated into multiple City programs and managed by City staff today. Equally notable and unique, the strategy is intended to enhance the regional foodshed, extending beyond the City's boundary, and strongly advocates food system change at the provincial and federal levels. The strategy recognizes that effective governance of the food system involves government, civil society, and individual citizens. At the same time, Metro Vancouver (the regional level of government) has developed and adopted a food strategy and is reviewing regulations to make sure they support local food production and procurement. Vancouver's food strategy is intended to complement and build upon the regional strategy, but still be specific to the City of Vancouver.

Typically, these initiatives were intended to address issues of access to affordable food for low-income residents; sustainability concerns (including reducing climate change impacts); and the economic viability of regional agriculture. Their main challenges include fluctuating support from municipal councils, problems with resourcing, and lack of time to implement their agendas. The older initiatives appeared to have the most significant impact,⁶ because food policy agendas take time to develop. Based on the breadth of their memberships and agendas, and from comments we heard in our interviews, we have concluded that they have a food systems focus.

Many of these initiatives have been described in the academic literature and are widely viewed as a preferred structure for a food policy organization because of the way they blend municipal and civil society organization resources and expertise (e.g., Harper et al., 2009; Schiff, 2007; Scherb et al., 2012).

■ CATEGORY 3 HYBRID MODEL WITH INDIRECT LINKS TO GOVERNMENT

Like Category 2, these food policy initiatives are a hybrid of civil society organizations and government, but with fewer formal attachments and lower levels of financing and government staffing arrangements. The conduit to council is less direct, via departments and government staff. The linkages with government are still significant, but less so than for Category 2. Public health structures and staffing are particularly important, with financial support from a mix of sources, including provincial grants.

In this category, we found 14 projects in British Columbia and Ontario, including ones in Kamloops, B.C., and Waterloo Region and Hamilton, Ontario. Most had a regional scope and were created by civil society organizations, sometimes in partnership with local or regional public health units. The motives for their creation were broad, but usually related to social development or health. Several projects had led to the development of food charters.

Links to government were less direct, and depended largely on participating municipal staff or councillors. Staff support was more likely to be the formal or informal assignment of the time of a municipal employee

than the direct financing of dedicated staff positions. Half had some dedicated municipal funding, while others survive on a mix of provincial governmental and external grants and volunteer time.

EXAMPLE: HAMILTON, ONTARIO, COMMUNITY GARDEN COORDINATOR

Excerpt from a report submitted by the Medical Officer of Health to City Council on December 12, 2011: "Hiring a Community Garden Coordinator helped community gardens flourish in Hamilton in 2011. There are now over 30 community gardens - 20 of which sit on Hamilton Housing properties." According to Sarah Wakefield, University of Toronto researcher and past Chair of the Hamilton Community Food Security Stakeholder Advisory Committee, the City of Hamilton is starting to realize how many resources it can leverage through the community garden position. "For \$15,000 you can get donations from Home Depot and hundreds of hours of donations in time. You can beautify derelict spaces. You can engage community members in their communities in ways you couldn't do before. You can reduce the cost of existing community gardens to the city, because now they don't operate allotment-style. These are some of the things the Community Garden Coordinator does for this very small investment. We need to move away from the mindset that this is an unwarranted expense to recognizing all the resources this position can leverage. It's a bargain."

As with the initiatives in Category 2, membership in these groups was diverse and frequently included government representatives. The challenges these groups faced were more pronounced, however, especially securing funding and maintaining staff and continuity. Impacts were often more project-specific, such as the creation of farmers' markets, the development of food box projects, or the establishment of community gardens. Compared to Categories 1 and 2, food systems approaches were still common, but more limited⁷.

■ CATEGORY 4

FOOD POLICY ORGANIZATION LINKED TO GOVERNMENT THROUGH A SECONDARY AGENCY

These food policy initiatives are not formally connected to government, but linked through secondary agencies. They may have important ties to government (such as a municipally endorsed food charter) or receive some government grants.

In this category, we found 15 projects in British Columbia, Saskatchewan, Ontario, and Quebec, including ones based in Victoria, Saskatoon, Ottawa, and Montreal. Most have regional responsibilities and were largely started by civil society organizations, sometimes with the engagement of government staff.

EXAMPLE: OTTAWA, ONTARIO, JUST FOOD

Just Food was started in 2000 and has taken various forms since then. It is largely driven by civil society organizations and has operated structurally for much of its life through the city's Social Planning Council. Just Food has proven its value to the municipality by delivering programs that the municipality supports but cannot implement, and a more formal relationship with the City of Ottawa is consequently emerging. Just Food has developed an action plan and is now working to establish a multidimensional Community Food and Urban Agriculture Hub on a National Capital Commission farm property. To achieve its progressive environmental and social agenda, Just Food sees its role as negotiating amongst governmental, corporate, and private actors.

The motive for their creation is typically quite specific: addressing hunger, overcoming barriers to food access, or promoting healthy eating, although a few have wider food system concerns. Some have created municipal food charters, although these charters may not be endorsed by the municipal government.

Their connections to government are largely through committees, agencies such as social planning councils, or provincially mandated organizations. Many did not have staff or had only some part-time staffing support, sometimes through another agency. Staff and money are clear limiting constraints on their growth and effectiveness.

■ CATEGORY 5

CIVIL SOCIETY ORGANIZATION WITH LIMITED GOVERNMENT FUNDING AND PARTICIPATION

This type of food policy organization consists of a civil society organization roundtable or project committee, on which government officials may participate. The organization may receive some government grants.

In this category, we found 16 initiatives⁸ primarily in British Columbia, Ontario, and Quebec, including those based in Kaslo, B.C., Sudbury, Ontario, and the Outaouais region of Quebec.

Despite limited resources and staffing, they have local visibility and have managed to enact some projects with some success. Several have created food charters, and secured municipal endorsement for these charters.

The motives for their creation are diverse, but usually focused on specific goals, such as maintaining the viability of local farms or ensuring food security for low-income populations. A wide range of

EXAMPLE: KASLO, BRITISH COLUMBIA, FOOD SECURITY PROJECT

Kaslo has a food hub, which offers nine programs. The organization developed a food charter that has been endorsed by the municipal government. The project conducts community food assessments, and has created policies and procedures for operating food hubs, community gardening guidelines, and a food directory. It is currently writing a guide on community food security for rural communities, working on waste recovery, and creating a community greenhouse with a local arena. The organization is also trying to help the local farming sector by, for example, working on crown land acquisition, drawing up lease agreements, and writing a farm plan for a local farm organization.

organizations were involved in their creation, but typically with less government involvement than Categories 1 to 4.

In general, these initiatives are having difficulty making inroads with local governments, although many participants have connections to elected and unelected officials. There is some evidence of food systems thinking, but resource limitations suggest some difficulties with executing projects with system-wide scope. Some are trying to establish a Food Policy Council structured within the municipality.

■ CATEGORY 6

CIVIL SOCIETY ORGANIZATIONS WITH NO DIRECT GOVERNMENT INVOLVEMENT

These food policy initiatives are not formally connected to government and do not seem to partner with government or receive funding. The initiatives, however, are developing a clearer structure and the ability to engage regional government in food system change.

In this category, we found 13 projects, in British Columbia, Alberta, Ontario, New Brunswick and Newfoundland and Labrador. These initiatives have had some successes, although they are largely

EXAMPLE: CENTRAL OKANAGAN FOOD POLICY COUNCIL/SOCIETY

With roots in the region dating back to 2006, this organization has created a food charter for the region and implemented numerous successful community-based projects. At present, the organization operates without government involvement. It has begun making presentations to municipal councils in the region. A former Councillor for the City of Kelowna is a member of the group and helped the group ensure that food security considerations were included in the city's Official Community Plan. Applications to both government and non-governmental funders have been unsuccessful to date.

unrecognized by local governments. Some have constructed charters and action plans, but these efforts have not substantially affected the work of government bodies. In British Columbia, however, provincial health authorities have often been significant supporters. Their resources are so limited that we had difficulty obtaining information on the projects.

TABLE 1 - CHARACTERIZING MUNICIPAL FOOD POLICY INITIATIVES

Note that these are soft boundaries between the categories; in the transition from one category to the next are initiatives that display characteristics of both.

	Characteristics	Number	Examples
STRONG MUNICIPAL SUPPORT	Cat. 1 - Initiative financed by municipality & directed by municipal staff with external groups advising	3	Edmonton, Calgary, Metro Vancouver
	Cat. 2 - CSO / government hybrid with conduit through municipal council & municipal financing, political champions and dedicated or supportive staff to implement strategies	3	City of Toronto, City of Vancouver, Markham (ON)
	Cat. 3 - Like Cat. 2, but without govt staff and financing; or conduit through departments and govt staff with in-kind financing	14	Huntsville (ON), Waterloo Region (ON), Kamloops (BC)
	Cat. 4 - Conduit to decision makers through "secondary" agencies and their staff, some grant financing from governments	15	Montreal, GTA Agricultural Action Committee (ON), Saskatoon
	Cat. 5 - Government officials sit on CSO roundtable or project committee, limited government funding and participation in implementation	16	Kaslo (BC), Sudbury (ON), Gatineau (QC)
WEAK SUPPORT	Cat. 6 - No direct government involvement	13	Okanagan (BC), Winnipeg, St. John's (NL)

FINDINGS FROM THE SURVEY

Municipal and regional food policy work is gaining momentum across Canada. In summary, the diversity of the 64 food policy initiatives captured in this assessment appears to be a function of local political and organizational conditions, including the scale and geography of the region and the current realities of poverty and food system function.

These initiatives began to appear in the early 1990s (see timeline page 16) and now cover most regions of the country (see map page 17). As in the United States (Harper et al., 2009), most of the initiatives have appeared since 2000, but especially in the first three categories, many mature initiatives date back to the 1990s.

The municipal food system

Municipalities have not undertaken food policy work to feed themselves. Such opportunities are limited (see MacRae et al., 2010). Rather, they are trying to shift the dynamics amongst food system actors to improve environmental sustainability, health promotion, and economic development. Some of these efforts shift realities within the municipality, many help municipalities realize their multiple goals, and others have wider regional effects.

A municipal food system has many of the dimensions of a larger area (e.g., province or nation) but the proportions of actors, activities and processes are different. Although the municipalities studied here are highly diverse, typically, food producers are involved, but

relatively few of them and mostly small-scale. Most farm input suppliers are small-town or rural. Canada's large food processors and distributors usually locate in large urban areas, although small and medium-sized processing firms are dispersed across a range of locations. Many municipalities actively work to retain their food processors and distributors because of the important economic development activity they bring.

Restaurants, work places, health care facilities, schools and institutes of higher learning are a large part of urban food systems and often equally significant for economic activity. Government agents and policy makers tend to be centralized in mid-sized and large communities, a change from the days in which they were based in smaller communities. Food system change activists also are largely urban.

Given population shifts, consumers are now primarily urban and suburban, so municipalities need to provide many food system functions, such as planning, social development, economic development, environment, parks and recreation, and public health services that focus on food

safety and nutritional health. Municipalities are also engaged in the direct provision of food to students and to children in daycare, as well as to residents in shelters of long-term care.

What were the municipal drivers?

For initiatives in Categories 1 to 3, there appears to have been at least one politically pressing local food problem (such as an increased reliance on food banks, health problems, or the loss of farmland) that stimulated initial interest. But given the kind of discussions that flow from multi-sectoral representation, the initiatives or groups came to recognize that one issue was connected to others in the food system.

