



**MERGED AGENDA  
GOVERNANCE AND PRIORITIES COMMITTEE MEETING**

Monday, March 22, 2021, 1:00 P.M. - 4:00 P.M.  
SHAW AUDITORIUM, VANCOUVER ISLAND CONFERENCE CENTRE  
80 COMMERCIAL STREET, NANAIMO, BC

SCHEDULED RECESS 2:45 P.M.

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	Pages
<b>1. CALL THE MEETING TO ORDER:</b>	
[Note: This meeting will be live streamed and video recorded for the public.]	
<b>2. INTRODUCTION OF LATE ITEMS:</b>	
<b>3. APPROVAL OF THE AGENDA:</b>	
<b>4. ADOPTION OF THE MINUTES:</b>	
a. <u>Minutes</u>	5 - 13
Minutes of the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC, on Monday, 2021-MAR-08, at 1:00 p.m.	
<b>5. AGENDA PLANNING:</b>	
a. <u>Governance and Priorities Committee Agenda Planning Matrix</u>	14 - 20
To be introduced by Sheila Gurrie, Director, Legislative Services.	
1. <i>Replace GPC Matrix</i>	21 - 24
<b>6. REPORTS:</b>	
a. <u>GOVERNANCE AND MANAGEMENT EXCELLENCE:</u>	
1. Building Permit Function Review	25 - 99
To be introduced by Dale Lindsay, General Manager, Development Services.	

*Purpose: To provide the Governance and Priorities Committee with the Building Permit Function Review draft report by Neilson Strategies Inc. for consideration and recommendation to Council.*

Presentation:

1. Allan Neilson, Neilson Strategies.

Recommendation: That the Governance and Priorities Committee receive the March 2021, Building Permit Function Review draft report by Neilson Strategies Inc. and recommend that Council:

1. refer the additional Staff positions recommended in the draft report to the Finance and Audit Committee for consideration in the 2021-2025 Financial Plan;
2. direct Staff to proceed with implementation of the remaining six recommended changes outlined in the draft report; and
3. direct Staff to submit a grant application to the Union of British Columbia Municipalities' Local Government Development Approvals Program to support the implementation of established best practices and to test innovative approaches to improve development approvals processes.

b. REIMAGINE NANAIMO:

1. REIMAGINE Nanaimo Update on City Portrait

100 - 112

To be introduced by Dale Lindsay, General Manager, Development Services.

Presentation:

1. Lisa Bhopalsingh, Manager, Community Planning.

c. ENVIRONMENTAL RESPONSIBILITY:

d. ECONOMIC HEALTH:

e. COMMUNITY WELLNESS/LIVABILITY:

1. Strengthening Communities Service Grant Opportunity

To be introduced by Dale Lindsay, General Manager, Development Services.

[Note: Presentation to be distributed on the Addendum.]

1. Add - PowerPoint Presentation Titled "Strengthening

113 - 118

*Communities' Services Program"*

To be introduced by Dale Lindsay, General Manager,  
Development Services.

2. Art in Public Spaces Working Group - Draft Guidelines and Process 119 - 127

To be introduced by Lynn Wark, Director, Recreation and Culture.

*Purpose: To propose a process to form an Art in Public Spaces Working Group and Guidelines for their work.*

Recommendation: That the Governance and Priorities Committee recommend that Council endorse the Art in Public Spaces Working Group Guidelines and Call for Applications and direct Staff to proceed.

3. Art in Public Spaces Public Art Collection De-accession 2021 128 - 142

To be introduced by Lynn Wark, Director, Recreation and Culture.

*Purpose: To provide for Council's consideration the proposed deaccession of three artworks from the City of Nanaimo's Public Art Collection.*

Recommendation: That the Governance and Priority Committee recommend that Council approve the de-accession of the following artworks from the City of Nanaimo Public Art collection:

1. Dan Richey, *Dungeness Crab* (2013);
2. Yvonne Vander Kooi and students of Bayview Elementary, *The Hummingbird Project* (2013); and,
3. Yvonne Vander Kooi, *At Play* (2007).

4. Mayor's Task Force on Recovery and Resilience

1. Mayor's Leaders' Table

143 - 145

To be introduced by Shelley Legin, General Manager,  
Corporate Services.

*Purpose: Consistent with the Mayor's Task Force on Recovery and Resilience Recommendation, present options to Establish a Mayor's Leaders' Table to Advise, Inform and Collaborate Across the Community to further Nanaimo's opportunities and address challenges.*

Recommendation: That the Governance and Priorities Committee recommend that Council establish the

Mayor's Leaders' Table with representation of: Mayor and two Council members; key social, cultural, educational, healthcare, technology, labour, arts, tourism and business organizations; and, chaired by the Mayor and subject to applicable Legislative Support and oversight.

2. Nanaimo Builds - 100,000 Voices Campaign Concept 146 - 150

To be introduced by Sheila Gurrie, Director, Legislative Services.

*Purpose: To present Mayor and Council with a citizen-directed campaign concept consistent with Nanaimo BUILDS, one of six recommendations that came from the Mayor's Task Force on Recovery and Resilience.*

Presentation:

1. Farnaz Farrokhi, Manager, Communications.

Recommendation: That the Governance and Priorities Committee recommend that Council direct staff to develop the 100,000 Voices Campaign Concept and report back to Council with the marketing and communications plan, including a budget.

7. ADJOURNMENT:

**MINUTES**  
GOVERNANCE AND PRIORITIES COMMITTEE MEETING  
SHAW AUDITORIUM, VANCOUVER ISLAND CONFERENCE CENTRE,  
80 COMMERCIAL STREET, NANAIMO, BC  
MONDAY, 2021-MAR-08, AT 1:00 P.M.

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Present: Councillor B. Geselbracht, Chair  
Mayor L. Krog  
Councillor D. Bonner  
Councillor T. Brown  
Councillor E. Hemmens (arrived 2:22 p.m.)  
Councillor Z. Maartman  
Councillor I. W. Thorpe (vacated 2:06 p.m.)  
Councillor J. Turley  
Councillor S. D. Armstrong (joined electronically 2:55 p.m., disconnected 4:02 p.m.)

Staff: J. Rudolph, Chief Administrative Officer  
R. Harding, General Manager, Parks, Recreation and Culture  
S. Legin, General Manager, Corporate Services  
D. Lindsay, General Manager, Development Services  
B. Sims, General Manager, Engineering and Public Works  
T. Doyle, Fire Chief (joined electronically)  
B. Corsan, Director, Community Development  
J. Holm, Director, Development Approvals  
L. Mercer, Director, Finance  
L. Bhopalsingh, Manager, Community Planning  
L. Rowett, Manager, Current Planning  
L. Brinkman, Planner  
S. Gurrie, Director, Legislative Services  
K. Lundgren, Recording Secretary

1. CALL THE GOVERNANCE AND PRIORITIES COMMITTEE MEETING TO ORDER:

The Governance and Priorities Committee Meeting was called to order at 1:00 p.m.

2. INTRODUCTION OF LATE ITEMS:

- (a) Agenda Item 5(a) Governance and Priorities Committee Agenda Planning Matrix – Add GPC Agenda Planning Matrix.

3. APPROVAL OF THE AGENDA:

It was moved and seconded that the Agenda, as amended, be adopted. The motion carried unanimously.

4. ADOPTION OF THE MINUTES:

It was moved and seconded that the Minutes of the Governance and Priorities Committee Meeting held in the Shaw Auditorium, Vancouver Island Conference Centre, 80 Commercial Street, Nanaimo, BC, on Monday, 2021-FEB-22, at 1:01 p.m. Be adopted as circulated. The motion carried unanimously.

5. AGENDA PLANNING:

a. Governance and Priorities Committee Agenda Planning Matrix

Sheila Gurrie, Director, Legislative Services, introduced the Governance and Priorities Committee (GPC) Agenda Planning Matrix. Highlights included:

- The matrix identifies topics of importance for the committee
- Intention for today is to address each topic and allow opportunity for the committee to make additions or changes to the matrix
- Priority ranking for each topic before the next GPC meeting
- Ranking process taking place on a 3 to 4 month basis to ensure priorities are up to date
- Matrix includes a timeline of when topics are expected to be ready to move forward

Committee discussion took place. Highlights included:

- Topic: Neighbourhood Associations
  - Creating a criteria to officially recognize neighbourhood associations
  - Opportunity for neighbourhood association representatives to be involved in the discussion
  - Importance of defining what constitutes a neighbourhood association to ensure credibility
- Topic: Crosswalk safety

Sheila Gurrie, Director, Legislative Services, noted a request for additional information on this topic, and that it may be a two part process to accommodate the additional information requested.

- Topic: 1 Port Drive

Sheila Gurrie, Director, Legislative Services, noted that an update on this project will be coming forward to the Committee in the second quarter of 2021.

Committee discussion took place regarding opportunity for the committee to review the plans for 1 Port Drive.

- Topic: Capital Planning
  - Intent of this topic is to bring the committee up-to-date on capital projects
  - Discussions surrounding a multi-project borrowing referendum may be better suited for a Finance and Audit Committee meeting

- Topic: Homelessness and Addictions: Impact on Nanaimo Businesses
  - Topic not viewed as an immediate priority and prefer to see back in potentially 6 months
  - Intention of this topic is for public communication and as an education piece in regards to what the City of Nanaimo (the City) has been doing on this matter
- Topic: Waterfront Walkway

Sheila Gurrie, Director, Legislative Services, noted that this topic would include an update on the status of the project as well as the next steps.

- Topic: Election signage

Sheila Gurrie, Director, Legislative Services, anticipates bringing forward a review of the General Election Bylaw by Fall 2021.

Committee discussion took place regarding the cost of election signage and leveling the playing field for potential candidates.

- Topic: Street Entertainers Bylaw

Sheila Gurrie, Director, Legislative Services, noted that Staff are seeking more clarification on the desired outcomes of this topic.

Committee discussion took place. Highlights included:

- Topic of Street Entertainer Bylaw is not viewed as a priority, but a conversation that should be had
- Topic initially brought forward in response to outdoor noise complaints targeted at a downtown business
- Requested that this topic be brought forward in May or June 2021
- Desired outcomes include reviewing the current bylaw and discussion on how to determine acceptable noise levels for outdoor entertainers
- Hiring buskers to encourage activity at the downtown waterfront

Councillor Thorpe vacated the Shaw Auditorium at 2:06 p.m.

Dale Lindsay, General Manager, Development Services, noted that an update could be brought forward regarding the regulation of buskers.

- Topic: Vancouver Island Conference Center

Sheila Gurrie, Director, Legislative Services, noted that Staff will be bringing forward an update on the Vancouver Island Conference Center and its uses.

Committee discussion took place. Highlights included:

- Unpredictability post COVID-19 and important not to rush decisions
- Repurposing the Conference Centre for recreational spaces without jeopardizing the conference business
- Topic: Sports Venues and Tourism Strategies

Richard Harding, General Manager, Parks, Recreation and Culture, informed the Committee of several items that will be coming forward.

Committee discussion took place regarding the opportunity to take advantage of sports tourism and it's positive impact on economic development.

- Topic: Committee Structure

Sheila Gurrie, Director, Legislative Services, noted that this topic is intended for feedback and discussion on GPC and committee structures.

Councillor Hemmens entered the Shaw Auditorium at 2:22 p.m.

Committee discussion took place regarding:

- The importance of the matrix being thoroughly filled out when a new topic is brought forward
- Suggested GPC topic: To review the work done by the Mayor's Task Force on Recovery and Resilience in regards to what the City will look like post COVID-19
- Ranking topics on the matrix prior to the next GPC meeting

The Governance and Priorities Committee recessed at 2:30 p.m.

The Governance and Priorities Committee reconvened at 2:38 p.m.

## 6. REPORTS:

### a. GOVERNANCE AND MANAGEMENT EXCELLENCE:

#### (1) Community Amenity Contribution Policy

Introduced by Dale Lindsay, General Manager, Development Services.

#### Presentation:

1. Lisa Brinkman, Planner, and Gerry Mulholland, Vice-President, G.P. Rollo & Associates Ltd., Land Economists, provided a PowerPoint Presentation.

Lisa Brinkman, Planner, spoke regarding:

- The purpose of Community Amenity Contribution (CAC) is to collect funds during property rezoning to accommodate growth and development
- The City retained Gerry Mulholland, Vice-President, G.P. Rollo & Associates Ltd., Land Economists, to conduct an analysis and provide recommendations for new CAC rates
- Consultation with the Nanaimo development community
- Provided an overview of the current CAC rates

- Developer required costs, such as development cost charges (DCC's), are different from CAC contributions
- CACs are helpful in creating a more livable city and are a standard practice in many communities
- The City collected \$1,858,946 in CAC funds from 2010 to 2020

Gerry Mulholland, Vice-President, G.P. Rollo & Associates Ltd., Land Economists, continued the presentation. Highlights included:

- Previous review of CAC's for the City was completed in 2007
- Explained the concept of land lift as an increase in land value that is created when a municipality allows for higher density or more profitable use
- Most communities seek between 25% to 80% of the land lift
- Comparison of CAC rates to other municipalities
- Conducted an economic analysis of the potential for the City to increase the CACs secured at rezoning for properties

Councillor Armstrong joined electronically at 2:55 p.m.

- Recommendations for the City as described in the Rollo & Associates Ltd. report, Nanaimo Community Amenity Contribution Study (July 2020):
  - Update city-wide flat fee CAC
  - Ensure the fee is affordable for developers
  - Conduct periodic reviews of rates every 2 to 5 years

Lisa Brinkman, Planner, continued the presentation. Highlights included:

- Addressed concerns from the Nanaimo development community
- Draft CAC Policy evolved in response to both the Rollo & Associates Ltd. report and consultation with the development community
- Supporting affordable housing by increasing the percent of all monetary CACs that are directed to the Housing Legacy Reserve
- Staff seeking direction from the committee to move forward with the next step of community consultation

Committee discussion took place. Highlights included:

- The feedback from the development community
- Consideration for housing prices when comparing rates to other municipalities
- Separate housing markets of resale homes versus new builds

Gerry Mulholland, Vice-President, G.P. Rollo & Associates Ltd., Land Economists, advised the committee:

- Examples of uses of CAC funds in other municipalities
- CAC rate's influence on the inclination to build
- Increasing CAC rates generally does not impact housing affordability

Committee discussion took place regarding profit sharing being an ideal way to generate income for the City.