It may not matter whether the initiative is driven by economic or social/health/community objectives, although public health units have been the most important supporters of these efforts, followed by planning, social, and economic development units within municipal governments. What is more important is whether the impetus created by one unit attracts support from other government units. This requires at least one strong champion.

Equally important appears to be how the food agenda can be tied to other municipal mandates. Categories 1 to 3 in particular, food activity is directly correlated to provincial or municipal government mandates. These include British Columbia's focus on healthy food; Vancouver's commitment to sustainability, Toronto's commitment to strong neighbourhoods, and commitments by other governments to address food insecurity. These commitments open up opportunities for civil society organizations to show governments how their action on food can help fulfil those other mandates.

In Categories 4 to 6, food policy initiatives are linked to municipal policies that are sometimes

less directly pertinent to food system change, although supportive municipal officials from public health, social development, and economic development may serve as members. In some cases, especially in British Columbia and Ontario, public health staff have been essential to what has emerged.

How do funding and budgets affect food initiatives?

Budget security can affect an organization's ability to implement a range of initiatives. Initiatives that are not funded by government face the dilemma of how to finance their own core function at the same time that their wider network of actors and their projects are also precariously financed.

Governments can spur the multiplier effect that comes from core financing of food initiatives. For example, between 1991 and 1998, the Toronto Food Policy Council, funded by the city at the rate of approximately \$220,000 a year, helped raise more than \$7 million dollars from other sources for community food projects. Since 2010, the Toronto Food Strategy has been able to attract funding from charitable foundations and the provincial government for multiple initiatives. The City of Vancouver has recently brokered a deal with the Vancouver Foundation to fund green initiatives, including projects that increase the supply of local food, in part inspired by the work of the Vancouver Food Policy Council. The City pays for one half of each new initiative and the foundation pays for the other half.

Food projects can be complex, with many partners involved, and progress can be slow. In general, the longer an organization has been in existence, the greater its impact. Initiatives with fewer direct links to municipal government and more tenuous funding struggle more with effectiveness than those with more direct links and supports.

MUNICIPAL FOOD POLICY ENTREPRENEURS:

A preliminary analysis of how Canadian cities and regional districts are involved in food system change



Municipal food policy entrepreneurs: a preliminary analysis of how
Canadian cities and regional districts are involved in food system change

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EXECUTIVE SUMMARY

Municipalities and regional districts are key players in the Canadian food system. In a cross-Canada survey, we found that 64 local and regional municipalities are working to improve the food system, using a mix of municipal policies, programs and civil-society interventions.

Still more Canadian municipalities are engaged in food systems work, but operate without the benefit of the types of organizational arrangements identified in this research.

The diversity of the 64 food policy initiatives appears to be a function of local political and organizational conditions, including the scale and geography of the region and the current realities of poverty and food system function. Given that municipalities do not have a long history of this work, we believe it can be characterized as “food policy entrepreneurship.”²

“Municipalities have not undertaken food policy work to feed themselves. Such opportunities are limited (see MacRae et al., 2010). Rather, they are trying to shift the dynamics amongst food system actors to improve environmental sustainability, health promotion, and economic development.”

Much of this work applies food system thinking in the municipal and regional context. By “food system,” we mean the activities of commercial and non-commercial actors who grow, process, distribute, acquire, and dispose of food. “Food systems thinking” reflects an awareness of how actions by one group in the system affect other

groups, as well as affecting the environment, the economy, the fabric of society, and the health of the population, and ultimately consumers.

Municipalities have limited jurisdictional authority over the food system, yet they are faced with the consequences of the loss of agricultural land, the local effects of pollution and climate change, farmers’ financial struggles, residents’ uneven access to food, food affordability, public health problems associated with inadequate or poor quality diets, shrinking local food infrastructure, and reduced employment and tax revenues from food-related businesses. Municipalities intervene to address these consequences, sometimes intentionally, sometimes not, often employing food systems thinking.

Municipalities are promoting diverse improvements to the food system. They are convening local food system actors to discuss their problems and collaborate on solutions.

Bringing these diverse people together can be difficult work, since many of those involved are either confined by organizational silos or working in competition with each other. However, these participatory spaces generate creative solutions.

Fundamentally important for effective municipal food policy development is a strong attachment to the municipal government, active support from municipal staff, partnership between elected and unelected officials around a common purpose and mission, and food systems thinking. We have placed the 64 food policy initiatives documented into six categories according to their levels of public-sector involvement. In some cases, municipal staff and politicians are the driving forces; in others, a multi-stakeholder operating unit is attached to the municipality, with municipal staff support and a budget. Many initiatives have a common path – starting with either a community food assessment, building the food system network, identifying projects and educational events, and then creating a food charter or a municipal food strategy and action plan.

Food policy initiatives help leverage resources across their networks to support municipal projects such as community gardens, community kitchens, food box distribution schemes for low-income neighbourhoods, local and sustainable food procurement programs that support regional farmers, food hubs, and

farmers' markets. Food policy initiatives have also worked with planning departments on official plans, zoning by-laws, and local economic development initiatives, and with public health units to expand food security programs.

Despite their many successes, the 64 food policy initiatives face challenges in staffing and resources, capacity building, implementation of food system thinking, and mobilizing effective participation in their work.

Three broad recommendations emerge from this scan of municipal and regional food policy initiatives across Canada.

1. There is a need for actors and organizations working in municipal food policy across Canada to create a network to share information and best practices and build capacity for food policy work.³
2. Municipal food initiatives would benefit from identifying a range of ways to document and evaluate their work in order to demonstrate successful processes for social change as well as food system and other municipal/regional impacts.
3. Policy makers at various government levels should clarify jurisdictional food policy connections and define the linkages between municipal food policy efforts and provincial and federal food, agriculture, public health, and other policy domains.

INTRODUCTION

How and why are municipalities acting to change the food system? Food is not a traditional municipal responsibility; most food systems issues are usually interpreted to be provincial and federal matters under the Canadian Constitution.

Yet, to varying degrees, 64 local and regional municipalities across Canada have taken on the challenge of improving health, environmental performance, food access, and local economic development, using food systems thinking and changes in the food system to drive improvements. They are part of a network of more than 200 cities in North America with food policy initiatives (Community Food Security Coalition, 2011). Even more Canadian municipalities than identified in this research are engaged in food systems work, but without benefit of these types of organizational arrangements. A 2010 survey by the Federation of Canadian Municipalities received 115 responses from Canadian municipalities and 60% indicated they had food champions working in their municipality. Most had integrated sustainable food systems initiatives into their plans and activities⁴.

“Food systems” are the chains of commercial and non-commercial actors – from suppliers to consumers, regulators to advocates for system change – who collectively determine how we grow, process, distribute, acquire, and dispose of food. Food systems thinking reflects an awareness of how actions by one group in the system affects other groups, as well as the environment, the economy, the fabric of society,

and the health of the population, and ultimately, consumers. (see Figure 1).

Not only are municipalities embracing food priorities, but many employ food systems thinking to design their structures, policies, and activities. For example, the City of Vancouver’s new food strategy calls for the use of a food systems checklist when planning staff review development applications, rezoning proposals, and community plans. In this way, food systems thinking can reshape private and public spaces in cities.

Food is central to a well functioning municipality. Food is not only about health, nutrition, and food safety, but also food security, affordability, and access. Food and its production, supply, and consumption affect water use, waste management, and carbon footprints. Food is a big part of the economy: the food sector (supply, distribution, processing, retailing, and food service) employs one person in eight in Canada, either full-time or seasonally. Food is related to culture and tourism. Public institutions, including educational institutions, procure, promote, and share knowledge about food as part of their core mandates. Food policy has implications for transportation, planning, economic development, and health promotion.

FIGURE 1
FOOD SYSTEMS THINKING

1. “Systems thinking” recognizes that:

- Complex issues are linked.
- There are multiple actors in the system and they are connected.
- Integrated solutions are required.

2. “Systems thinking” is a means to:

- Express and act on strategy.
- Engage and align diverse actors.
- Link health, environment and justice concerns with economic success.

3. A “food system approach” is about recognizing the connections between:

- Supply chain players and other sectors, and among players within other sectors;
- Connections between these diverse players and consumers; and
- Ensuring reliable food production and supply and the sustainable use of natural capital.

4. “Operationalizing a food system approach” requires:

- Supporting highly-collaborative supply chains.
- Collaborating with non-traditional actors beyond the supply chain.
- Understanding consumer food needs and health/well-being considerations.
- Understanding evolving societal expectations for how food is produced/supplied.
- Understanding how sustainability, equity, health and social expectations are managed at every stage in food production/supply.
- Deploying common objectives and metrics – this can include setting a bold target or destination.
- Aligning and creating supportive government policy and regulations.
- Working in multiple venues and on multiple topics

Understanding the connections can be used to create the necessary dialogue to apply systems thinking to specific issues.

Adapted from CAPI (2011)

Given the diverse, complex, and interconnected ways in which food affects our lives, municipalities increasingly need integrated ways to meet economic, social, and environmental objectives. The question is: how can food systems thinking help municipalities achieve their goals?

Food policy and program development are the keys. Food policy is “any decision made by a government agency, business, or organization which affects how food is produced, processed, distributed, purchased and protected” (Hamilton, 2002, p. 423). Food policy work can take place at any scale. It can be legislative, regulatory, or visionary.

But food policy is also about what is *not* said or done (Scherb et al., 2012): i.e., the social

norms and assumptions embedded in our food systems over time. In the current dominant food system, many things are assumed - for example, that farms only produce high quality food and that everyone can acquire enough food for a healthy diet if they make the “right” choices - and these assumptions often remain unquestioned. This has resulted in a food supply chain that is based heavily on shaping consumer demand, for example, rather than taking population health, a just society, or sustainability as core drivers. Applying “systems thinking” to food policy involves making common assumptions visible and explicit in order to understand what needs to be changed. This is typically achieved by bringing together diverse experts or by conducting formal food system assessments.

Municipal food policy initiatives are at the forefront in this work. Our survey and work by Scherb et al. (2012), show that Canadian food policy initiatives are involved in:

- *identifying problems that could be addressed through policy*
- *creating visions and overarching policy directions for food systems*
- *educating a broader public about food policy issues*
- *developing policy proposals for government units and other organizations*
- *lobbying for funding or implementation of specific proposals*
- *participating in the regulatory process, as advocates, drafters, or consultants*
- *endorsing other organizations' or institutions' policies or programs*
- *general food system advocacy, formation of coalitions, and acting as a nexus for food system analysis and interventions*
- *provision or organization of expert testimony to decision makers program design*

This activity may be structured through Food Policy Councils, which generally have four functions (Harper et al., 2009):

- *to discuss food issues – balancing the interests of different actors (government, business, non-profits), and ultimately the mechanisms of regulatory pluralism*
- *to create opportunities for sectors in the food system to collaborate across the full range of sectors (silos) and rural/urban divides*
- *to analyze, influence, and create policy*
- *to create or support existing programs and services that address local needs, including helping with fundraising, program design and execution, and advocacy*

To date, however, relatively few studies have analyzed the work of these initiatives (e.g., Borron, 2003; Clancy et al., 2007; Dahlberg, 1994; Harper et al., 2009; Hatfield, 2012; Scherb et al., 2012; Schiff, 2007). Most have focused on the United States and cost-benefit analyses are rare (Harper et al., 2009). The multidimensional work carried out by food policy initiatives is admittedly difficult to assess, given the limited authority and jurisdiction of municipalities, in which much of the strategy is indirect.

Food policy initiatives themselves may be collecting data on their own effectiveness, but at this point have done limited analysis of it. The Community Food Assessment Initiative (CFAI) in British Columbia evaluated provincial funding of local initiatives (Millar, 2008); the results are positive, but the study focused more on health and food access impacts associated with projects, rather than the impacts of food policy initiatives on food system change.

This preliminary report is largely descriptive.

We identify the diverse ways in which food policy work is unfolding, what the key activities are, and what numerous actors believe is their value to municipalities and the food chain. It is not an assessment of their efficacy, nor an attempt to undertake a quantitative impact analysis. We do, though, provide some preliminary ideas on what makes food policy initiatives successful and close with some questions and recommendations for municipal governments, the food system actors, and NGOs.

THE CITY/REGIONAL FOOD SYSTEM

The city/regional food system is embedded within the wider municipal, provincial and federal policy context. This diagram illustrates the links between core municipal activities and a wide variety of food system actions and people, reflecting how actions by one group in the system affect other groups, as well as affecting the environment, the economy, the fabric of society, the health of the population, and ultimately, consumers.



SIX FORMS OF MUNICIPAL FOOD POLICY ACTIVITY

The level of municipal food policy activity across the country surpassed our expectations. The diversity of initiatives is exceptional. Using academic literature, website reviews, surveys of organizational leaders, and phone interviews, we have categorized this diverse activity in the following six ways⁵ (Figure 2). Table 1 summarizes our findings and we have posted

a full analysis at www.tfpc.to/canadian-food-policy-initiatives. Our categorization is primarily organized around the differences, often nuanced, in the structural and resourcing arrangements food policy groups have with local and regional governments. The nuances, however, appear to have an impact on successes and challenges, as we explain later in the report.

■ CATEGORY 1 MUNICIPALITY-DRIVEN FOOD POLICY INITIATIVES

These food policy initiatives are financed by the municipality and directed by municipal staff with advice from external groups. The municipal government sets the mandate and provides financing and staff resources. They are housed within existing municipal government units and external organizations advise and interact with municipal officials.

We found three projects in this category: two in Alberta (Edmonton and Calgary) and one in Metro Vancouver. These are relatively new initiatives, and when we were conducting our survey, they were still

EXAMPLE: EDMONTON FRESH- LOCAL ECONOMIC DEVELOPMENT

The City of Edmonton's Food and Urban Agriculture Strategy (called fresh) focuses on building local food supply, infrastructure, and demand. The goal is a stronger, more vibrant local economy, with food policy and food programs designed to support that goal (www.edmonton.ca/city_government/urban_planning_and_design/food-and-agriculture-project.aspx). It proposes a mix of regulatory policies and food programs, including planning initiatives to protect food-producing lands; the creation of food hubs that include commercial kitchens; improved market, warehouse and storage infrastructure; a local food purchasing policy; a local food festival; a local labelling scheme; and new mobile food, retail and restaurant infrastructure.

rolling out their implementation mechanisms, including food system assessments, charters, action plans, and formal entities to oversee execution of the agenda.

They were created by municipal governments, but influenced by multi-stakeholder groups. The initiatives all reflect a broad food systems approach, driven by concerns about sustainability. Funding and staffing are largely provided by the municipal or regional governments. Although it is too early to know what their impacts will be, they already have some political champions and resources, with the engagement of many units within their jurisdictions.

■ CATEGORY 2

HYBRID MODEL WITH DIRECT LINKS TO GOVERNMENT

These food policy initiatives are a hybrid of civil society organizations and government with a conduit to decision makers through municipal council, and with municipal financing, political champions, and supportive staff. They are characterized by formal municipal endorsements, structural links, and accountability to a government body, including a conduit into the municipal government structure.

In this category are three initiatives in the cities of Toronto, Vancouver, and Markham, Ontario. The Toronto Food Policy Council is more than 20 years old, and was recently instrumental in shaping the Toronto Food Strategy which facilitates food systems connections across city departments, and between municipal government and community. Markham created its food policy in 2011, with a focus on institutional food procurement.

EXAMPLE: CITY OF VANCOUVER FOOD STRATEGY

Crafted by city staff and the Vancouver Food Policy Council, the City of Vancouver's Food Strategy was adopted by City Council at the end of January 2013. Rooted in other municipal strategies and policy frameworks, but displaying a strong food system lens, the strategy focuses on neighbourhood-based initiatives to increase "food assets." Importantly, the strategy serves as a backbone for a comprehensive food systems program that is fully integrated into multiple City programs and managed by City staff today. Equally notable and unique, the strategy is intended to enhance the regional foodshed, extending beyond the City's boundary, and strongly advocates food system change at the provincial and federal levels. The strategy recognizes that effective governance of the food system involves government, civil society, and individual citizens. At the same time, Metro Vancouver (the regional level of government) has developed and adopted a food strategy and is reviewing regulations to make sure they support local food production and procurement. Vancouver's food strategy is intended to complement and build upon the regional strategy, but still be specific to the City of Vancouver.

Typically, these initiatives were intended to address issues of access to affordable food for low-income residents; sustainability concerns (including reducing climate change impacts); and the economic viability of regional agriculture. Their main challenges include fluctuating support from municipal councils, problems with resourcing, and lack of time to implement their agendas. The older initiatives appeared to have the most significant impact,⁶ because food policy agendas take time to develop. Based on the breadth of their memberships and agendas, and from comments we heard in our interviews, we have concluded that they have a food systems focus.

Many of these initiatives have been described in the academic literature and are widely viewed as a preferred structure for a food policy organization because of the way they blend municipal and civil society organization resources and expertise (e.g., Harper et al., 2009; Schiff, 2007; Scherb et al., 2012).

■ CATEGORY 3 HYBRID MODEL WITH INDIRECT LINKS TO GOVERNMENT

Like Category 2, these food policy initiatives are a hybrid of civil society organizations and government, but with fewer formal attachments and lower levels of financing and government staffing arrangements. The conduit to council is less direct, via departments and government staff. The linkages with government are still significant, but less so than for Category 2. Public health structures and staffing are particularly important, with financial support from a mix of sources, including provincial grants.

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Links to government were less direct, and depended largely on participating municipal staff or councillors. Staff support was more likely to be the formal or informal assignment of the time of a municipal employee

EXAMPLE: HAMILTON, ONTARIO, COMMUNITY GARDEN COORDINATOR

Excerpt from a report submitted by the Medical Officer of Health to City Council on December 12, 2011: "Hiring a Community Garden Coordinator helped community gardens flourish in Hamilton in 2011. There are now over 30 community gardens - 20 of which sit on Hamilton Housing properties." According to Sarah Wakefield, University of Toronto researcher and past Chair of the Hamilton Community Food Security Stakeholder Advisory Committee, the City of Hamilton is starting to realize how many resources it can leverage through the community garden position. "For \$15,000 you can get donations from Home Depot and hundreds of hours of donations in time. You can beautify derelict spaces. You can engage community members in their communities in ways you couldn't do before. You can reduce the cost of existing community gardens to the city, because now they don't operate allotment-style. These are some of the things the Community Garden Coordinator does for this very small investment. We need to move away from the mindset that this is an unwarranted expense to recognizing all the resources this position can leverage. It's a bargain."

than the direct financing of dedicated staff positions. Half had some dedicated municipal funding, while others survive on a mix of provincial governmental and external grants and volunteer time.

As with the initiatives in Category 2, membership in these groups was diverse and frequently included government representatives. The challenges these groups faced were more pronounced, however, especially securing funding and maintaining staff and continuity. Impacts were often more project-specific, such as the creation of farmers' markets, the development of food box projects, or the establishment of community gardens. Compared to Categories 1 and 2, food systems approaches were still common, but more limited⁷.

■ CATEGORY 4

FOOD POLICY ORGANIZATION LINKED TO GOVERNMENT THROUGH A SECONDARY AGENCY

These food policy initiatives are not formally connected to government, but linked through secondary agencies. They may have important ties to government (such as a municipally endorsed food charter) or receive some government grants.

In this category, we found 15 projects in British Columbia, Saskatchewan, Ontario, and Quebec, including ones based in Victoria, Saskatoon, Ottawa, and Montreal. Most have regional responsibilities and were largely started by civil society organizations, sometimes with the engagement of government staff.

EXAMPLE: OTTAWA, ONTARIO, JUST FOOD

Just Food was started in 2000 and has taken various forms since then. It is largely driven by civil society organizations and has operated structurally for much of its life through the city's Social Planning Council. Just Food has proven its value to the municipality by delivering programs that the municipality supports but cannot implement, and a more formal relationship with the City of Ottawa is consequently emerging. Just Food has developed an action plan and is now working to establish a multidimensional Community Food and Urban Agriculture Hub on a National Capital Commission farm property. To achieve its progressive environmental and social agenda, Just Food sees its role as negotiating amongst governmental, corporate, and private actors.

The motive for their creation is typically quite specific: addressing hunger, overcoming barriers to food access, or promoting healthy eating, although a few have wider food system concerns. Some have created municipal food charters, although these charters may not be endorsed by the municipal government.

Their connections to government are largely through committees, agencies such as social planning councils, or provincially mandated organizations. Many did not have staff or had only some part-time staffing support, sometimes through another agency. Staff and money are clear limiting constraints on their growth and effectiveness.

■ CATEGORY 5

CIVIL SOCIETY ORGANIZATION WITH LIMITED GOVERNMENT FUNDING AND PARTICIPATION

This type of food policy organization consists of a civil society organization roundtable or project committee, on which government officials may participate. The organization may receive some government grants.

In this category, we found 16 initiatives⁸ primarily in British Columbia, Ontario, and Quebec, including those based in Kaslo, B.C., Sudbury, Ontario, and the Outaouais region of Quebec.

Despite limited resources and staffing, they have local visibility and have managed to enact some projects with some success. Several have created food charters, and secured municipal endorsement for these charters.

The motives for their creation are diverse, but usually focused on specific goals, such as maintaining the viability of local farms or ensuring food security for low-income populations. A wide range of

EXAMPLE: KASLO, BRITISH COLUMBIA, FOOD SECURITY PROJECT

Kaslo has a food hub, which offers nine programs. The organization developed a food charter that has been endorsed by the municipal government. The project conducts community food assessments, and has created policies and procedures for operating food hubs, community gardening guidelines, and a food directory. It is currently writing a guide on community food security for rural communities, working on waste recovery, and creating a community greenhouse with a local arena. The organization is also trying to help the local farming sector by, for example, working on crown land acquisition, drawing up lease agreements, and writing a farm plan for a local farm organization.

organizations were involved in their creation, but typically with less government involvement than Categories 1 to 4.

In general, these initiatives are having difficulty making inroads with local governments, although many participants have connections to elected and unelected officials. There is some evidence of food systems thinking, but resource limitations suggest some difficulties with executing projects with system-wide scope. Some are trying to establish a Food Policy Council structured within the municipality.

■ CATEGORY 6

CIVIL SOCIETY ORGANIZATIONS WITH NO DIRECT GOVERNMENT INVOLVEMENT

These food policy initiatives are not formally connected to government and do not seem to partner with government or receive funding. The initiatives, however, are developing a clearer structure and the ability to engage regional government in food system change.