Committee discussion took place. Highlights included:

- Concerns regarding the unpredictability of the future of the housing market and the possibility of a housing market crash
- The rationale behind the 40% contribution directed to the Housing Legacy Reserve

Lisa Brinkman, Planner, advised that the fund allocation is Council's decision; however, traditionally CACs are used to benefit the neighbourhood impacted by the development.

Committee discussion took place. Highlights included:

- Rationale for the 50% reduced CACs for market rental units
- The substantial difference between the Staff recommendation and the recommendation in the consultant's report
- Seeking more information behind the Staff recommendation
- CACs are voluntary and can be negotiated at the time of rezoning
- Other municipalities have much higher CAC rates
- Would like further information regarding all the associated costs for developers

Jeremy Holm, Director, Development Approvals, explained the complexity of calculating development cost charges and noted that more information could be provided.

Councillor Armstrong disconnected at 4:02 p.m.

It was moved and seconded that the Governance and Priorities Committee recommend that Council:

1. support the Community Amenity Contribution (CAC) Policy with the rates and defined increases as recommended in the Rollo report (July 2020), as follows:

Land Use	CAC rate starting 2022-JAN-01	CAC rate starting 2023-JAN-01	CAC rate starting 2024-JAN-01
<b>Single Residential Dwelling</b>	\$3,000 per unit	\$5,500 per unit	\$8,000 per unit
<b>Townhouse Residential Dwelling</b> A dwelling that shares one or more walls with another unit, with no unit above, and has a ground level entrance.	\$2,500 per unit	\$5,000 per unit	\$7,500 per unit
<b>Multiple Family Dwelling</b>	\$2,000 per unit	\$3,500 per unit	\$5,000 per unit
<b>Commercial and Industrial</b>	\$34 per m <sup>2</sup> (GFA)	\$34 per m <sup>2</sup> (GFA)	\$34 per m <sup>2</sup> (GFA)
<b>Cannabis and Liquor Retail Store</b>	\$10,000 per store	\$10,000 per store	\$10,000 per store
<b>Student Housing</b>	\$1,000 per bed	\$1,000 per bed	\$1,000 per bed

2. and prior to endorsement, direct Staff to move forward with community consultation, including creating an information page on the City website, and send a referral to the Neighbourhood Network.

The motion carried.

Opposed: Councillor Turley

The Governance and Priorities Committee recessed at 4:03 p.m.

The Governance and Priorities Committee reconvened at 4:12 p.m.

b. ENVIRONMENTAL RESPONSIBILITY:

c. ECONOMIC HEALTH:

(1) Status of Municipal Grants

Introduced by Shelley Legin, General Manager, Corporate Services.

- Information report is to update the committee on the status of all active municipal grant streams
- Time constraints in grant applications and would like to see our grant applications viewed as key contenders
- Proposed potential opportunity to improve grant success rate by piloting a resource on a contract basis
- Staff will be returning with a needs assessment and direct ask

Committee discussion took place. Highlights included:

- Nanaimo in the same position in terms of time constraints as other communities, and would like to see a comparison to other communities
- Sound investment to increase efficiency of grant applications

d. COMMUNITY WELLNESS/LIVABILITY:

e. REIMAGINE NANAIMO:

(1) Update on Doughnut Economics Framework

Introduced by Dale Lindsay, General Manager, Development Services.

Presentation:

1. Lisa Bhopalsingh, Manager, Community Planning, provided a PowerPoint presentation. Highlights included:

- Overview of the Doughnut Economics Model
- Explanation of the downscaled Doughnut/City portrait and incorporating Council's Strategic Plan
- Incorporating the Doughnut Economics Model into the REIMAGINE NANAIMO process
- Provided examples of City Portrait models created by other municipalities
- Presented preliminary draft of the Nanaimo Doughnut Economic model
- Provided examples of official Council-endorsed targets
- Overview of next steps and key dates on the 2021 - 2022 draft REIMAGINE NANAIMO milestone calendar
- Workshop on 2021-MAR-10 for Council and City committees to provide feedback on targets and indicators for the development of the City Portrait
- Returning to the 2021-MAR-22 GPC meeting to confirm targets and indicators

Committee discussion took place regarding the structure and expected outcomes of the 2021-MAR-10 workshop.

Lisa Bhopalsingh, Manager, Community Planning, continued her presentation as follows:

- Potential for one single indicator to reflect multiple goals
- Workshop on 2021-APR-29 to develop and evaluate scenarios
- Provided example of scenario evaluation summaries

Committee discussion took place. Highlights included:

- Importance of the indicators being practical and understandable to the community

- Understanding the limitations of what the City has control over
- Ensuring that the City is doing it's part locally, globally and building our city for the next generation

7. ADJOURNMENT:

It was moved and seconded at 5:01 p.m. that the meeting terminate. The motion carried unanimously.

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C H A I R

CERTIFIED CORRECT:

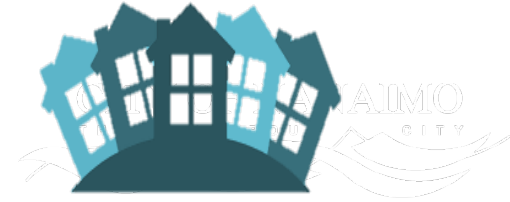
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CORPORATE OFFICER

## Upcoming GPC/Special Council Topics

### April 12

1. Neighborhood Associations
2. REIMAGINE Nanaimo



Timeline	Topic	Overall Priority Ranking	Background	Format	Invitees	Desired Outcomes
April	<b>Neighbourhood Associations (Session 2 of 2)</b>		Identified as a priority topic at the GPC meeting held 2020-Jan-20 (Session 1 of 2)	Invite chairs of some associations to attend and be available for the discussion. Identify what resources are available. Presentation on how neighbourhood associations work in the City and what expectations they have of Council (i.e.: how do they want to be engaged?)	Neighbourhood Association Representatives	Formalized process for recognizing neighbourhood associations and the City's role in this process. Create a new policy and criteria for neighbourhood associations moving forward including how they can be officially recognized. Defer any financial implications to Finance and Audit Committee
Q2	<b>Crosswalk Safety</b>		Identified as a priority topic at the GPC meeting held 2020-FEB-10	Crosswalks: report about flashing lights at crosswalks (are they beneficial, etc.). Education and information around increasing pedestrian safety at crosswalks. Costs around the lighting at crosswalks. Information Report re: Raised crosswalks at high accident intersections, Crosswalk design modelling on the new 3 D style being introduced, email had been sent to Mr. Rose Reflective tape such as is used in Ladysmith, Controlled crosswalks and the various styles Costs associated with all	At one of the multiple meetings (could be a multi-step approach): -RCMP traffic reconstructionist who can provide information. -ICBC Safety Coordinator. -Open to delegations	Could come as a next step: Professional best practice on what should be at crosswalks and what works best and why, etc.  Outcome: a report that outlines all of the pros and cons of crosswalk lighting and pedestrian safety. Options/costs  All crosswalks will have the latest safety features available.
Q2	<b>1 Port Drive</b>			Update from Staff on this project and next steps.		Next steps identified.
Q2	<b>Capital Planning Process</b>			Included in the next budget cycle. List of projects of a strategic nature. Broad list of anticipated projects.		Workshop format with projects of a strategic nature identified. During budget process 5 to 10 year capital plan projects reviewed.
April	<b>Safety/Security</b>			Discussion on safety as a whole, resources available and streamlining or finding solutions to help all.	Business owners and residents that are impacted by the homelessness crisis. Bylaw, Police, Security, Fire	Solutions, education, and streamline resources.
Q2	<b>Waterfront Walkway</b>			Update from staff on this project and the next steps.		Next steps identified - borrowing and method.
September	<b>Election Signage</b>			Staff report with background, updates required, policy, etc.		Election signage clarity - bylaw, policy, location, limits, time-frame, etc.

Timeline	Topic	Overall Priority Ranking	Background	Format	Invitees	Desired Outcomes
Q4	Street Entertainers Bylaw			Review of current bylaw and other related bylaws (e.g. Noise Bylaw) to ensure consistencies. Update if necessary.		Consistent bylaws. Improvements if necessary.
Q2	Vancouver Island Conference Centre			Information session on history; state of the union. Discussion around all uses identified and utilization of space.	Conference Centre staff	Best uses/practices determined. Utilization of space and uses identified.
Q2	Sports Venues and Tourism Strategies			Multi-step process - venues and projects around Sport Venues will be grouped together when possible for a discussion and decision on advancing. Tourism - update from staff and next steps.		
Q3	Committee Structure		Examining the current Committee Structure	Discussion re: suggested changes: Does Council want to re-establish committees such as Arts and Culture Parks Recreation Community Safety Would it be a forum for interested residents to learn the basics of good governance and procedures - training ground for future candidates		Council decision on moving forward with more committees, or a different committee structure.
March	Leaders Table		The Mayor's Leaders' Table is one of the key recommendations for recovery coming from the Mayor's Task Force on Recovery and Resilience.	Discussion re: Establishing a Leaders' Table Appointment of members Establishing terms of reference Governance structure and schedule		To establish the Mayor's Leaders' Table as recommended by the Mayor's Task Force.
March	Build Nanaimo - 100,000 Voices		Nanaimo BUILDS is one of the key recommendations for recovery coming from the Mayor's Task Force on Recovery and Resilience.	Discussion re: establishing a citizen-directed campaign to generate enthusiasm for the rebuilding of all sectors of Nanaimo's community Review proposed logo concept.		To begin developing the 100,000 Voices Campaign Concept including marketing and communications plan, and a budget.
March	Art in Public Spaces - Deaccession 2021		The Community Plan for Public Art, identifies the process to ensure the ongoing care of the City's Public Art Collection, including periodic evaluation of artworks for de-accession. Three works are identified as having reached the end of their lifespan and are recommended for de-accession.	Staff report with background and recommendations.		Deaccession of three artworks from the City of Nanaimo's Public Art Collection.

Timeline	Topic	Overall Priority Ranking	Background	Format	Invitees	Desired Outcomes
March	<b>Strengthening Communities' Service Grant Opportunity</b>		Funding is available through UBCM on behalf of the Province and Government of Canada to assist local governments and Treaty First Nations to improve health and safety of unsheltered homeless people, and reduce community concerns about public health and safety in neighbourhoods with unsheltered homeless people seeking shelter.	Presentation and discussion		Apply for grant through UBCM.
March	<b>Art in Public Spaces Working Group - Draft Guidelines and Process</b>		During the 2020-OCT-05 Governance and Priorities Committee Meeting, Council endorsed the creation of an Art in Public Spaces Working Group with the purpose of providing strategic and technical advice, and expertise to Staff to advance the City's public art programs.	Discussion re: Establishing an Art in Public Spaces Working Group and Guidelines for their work.		Establishing guidelines for an Art in Public Spaces Working Group and proceeding with a call for applications.
March	<b>Building Permit Review</b>		Nielson Strategies Inc. was engaged in October 2020 to assist in an independent Building Permit Function Review. The consultant has provided seven recommended changes.	Review and discuss draft report from Neilson Strategies Inc.	Allan Neilson, Neilson Strategies	Referring the proposed additional Staff positions to the Finance and Audit Committee for consideration in the 2021-2025 Financial Plan; Implement remaining six recommended changes outlined in report.
March	<b>REIMAGINE NANAIMO</b>			Charette GPC Council options on Charette		
April	<b>REIMAGINE NANAIMO</b>			Approval of Plan Framework		
May	<b>REIMAGINE NANAIMO</b>			Updates on Engagement and Activities Committee Feedback		
June	<b>REIMAGINE NANAIMO</b>			Committees Feedback and Continued Engagement Updates - DRAFTING PLANS		
July	<b>REIMAGINE NANAIMO</b>			Phase 2 engagement numbers Phase 2 Engagement Summary Presented Draft Plans - internal staff review		
August	<b>REIMAGINE NANAIMO</b>			No meetings - Preparation of key plan directions and rationale		

Timeline	Topic	Overall Priority Ranking	Background	Format	Invitees	Desired Outcomes
September	REIMAGINE NANAIMO			Committees Feedback External Agency Referrals Refining Plans		

## Governance and Priorities Committee Agenda Planning

2021 GPC Dates											
Jan.	Feb.	Mar.	Apr.	May	Jun.	Jul.	Aug.	Sept.	Oct.	Nov.	Dec.
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### JANUARY

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\*January 25 – Meeting Cancelled

### FEBRUARY

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\*April 12 – Special GPC

### MAY

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### SEPTEMBER

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### OCTOBER





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
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 Governance and Priorities Committee Meeting  
 Statutory Holiday  
 FCM Annual Conference (Toronto)  
 Council Meeting

 UBCM Convention (Vancouver)  
 AVICC Convention (Nanaimo)  
 Public Hearing (Special Council Meeting)

## Governance and Priorities Committee Agenda Planning

### Deferred to Finance and Audit Committee

- Fees and Charges

### Previous Topics Covered 2021

- Active Transportation
- Public Engagement report for the Animal Responsibility Bylaw
- SFN and SD68 Truth and Reconciliation -Joan Brown and Scott Saywell Presentation
- Health and Housing Task Force Final Report
- Community Amenity Contribution Policy

### Previous Topics Covered 2019 - 2020

- Review of “Council Procedure Bylaw 2018 No. 7272”
- Neighbourhood Associations – Part 1
- Effective Advocacy Strategies
- Coordinated Strategic Policy Review 2020-2021
- Single Use Checkout Bags
- Civic Facilities – conditions, issues, plans and objectives
- Energy and Emissions Management Program
- Advocacy – Part 2
- Coordinated Strategic Policy Review 2020-2021 – Public Engagement Strategy

- Manual of Engineering Standards and Specifications Revision Update
- REIMAGINE NANAIMO Demographics and Land Inventory/Capacity Analysis Summary
- Climate Change Resilience Strategy
- Reallocation of Street Space
- Governance: Question Period/Correspondence/Proclamations/Other
- Council Resolution Update
- Reopening Strategy/Plan
- Roadway Reallocation Options
- Social Procurement
- Sustainable Procurement
- Capital Projects
- Sports Venues
- Proposed Amendments to the MoESS
- Arts & Culture
- Short Term Rental/AirBnB regulations
- REIMAGINE NANAIMO “Water”
- Sanitation Review
- Animal Responsibility Bylaw
- Councillor Brown and Councillor Geselbracht re: Doughnut Economic Framework Model
- Health and Housing Task Force Update
- Environment Committee Recommendations
- Emergency Food and Nutrition Security Strategy