In this category, we found 13 projects, in British Columbia, Alberta, Ontario, New Brunswick and Newfoundland and Labrador. These initiatives have had some successes, although they are largely

EXAMPLE: CENTRAL OKANAGAN FOOD POLICY COUNCIL/SOCIETY

With roots in the region dating back to 2006, this organization has created a food charter for the region and implemented numerous successful community-based projects. At present, the organization operates without government involvement. It has begun making presentations to municipal councils in the region. A former Councillor for the City of Kelowna is a member of the group and helped the group ensure that food security considerations were included in the city's Official Community Plan. Applications to both government and non-governmental funders have been unsuccessful to date.

unrecognized by local governments. Some have constructed charters and action plans, but these efforts have not substantially affected the work of government bodies. In British Columbia, however, provincial health authorities have often been significant supporters. Their resources are so limited that we had difficulty obtaining information on the projects.

TABLE 1 - CHARACTERIZING MUNICIPAL FOOD POLICY INITIATIVES

Note that these are soft boundaries between the categories; in the transition from one category to the next are initiatives that display characteristics of both.

	Characteristics	Number	Examples
STRONG MUNICIPAL SUPPORT	Cat. 1 - Initiative financed by municipality & directed by municipal staff with external groups advising	3	Edmonton, Calgary, Metro Vancouver
	Cat. 2 - CSO / government hybrid with conduit through municipal council & municipal financing, political champions and dedicated or supportive staff to implement strategies	3	City of Toronto, City of Vancouver, Markham (ON)
	Cat. 3 - Like Cat. 2, but without govt staff and financing; or conduit through departments and govt staff with in-kind financing	14	Huntsville (ON), Waterloo Region (ON), Kamloops (BC)
	Cat. 4 - Conduit to decision makers through "secondary" agencies and their staff, some grant financing from governments	15	Montreal, GTA Agricultural Action Committee (ON), Saskatoon
	Cat. 5 - Government officials sit on CSO roundtable or project committee, limited government funding and participation in implementation	16	Kaslo (BC), Sudbury (ON), Gatineau (QC)
WEAK SUPPORT	Cat. 6 - No direct government involvement	13	Okanagan (BC), Winnipeg, St. John's (NL)

FINDINGS FROM THE SURVEY

Municipal and regional food policy work is gaining momentum across Canada. In summary, the diversity of the 64 food policy initiatives captured in this assessment appears to be a function of local political and organizational conditions, including the scale and geography of the region and the current realities of poverty and food system function.

These initiatives began to appear in the early 1990s (see timeline page 16) and now cover most regions of the country (see map page 17). As in the United States (Harper et al., 2009), most of the initiatives have appeared since 2000, but especially in the first three categories, many mature initiatives date back to the 1990s.

The municipal food system

Municipalities have not undertaken food policy work to feed themselves. Such opportunities are limited (see MacRae et al., 2010). Rather, they are trying to shift the dynamics amongst food system actors to improve environmental sustainability, health promotion, and economic development. Some of these efforts shift realities within the municipality, many help municipalities realize their multiple goals, and others have wider regional effects.

A municipal food system has many of the dimensions of a larger area (e.g., province or nation) but the proportions of actors, activities and processes are different. Although the municipalities studied here are highly diverse, typically, food producers are involved, but

relatively few of them and mostly small-scale. Most farm input suppliers are small-town or rural. Canada's large food processors and distributors usually locate in large urban areas, although small and medium-sized processing firms are dispersed across a range of locations. Many municipalities actively work to retain their food processors and distributors because of the important economic development activity they bring.

Restaurants, work places, health care facilities, schools and institutes of higher learning are a large part of urban food systems and often equally significant for economic activity. Government agents and policy makers tend to be centralized in mid-sized and large communities, a change from the days in which they were based in smaller communities. Food system change activists also are largely urban.

Given population shifts, consumers are now primarily urban and suburban, so municipalities need to provide many food system functions, such as planning, social development, economic development, environment, parks and recreation, and public health services that focus on food

safety and nutritional health. Municipalities are also engaged in the direct provision of food to students and to children in daycare, as well as to residents in shelters of long-term care.

What were the municipal drivers?

For initiatives in Categories 1 to 3, there appears to have been at least one politically pressing local food problem (such as an increased reliance on food banks, health problems, or the loss of farmland) that stimulated initial interest. But given the kind of discussions that flow from multi-sectoral representation, the initiatives or groups came to recognize that one issue was connected to others in the food system.

It may not matter whether the initiative is driven by economic or social/health/community objectives, although public health units have been the most important supporters of these efforts, followed by planning, social, and economic development units within municipal governments. What is more important is whether the impetus created by one unit attracts support from other government units. This requires at least one strong champion.

Equally important appears to be how the food agenda can be tied to other municipal mandates. Categories 1 to 3 in particular, food activity is directly correlated to provincial or municipal government mandates. These include British Columbia's focus on healthy food; Vancouver's commitment to sustainability, Toronto's commitment to strong neighbourhoods, and commitments by other governments to address food insecurity. These commitments open up opportunities for civil society organizations to show governments how their action on food can help fulfil those other mandates.

In Categories 4 to 6, food policy initiatives are linked to municipal policies that are sometimes

less directly pertinent to food system change, although supportive municipal officials from public health, social development, and economic development may serve as members. In some cases, especially in British Columbia and Ontario, public health staff have been essential to what has emerged.

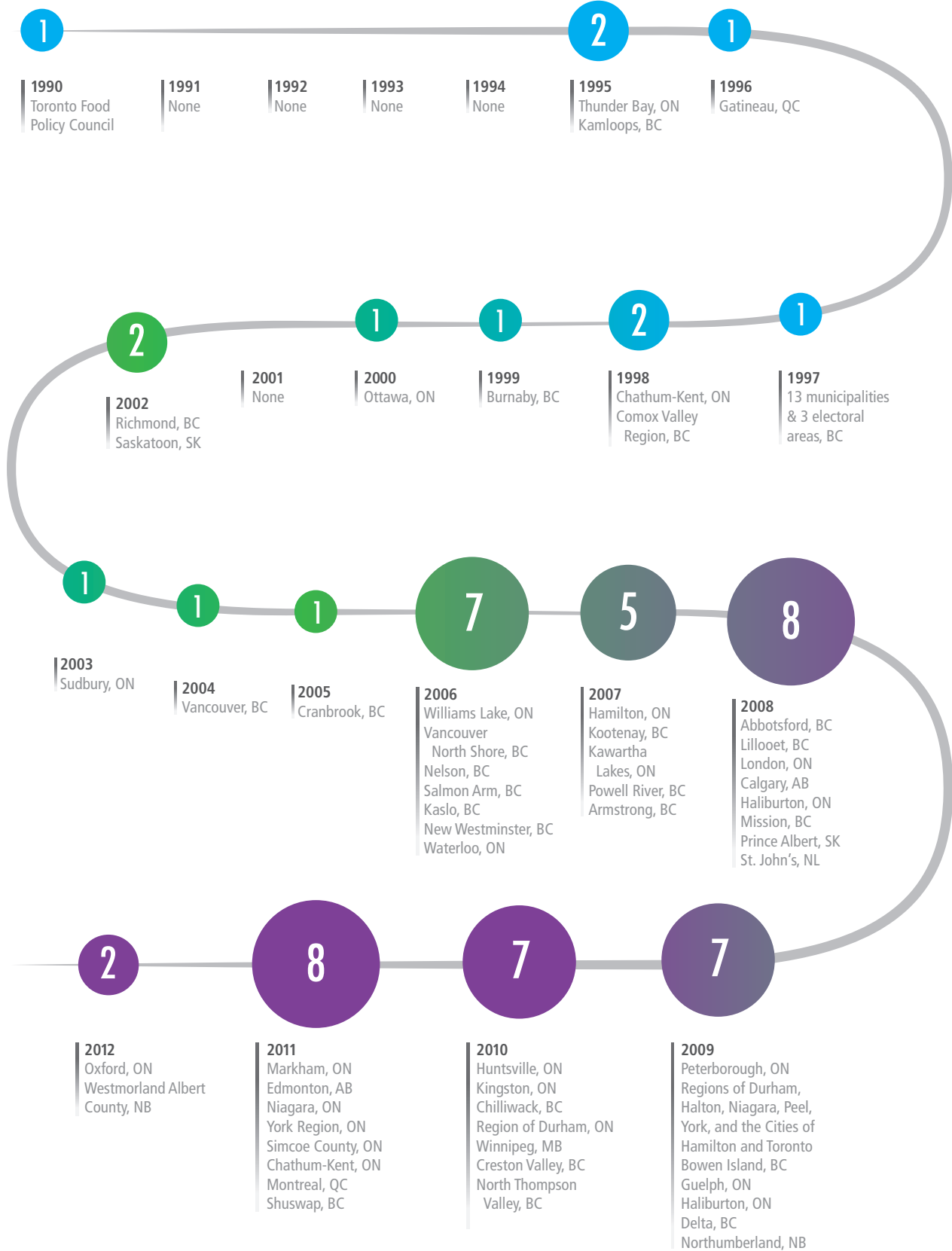
How do funding and budgets affect food initiatives?

Budget security can affect an organization's ability to implement a range of initiatives. Initiatives that are not funded by government face the dilemma of how to finance their own core function at the same time that their wider network of actors and their projects are also precariously financed.

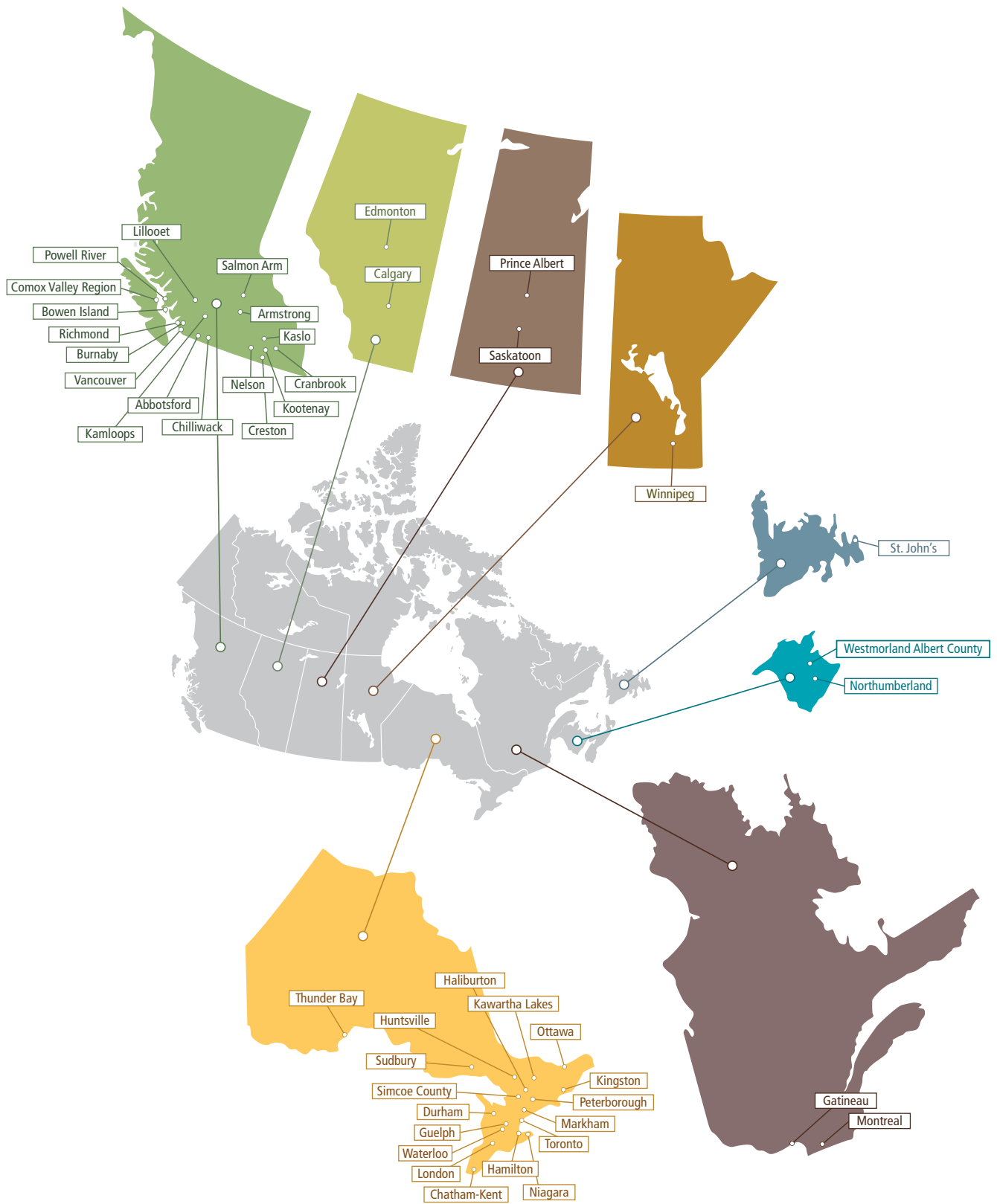
Governments can spur the multiplier effect that comes from core financing of food initiatives. For example, between 1991 and 1998, the Toronto Food Policy Council, funded by the city at the rate of approximately \$220,000 a year, helped raise more than \$7 million dollars from other sources for community food projects. Since 2010, the Toronto Food Strategy has been able to attract funding from charitable foundations and the provincial government for multiple initiatives. The City of Vancouver has recently brokered a deal with the Vancouver Foundation to fund green initiatives, including projects that increase the supply of local food, in part inspired by the work of the Vancouver Food Policy Council. The City pays for one half of each new initiative and the foundation pays for the other half.