Timeline	Topic	Overall Priority Ranking	Background	Format	Invitees	Desired Outcomes
April	Neighbourhood Associations (Session 2 of 2)	1	Identified as a priority topic at the GPC meeting held 2020-Jan-20 (Session 1 of 2)	Invite chairs of some associations to attend and be available for the discussion. Identify what resources are available. Presentation on how neighbourhood associations work in the City and what expectations they have of Council (i.e.: how do they want to be engaged?)	Neighbourhood Association Representatives	Formalized process for recognizing neighbourhood associations and the City's role in this process. Create a new policy and criteria for neighbourhood associations moving forward including how they can be officially recognized. Defer any financial implications to Finance and Audit Committee
Q2	Crosswalk Safety	3	Identified as a priority topic at the GPC meeting held 2020-FEB-10	Crosswalks: report about flashing lights at crosswalks (are they beneficial, etc.). Education and information around increasing pedestrian safety at crosswalks. Costs around the lighting at crosswalks. Information Report re: Raised crosswalks at high accident intersections, Crosswalk design modelling on the new 3 D style being introduced, email had been sent to Mr. Rose Reflective tape such as is used in Ladysmith, Controlled crosswalks and the various styles Costs associated with all	At one of the multiple meetings (could be a multi-step approach): -RCMP traffic reconstructionist who can provide information. -ICBC Safety Coordinator. -Open to delegations	Could come as a next step: Professional best practice on what should be at crosswalks and what works best and why, etc.  Outcome: a report that outlines all of the pros and cons of crosswalk lighting and pedestrian safety. Options/costs  All crosswalks will have the latest safety features available.
Q2	1 Port Drive	8		Update from Staff on this project and next steps.		Next steps identified.
Q2	Capital Planning Process	2		Included in the next budget cycle. List of projects of a strategic nature. Broad list of anticipated projects.		Workshop format with projects of a strategic nature identified. During budget process 5 to 10 year capital plan projects reviewed.
April	Safety/Security	5		Discussion on safety as a whole, resources available and streamlining or finding solutions to help all.	Business owners and residents that are impacted by the homelessness crisis. Bylaw, Police, Security, Fire	Solutions, education, and streamline resources.
Q2	Waterfront Walkway	9		Update from staff on this project and the next steps.		Next steps identified - borrowing and method.

Timeline	Topic	Overall Priority Ranking	Background	Format	Invitees	Desired Outcomes
September	Election Signage	11		Staff report with background, updates required, policy, etc.		Election signage clarity - bylaw, policy, location, limits, time-frame, etc.
Q4	Street Entertainers Bylaw	7		Review of current bylaw and other related bylaws (e.g. Noise Bylaw) to ensure consistencies. Update if necessary.		Consistent bylaws. Improvements if necessary.
Q2	Vancouver Island Conference Centre	6		Information session on history; state of the union. Discussion around all uses identified and utilization of space.	Conference Centre staff	Best uses/practices determined. Utilization of space and uses identified.
Q2	Sports Venues and Tourism Strategies	4		Multi-step process - venues and projects around Sport Venues will be grouped together when possible for a discussion and decision on advancing. Tourism - update from staff and next steps.		
Q3	Committee Structure	10	Examining the current Committee Structure	Discussion re: suggested changes: Does Council want to re-establish committees such as Arts and Culture Parks Recreation Community Safety Would it be a forum for interested residents to learn the basics of good governance and procedures - training ground for future candidates		Council decision on moving forward with more committees, or a different committee structure.
March	Leaders Table		The Mayor's Leaders' Table is one of the key recommendations for recovery coming from the Mayor's Task Force on Recovery and	Discussion re: Establishing a Leaders' Table Appointment of members Establishing terms of reference Governance structure and schedule		To establish the Mayor's Leaders' Table as recommended by the Mayor's Task Force.
March	Build Nanaimo - 100,000 Voices		Nanaimo BUILDS is one of the key recommendations for recovery coming from the Mayor's Task Force on Recovery and Resilience.	Discussion re: establishing a citizen-directed campaign to generate enthusiasm for the rebuilding of all sectors of Nanaimo's community Review proposed logo concept.		To begin developing the 100,000 Voices Campaign Concept including marketing and communications plan, and a budget.
March	Art in Public Spaces - Deaccession 2021		Art, identifies the process to ensure the ongoing care of the City's Public Art Collection, including periodic evaluation of artworks for de-accession.	Staff report with background and recommendations.		Deaccession of three artworks from the City of Nanaimo's Public Art Collection.

Timeline	Topic	Overall Priority Ranking	Background	Format	Invitees	Desired Outcomes
March	Strengthening Communities' Service Grant Opportunity		Funding is available through UBCM on behalf of the Province and Government of Canada to assist local governments and Treaty First Nations to improve health and safety of unsheltered homeless people, and reduce community concerns about public health and safety in neighbourhoods with unsheltered homeless people seeking shelter.	Presentation and discussion		Apply for grant through UBCM.
March	Art in Public Spaces Working Group - Draft Guidelines and Process		During the 2020-OCT-05 Governance and Priorities Committee Meeting, Council endorsed the creation of an Art in Public Spaces Working Group with the purpose of providing strategic and technical advice, and expertise to Staff to advance the City's public art programs.	Discussion re: Establishing an Art in Public Spaces Working Group and Guidelines for their work.		Establishing guidelines for an Art in Public Spaces Working Group and proceeding with a call for applications.
March	Building Permit Review		Nielson Strategies Inc. was engaged in October 2020 to assist in an independent Building Permit Function Review. The consultant has provided seven recommended changes.	Review and discuss draft report from Neilson Strategies Inc.	Allan Neilson, Neilson Strategies	Referring the proposed additional Staff positions to the Finance and Audit Committee for consideration in the 2021-2025 Financial Plan; Implement remaining six recommended changes outlined in report.
March	REIMAGINE NANAIMO			Charette		
April	REIMAGINE NANAIMO			GPC Council options on Charette		
May	REIMAGINE NANAIMO			Approval of Plan Framework		
May	REIMAGINE NANAIMO			Updates on Engagement and Activities Committee Feedback		
June	REIMAGINE NANAIMO			Committees Feedback and Continued Engagement Updates - DRAFTING PLANS		

Timeline	Topic	Overall Priority Ranking	Background	Format	Invitees	Desired Outcomes
July	REIMAGINE NANAIMO			Phase 2 engagement numbers Phase 2 Engagement Summary Presented Draft Plans - internal staff review		
August	REIMAGINE NANAIMO			No meetings - Preparation of key plan directions and rationale		
September	REIMAGINE NANAIMO			Committees Feedback External Agency Referrals Refining Plans		

DATE OF MEETING March 22, 2021

AUTHORED BY JEREMY HOLM, DIRECTOR, DEVELOPMENT APPROVALS

**SUBJECT BUILDING PERMIT FUNCTION REVIEW**

## **OVERVIEW**

### **Purpose of Report**

To provide the Governance and Priorities Committee with the Building Permit Function Review draft report by Neilson Strategies Inc. for consideration and recommendation to Council.

### **Recommendation**

That the Governance and Priorities Committee receive the March 2021, Building Permit Function Review draft report by Neilson Strategies Inc. and recommend that Council:

1. refer the additional Staff positions recommended in the draft report to the Finance and Audit Committee for consideration in the 2021-2025 Financial Plan;
2. direct Staff to proceed with implementation of the remaining six recommended changes outlined in the draft report; and
3. direct Staff to submit a grant application to the Union of British Columbia Municipalities' Local Government Development Approvals Program to support the implementation of established best practices and to test innovative approaches to improve development approvals processes.

## **BACKGROUND**

Building permit application review and building inspection processes are critical to ensuring buildings constructed within the city are safe and meet the requirements of the BC Building Code. Building permitting is also important to implementing broader policy objectives, such as improvements to building accessibility and energy efficiency.

The City's Building Inspections Section (the "Section") reviews building permit applications and conducts on-site inspections of construction within a framework of municipal policies and bylaws and Provincial regulations and statutes. The Section also administers and enforces "Building Bylaw 2016, No. 7224" (the "Building Bylaw"), which includes investigation and enforcement action related to complaint-driven building violations in order to protect public health and safety and reduce the City's liability exposure.

The City of Nanaimo has been experiencing strong development activity in recent years, which has tested the ability of the Section in its current form, and using its current systems, to consistently meet its own expectations as well as those of Council and the development industry. In keeping with the City's commitment to service excellence and continuous improvement, Neilson Strategies Inc. (the "Consultant") was engaged in October 2020 to assist in an independent Building Permit Function Review to ensure building permit approvals are carried out by the City in an efficient and effective manner.

The Consultant has now completed the Building Permit Function Review draft report (the "Report"), the findings and recommendations of which are provided to the Committee for consideration and recommendation to Council (see Attachment A – March 2021, Building Permit Function Review Draft Report).

## **DISCUSSION**

The Report presents the Consultant's findings on, and recommended changes to, the City's building permit function. The Report profiles the City's building permit function as it exists today, including the function's legislative basis; staffing model; permit application review process; volume; and value of permits, cost-recovery, and other items.

The Consultant's building permit function review was guided by the following objectives:

1. Reduce permit processing times
2. Limit the City's liability
3. Engage industry in developing solutions
4. Engage Staff
5. Pursue cost neutrality

In conducting the review, the Consultant relied heavily on interviews with City Staff, individuals and groups from Nanaimo's development industry, and building officials in other jurisdictions. In addition to interviews, the consultant undertook research on the City's permit process, building function practices, Building Bylaw, and research on materials and initiatives in other jurisdictions to identify a range of issues and perspectives concerning the City's function.

The following table summarizes issues identified by the consultant as being in need of attention under four categories: 1) building permit process, 2) Building Inspections Section, 3) technology, and 4) relationship with industry:

Building Permit Process	Building Inspections Section
<ul style="list-style-type: none"> <li>Limited Streams</li> <li>Incomplete Applications</li> <li>Internal Referrals</li> <li>Reliance on Professionals</li> </ul>	<ul style="list-style-type: none"> <li>Number of Staff</li> <li>Building Official Experience</li> <li>Overtime Levels</li> <li>Organizational Culture</li> <li>Applicant Complaints</li> </ul>
Technology	Relationship with Industry
<ul style="list-style-type: none"> <li>Receipt of Applications</li> <li>Credit Card Payments</li> <li>Transparency of Process</li> </ul>	<ul style="list-style-type: none"> <li>Partnership</li> <li>Outreach and Education</li> </ul>

The consultant has put forward the following seven recommended changes to address the issues identified through the review and support efficient and effective building permit approvals:

1. That the City work with industry to develop and implement a Fast Track Process to process applications for targeted, low-risk tenant improvement and residential projects.

2. That the City establish a Fast Track Permit Group in the Building Inspections Section, with one new Supervisor position and one new Building Official position, to process fast track applications.
3. That the City work with industry to establish a time-limited Approved Professionals Pilot Project to test the ability to rely on the assurances of Registered Professionals in issuing building permits for targeted complex building projects.
4. That the City engage industry in the establishment of a Joint Building Permit Advisory Working Group with a mandate to advise on the design and implementation of initiatives aimed at reducing permit processing times, promoting City-industry relations, and addressing other issues and needs identified by the parties.
5. That the City support investments in technology to develop an online applications portal, facilitate online permit fee payments, and build a user-friendly application tracking dashboard tool for permit applicants.
6. That the City develop an internal service agreement to set out expectations for the processing of referrals by affected work groups.
7. That the City, to the extent possible, recover the costs associated with the recommendations in the Building Permit Function Review Draft Report through:
  - a. savings in overtime costs that are incurred today by Building Officials;
  - b. grant monies available under the Ministry of Municipal Affairs' recently-announced Local Government Development Approvals Program; and
  - c. increases to the City's building permit fees to align the fees with those charged by other 100,000 population-plus, high-growth municipalities.

## **OPTIONS**

1. That the Governance and Priorities Committee receive the March 2021, Building Permit Function Review draft report by Neilson Strategies Inc. and recommend that Council:
  1. refer the additional Staff positions recommended in the draft report to the Finance and Audit Committee for consideration in the 2021-2025 Financial Plan;
  2. direct Staff to proceed with implementation of the remaining six recommended changes outlined in the draft report; and
  3. direct Staff to submit a grant application to the Union of British Columbia Municipalities' Local Government Development Approvals Program to support the implementation of established best practices and to test innovative approaches to improve development approvals processes.
  - Advantages: Implementing changes recommended by the Consultant would help reduce building permit processing times and engage Staff and industry in developing solutions, while managing the City's liability and attempting to maintain cost neutrality. Reduced overtime is likely to improve productivity and employee health and job satisfaction. Reputational improvement is likely.
  - Disadvantages: Will require temporary diversion of resources to implement recommendations and manage change.
  - Financial Implications: Additional budget would need to be allocated for the additional Fast Track Permit Group Staff (to be considered by Finance and Audit Committee). This would be offset through reduced overtime costs and increased building permit fees. Receiving grant money would assist the City in implementing process and software improvements.

2. That the Governance and Priorities Committee receive the March 2021, Building Permit Function Review draft report by Neilson Strategies Inc. and recommend that Council:
  1. direct Staff to not proceed with implementation of the recommended changes outlined in the draft report;
    - Advantages: Will not require temporary diversion of resources to implement recommendations and manage change.
    - Disadvantages: Staffing levels and workload would remain the same with no improvement to permit processing times. Significant overtime will continue to be incurred, which can negatively impact productivity, health, and job satisfaction. Reputational damage may occur.
    - Financial Implications: No budgetary item would be added for new Staff. Overtime would continue to be incurred. No financial assistance would be received from grant money towards process and software improvements.
3. That the Governance and Priorities Committee receive the March 2021, Building Permit Function Review draft report by Neilson Strategies Inc. and provide alternative recommendations to Council.

#### **SUMMARY POINTS**

- The City of Nanaimo has been experiencing strong development activity in recent years, which has tested the ability of the Section in its current form, and using its current systems, to consistently meet its own expectations as well as those of Council and the development industry.
- Neilson Strategies Inc. was engaged in October 2020 to assist in an independent Building Permit Function Review to ensure building permit approvals are carried out by the City in an efficient and effective manner.
- The consultant has now completed the Building Permit Function Review draft report and has provided seven recommended changes.
- Staff are seeking the Committee's recommendation to Council with respect to implementation of the Consultant's recommended changes.

#### **ATTACHMENTS:**

ATTACHMENT A: March 2021, Building Permit Function Review Draft Report.

#### **Submitted by:**

Jeremy Holm  
Director, Development Approvals

#### **Concurrence by:**

Dale Lindsay  
General Manager, Development Services

# ATTACHMENT A



## BUILDING PERMIT FUNCTION REVIEW

### DRAFT REPORT

This *Draft Report* has been prepared by Neilson Strategies Inc. for the City of Nanaimo. The document is presented for discussion with, and for the sole use of, the City. No representations of any kind are made by the consultants to any party with whom the consultant does not have a contract.



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March, 2021

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## APPENDIX I

Tenant Improvement Fast Track Program Guides

## CHAPTER 1

### INTRODUCTION

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Property owners in the City of Nanaimo who wish to construct a new building, alter or improve an existing building, change use or occupancy, demolish a structure, install a swimming pool, build a major deck or retaining wall, add a garage, or undertake some other type of construction must first apply for and obtain a City building permit. Applications are processed, proposed projects are reviewed and building permits are issued through the City's building permit function.

Strong development in Nanaimo has resulted in a high and sustained demand for building permits. Staff in the Building Inspections Section of the City's Development Services Department endeavour to process applications and issue permits in a timely fashion. Recent application volumes, however, have tested the ability of the Section in its current form, and using its current systems, to consistently meet its own expectations as well as those of Council and the development industry. To better understand the Section's existing challenges, and to identify changes to consider, the City determined to review its building permit function. Neilson Strategies Inc., a BC-based local government consultancy, was selected as the independent consultant to conduct the review.

#### BUILDING PERMIT FUNCTION REVIEW

##### Objectives

The review was guided by a number of objectives, all of which were developed by the City with input from the consultant. Five specific objectives stood out as being particularly important:

- *Reduce Permit Processing Times* — The review was driven by the desire, expressed by the development community and shared by the City, to reduce the time required to review building permit applications and issue building permits.
- *Limit the City's Liability* — Municipalities such as Nanaimo that choose to exercise their authority to regulate buildings through the issuance of building permits automatically incur a certain amount of risk for which they may be held liable. The challenge facing all cities, including Nanaimo, is to create a permit system that limits liability to taxpayers, while at the same time achieving reasonable processing times, and ensuring the development of a built environment that is safe, attractive, high in quality and affordable.
- *Engage Industry in Developing Solutions* — The City and the development industry play different roles and have different responsibilities in the development process. Both parties, however, share a common interest in creating an environment for affordable, safe, quality development to occur.

The review of the building permit function represented an opportunity both to hear the concerns and tap into the ideas of builders, developers, development professionals and others who rely on the City for building permits.

- *Engage Staff* — Staff involved in the building permit function have a good understanding of the function, and have useful ideas for streamlining the permit process and achieving other improvements. The need to engage staff at all levels in discussion was one of the review's guiding objectives.
- *Pursue Cost Neutrality* — In Nanaimo, as in most high-growth centres, revenues raised by the City from building permits are sufficient to offset the cost of the municipality's building permit function (not including administrative overhead) in years with high building activity. There are different philosophies in the municipal field on cost-recovery expectations related to building permit functions, given the presence of both public good and private good characteristics in the issuance of building permits. Philosophical differences aside, however, the City of Nanaimo, similar to many municipalities, has come to rely on a high degree of cost-recovery in its building permit function. Cost increases that would result from changes identified through the review of the function should, therefore, be balanced as much as possible by offsetting revenue increases in order to maintain the function's level of cost-recovery.

### Consultant's Approach

The consultant's approach to conducting the review relied heavily on interviews with City staff, individuals and groups from Nanaimo's development industry, and building officials in other jurisdictions. Over a ten-week period the consultant met with:<sup>1</sup>

- approximately 25 City of Nanaimo Building Officials (Plan Reviewers and Building Inspectors), support staff, managers and others involved in the building permit function
- over 20 builders, developers, architects, engineers, consultants and others from Nanaimo's development industry (including some who are active in Nanaimo but based outside of the region)
- three separate focus groups convened by the Mid-Island Business Initiative, the Nanaimo Development Group and the Vancouver Island Construction Association
- Building Officials active in, or with recent experience in, a range of municipalities in British Columbia and Ontario
- staff from the Municipal Insurance Association of British Columbia

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<sup>1</sup> The ten-week period occurred over three months from late October, 2020, to early February, 2021. During these months, a personal health issue caused a delay to the project.

Taken together, the interviews helped to identify a range of issues and perspectives concerning the City's function. Interviewees also outlined a number of ideas and initiatives aimed at improving permit processing times or some other element of the function.

In addition to the interviews, research on the City's permit process, building function practices, *Building Bylaw* and a range of other items was a key feature of the approach, as was research on materials and initiatives in other jurisdictions, both within and outside of British Columbia.

### **DRAFT REPORT**

This *Draft Report* presents the consultant's findings on and recommended changes to the City's building permit function. The report begins by profiling the City's function as it exists today, including the function's legislative basis, staffing model, permit application review process, volume and value of permits, cost-recovery and other items. Issues in need of attention are introduced and explained next under the following four categories:

- the process through which permit applications are reviewed and permits are issued
- the Building Inspections Section that is responsible for the function
- the City's use of technology in the function
- relationships between the Building Inspections Section and Nanaimo's development industry

Recommended changes for the City to consider to address the main issues are presented and outlined in detail in the report's final chapter.

The *Draft Report* is scheduled for presentation to City Council's Governance & Priorities Committee on March 22, 2021. Input provided by Committee will be incorporated where possible into a *Final Report* for submission to the City by the end of March, 2021.

## CHAPTER 2

### CURRENT BUILDING PERMIT FUNCTION

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This chapter profiles the City of Nanaimo's building permit function as it exists today. The function's purpose and legislative framework are addressed first. The Building Inspections Section in the City's Development Services Department is then reviewed. This Section has primary responsibility for the function. The efforts of the Section to inform applicants are outlined next, followed by the process that staff in the Section currently follow to issue building permits. The Section's file management software, permit volumes and construction values, annual revenues and expenses, and average application processing times are also outlined.

#### PURPOSE OF THE FUNCTION

As noted earlier, property owners in the City of Nanaimo who wish to construct a new building, alter or improve an existing building, change use or occupancy, demolish a structure, or undertake some other type of construction must first apply for and obtain a City building permit. Applications are processed, proposed projects are reviewed, and building permits are issued, through the City's building permit function.

The function exists, first and foremost, to protect the safety of persons who occupy, use and gather in buildings by ensuring that all structures, on both public and private lands, meet the minimum construction standards set out in the *BC Building Code*, *BC Plumbing Code* and related documents. The function exists, as well, to protect the community's land use planning goals as expressed primarily in the City's *Zoning Bylaw*. All applications for building permits are reviewed through the permit function to ensure compliance with the construction standards in the codes and the land use regulations in the zoning bylaw.

#### LEGISLATIVE FRAMEWORK

The legislative framework for the building permit function consists of provincial statutes and codes, and municipal bylaws. The key pieces of legislation are identified as follows:

- *Building Act* — The *Building Act* is the provincial statute that regulates building and construction across the province.<sup>2</sup> The *Act* identifies the province as the sole authority to set the technical requirements for the construction, alteration, repair and demolition of buildings. The *Act* also sets out the qualifications required for persons who wish to serve as building officials. Building officials are the plan reviewers and building inspectors with the qualifications necessary to review building plans and monitor

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<sup>2</sup> The *Act* applies in all parts of BC with the exception of the City of Vancouver, federal lands and First Nation reserves.

construction for compliance to technical building requirements. Under the *Act*, building officials may be qualified to Level I, Level II or Level III. Each successive level requires a higher degree of expertise and a greater amount of work experience, and allows an individual to review and monitor increasingly complex buildings.<sup>3</sup>

The *Building Act* sets out a provision on "alternative solutions" to allow applicants to propose innovative, alternative ways to meet *Building Code* requirements. Local governments decide whether to approve proposed alternative solutions that come forward.

- *British Columbia Building Code* — The *BC Building Code* is the provincial building regulation created pursuant to the *Building Act*. The *Code* sets out the technical requirements that apply to the construction of all types of new buildings in BC, including residential, commercial, institutional and industrial structures. *Code* requirements apply, as well, to alterations and additions made to existing buildings, and to propose changes in the use of buildings.

The requirements in the *Building Code* address concerns related to health and safety, and to fire and structural protection. Needs and goals related to accessibility, as well as energy and water efficiency, are also addressed in the *Code*. Builders comply with the *Building Code* by following the requirements as prescribed in the *Code* or by proposing an alternative solution (noted earlier) that achieves the same outcome.

- *British Columbia Plumbing Code* — The *BC Plumbing Code* sets out technical requirements related to the design and installation of new plumbing systems, and to the extension, alteration, renewal and repair of existing systems.<sup>4</sup> The requirements are designed to protect health, but also to prevent water and sewer system damage.
- *British Columbia Fire Code* — The *Fire Code* sets out the minimum building design, construction and use requirements designed to address fire safety needs, and to protect persons in new and existing buildings from fire hazards. The *Fire Code* is developed by the province's Building Safety Standards Branch, which is the same agency responsible for developing and updating the other codes. The *Fire Code*, however, is issued as a regulation under the *Fire Services Act*.

<sup>3</sup> Changes to the *Building Act* affecting the qualification of building officials took effect at the end of February, 2021. The changes, which have important implications for all municipalities, are explained later in the text.

<sup>4</sup> The *Plumbing Code* forms one part of the *Building Code*, but is typically presented as a separate stand-alone document.

- *Community Charter* — The *Community Charter* is the provincial statute that provides authority to, and governs the activities of, municipalities in British Columbia. Section 8(3)(l) of the *Charter* gives municipal councils in British Columbia the specific authority, exercised by bylaw, to regulate, prohibit and impose requirements in relation to buildings and structures.
- *City of Nanaimo Building Bylaw 2016, No. 7224* — The City's *Building Bylaw* is the bylaw through which Nanaimo Council exercises its authority to regulate the design, construction and occupancy of new buildings and structures, and the alteration, demolition, relocation and use of existing buildings and structures. The *Building Bylaw* sets out the requirement to apply for and obtain a building permit prior to beginning construction of a new building in Nanaimo, or alteration of an existing building. In addition, the *Bylaw* outlines:
  - the conditions under which permits are issued, including the responsibility of owners who receive permits to ensure compliance of their building projects with the *Building Code*, the *Building Bylaw* and other safety-related enactments
  - the role and powers of the City's building officials
  - requirements that relate specifically to applications for complex buildings, as well as requirements for applications related to standard buildings<sup>5</sup>
  - the City's reliance on assurances from registered professionals that the building design and plans in an application for permit comply with the *Building Code*
  - responsibilities placed on the owner
  - the authority of building officials to monitor site field reviews undertaken on complex buildings over the course of construction
  - the authority of building officials to conduct inspections of standard buildings over the course of construction
  - the requirement to obtain a Certificate of Occupancy prior to occupying a building, or part of a building as the case may be
  - the City's phased introduction of the *BC Energy Step Code*, and the requirements of owners under the *Step Code*
  - penalties and enforcement
  - a variety of other items

Nanaimo's *Building Bylaw*, similar to that of several other municipalities, is modelled after a 2002 core building bylaw created by the Municipal Insurance Association of BC (MIABC) to help municipalities manage risk and

<sup>5</sup> Complex buildings include multi-family residential buildings above a certain size, along with most commercial, industrial and institutional buildings. Complex buildings are regulated under Part 3 of the *Building Code*. Standard buildings are single family residences and small non-residential buildings. They are regulated under Part 9 of the *Code*.

limit their exposure to liability related to the regulation of construction. MIABC's core bylaw provides municipalities the ability, where deemed prudent, to place the onus of ensuring compliance with *Building Code* requirements for complex buildings on the Coordinating Registered Professional listed on the application.

## BUILDING INSPECTIONS SECTION

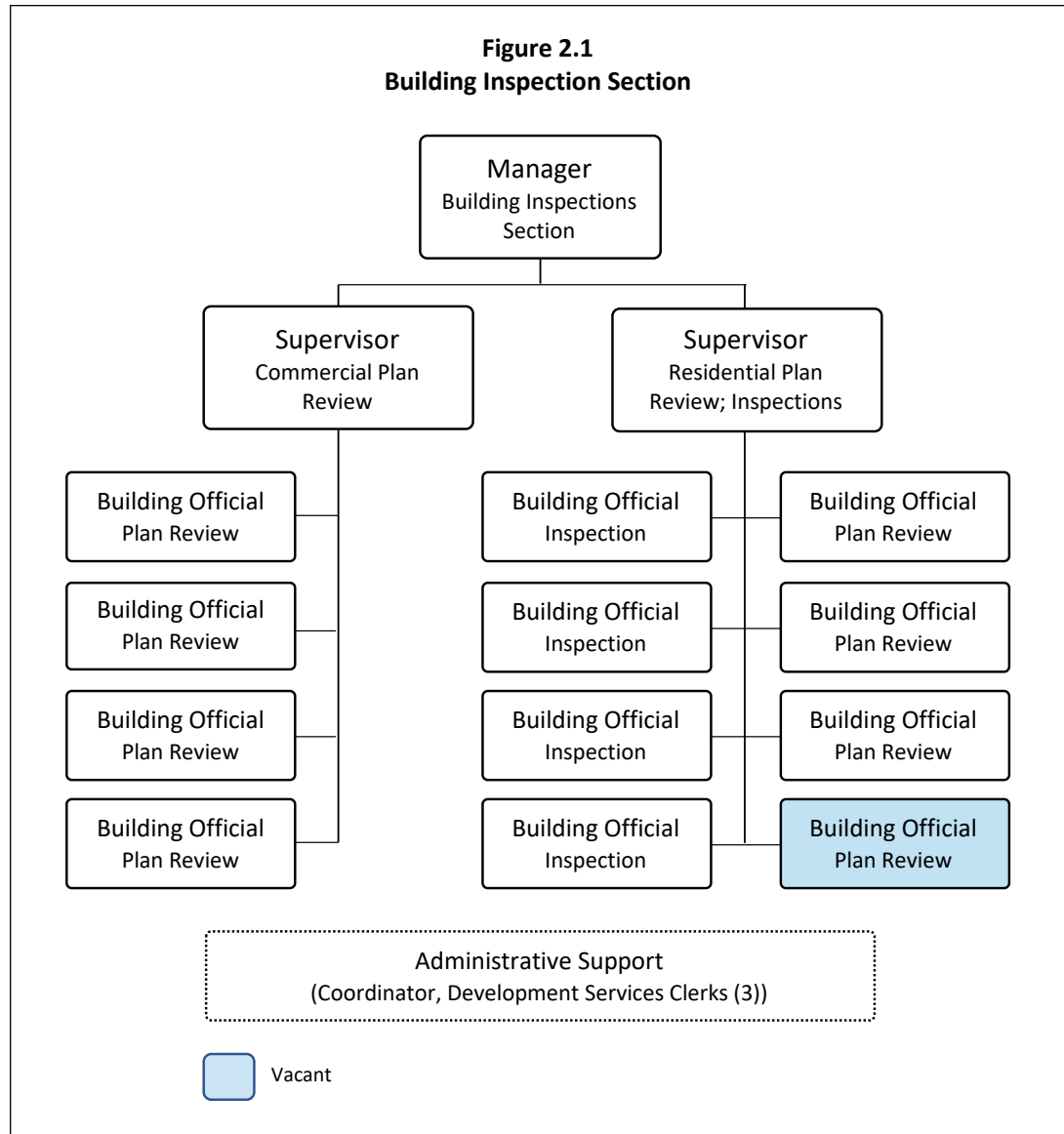
Nanaimo's building permit function is administered by the Building Inspections Section within the Development Approvals Division of the City's Development Services Department. Figure 2.1 on the following page presents an organization chart for the Section. As illustrated in the chart, the Section is divided into two main groups:

- *Residential* — The residential group is headed by a Supervisor who is responsible for eight (8) full-time Building Officials. Four (4) of the Building Officials are Plan Reviewers (one position is vacant at the time of writing) dedicated to the review of single family residential building permit applications and others that fall under Part 9 of the *Building Code*. The remaining four (4) are the City's Building Inspectors, all of whom monitor and inspect buildings during key stages of construction.
- *Commercial* — The commercial group is headed by a Supervisor who is responsible for four (4) full-time Building Officials, all of whom work as Plan Reviewers on permit applications for complex (Part 3) buildings, including multi-family residential, commercial, industrial and institutional projects.

The Building Inspections Section relies on a support group of staff that provides assistance to the broader Development Services Department. Included in this support group is the Permit Centre with staff whose main responsibility involves receiving building permit applications and preparing them for preliminary review by one of the Section's Plan Reviewers. Other administrative support staff provide support to the Section as required, but report and belong to other parts of the Development Services Department.

## INFORMATION TO APPLICANTS

The review of building permit applications to ensure compliance with the *Building Code* and other important documents is a highly technical function in local government, particularly in centres such as Nanaimo that receive a wide variety of permit applications. An important role for the Section is to ensure that applicants and prospective applicants understand the submission requirements and permit process, and are made aware of *Building Code* changes and other building-related matters. To help fulfil this role, the Section provides a considerable amount of information in various formats through the City's website. A list of such materials includes:



- written introductions to and explanations of the types of residential building permits that are required (e.g., new home construction, accessory building, secondary suite, swimming pool, etc.)
- videos to help applicants for residential building permits understand the permit process and the City's requirements
- up-to-date guides, complete with checklists, to assist applicants for residential permits
- additional guides, forms and requirement sheets to outline expectations related to specific types of residential construction, such as secondary suites, accessory buildings, carriage houses and others
- a *Commercial/Multi-Residential/Industrial — Detailed Guide to Building Permit Applications*

- checklists and application documents for Part 3 commercial applications and less complex Part 9 commercial applications
- permit application checklists for tenant improvements and other specific types of commercial projects
- instructions and links for the City's online building permit application process
- information and links on the BC Energy Step Code, as well as other items presented under "Building News and Alerts"
- general information on expected permit wait times
- a building permit fee calculator
- guidance on submitting revisions both to residential and commercial permits
- links to relevant City bylaws, including the *Building Bylaw*, *Business Licence Bylaw*, *Development Cost Charge Bylaws*, *Zoning Bylaw*, *Management and Protection of Trees Bylaw* and others

These documents and others are written to benefit applicants and prospective applicants. To the extent that the materials enable applicants to submit complete applications, however, key beneficiaries of the materials are the City's Plan Reviewers who aim to process applications efficiently. Indeed, all applicants benefit when individuals understand how to submit proper applications that do not cause delays for staff.

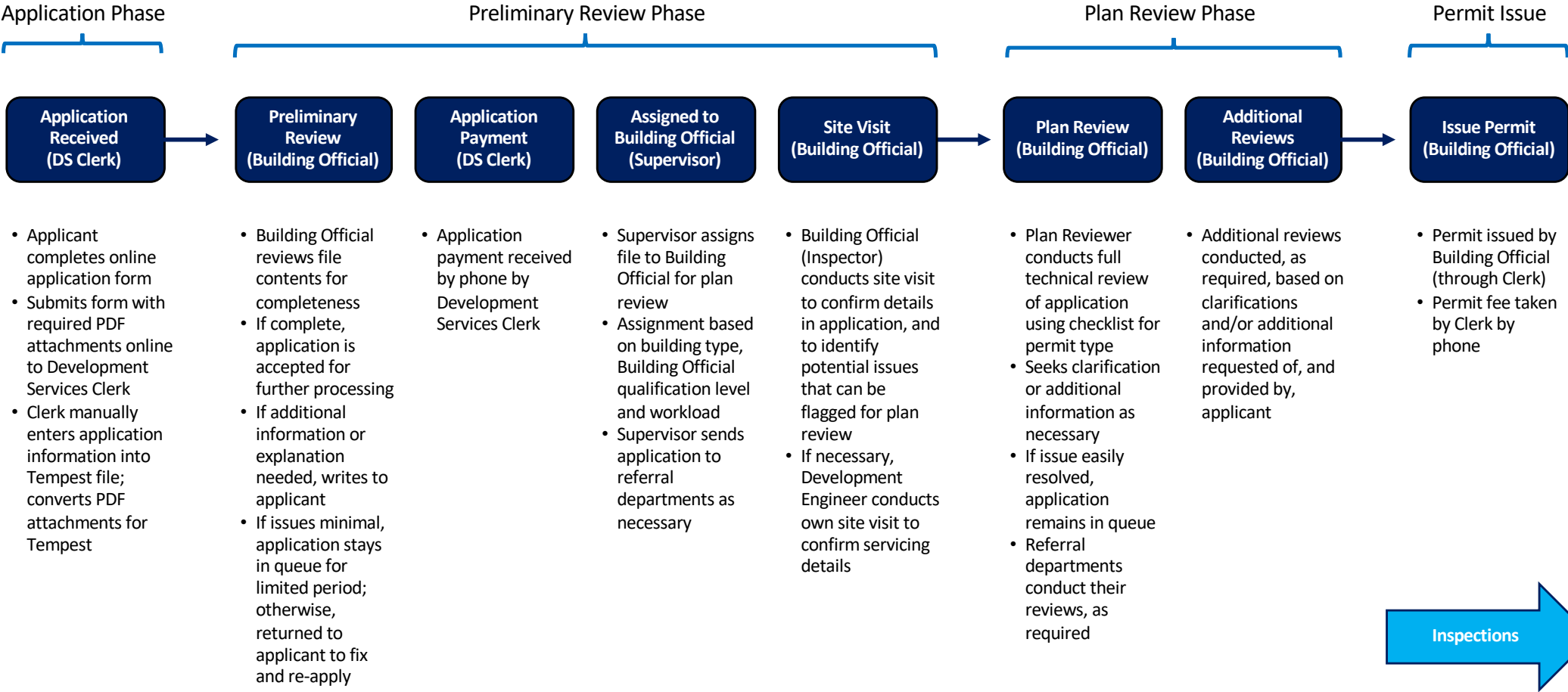
### BUILDING PERMIT PROCESS

Figure 2.2 presents a simplified chart of the City's building permit application review process.<sup>6</sup> For the purpose of presentation, the process has been divided into four phases:

- *Application Phase* — In this first phase, the applicant submits the building permit application form and list of necessary attachments (based on type of project) to the Development Services Clerks. Prior to the introduction of COVID-19 in March, 2020, all applications were submitted in person at the Permit Centre front counter. To address COVID-19 concerns, the City developed an online submission system to receive all permit applications electronically.
- *Preliminary Review Phase* — This phase begins with a preliminary review of the application file by a Building Official simply to ensure application completeness. In cases where applications are not complete, the Official emails the applicant with a list of information required. Most applications are held in the queue for 30 days while applicants attend to missing materials.

<sup>6</sup> Concerns with and potential changes to the process are identified in subsequent chapters of the report.

**Figure 2.2**  
**Building Permit Application Review Process**



**BUILDING PERMIT  
FUNCTION REVIEW**

**DRAFT REPORT**

During this phase, the Supervisor responsible for the particular permit type (i.e., Single Family Residential or MFR/Comm/Industrial) assigns the application file to a Plan Reviewer, and refers the application electronically to relevant City departments for review of key aspects. A Building Inspector conducts a site visit to confirm details in the application, and to identify any potential issues that require particular attention during plan review.

- *Plan Review Phase* — The detailed technical review of the application occurs at this phase of the process. In some cases, details in the package will need to be discussed with the applicant; in other cases, additional items may be required. Discussions and clarifications with applicants occur as necessary.
- *Permit Issue Phase* — The building permit is issued and paid for to end the building permit application review process. Construction and inspections begin after the permit has been issued.

### TECHNOLOGY

The Building Inspections Section — indeed, the entire Development Services Department — uses the Tempest Prospero software platform to manage permit application files. Tempest allows the Section to manage the flow of files through the various permit processing phases, including the sending of referrals to other departments in the Preliminary Review Phase. Through its MyCity function, Tempest also allows applicants to see in broad terms the progress of an application through the review process.

At present, Tempest does not allow applicants to submit online applications directly into the system. At the outset of COVID-19, the City moved quickly to create an online fillable-PDF application for applicants to use in place of a paper form. The form and all PDF attachments can be uploaded by the applicant into a DocuSign folder for transfer to the City. Development Services Clerks take the information from the DocuSign folder and manually place it into a Tempest folder. Tempest is also not set up to receive electronic credit card payments. At present, therefore, staff must take information by phone and process it separately.

Tempest is supported by the City's Financial Systems and Reporting Section of the Information Technology Department. The City has been informed by CentralSquare, the firm that recently bought Tempest, that the platform will be transitioning to a web-based system in the coming years. CentralSquare has told the City that its current platform will continue to be supported.

### VOLUMES AND VALUES

Figure 2.3 presents data on the number of all types of building permits issued by the City over the five year period from 2016 through 2020. The construction value of

**Figure 2.3**  
**City of Nanaimo Building Permit Volumes and Values**  
**2016 to 2020**

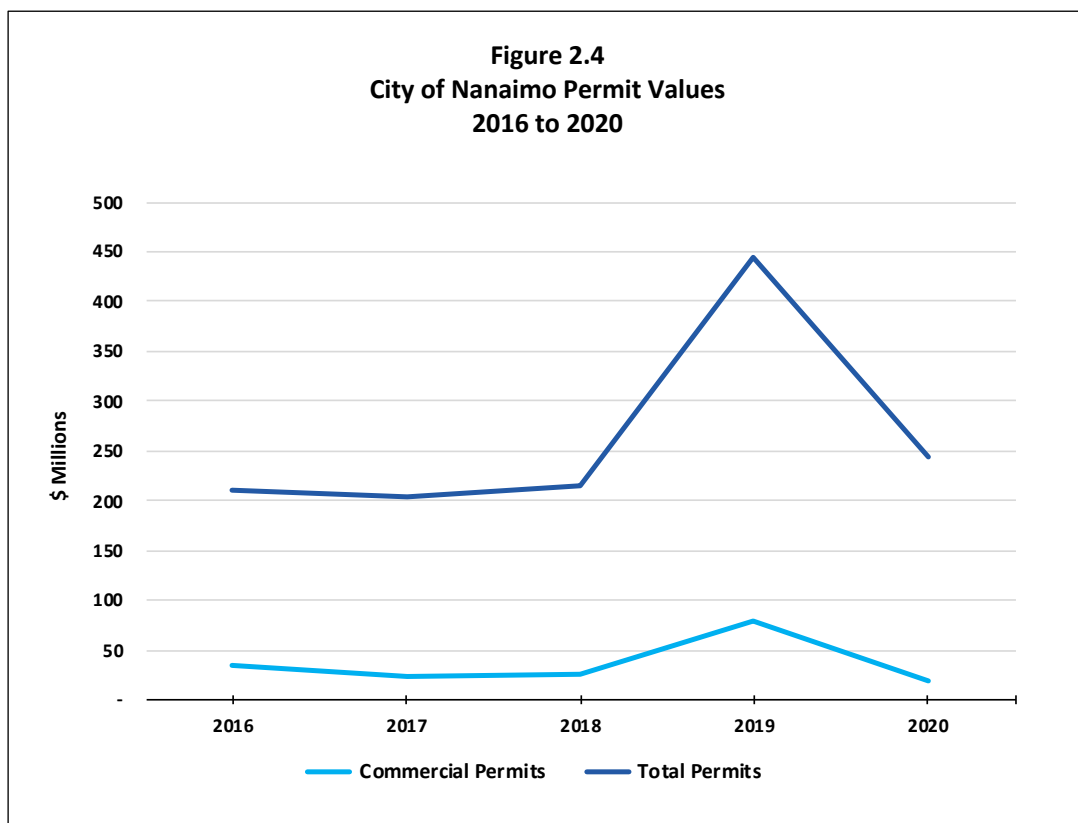
Permit Categories	2016	2017	2018	2019	2020
<b>Residential Permits</b>					
Single-Family New*	350	319	275	224	236
Multi-Family New	65	47	58	62	25
Secondary Suite	142	91	79	84	71
Alteration	218	249	209	218	196
<b>Total Permits</b>	<b>775</b>	<b>706</b>	<b>621</b>	<b>588</b>	<b>528</b>
<b>Total Value</b>	<b>158,664,364</b>	<b>161,699,321</b>	<b>186,135,742</b>	<b>340,010,849</b>	<b>203,820,319</b>
<b>Commercial</b>					
<b>Total Permits</b>	<b>120</b>	<b>120</b>	<b>126</b>	<b>145</b>	<b>103</b>
<b>Total Value</b>	<b>35,998,397</b>	<b>24,462,281</b>	<b>26,211,316</b>	<b>80,362,764</b>	<b>18,368,455</b>
<b>Industrial</b>					
<b>Total Permits</b>	<b>13</b>	<b>16</b>	<b>7</b>	<b>11</b>	<b>6</b>
<b>Total Value</b>	<b>5,388,420</b>	<b>6,575,188</b>	<b>1,249,711</b>	<b>10,078,075</b>	<b>6,030,834</b>
<b>Institutional</b>					
<b>Total Permits</b>	<b>12</b>	<b>10</b>	<b>7</b>	<b>10</b>	<b>8</b>
<b>Total Value</b>	<b>10,510,117</b>	<b>10,538,674</b>	<b>1,462,625</b>	<b>13,868,698</b>	<b>13,114,826</b>
<b>Uncategorized</b>					
<b>Total Permits</b>	<b>-</b>	<b>2</b>	<b>1</b>	<b>-</b>	<b>-</b>
<b>Total Value</b>	<b>-</b>	<b>105,206</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Miscellaneous</b>					
Demolition	48	56	47	51	32
Sign	53	47	40	51	38
Retaining Wall	23	19	12	16	10
Other	81	74	66	73	65
<b>Total Permits</b>	<b>205</b>	<b>196</b>	<b>165</b>	<b>191</b>	<b>145</b>
<b>Total Value</b>	<b>783,856</b>	<b>745,821</b>	<b>966,693</b>	<b>1,065,282</b>	<b>1,815,668</b>
<b>Total Number of Permits</b>	<b>1,125</b>	<b>1,050</b>	<b>927</b>	<b>945</b>	<b>790</b>
<b>Total Value of Permits</b>	<b>211,345,154</b>	<b>204,126,491</b>	<b>216,026,087</b>	<b>445,385,668</b>	<b>243,150,102</b>