Food projects can be complex, with many partners involved, and progress can be slow. In general, the longer an organization has been in existence, the greater its impact. Initiatives with fewer direct links to municipal government and more tenuous funding struggle more with effectiveness than those with more direct links and supports.

A CHRONOLOGY OF FOOD POLICY DEVELOPMENT IN CANADA



MUNICIPAL/REGIONAL FOOD POLICY ACTIVITY ACROSS CANADA



More mature initiatives, with greater skills and connections, are sometimes better able to surmount these budget difficulties than younger initiatives.

Tenuous funding typically means the focus is on project implementation whenever grants can be obtained to support the effort. This project-based approach does not necessarily support change at the food systems level.

What is the role of champions?

Most successful units appear to have institutional or individual champions. The real value of such champions may be the tactical advice and skills they provide, rather than their direct influence. Champions are skilled at navigating institutional structures and arrangements and know how to work with the full political spectrum.

How important is the mayor or head of the guiding government body? Given the limited authorities of mayors in many Canadian municipalities, having the mayor on board may not necessarily be critical, although mayors are welcome participants, as is currently the case in Vancouver.

It may be more important to have council supporters who know how to broker deals across the political spectrum. The Toronto Food Policy Council, for example, benefited enormously from the interventions of then-City Councillor Jack Layton, who helped frame the initiative, ensure that the votes to create it were organized, and guided many of its early initiatives.

In Thunder Bay, a City Councillor has been involved informally with the city's Food Action Network for several years. Because of her support and advice, the Food Action Network's food charter was endorsed by City Council in 2008. A city planner has also been a champion internally for several years.

In many municipalities, the champion has been a middle- to senior-level municipal civil servant, usually in the public health unit, but sometimes in planning or social development. In Kaslo, British Columbia, the biggest political champion was a federal MP for the West Kootenays, suggesting that this type of work may be raised to the federal level from the local constituencies in which important food policy activity is taking place.

What structural arrangements do food policy initiatives have?

The 64 projects represent tremendous structural diversity – some have intimate and deeply attached linkages to municipal government, others have virtually no connections to government, relying almost exclusively on community agencies and volunteers.

The data strongly suggest that well-structured access to municipal councils, with some level of staff support and financing, leads to greater effectiveness, and that a more intimate attachment to government appears to generate greater access to resources (Borron, 2003; Harper et al., 2009). These conditions help ensure longevity, which is essential to this kind of work.

In some cases, such as Kaslo, the agency and staff person have had some success compensating for the absence of formal linkages to the municipality and the lack of a roundtable structure. It would appear that high levels of skill and particularly promising local conditions account for this effectiveness.

There appears to be a trend amongst the groups created primarily by civil society organizations to demonstrate value to municipal governments that, in turn, creates opportunities for new kinds of structural arrangements and financing. In some cases, community-based groups have recognized the limitations of their existing

arrangements and are working to establish a formal Food Policy Council. This finding is consistent with that of MacRae and Abergel (2012): many government units are actively seeking non-governmental assistance in program delivery and policy development. Lacking sufficient internal resources and expertise to solve pressing municipal problems, such units engage with civil society in the hope of finding mutually acceptable solutions to such problems.

What is critical about the nature of the membership?

Most initiatives in Categories 1 to 4 have diverse memberships, representing the main food system sectors, and with significant participation from non-traditional food system actors. Most of those who represent the food chain, however, do not fall into “mainstream” categories. In other words, most municipal initiatives (with some exceptions, such as the Greater Toronto Area Agricultural Action Committee and associated Golden Horseshoe Food and Farming Alliance) have limited representation from the mainstream farm sector, food processing, distribution, or retailing. Instead, “alternative” companies are over-represented relative to their significance within food chains.⁹

Although the major food players may not be among the primary membership of these bodies, there is evidence that secondary linkages are robust. Members in food policy groups may also have memberships in groups working on local food procurement in schools (Farm to Cafeteria), regional economic development projects, or food processing retention strategies. Although there are some exceptions, there may also be underrepresentation from the food waste management and processing sectors, as Harper et al. (2009) found in the United States.

Given the roundtable format of most initiatives, their success is often determined by the skill with which they are facilitated (by chairs and staff), and the level of skill and engagement of the members and the resources they can bring through their initiatives. This ability to engage other initiatives is often critical where resources are limited and structural connections lacking, as they are for most groups in Categories 4 to 6.

Members represent a range of commitment to the process – typically, about a third of the members are effective and skilled contributors, a third are effective on occasion, and the remaining third consists of individual who are there more to learn than to contribute.

Groups often struggle to determine the most appropriate mix of members – their backgrounds, diversity, skills, representations, influence, and links to other critical actors. As well, groups navigate with varying degrees of success the tension between identifying like-minded members and recruiting potential allies from more unexpected sources. Unusual alliances are difficult to negotiate, but can generate significant benefits and many initiatives consider them key to the success of their efforts. Successful initiatives also say that good relations with a wide range of internal and external actors is essential, and the membership can be a big part of success in these relationships.

To whom do staff report?

In initiatives in which staff are municipal employees reporting to a Food Policy Council, a key question is where and to whom in the municipal structure they report. Public health and social development units are the most common attachments. The nature of the attachment can affect the organization’s effectiveness.

For example, the Vancouver Food Policy Council suffered from a lack of internal support earlier in the 2000s, despite a strong structural attachment to the municipality. The Toronto Food Policy Council, in contrast, had very supportive managers in the 1990s, but less so in the early 2000s, and its agenda had to be shifted as a result. Today, Toronto Public Health leads the Toronto Food Strategy with strong links to the Food Policy Council. Food Strategy and Food Policy Council staff are part of the same team, and thus able to facilitate multiple linkages across the municipal government. Likewise, the City of Vancouver now has an integrated food systems program lead by the Director of Social Planning.

Advancing food policy in municipalities can be tricky when municipal or agency staff are essentially seconded to the Food Policy Council, but ultimately have divided loyalties. Certainly, in such cases, the time pressures on seconded staff are significant. A lack of staff support was probably the most cited impediment to effectiveness for initiatives in Categories 3 to 6.

How important are strategies, action plans, and charters?

The most fundamental contribution of food policy initiatives is the creation of opportunities for discussions and action that would not typically occur. These initiatives often go on to develop feasible instruments of food system thinking – strategies, action plans, and food charters.

Our survey found 15 municipalities that have created food charters and five more where charters are in development. Some of these municipalities have also developed food strategies and action plans to help implement activities that flow from the principles of the charters in ways that are reshaping municipal regulations, policies, and programs. Several (including Calgary) have used food charter

language in a food strategy or action plan, but do not have formal charters. At least three others have prepared charters that have not yet been endorsed by the municipality.

Working to have strategies, action plans and charters adopted appears to be a relatively common approach to food policy work, particularly for initiatives in Categories 1 to 4 and appears to help enable action. In some cases, for initiatives in Categories 4 to 6, the action plan or charter becomes the motive for organizing.

These policy instruments help foster organizational motivation, cross-sectoral understanding, and the introduction of food systems approaches to municipalities. Food strategies and action plans galvanize diverse actors, set a vision for their actions, and help leverage additional resources. Both can be endorsed by city council, committees of council, or municipal departments. Both address policy and programming, as many groups appear to understand (Harper et al., 2009).

In many cases, however, the instruments exist, but implementation has been a struggle. Progress may be impeded by a combination of weak structural linkages to the places where decisions are made, insufficient staff or volunteer time or capacity, and lack of funding to develop and execute new proposals. In other cases, programming occurs without a policy framework to support it, which makes it harder to take a comprehensive approach to food systems change.

Unfortunately, many civil society organizations do not have the expertise to work with bureaucratic hierarchies, and at the same time, government units are not well structured to take advantage of the expertise represented by civil society organizations.

THE BROADER CANADIAN POLICY CONTEXT

Canada, like most industrial countries, has never had a coherent and integrated national food policy. Rather, agricultural production has been the primary driver of food-related policy in Canada.

Agricultural policy in the 19th century dealt primarily with Canada's obligations as a British colony and government efforts to establish national boundaries, which included securing the Prairies by attracting new farmers. As agricultural historian Vernon Fowke put it in 1946, "Government assistance has been typically extended to agriculture because of what agriculture was expected to do for other dominant economic interests in return for assistance, rather than for what such assistance might do for agriculture" (p.272).

The political power of the grain and livestock sectors to influence eating patterns and nutrition recommendations dates from this period, when governments began providing significant supports to them. Unfortunately, most Canadian food regulations remain rooted in a traditional focus on food safety and fraud prevention.

Hedley (2006) argues that this approach reflects the idea that governments should confine their activities to these areas and to matters of food supply and leave individuals to make their own choices. In other words, governments are very reluctant to intervene in food consumption (or demand) issues, a major

impediment to creating a coherent food policy. Public health officials, however, have long been sensitive to food issues, although their earlier interpretation of food policy work focused largely on sanitation and nutrition (see Ostry, 2006). The current levels of support for food policy initiatives within public health departments may reflect this history.

There have been periods in Canada, including now, when a broader national approach has been considered. Many non-governmental groups have recently proposed a national food strategy. However, the federal and provincial governments have yet to propose such policy.

Clearly there is a federal and provincial void in this area, but that does not necessarily explain why municipalities – which have the weakest jurisdictional authority for food systems – would choose to directly or indirectly engage in food policy work. What may account for their actions is the fact that municipalities have historically been more responsive to the needs of their citizenry, despite their limited ability to finance and support desired changes. They are also the level of government closest to the community.