\* Includes single-unit dwellings, two-unit dwellings, mobile home units

the projects that received the permits is also identified in the figure. Permits and values are broken out by permit category for each year. The data show that 2019 was a particularly significant year in terms of permit values across all permit types. The dip in 2020 back to pre-2019 levels is attributable to a temporary decline in permit applications attributable to COVID-19 during the first half of 2020.<sup>7</sup> Figure

<sup>7</sup> Staff note that some significant commercial permits were issued in late 2020 but not collected by applicants until the first weeks of 2021 (and thus recorded in 2021 totals). If those permits had been collected when available in late 2021, the 2020 total value would have exceeded \$300 million.

2.4 shows graphically the permit values for commercial permits and total permits combined (including commercial).



## REVENUES AND EXPENSES

As noted earlier in the report, municipalities in high-growth areas typically recover — indeed, expect to recover — the full cost of their building permit functions, net of corporate overhead, from building permit fees. Figure 2.5 shows the revenues earned by and expenses incurred by the Nanaimo's Building Inspection Section cost centre. All costs other than full corporate overhead charges are included. The drop in net revenue 2020 can be explained by the temporary decline in permit applications, attributable to COVID-19, early in the first half of 2020.<sup>8</sup>

<sup>8</sup> City records show that 70% of the total 2020 building permit values occurred in the second half of 2020. In previous years the value of building permits was highest in the six months.

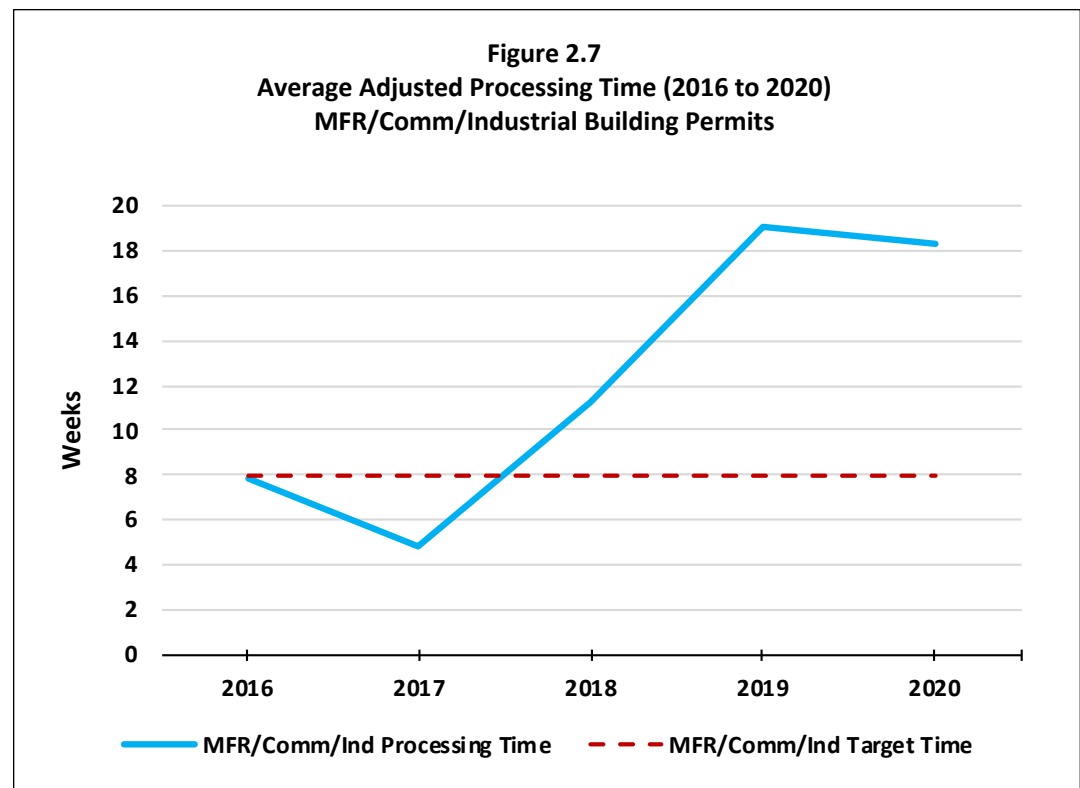
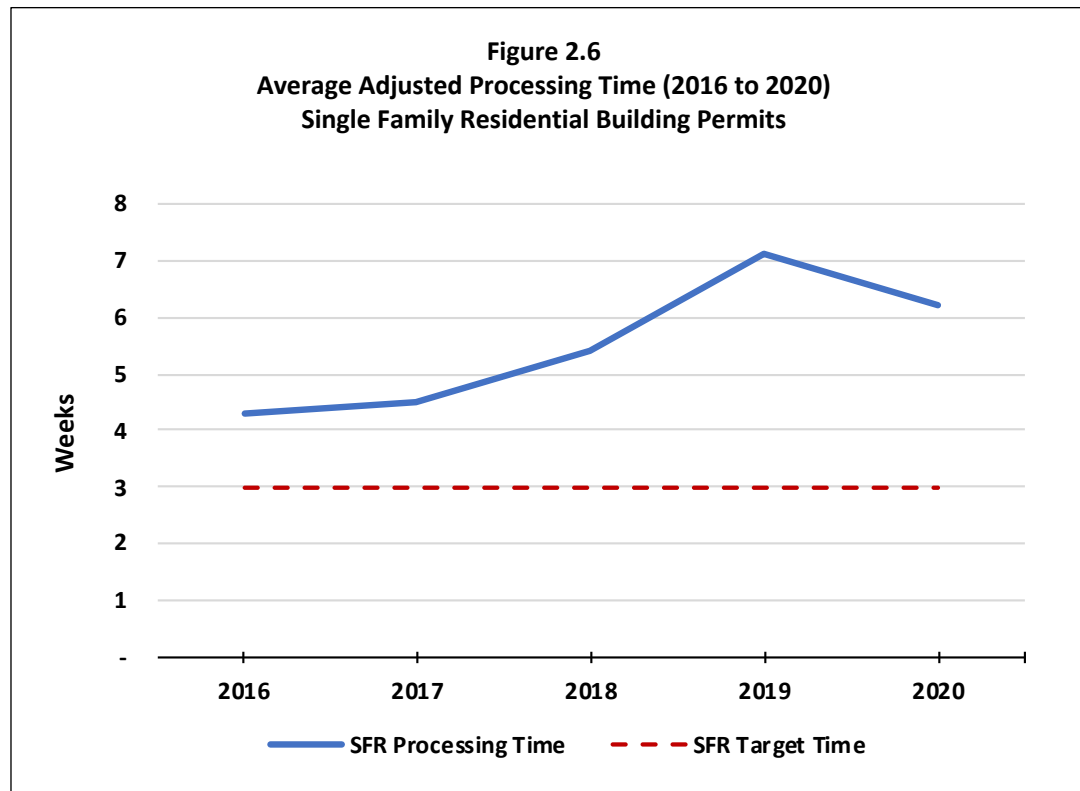
**Figure 2.5**  
**Revenues and Expenses (2019-2020)**  
**Building Inspection Function Cost Centre**

CATEGORY	2019	2020
<b>Revenues</b>		
Building Permits	2,062,637	1,790,008
Other Permits	243,792	173,531
Document & Publication Sales	13,300	6,727
Miscellaneous & Recoveries	4,604	10,906
<b>Total Revenues</b>	<b>2,324,333</b>	<b>1,981,172</b>
<b>Expenses</b>		
<b>Labour</b>		
Management Wages	121,711	123,881
Regular Wages	1,006,716	1,107,499
Temporary Employee Wages	85,297	74,168
Overtime Wages	119,709	108,104
Benefits	310,535	321,344
Auxiliary Labour Allocations	37,548	8,540
<b>Sub-total Labour</b>	<b>1,681,516</b>	<b>1,743,536</b>
<b>Other</b>		
Contracted & Other Services	7,552	14,910
Telephone	4,583	4,276
Employment Expenses	51,581	46,693
Materials & Supplies	(2,090)	2,864
Monthly Fleet Charge	-	849
Network Charges	27,800	25,977
Computers, Software & Equipment	23,377	23,355
<b>Sub-total Other</b>	<b>112,803</b>	<b>118,924</b>
<b>Total Expenses</b>	<b>1,794,319</b>	<b>1,862,460</b>
<b>NET REVENUE</b>	<b>530,014</b>	<b>118,712</b>

#### APPLICATION PROCESSING TIMES

Figure 2.6 presents the average processing times for single family residential permits for the years 2016 to 2020, compared to the City's target processing time of three (3) weeks. Figure 2.7 presents the same information for Multi-Family, Commercial and Industrial permits, with the City's target time of eight (8) weeks. In both cases, the average processing time figures have been adjusted to remove delays

attributable to applicants who have been asked for additional documents to complete their applications or address deficiencies.



## CHAPTER 3

### ISSUES TO CONSIDER

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As noted in the introduction to the report, several City staff involved in the building permit function were interviewed over the course of the study, as was a broad range and significant number of builders, developers, professionals and others who rely on the City for building permits. Data and other information items on the City's function were also examined. Based on the interviews and the review of materials, the consultant identified specific issues that the City may wish to consider in its efforts to reduce permit wait times and improve the function in other ways. These issues are set out and explained in this chapter of the report.

The issues are presented under the following categories:

- the process through which permit applications are reviewed and permits are issued
- the Building Inspections Section that is responsible for the function
- the City's use of technology
- relationships between the Building Inspections Section and Nanaimo's development industry

The issues set out in this chapter do not represent the definitive list of concerns raised by staff and stakeholders. The chapter does present, however, the points that, in the consultant's judgement, are the most important for the City to address.

#### NATURE OF REVIEWS

Reviews of municipal functions are, by their very nature, critiques that set out to identify issues to address and problems to fix. Such reviews do not tend to focus on the many positive attributes and accomplishments that exist in almost every organization. It can be useful, prior to examining the issues, to highlight some of these attributes and accomplishments. In the case of Nanaimo's Building Inspections Section there are many, including the following examples:

- *Respect for Staff* — Builders, developers, professionals and others interviewed for the study indicated a high degree of respect for staff at all levels in the organization. Staff who were interviewed also spoke highly of their colleagues. Issues raised by both groups of interviewees highlight concerns with processes, systems and resource levels, not with the people working at the City.
- *COVID-19 Pivot* — Staff in the Section deserve accolades for having quickly adjusted to the reality of the COVID-19 pandemic in March, 2020, by designing, implementing and learning to work within an online permit application system. While the system is not without its issues (see later

under Technology) it has served an important purpose and has helped to minimize the disruption to applicants.

- *Procedures on Revisions* — Staff have collaborated with members of the Nanaimo Development Group to develop draft procedures to efficiently deal with revisions to active building permits for complex buildings.<sup>9</sup> Once implemented, these procedures will benefit both applicants and staff.
- *Online Materials* — The Section has created a broad range of user-friendly guides, forms, checklists, reference materials, videos and other information pieces that applicants and prospective applicants can access online at nanaimo.ca. The range and quality of the materials are impressive and representative of a municipal best practice.

These accomplishments are indicative of the Section's strengths on which the review can build.

## APPLICATION REVIEW PROCESS

### Limited Streams

Building permit applications submitted to the City are separated at the time of submission into two main process streams:

- *Residential* — Applications for new single family residences, duplexes, accessory buildings, and single family residential renovations/alterations are placed into this stream, along with applications for a variety of other non-complex structures such as carriage houses, secondary suites, fences and retaining walls, and swimming pools.
- *Commercial* — Applications for most multi-family residential developments, commercial buildings, industrial projects and other complex structures are placed into this stream.

Following preliminary plan review, during which applications are checked to ensure completeness, the applications in each stream are assigned to Plan Reviewers based on workload and, in the case of the commercial stream, type of project (e.g., multi-family residential, major commercial, commercial alterations). Within each of these sub-streams, the applications are reviewed on a first-in/first-out basis. Applications within the streams and sub-streams are not differentiated or processed separately on the basis of:

- level of risk
- applicant qualifications and assurances of *Code* compliance

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<sup>9</sup> The Nanaimo Development Group (NDG) is an industry body comprised of builders, developers and development professionals active in Nanaimo, and interested in helping to improve the City's development approval processes, including the process for building permit applications.