The recent pattern of downloading formerly federal or provincial functions onto municipalities has limited their ability to respond to local needs, but at the same time made it clear that senior levels of government are not going to act on many local problems. Now that 80% of the Canadian population lives in urban and suburban areas, the demand-side deficiencies of current approaches to food policy are increasingly apparent. These include hunger and food poverty, food-related health problems, and the loss of economic development associated with food supply chain changes.

Some municipalities have now recognized that food is an essential urban issue. This municipal movement into food can also be seen as part of a reaction to the loss of national powers to global processes. "Local (and regional) spaces are now increasingly being viewed as key institutional arenas for a wide range of policy experiments and political strategies. These include new entrepreneurial approaches to local economic development as well as diverse programs of institutional restructuring" (Brenner and Theodore, 2002:1).

Our research reveals a high concentration of food policy initiatives in British Columbia and Ontario. In British Columbia, they began to proliferate rapidly when the province made "community food security" a core public health function. The pace accelerated when the British Columbia Ministry of Health earmarked and began to deliver funds for health authorities to support community food action initiatives and food policy groups as part of its food security agenda.

The Olympics also helped propel food policy activity forward in British Columbia. The Ministry of Health convinced the Premier to create an inter-ministerial Act Now committee

tasked with the responsibility of ensuring British Columbia was the healthiest province to host an Olympic Games. Each ministry was required to report back on its progress towards reducing risk factors contributing to chronic disease. Healthy eating and food security were part of those risk factors. Furthermore, the Premier allocated significant funding for non-profit chronic disease prevention groups to fund programs and policy to improve healthy eating/food security.

A third factor in the proliferation of food policy initiatives in British Columbia was the introduction of a carbon tax and a mandate from the Premier's office that all public institutions should reduce their carbon footprint. The involvement of the agricultural sector remained relatively weak in these food initiatives, which were largely led by the health and education sectors.

In contrast, the situation in Ontario has been driven less by provincial initiatives and more from networking across interested Ontario municipalities. The Toronto Food Policy Council participated in provincial networks from early on its existence. These included the Association of Local Health Agencies (ALPHA), meetings of provincial medical officers of health, the Ontario Public Health Association, and community nutritionist meetings, most focused on food security, poverty alleviation, health equity and health promotion.

Although certain food security elements started appearing in provincial mandatory public health program requirements in the late 1980s, the dominance, until recently, of the nutrition profession within food-related mandatory programming may have limited the scope of the changes. Public health standards since 2008 appear to have taken a wider view and have been named as a driver by a few Ontario bodies.

Along with numerous reports on local agriculture's contributions to the economies of various regions and districts in Ontario (see, for example, the work of Harry Cummings and Associates and Planscape), the Toronto Food Policy Council played a critical role in encouraging municipal involvement in agricultural issues. This work helped inspire numerous agricultural advisory committees attached to regional jurisdictions and more recently the work of the Greater Toronto Area Agricultural Action Committee. But the lack of commitment to food policy work at a provincial level may lead to insufficient coordination across the province. The adoption of a provincial Food and Nutrition Strategy, as advocated by a wide-reaching coalition of health and agricultural organizations, could improve the situation, as might the recent reintroduction of a local food bill to the provincial legislature. The provincial network, Sustain Ontario, is also facilitating communication among municipal FPCs.

It is not entirely clear why other regions have been slower to embrace food policy initiatives. In some cases, municipal efforts to engage provincial governments in discussions about these themes have not borne fruit. Civil society organizations and some municipal officials in the

Prairie provinces have championed provincial food policy initiatives, although these efforts have raised limited interest at the provincial government level.

The provincial government in Quebec has a stronger tradition of state intervention in social development, poverty reduction, and agricultural development than most other provinces. The report of the Commission sur l'avenir de l'agriculture et de l'agroalimentaire québécois has been a significant impetus for food system thinking, both provincially and regionally. For example, the Plan de développement d'un système alimentaire durable et équitable de la collectivité montréalaise that the Conférence régionale des élus de Montréal is undertaking has a mandate to define this food system thinking for that region¹⁰.

The Atlantic provinces have recently embarked on some food policy initiatives, including a provincial Food Policy Council in Nova Scotia and food security networks in New Brunswick and Newfoundland and Labrador. It appears that local and regional municipalities in the Atlantic are on the verge of significant activity given the number of recent visioning workshops in which food system change has been a significant component.

VALUE, BENEFITS, AND IMPACTS

Although levels of participation in a diverse array of activities are often high (see Table 2), it is harder to demonstrate the direct benefits of these efforts. Anecdotal evidence, however, suggests that many food policy initiatives have had significant influence on how their municipality engages with the food system and in some cases are effectively acting as food units for the municipal government.

TABLE 2: COMMON AREAS OF ACTIVITY FOR FOOD POLICY INITIATIVES

Area	Examples
Access and Equity	Community engagement in decision-making Healthy food access and food retail initiatives Food desert mapping Senior food assistance programs Access to culturally appropriate food
Economic Development	Small business marketing assistance/financing Food hubs Food employment training programs Food trucks Farmers' markets
Environmental Sustainability	Sustainable food sourcing Environmental footprint Climate change planning
Food Education	Food skills and food literacy programs Healthy cooking demonstrations School gardens
Local and Regional Food	Farm-to-table programs Institutional purchasing programs Legislation
Mobile Vending	Enabling mobile food carts Licensing fee reductions
Nutrition and Public Health	Electronic benefit transfer (EBT) at farmers' markets Menu labeling Healthy eating programs Early childhood nutrition programs
Policy Advocacy	Provincial and federal advocacy Municipal food charters
Urban Agriculture	Zoning by-law revisions Community garden programs Greenhouses
Waste Management	Food composting programs Curbside food waste collection Provincial waste hauler rules

Adapted from Hatfield (2012)

The financial sustainability of food policy initiatives is a higher test of success, and most initiatives struggle to survive, except some of those in Categories 1 and 2. Many initiatives have leveraged private- and public-sector resources to create food projects such as community gardens, food box distribution schemes focusing on low-income neighbourhoods, local and sustainable food procurement programs that support regional farmers, and real or virtual food hubs. Others have established new relations with planning departments that influence official plans, zoning by-laws, and local economic development initiatives. Public health units across the country have expanded their food security programming.

Few initiatives have undertaken explicit and specific evaluation of outcomes, costs, and benefits of their actions. We do know that local agriculture increases economic multipliers relative to export-import agriculture (Bendavid-Val, 1991; Hoffer and Kahler, 2000; Leatherman, 1994; Meter, 2009), and many initiatives do local economic development work, particularly attempting to enhance local agriculture and food processing. But we cannot yet determine how this work contributes to the overall net economic value of local and regional food supply chains.¹² Similarly, many initiatives use food as a health promotion and cultural enhancement measure, yet we have limited knowledge of how such efforts contribute to reduced health care costs, greater cultural amenities, and improved social cohesion.

These initiatives exist largely because food policy initiatives are able to do things that individual actors – municipal or regional governments, food supply chain operations,

NGOs – do not do very well. These initiatives promote institutional and community change and direct individuals to engage differently with the food system (Scherb et al., 2012). Their main value lies in their ability to engage diverse actors, look at problems and solutions in new ways, and applying that viewpoint to analyzing food system function, coordinating and facilitating the work of a range of actors, brokering and leveraging new kinds of relationships, sharing resources, networking, education, and advocacy.

When done effectively, this work allows new food policy initiatives to interact with “traditional” food system players. It provides opportunities for those in the food supply chain to interact with, for example, the health sector, university researchers, municipalities, and environmental services. As the initiatives mature, they learn how traditional groups approach questions of sustainability, risk, policy, and regulation, and become more constructive participants in solving problems. This ability may be critical to their long-term success as Scherb et al. (2012) identify that lack of food systems thinking is a key barrier for the success of Food Policy Councils in the United States.

In some places, food system thinking has become embedded, in that the municipalities and institutions make decisions and define their work plans with food systems in mind. This has certainly happened in Toronto with the Official Plan review and the work of Toronto Public Health. Similar effects are evident in Waterloo Region in Ontario. Once the City of Vancouver finalizes its food system checklist to guide municipal decision makers, the use of such a tool will likely spread to other municipalities undertaking food work.

WHAT ARE THE KEYS TO SUCCESS?

The ideal appears to be a food policy organization whose staff and members have extensive knowledge of and expertise in food systems, a sophisticated approach to food system change, with funding that is stable and sufficient for at least a lean organizational effort.

Staff and members understand the political and practical realities of their host institutions and the needs of the participating members. They scan the horizon for new opportunities and then mobilize the appropriate resources to have an impact when an opportunity arises. They are adept at using policy, program, and project

development to advance food system change, and engage the community effectively in advocacy work.

How do Canadian initiatives get to this mature stage? The general trajectory of these transitions has been set out in several Toronto Food Policy Council reports (e.g., TFPC, 1994; MacRae and TFPC, 1999).

The literature and our survey also suggest some other do's and don'ts for food policy initiatives.

EXAMPLE: TORONTO'S FOOD POLICY TRAJECTORY

The Toronto Food Policy Council (TFPC) was formed in 1990 and helped create and implement the Toronto Declaration on Food and Nutrition in 1991/92. In the late 1990s, TFPC worked with staff, civil society, and municipal council participants on the city's Food and Hunger Action Committee, which led to the development of a Food Charter, endorsed in 2000. In 2010, the Toronto Food Strategy was developed by Public Health, and a small group of Public Health employees was given the explicit mandate of operating as the Food Strategy team under a Healthy Communities focus, including the Coordinator of the TFPC. The Food Strategy team is now working to facilitate a healthy, sustainable food system by cultivating food connections within municipal government and between the municipality and the community. The Strategy has led to concrete initiatives linking City, businesses, and civil society organizations. TFPC has also had input into broad municipal policies, including the City's Environmental Plan, the Official Plan, the Golden Horseshoe Food and Farm Action Plan, and the Urban Agriculture Action Plan.

Bring together people who don't normally spend time with each other. This may be difficult at the beginning, but this work usually leads to one or more of the following: a community food assessment, a preliminary set of new projects to be undertaken, new networks, a process to create a food charter, or a municipal food strategy or action plan.

Conduct a food system assessment or develop a food charter based on an informal assessment. These have been common strategies amongst food policy councils in the United States (Harper et al., 2009).

Spend time getting to know the local food system, but have a first success to build credibility (Dahlberg, 1994; Schiff, 2007).

According to Scherb et al. (2012), food policy initiatives that have survived for three or more years have a more diverse and robust way of identifying problems and engaging with opportunities for change. It may not matter what the first success is, as long as it helps advance a solution to a pressing problem that might not have otherwise been effectively addressed.

Understand the needs and priorities of host agencies (Scherb et al., 2012). Knowledge of the host agency and its realities will help in maintaining their support. Help the host see themselves in the food policy work.

Gradually strengthen structural connections to municipal government. Typically, a loose coalition of interested voluntary parties forms in response to a specific need. Then, if the loose coalition secures some resources for action on a few specific problems, it expands both the agenda and the membership. Often, an experienced leader from a food policy council in another jurisdiction will be brought in to share lessons. Frequently, the next step is to look for formal attachments and ongoing funding. Although some food policy councils extol the benefits of independence from government, long-term effectiveness means moving away from an over-reliance on volunteers (see Harper et al., 2009). However, some of the literature recommends avoiding becoming too attached

to the mayor's office (Dahlberg, 1994). The Vancouver Food Policy Council is currently receiving significant and welcome support from the mayor's office, although such support has not always been available from that office, in part confirming Dahlberg's warning.

Link food to existing reports and policies on related themes. The food policy agenda has a greater chance of being implemented when it is attached to other agencies and units and when food system change can assist with the execution of their mandates.

Maintain perceptions of legitimacy, feasibility, and support with all political parties and the general public. Successful Food Policy Councils get as much policy and structural support in place while they have internal champions, since most have experienced variable levels of support from their municipality. In this sense, governments must buy into the process (Harper et al., 2009).

Once initiatives have some local success, move on to addressing provincial and federal issues, especially those that have impacts on the local food scene.

A number of questions for consideration and areas for further research emerge from this scan of municipal and regional food policy initiatives across Canada. We have organized these questions according to their audience.

Questions for municipal/regional governments

- How should municipalities create and support platforms for a wide variety of stakeholders to come together to identify and address food system priorities? What lessons can be learned from similar public engagement platforms and processes in other domains that can be applied to food system engagement?
- What mechanisms should be used to embed food systems thinking through the municipality? What are the ideal (or most beneficial) types of human, financial, and other resources that municipalities can provide to advance food policy work? How can municipalities engage staff in food policy work and formally endorse or link other municipal functions to food policy?
- How are municipalities facilitating food policy initiatives to leverage resources within and beyond the municipality so that the initiative can raise more money than it costs to finance its core functions?
- What are the most effective staffing arrangements for core functions of food policy initiatives in different sized municipalities? How can municipal governments support food policy initiatives and priorities through full-time-equivalent staff position or through secondments and assignments? How can municipalities develop “food systems thinking” among a range of staff, and how can they support emergence of local champions for food policy?

- How can municipalities help connect food policy initiatives at different levels of maturity with important constituencies and stakeholders?
- How can municipalities enable and support food policy initiatives to better document and evaluate their work, in order to demonstrate successful processes for social change as well as to enhance our collective understanding of food system and other impacts?
- What are the regulatory and policy obstacles to food system change that can be influenced by municipalities and how can municipalities be more explicit in identifying them?

Questions for municipal/regional food policy initiatives

- What are best practices for documenting and evaluating food policy work, as well as food systems and other impacts, to demonstrate their value for generating effective food systems change?
- How can food policy initiatives ensure members have the right kinds of expertise, analysis, and logistical support to participate in complex, multi-actor partnerships? How can they cultivate engagement with “strange bedfellows,” in order to forge alliances that create possibilities for change?
- How can innovative and feasible solutions to pressing problems be encouraged to emerge, documented, and shared? How can participants be encouraged to implement solutions?

- How can governments support training and capacity-building opportunities for start-up food policy initiatives, organizations, and their members? How can institutions such as the Federation of Canadian Municipalities and universities support these initiatives to better understand how to work with municipal governments and existing policy frameworks?

Questions for supply chain players

- How can a broader range of supply chain players participate in a municipal food policy initiative? How can food businesses be encouraged to participate?
- How can supply chain players contribute to dialogue on policy and regulatory barriers that have an impact on local and regional food systems, and that can be acted upon by municipal government?

Questions for federal and provincial governments

- What are the connections between provincial and federal food system actors and initiatives and the food policy work taking place at municipal levels? How can the broad range of food policies at multiple levels and across jurisdictions become connected and leveraged to amplify beneficial effects?
- How can inter-jurisdictional, including multi-level collaboration on public health and land use planning (for example) facilitate new advisory processes on food policy issues?
- How can higher levels of government help advise and support municipal counterparts on food policy matters and vice versa? Should municipal food policy initiatives be supported by provincial and federal governments and, if so, how? Could the experience of the British Columbia Community Food Action Initiative and the Ontario Healthy Communities Fund serve as a model for other provinces?

CONCLUSION AND RECOMMENDATIONS

Cities are food players. More than 64 municipalities are engaged in food policy and practice. This number is only expected to go up and the level of current involvement is expected to deepen. These municipalities are becoming “food policy entrepreneurs” using food to advance progress towards health, social, environmental, and economic objectives.

They are using systems thinking to bring diverse players together to create food system change that offers benefits across many different sectors. This work could be considered an example of adaptive governance, linking actors and issues from communities and cities to broader levels of government, using a systems approach to tackle complex issues.

This paper represents only a preliminary analysis of municipal food policy initiatives. We need to better understand how these initiatives will sustain themselves; what stands in the way of their success; how they will demonstrate food systems impacts; and how they integrate into the provincial/federal policy domain. Much can be gained from sharing information on how they work and what they can achieve.

Three broad recommendations emerge from this scan of municipal and regional food policy initiatives across Canada.

1. There is a need for actors and organizations working in municipal food policy across Canada to create a network to share information and best practices and build capacity for food policy work.¹²
2. Municipal food initiatives would benefit from identifying a range of ways to document and evaluate their work in order to demonstrate successful processes for social change as well as food system and other municipal/regional impacts.
3. Policy makers at various government levels should clarify jurisdictional food policy connections and define the linkages between municipal food policy efforts and provincial and federal food, agriculture, public health, and other policy domains.

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APPENDIX 1

COMMONLY USED MEASUREMENTS FOR EVALUATING LOCAL FOOD SYSTEMS

Distance of households from full-service grocery stores

Number of corner stores converted to healthy retail

Number of new or revised institutional procurement policies

Number of new food truck businesses

Number of food manufacturing jobs

Number of alternative food initiatives (farmers markets, community food markets, community kitchens, community and market gardens, community supported agriculture, food box programs, buying clubs, etc.)

Dollars spent at these alternative food initiatives

Dollars spent on fruits and vegetables in the local population

Percent of population eating five servings of fruits and vegetables per day

Rates of school meal participation

Rates of chronic disease and obesity

Number and dollar value of local farms, processors and distributors supplying local buyers

Adapted from Hatfield (2012)

APPENDIX 2

MUNICIPAL FOOD SYSTEM ADVISORY GROUP

Andree, Peter	Carleton University
Belleau, Josée	Conférence régionale des élus de Montréal
Bertrand, Lise	Santé publique de Montréal
Blay-Palmer, Alison	Wilfrid Laurier University
Buchan, Rob	District of North Saanich
Chahine, Ghalia	Conférence régionale des élus de Montréal
Chorney, Paul	Manitoba Alternative Food Research Alliance
Duynstee, Theresa	Metro Vancouver
Emanuel, Barbara	Toronto Public Health
Epp, Stefan	Food Matters Manitoba
Ferri, Nick	Greater Toronto Agricultural Action Committee
Friedmann, Harriet	University of Toronto
Geggie, Linda	CRFAIR Capital Region and Agriculture
Gibson, Kathleen	GBH Consulting Group
Hughes, Paul	Calgary
Hunter, Beth	J.W. McConnell Family Foundation
Kadwell Rosie	Haliburton, Kawartha, Pine Ridge District Health Unit
LeClerc, Marie	Regroupement des cuisines collectives du Québec
Legault, Anne-Marie	Équiterre
MacPherson, Kathy	The Friends of the Greenbelt Foundation
Mah, Catherine	University of Toronto
McNeice, Jonathan	Edmonton Food Strategy
Moore, Arlene	Alberta Health Services
Quan, Hani	City of Edmonton
Rowan, Ann	Metro Vancouver
Roy, Michèle	Regroupement des cuisines collectives du Québec
Rutherford, Nancy	Policy Planning Branch, Region of Durham
Shopland, Barbara	2gener8 Solutions Inc.
Scott, Steffanie	Waterloo Region Food System Roundtable
Wakefield, Sarah	Hamilton Community Food Security Stakeholder Advisory Committee
Watson, Aimee	Kaslo Food Security Project

Steering Committee

Baker, Lauren	Toronto Food Policy Council, Toronto Public Health, City of Toronto
Bays, Joanne	Vancouver Food Policy Council
Donahue, Kendal	Sustain Ontario: The Alliance For Healthy Food And Farming
McInnes, David	Canadian Agri-Food Policy Institute
McRae, Rod	Faculty of Environmental Studies, York University

Note: Participation may not necessarily imply endorsement.

ENDNOTES

1. Rod MacRae and Kendal Donahue are researchers at the Faculty of Environmental Studies at York University; Lauren Baker is the Coordinator of the Toronto Food Policy Council; Joanne Bays is a member of the Vancouver Food Policy Council; and David McInnes is the President & CEO of the Canadian Agri-Food Policy Institute.
2. We use the term food policy entrepreneurship to describe how initiatives and or individuals with limited resources, but often considerable knowledge and social capital, leverage their expertise to effect change in ways that aren't necessarily common to traditional interpretations of food policy work. Such leveraging occurs in multiple domains, beyond economic development, and includes social and health policy change.
3. See Vancouver's food strategy and Appendix 1 for some preliminary observations. Also see Sustain Ontario's municipal food policy working group activities.
4. www.fcm.ca/home/programs/green-municipal-fund/sustainable-food-systems-survey.htm
5. Note that this is a preliminary analysis, as we were unable to interview all the initiatives identified or verify our interpretation with them. This project is ongoing and we anticipate substantial additions and corrections to our research through the website, www.tfpc.to/canadian-food-policy-initiatives.
6. See Table 2 and Appendix 1 for more on categories of impact.
7. To determine this, we assessment survey and phone interview results against our description of food systems thinking (box A)
8. The regional *Table de concertation sur la faim* model in Quebec may be more widespread than we were able to determine in this survey
9. For example, according to estimates by Agriculture and Agri-Food Canada, the alternative food distribution system represents no more than 1% of food system activity (AAFC, 2009), yet alternative chain actors – independent retail, urban gardeners, community food distribution projects, farmers' market organizers, are likely overrepresented in these initiatives.
10. Ghalia Chahine, Agente de développement, Conférence régionale des élus de Montréal, personal communication, March 25, 2013.
11. A new study commissioned by three foundations (Friends of the Greenbelt, the Metcalf Foundation, and the McConnell Foundation) in Ontario may shed light on these questions.
12. See Vancouver's food strategy and Appendix 1 for some preliminary observations. Also see Sustain Ontario's municipal food policy working group activities.

From: Claudia Chan [<mailto:cchan@miabc.org>]
Sent: July-22-19 12:32 PM
Subject: MIABC Voting Delegate - 2019 UBCM Convention

The Municipal Insurance Association of BC (MIABC) **Voting Delegate Orientation is scheduled to take place on September 24th at 4:00 p.m.**, immediately followed by **our 32nd Annual General Meeting (AGM) at 4:30 p.m.** These events will be held in Waterfront Ballroom A/B of the Fairmont Waterfront Hotel in Downtown Vancouver, located directly across from the Vancouver Convention Centre where the UBCM Convention is taking place.

In accordance with *Article 6.13* of the Reciprocal Insurance Exchange Agreement, the following delegate and two alternates have been registered with the MIABC to vote your interests at this year's AGM. If you would like to change the delegate and/or two alternates, please forward a resolution of your Council/Board directing these changes to the MIABC by September 9th, 2019.