- applicant track record with the City
- level of permit fees charged
- development priorities (e.g., net zero homes, passive homes, affordable housing, innovative tenures) that could be identified by Council
- other criteria

An increasing number of municipalities in high-growth regions of the province and outside of British Columbia are experimenting with or have created new streams based on various criteria to "fast track" building permits for targeted projects. The City of Penticton, for example, has in place a "Residential Xpress" fast track building permit process for a range of low-risk, simple projects including:

- exterior decks
- interior renovations (other than secondary suites)
- plumbing, mechanical and wood stoves
- detached buildings (other than carriage houses)
- landscaping and swimming pools

Builders who are in good standing with the City and who regularly attend the City's building education workshops, can apply to the fast track process and receive permits within one to 14 days. The City of Kelowna has had a similar process in place for several years which applicants can use to obtain permits within two to three days. The District of Central Saanich offers a "5-Day Fast Track" process for new single family homes. The City of Vancouver recently piloted — and is now reviewing — an "Applicant Supported and Assisted Process (ASAP)" that created a fast track to significantly reduce permit processing times for single-family and laneway homes.<sup>10</sup> Qualified and experienced homebuilders with strong track records at the City were invited to participate in the program.

On the commercial side, the City of Coquitlam offers a fast track process for simple tenant improvement permit applications that do not require referrals to other departments (e.g., development engineering), and do not involve changes to plumbing. Applications that are complete and without deficiencies can be processed through this fast track in two days (compared to greater than one month for standard tenant improvement permits). The City of Barrie, ON, has a Commercial FAST TRACK process for tenant improvement permit applications for certain types of businesses, with alterations designed by an architect or engineer. Permits are provided within ten days through the fast track — half the standard time required.

These examples from other centres demonstrate that municipalities can (and do) create different streams to expedite the processing of different types of building permits. The examples reflect the fact that not all permit applications, even within a given building type, are the same in terms of complexity, applicant experience,

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<sup>10</sup> Vancouver's project reduced permit wait times from 28-38 weeks to 6-8 weeks.

location and other factors. Applications that are low in risk relative to others, or that meet other criteria set the municipality, can be processed quickly through a separate stream. The applicants who are able to make use of the fast track streams benefit from the special treatment given to their applications. Applicants who are required to use the regular processing streams also benefit from the fast tracks, however, simply because the initiatives serve to reduce the volume of applications that would otherwise be moving through a single standard queue. In some instances, the reduction in volume is significant. Municipalities such as Kelowna and Penticton that direct low-risk residential applications to fast tracks reduce the overall volume of residential permits that would otherwise be processed through a single stream by up to 50%. Figures are not available for Barrie or Coquitlam; however, staff estimate that the percentage of tenant improvement applications diverted is also considerable.

Staff and development industry stakeholders interviewed in Nanaimo believe that there is merit to considering fast track streams for low risk residential and tenant improvement permit applications.

### **Incomplete Applications**

It is a standard practice across jurisdictions for local governments to require building permit applicants to submit complete application packages. Similarly, it is standard practice for building departments to either reject incomplete applications outright, or to put incomplete applications on hold pending the submission of missing elements.

Staff in Nanaimo note that the majority of building permit applications, both residential and commercial, are not complete at the time of submission. Nanaimo is not unique in this respect; many municipalities report high numbers of incomplete applications.<sup>11</sup> Incomplete applications arise for a number of reasons. Consider the following three:

- *Numerous Requirements* — The range of plans, analyses, documents and other pieces of information that must be obtained and included with building permit applications is considerable, particularly applications for commercial and other complex buildings. The continual growth in *Building Code* standards and complexity over time only adds to the list of attachments required.

Staff in many places, including Nanaimo, have created application checklists in an effort to help applicants develop complete packages. The checklists likely reduce the number of incomplete submissions but do not eliminate the problem altogether. Indeed, some of the stakeholders interviewed in Nanaimo find the checklists themselves to be overly complex.

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<sup>11</sup> See for example the District of Saanich's 2018 report titled *Building Permit Process Review*.

- *Numerous Professionals to Coordinate* — Applications for all complex buildings and some standard buildings require plans, drawings, analyses and other items from architects and engineers — referred to as Registered Professionals (RPs) in the *Building Code* — to be included in the submission packages. One professional on the file is the designated Coordinating Registered Professional (CRP) who is responsible for coordinating all design work of the other professionals to ensure that the design substantially complies with the *Building Code* and other safety-related enactments.<sup>12</sup> It can be difficult in some jurisdictions, including Nanaimo, for CRPs to schedule and coordinate all RPs' work on a file in a timely fashion.
- *Time Pressures* — In high-growth centres such as Nanaimo builders, developers and professionals are under significant pressure to meet timelines imposed on them by owners and/or market conditions. In some cases, the agents responsible for submitting applications submit incomplete applications simply to "get into the queue".<sup>13</sup>

Regardless of the reasons behind them, incomplete applications that are submitted to the City serve only to slow down the application review process for all applicants, including those who have taken the time and effort to submit high quality, complete packages. All applications that are submitted must be uploaded by Development Service Clerks into the City's Tempest system, then given preliminary review by a Building Official to determine the level of completeness. For all incomplete packages, the Building Official must prepare a letter to the applicant to identify the items that are missing. In many cases, the deficient file is held in the queue for 30 days to give the applicant an opportunity to correct the issues. In some cases, the file is simply rejected and returned to the applicant.<sup>14</sup>

All of these steps taken by the Development Service Clerks and the Building Official take time that could be spent attending to complete files. It is the applicants of these complete files that are disadvantaged when incomplete applications enter the system. It is not surprising given this outcome that several of the stakeholders from the development industry interviewed for this review highlighted incomplete applications as a issue to address.

<sup>12</sup> Other enactments include the *Architects Act*. The CRP is also responsible for coordinating all field reviews that are conducted by the Registered Professionals during construction.

<sup>13</sup> This practice is the subject of an October, 2020, *Practice Advisory* issued by the Engineers and Geoscientists of British Columbia.

<sup>14</sup> It is worth noting that the COVID-driven transition at the City from in-person to online submissions has exacerbated the issue of incomplete applications. Under the in-person system, Building Officials at the front counter could review submissions for completion and turn away incomplete packages in real time. The online system requires the City to receive all submissions and convert them to Tempest, then have Building Officials to respond to applicants in writing.

### Internal Referrals

Building permit applications for complex buildings and some standard buildings must be referred by the Building Inspections Section to other sections or departments (e.g., Fire Department, Development Engineering, Planning) for review and approval of specific development aspects. In order for referrals to work smoothly, the Building Section needs to be able to rely on professionals in other groups to conduct their reviews and return their comments in a timely fashion.

Building Officials also need to ensure that referral groups' needs for additional information from applicants are communicated to the applicants so that deficiencies can be corrected and the referrals completed. Building staff report that there is some confusion over who has responsibility for prompting the applicants to act. This confusion had resulted in delays in processing.

Each week, senior staff from the Building, Development Engineering and Planning Sections at the City meet to review permit files that have been referred to by the Building Section for review. A dashboard tool is being created to better monitor the status of all files reviewed at the meetings. These initiatives have helped to accelerate referrals and meet the needs of all departments involved. Further steps may be required (see Chapter 4).

### Reliance on Professionals

The regulatory framework for building construction in British Columbia anticipates that property owners who wish to construct or alter complex buildings will require the expertise of professional architects and engineers to create building plans that comply with the technical standards set out in the *British Columbia Building Code* and other safety-related statutes and regulations. These professionals are accredited and held accountable by self-governing professional societies that are:

- responsible for ensuring their members are fully-qualified to practice in their chosen fields
- empowered and required by statute to protect the public interest

The *Building Code* contains a Schedule B form that requires each Registered Professional who is assigned to a building permit application to give assurance that the design of the specific, identified components of the plans and supporting documents prepared by the Registered Professional in support of the application "substantially comply with the British Columbia Building Code and other applicable enactments respecting safety..."<sup>15</sup> A signed copy of Schedule B is included in the complete application package for a municipal building permit, along with a signed copy of another schedule — Schedule A — from the Coordinating Registered Professional.

<sup>15</sup> *British Columbia Building Code (2018)*, Schedule B.

The City of Nanaimo *Building Bylaw 2016, No. 7224*, similar to that of several other municipalities, is carefully modelled after a 2002 core building bylaw created by the Municipal Insurance Association of BC (MIABC) to help municipalities manage risk and limit their exposure to liability related to the regulation of construction. Part 11 of the City's bylaw speaks to the role of Registered Professionals and the need for schedules. Section 11.1 notes that the Schedule B assurances "are relied upon by the municipality and its Building Officials as certification that the design and plans to which the [assurances] relate comply with the Building Code and other applicable enactments relating to safety." The City's bylaw, coupled with the requirements set out in the *Building Code's* Schedules, gives Nanaimo the ability to place the onus of ensuring compliance with *Building Code* requirements on Registered Professionals.

Some members of the development industry interviewed for this study point to the City's bylaw and the *Building Code* provisions to make the argument that the City should rely on the assurances of professionals to determine compliance.<sup>16</sup> Reliance on the Registered Professionals would reduce expectations on the City's own Building Officials to review complex building applications in detail which, in turn, would reduce the City's overall permit processing time. City officials understand this argument and accept that the *Building Bylaw* is designed to transfer risk and responsibility of ensuring compliance to Registered Professionals, and protect the City from liability. The same officials, however, raise a number of cautions in opposition to any change. Officials note, for example, that:

- there are numerous examples of building permit applications with designs that do not comply with important, safety-related *Building Code* requirements, despite the assurances of the Registered Professionals
- the City is expected by the community to ensure that structures built pursuant to City building permits are safe for their occupants and the surrounding neighbourhoods
- efforts to transfer risk and liability to owners and Registered Professionals are of little practical value in cases where the companies and professionals involved either have insufficient insurance, or are no longer in business

<sup>16</sup> A few individuals made reference, as well, to the Certified Professional (CP) Program jointly administered by the Engineers and Geoscientists of BC and the Architectural Institute of BC. This program is available in four municipalities (Vancouver, Surrey, Coquitlam, Abbotsford) as an alternative approval process through which Building Officials rely on the assurances provided by Certified Professionals when issuing permits, typically for significant, multi-phased complex building projects. To achieve CP designation, an engineer or architect must complete significant coursework and undertake ongoing training. The certification, with the specialized training behind it, is intended to give municipalities an extra level of confidence in the professionals' work, over and above the assurances provided through the *Building Code's* Schedules.

At the time of writing, there are only 51 CP architects and 81 CP engineers in the province — numbers that reflect both the onerous practice requirements and the small number of jurisdictions that subscribe to the program. Given these numbers and the focus of CPs on projects that, on the whole, are significantly larger than those which get built in Nanaimo, the CP Program is not considered in this report.

- the principle of joint and several liability means that the City cannot transfer all risk and liability to the building owner and Registered Professionals in the event of design deficiencies that arise during or post-construction, and therefore should remain directly involved in plan checking in order to catch errors

For these reasons and others, local governments in British Columbia are reluctant to reduce their level of plan review and rely significantly on the assurances of Registered Professionals, even in cases where bylaws have been written specifically to enable greater reliance. Nanaimo is no different in this respect. With increasing building permit application volumes and demands for lower permit review times, however, calls for greater reliance on professionals are unlikely to abate. Nanaimo should consider initiatives aimed at increasing reliance on professionals in specific, targeted cases (see Chapter 4).

## BUILDING INSPECTIONS SECTION

### Number of Staff

At the time of writing, there are fourteen (14) full-time Building Officials in the Building Inspections Section. As shown in Chapter 2, eight (8) of the Building Officials work as Plan Reviewers, four (4) work as Building Inspectors, and two (2) are Supervisors. Collectively, this complement of staff processed close to 1,000 building permits in 2019, with a combined construction value of almost \$450 million.<sup>17</sup> The number of Building Officials at the City has not changed in since 2014. In that year, the total value of all permits was \$203 million; in each subsequent year until 2019, total value did not exceed \$216 million.

Building permit value provides a useful indication of overall permit complexity, and for that reason is considered a better indicator of Building Official workload than the number of permits. Permit types are another useful indicator of workload. Figure 2.3 in Chapter 2 showed that the value of all permit types for complex buildings spiked in 2019 — indeed, commercial permits experienced the most significant spike of all types. In the residential permit category, multi-unit residential projects, which in most cases qualify as complex buildings, also experienced a significant increase in 2019, compared to single family residential permits which declined significantly from levels in previous years.

It is also worth noting that in the past five years, the list of items that Building Officials must examine has increased as result to changes in the *Building Code* — an updated version of which was introduced in 2018 — and, to a lesser extent, the City's bylaws and policies. In the same time frame, the province released the *BC*

<sup>17</sup> As noted in Chapter 2, the number and value of permits were considerably lower in 2020; however, the first half of 2020 was impacted significantly by an industry slow-down at the beginning of COVID-19. 2019 is considered representative of totals going forward, including in 2021. Staff report that demand for permits in the first two months of 2021 was considerable.

*Energy Step Code* that Nanaimo, similar to most municipalities, has endorsed. These changes imposed additional duties on Building Officials.

All of these points suggest that the Building Section is wrestling with a considerably larger workload today than in the years before 2019 without any change to the number of Building Officials. The increase in workload per Building Official has resulted in increased permit wait times, as was shown in Chapter 2 (see Figures 2.6 and 2.7).

### ► Other Municipalities

Comparisons of staffing numbers and staffing adequacy across jurisdictions are inherently problematic since no two municipalities are exactly alike, and because permit construction values in individual municipalities can change significantly year to year. It is also the case that not all municipalities follow the same naming conventions for positions, and thus may inadvertently report inaccurate staffing numbers. Despite these challenges, cities often wish to understand where they sit relative to other similar-sized places.

Figure 3.1 compares Nanaimo to six other municipalities for 2019, the most recent pre-COVID period. In that year the total permit construction value per Building Official in Nanaimo (not including Supervisors or Managers) slightly exceeded the median and average values in the comparison group. Nanaimo's Building Officials, put differently, are processing a higher amount of permit construction value per staff than most places listed in the figure.

**Figure 3.1**  
**Permit Construction Value per Building Official**  
**2019**

Municipality	2019		
	Building Officials*	Total Permit Value (\$ million)	Permit Value (\$ million)/Staff
City of Nanaimo	12	445.4	37.1
City of Abbotsford	13	578.1	44.5
City of Chilliwack	6	264.0	44.0
City of Kamloops	8	288.3	36.0
City of Maple Ridge	9	215.0	23.9
District of Saanich	9	176.1	19.6
City of Victoria	8	285.0	35.6

**Median**      **36.0**

**Average**      **34.4**

\* Includes Plan Reviewers and Building Inspectors. Some places involve both types of Building Officials in application review.