The **AGM Booklet** with further voting information will be **distributed on August 23, 2019.**

Voting Delegate: Mayor Larry Jangula
Email address: ljangula@courtenay.ca

Alternate #1: Councillor Doug Hillian
Email address: dhillian@courtenay.ca

Alternate #2: Councillor Bob Wells
Email address: bwells@courtenay.ca

Regards,
Claudia Chan

THE CORPORATION OF THE CITY OF COURTENAY

BYLAW NO. 2922

A bylaw to amend Official Community Plan Bylaw No. 2387, 2005

The Council of the Corporation of the City of Courtenay in open meeting assembled enacts as follows:

1. This bylaw may be cited for all purposes as **“Official Community Plan Amendment Bylaw No. 2922, 2019”**.
2. That “Official Community Plan Bylaw No. 2387, 2005” be hereby amended as follows:
 - (a) by changing the land use designation of Lot 4, District Lot 96, Comox District, Plan 32210 Except Part in Plan VIP68472 and VIP76687 (2048 - 13th St.), as shown in bold outline on **Attachment A** which is attached hereto and forms part of this bylaw, from Urban Residential to Multi Residential; and
 - (b) That the map “City of Courtenay OCP Land Use” be amended accordingly.
3. This bylaw shall come into effect upon final adoption hereof.

Read a first time this 21st day of May, 2019

Read a second time this 21st day of May, 2019

Published in two editions of the Comox Valley Record on the 4th day June, 2019 and the 6th day of June, 2019

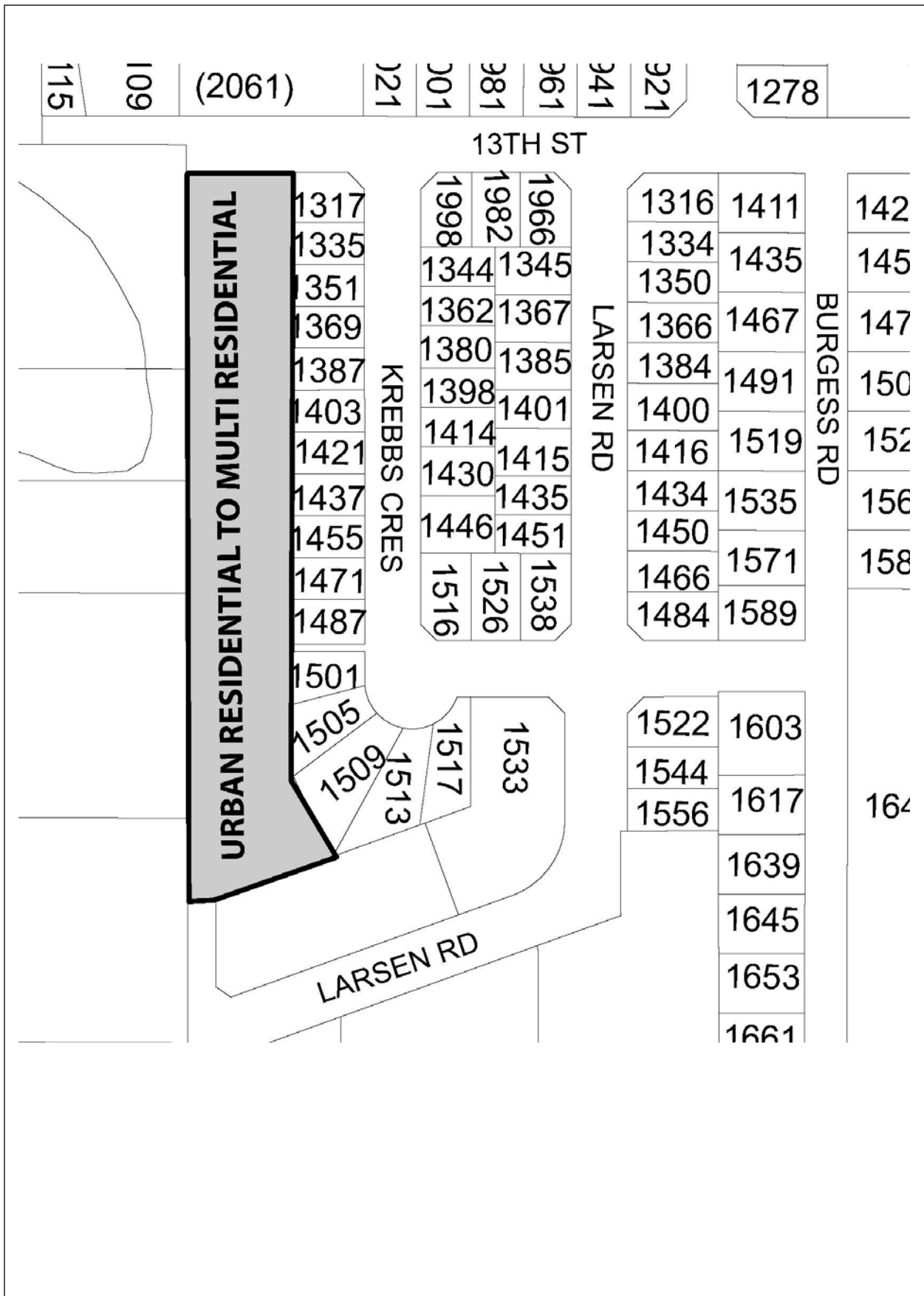
Considered at a Public Hearing this 10th day of June, 2019

Read a third time this 17th day of June, 2019

Finally passed and adopted this day of , 2019

Mayor

Corporate Officer



THE CORPORATION OF THE CITY OF COURTENAY

BYLAW NO. 2927

A bylaw to amend Zoning Bylaw No. 2500, 2007

The Council of the Corporation of the City of Courtenay in open meeting assembled enacts as follows:

1. This bylaw may be cited for all purposes as **“Zoning Amendment Bylaw No. 2927, 2019”**.
2. That “Zoning Bylaw No. 2500, 2007” be hereby amended as follows:
 - (a) Amending Section 8.35.2 by adding:

“(4) notwithstanding any provision of this bylaw, *Multi residential dwellings* are a permitted use on Lot 4, District Lot 96, Comox District, Plan 32210 Except Part in Plan VIP68472 and VIP76687 (2048 - 13th Street).”

3. This bylaw shall come into effect upon final adoption hereof.

Read a first time this 21st day of May, 2019

Read a second time this 21st day of May, 2019

Published in two editions of the Comox Valley Record on the 4th day June, 2019 and the 6th day of June, 2019

Considered at a Public Hearing this 10th day of June, 2019

Read a third time this 17th day of June, 2019

Finally passed and adopted this day of , 2019

Mayor

Corporate Officer

THE CORPORATION OF THE CITY OF COURTENAY

BYLAW NO. 2888

A bylaw to amend Zoning Bylaw No. 2500, 2007

The Council of the Corporation of the City of Courtenay in open meeting assembled enacts as follows:

1. This bylaw may be cited for all purposes as “**Zoning Amendment Bylaw No. 2888, 2019**”.
2. That “Zoning Bylaw No. 2500, 2007” be hereby amended as follows:
 - (a) by rezoning Lot A, District Lot 230, Comox District, Plan VIP73473 (2310 20th Street), as shown in bold outline on **Attachment A** which is attached hereto and forms part of this bylaw, from Residential Two A Zone (R-2A) to Residential One D Zone (R-1D); and
 - (b) That Schedule No. 8, Zoning Map be amended accordingly.
3. This bylaw shall come into effect upon final adoption hereof.

Read a first time this 4th day of March, 2019

Read a second time this 4th day of March, 2019

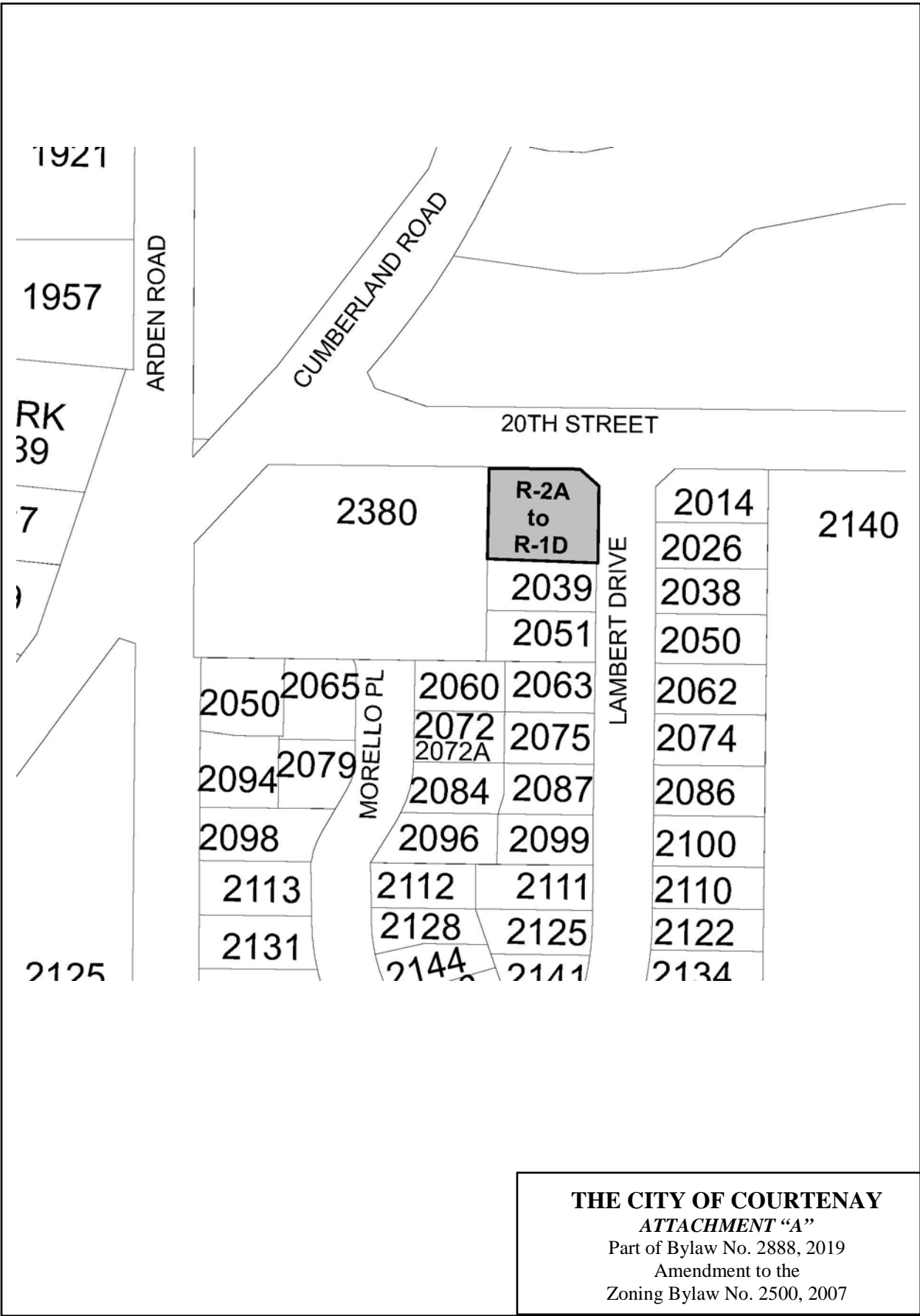
Considered at a Public Hearing this 18th day of March, 2019

Read a third time this 1st day of April, 2019

Finally passed and adopted this day of , 2019

Mayor

Corporate Officer



THE CITY OF COURTENAY
ATTACHMENT "A"
 Part of Bylaw No. 2888, 2019
 Amendment to the
 Zoning Bylaw No. 2500, 2007