The value of Figure 3.1 is somewhat questionable — the more relevant information is the conclusion, noted earlier, that the City is wrestling with a considerably larger workload today than in the years before 2019 without any change to the number of Building Officials.

### Building Official Experience

Nanaimo's Building Officials are well-qualified for their positions, and well-respected both by their peers in other centres and by members of the local development community. On the whole, however, Building Officials in the Section today are considerably less-experienced than the team that existed in past years. An analysis undertaken by the City compares Building Official experience levels between 2014 and 2020. Figure 3.2 presents findings from the data.

The level of experience of Building Officials is considered an important factor in the smooth and timely processing of permit applications. In general — there are exceptions — more experienced Officials have the knowledge and confidence necessary to

distinguish between significant and insignificant issues that may arise during plan reviews, and to judge when and when not to hold an application back pending further information. Conversely, Officials with less on-the-job experience may require more time to complete reviews.

Across jurisdictions, the labour market for experienced, qualified Building Officials has become increasingly tight in recent years. Recent changes to the *Building Act* that took effect at the end of February, 2021, will serve only to make the market tighter. Under these changes, Building Officials involved in the review of applications for complex buildings must be qualified Level III Officials for many multi-family developments, as well as for most commercial, industrial and institutional projects.<sup>18</sup> In centres such as Nanaimo that are experiencing increased

**Figure 3.2**  
**Changes in Experience Level**  
**2014; 2020**

Metric	2014	2020
Average years' experience with City	11.6	7.7
Median years' experience with City	10.1	7.7
Building Officials > 15 years	4	1
Building Officials 10 to 15 years	2	3
Building Officials < 5 years	3	5
Registered Building Officials (Level III)	8	7

<sup>18</sup> Building Officials who have not yet reached these levels can apply for and enter into a Building Official In-Training Class to temporarily work at the next higher level. At the end of the training period the Officials must pass the necessary qualification exams in order to continue working at the higher level.

application activity for complex buildings, Level III Officials are in high demand. Organizations will continue to compete for and try to recruit these individuals; in many cases, however, cities will need to focus on hiring and training lower-level and less-experienced personnel. Nanaimo should consider developing new opportunities aimed at helping less-experienced staff acquire skills and learning about the building industry. The potential for joint industry-City workshops and professional development seminars is put forward in Chapter 4.

### Overtime Levels

City payroll data, presented in Figure 3.3, show that the Building Inspections Section has incurred significant overtime each year in the past three years. As indicated in the figure, the vast majority of overtime recorded is concentrated in the Section's Commercial group which is responsible for plan reviews of multi-family, commercial, industrial and other permit applications for complex buildings. There are five staff members in that group, including the Supervisor, three senior Level III Registered Building Officials, and one Level II Building Official. The Supervisor of the group accounted for over 50% of the group's overtime in 2018, close to 40% in 2019, and 32% in 2020.

The relatively high and consistent level of overtime worked by the staff in the Commercial group, and by the Supervisor specifically, is a function of a number of factors, including:

- increased activity in the number of complex building permit applications that require more effort and time on the part of staff
- a reluctance, noted earlier, to rely on the assurances provided by Registered Professionals
- the current level of staffing that has been fixed for some time
- the current practice for the Supervisor to examine closely the plan reviews completed by the Building Officials

**Figure 3.3**  
**Building Inspections Section Overtime Hours**  
**2018 to 2020**

Work Group	2018		2019		2020	
	Hours	%	Hours	%	Hours	%
Inspections	49.00	3%	18.00	1%	13.00	1%
Residential Plan Review	310.75	19%	183.00	11%	258.50	16%
MFR/Comm/Industrial Plan Review	1,311.25	78%	1,451.75	88%	1,338.50	83%
<b>Total Hours</b>	<b>1,671.00</b>	<b>100%</b>	<b>1,652.75</b>	<b>100%</b>	<b>1,610.00</b>	<b>100%</b>

The costs of the group's overtime are in part financial. Over the three-year period, the overtime incurred by the group totaled almost \$300,000, not including overhead. The annual average for the group was close to \$95,000. This amount is approaching the total cost (salary plus benefits) of an additional full-time Building Official.

The costs are also personal for the staff who work the extra hours. Excessive overtime hours are not sustainable for employees. Productivity, health and job satisfaction are all at risk under these conditions.

### **Organizational Culture**

The culture of the Building Inspections Section is perceived by the development industry — and, indeed, by several of the staff interviewed — as one with the following characteristics:

- a higher-than-necessary level of scrutiny in reviewing applications
- an aversion to risk, even in cases where some risk may be considered both acceptable and necessary
- an unwillingness to engage with applicants in finding solutions to design challenges
- a fear of making mistakes, and a lack of tolerance for mistakes that are made
- a lack of transparency in permit reviews and the movement of applications through the system
- a reluctance to empower staff to make decisions
- an expectation that applicants who complain to the City about processing times or permit requirements receive special treatment (see below)
- high pressure and the risk of staff burnout

Increased permit wait times in the past few years have undoubtedly resulted in greater criticism directed at the Section, as well as increased scrutiny of the Section's processes, staffing model, decisions and other factors. In this environment, which is only exacerbated by COVID-19, it is perhaps not surprising that the Section might turn inwards and be less willing to relax its level of scrutiny in permit review or accept a higher level of calculated risk. The recommended changes in Chapter 4 are designed to reduce processing times, engage and empower staff, and promote a new working relationship between the City and industry. It is anticipated that these changes, taken together, will help to shift the organizational culture in the Section.

### **Applicant Complaints**

It is not uncommon in Nanaimo for applicants who are dissatisfied with the building permit application requirements and/or processing times to register their dissatisfaction with the City.<sup>19</sup> The ability of applicants to contact the City, enquire about specific cases and hold the City accountable is an important applicant right.

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<sup>19</sup> Nanaimo is not unique in this respect.

Such enquiries may become problematic, however, when they are used by applicants in attempts to obtain special treatment. The enquiries may be even more problematic when those making them succeed in achieving the treatment they seek.

Staff and development industry members interviewed for the study highlighted a growing problem with applicant complaints. Specifically, there is a belief that in Nanaimo the way to get permits faster is to raise complaints directly to management. There is a perception that, in an effort to address complaints that are received, the Section may inadvertently have developed a "squeaky wheel gets the grease" dynamic. This dynamic, it is feared, results in a *de facto* fast track that benefits applicants who, in many cases, have not met the City's expectations for complete applications, or who are having their applications processed at the same speed as all others. Other applicants who fall outside of this complaints fast track worry that they are being penalized for their good behaviour.

These perceptions — that a "squeaky wheel gets the grease" dynamic has developed, and that complainants are fast tracked — need to be qualified. Managers in Development Services have a responsibility to investigate all significant building permit complaints that reach them. Based on their enquiries of staff and their review of the subject file in each case, managers will determine the appropriate action.

- In many cases, it will be clear that the applications at the centre of the complaints are deficient, and that the applicants have either misunderstood the requirements of the City or have chosen to ignore them. Managers in these cases do not — and, indeed, should not — direct staff to issue the permits or to fast-track them in any way.
- In other cases, managers will determine that the applications are not deficient, but for whatever reason have been inadvertently subjected to a delay that exceeds that which, even in a high-volume period, is acceptable. In these cases, managers may apply their judgement to expedite processing.
- There will be some instances when managers will disagree with staff on the reasons for holding back applications. Using their judgement, managers may apply their interpretations to the files and allow the applications to proceed.

In short, there will be times when complaints do result in action on the part of the City to issue permits, or to issue them faster than it would otherwise do. To suggest that there is a prevailing "squeaky wheel gets the grease" dynamic, however, is inaccurate.

It is worth noting that even in cases where complaints are ultimately found to be without merit, managers and Building Officials must take time away from their duties to investigate and respond to the applicants. The disruption to the Section's work flow in these cases is not inconsiderable.

Recommended changes in Chapter 4, designed to improve the processing of all permits, will help to significantly reduce the number of complaints and the impact that complaints have on management and staff time. In so doing, it is hoped that the changes will help to address the perception of a complaints fast track that exists in some circles. Legitimate and illegitimate complaints will not, however, cease entirely.

## **TECHNOLOGY**

### **Receipt of Applications**

Prior to March, 2020, all applications for building permits were submitted in-person by applicants at the City's Permit Centre. With the outset of COVID-19 there was an urgent need to design an online submission capability for all permit types. The Building Inspections Section, with the assistance of the City's Information Technology Department, responded to this need and put in place the necessary process in short order.

The process that was developed is innovative in its use of readily available tools, such as fillable PDF forms and DocuSign software. The process is not, however, an effective long-term option for the City. At present, applicants submit completed application forms using DocuSign to the City and either append or upload PDF versions of all required building plans, drawings, forms and other attachments. Development Service Clerks who receive the packages must manually transfer the application information into a Tempest folder that can be forward to a Building Official for preliminary review. All attachments must be converted and renamed in order to be accessible to the Building Official. Each standard residential permit application takes a Development Services Clerk up to 30 minutes to convert to Tempest. Applications for complex buildings take upwards of two hours each — some much longer.

The Section's reliance on the current online process creates an additional problem, noted earlier, related to incomplete applications. Previously, under the counter-based process, applications would be received directly by the intake Building Official who would assess them for completeness with the applicant present. Missing items could be identified for action by applicants; incomplete applications could be turned away and prevented from entering the permit processing queue. Today, in the current online submission system, all applications are received and placed into the system by a Development Services Clerk for preliminary review by a Building Official. Incomplete applications — there are several — must be identified by the Building Official and either set aside pending completion, or rejected entirely. In each case the Building Official must write an explanatory letter to the applicant with a list of deficiencies to correct. The time required by the Building Official is considerable and has resulted in significant delays at the preliminary review stage of the permit process.

Improvements to the current online process — see Chapter 4 — are possible; however, all changes will require resources and the support of the organization.

### **Credit Card Payments**

Application and building permit fee payments must be made by credit card under the new COVID-19 application process. Unfortunately, however, the current system is not set up to allow applicants to make credit card payments online. A Development Services Clerk is required, instead, to contact applicants by phone and take credit card information manually, process the payment, and send out a receipt by email. The process is time consuming and does not represent an efficient use of staff resources.

A separate issue related to credit card payments concerns the 2% service charge the City incurs on every transaction. Staff report that in the past ten months, the City has incurred a total of close to \$40,000 in credit card fees that it did not incur previously. A credit card fee recovery module is available for a one-time charge of \$33,525, plus an annual \$5,200 licence fee, to add the credit card fee to the cost of the permit. At the current level of building permit fees, a total of \$208,000 in building permit fee revenues per year would be needed to cover this annual licence charge (in 2020, the City earned \$1.8 million in permit fee revenues).

### **Transparency of Process**

Applicants whose permit applications are accepted for review by the City are able to monitor the status of their applications in the City's review process through the MyCity online portal. The ability to monitor an application supports the need for transparency and has the added potential to reduce both the need for applicants to call the City for updates, and the number of enquiries that must be handled by Development Service Clerks.

The difficulty with the current MyCity portal is that it does not appear to provide the level of detail desired by many applicants. The applicant is given the stage at which his or her application is sitting, but is not given any indication as to how long the application is expected to remain at a given stage, the application's place in the queue, or whether the City is waiting for additional information to be provided. Improvements to the portal to provide these types of details would enhance transparency and provide applications with greater certainty.

### **RELATIONSHIP WITH INDUSTRY**

#### **Partnership**

Through the Building Inspections Section, the City performs an important regulatory role in ensuring that all new construction, and all alternations to existing structures, proceeds in compliance with the *Building Code*. The City must also perform, however, the role of facilitator to help industry build quality projects that add value to, and that meet the needs of, the community.

Industry depends on the City to perform its role of regulator in a timely fashion, and to work with applicants to facilitate solutions and provide pathways for

development to occur. The City depends on Industry to bring forward complete applications for innovative, affordable and high quality projects that meet the standards of the *Code* and the expectations of the community.

The development system runs most smoothly when both parties view themselves and each other as partners in building the community. True partnership requires both parties to engage with one another regularly, learn about each other's pressures and challenges, and collectively develop solutions to problems that arise. In recent months there have been some efforts, spearheaded by the Nanaimo Development Group, to engage with one another and collaborate in the development of new approaches on specific issues. The joint development of draft change management procedures to efficiently deal with revisions on active building permits for complex buildings is the best example of these efforts. On the whole, however, opportunities for engagement have been lacking.

Without increased engagement the parties cannot develop the trust and understanding that are needed to truly view themselves as partners in the building process. Indeed, a lack of regular engagement and collaboration can lead to mistrust on the part of both parties, and a lack of confidence in abilities, and suspicion with respect to motives. It is clear from the interviews conducted with industry members and staff that mistrust, a lack of confidence in one another, and suspicion are prevalent in Nanaimo today.

### **Outreach and Education**

The City has created a range of impressive written materials and helpful videos that can be accessed online by all prospective building permit applicants. These materials are useful in identifying the City's requirements for different types of permit applications. The written materials are not sufficient on their own, however, for building the level of understanding required by many applicants, including those who are seeking permits for complex buildings.

Some municipalities — Langley Township, Surrey, Abbotsford and Penticton are examples — organize regular seminar sessions and open houses on specific topics of interest to different groups of applicants. Some sessions may focus on emerging topics and new requirements, such as the *BC Energy Step Code*. Others may introduce new policies of the municipality that will be used by Building Officials to interpret sections of the *Building Code*. In some cases, the events will be open-agenda and be held simply to allow stakeholders to ask questions of Building Officials and decision-makers.

Seminar sessions, open houses and other forms of outreach provide opportunities for municipal staff and Industry members to engage with one another, learn from one another, and learn about each other. All of these events contribute to building relationships and trust. In past years, Nanaimo organized and/or participated in some of these types of outreach events. The Section has not pursued these opportunities in any serious way, however, for some time. There is an opportunity

to work with organizations such as Nanaimo Development Group and the Vancouver Island Construction Association to co-sponsor and -deliver these events.

## CHAPTER 4

### RECOMMENDED CHANGES

This review of Nanaimo's building permit function set out to identify, through consultation and research, specific issues that the City may wish to consider in its efforts to reduce permit wait times and improve the function in other ways. Chapter 3 of the report presented a broad range of issues in under four categories:

- the process through which permit applications are reviewed
- the Building Inspections Section that is responsible for the function
- the City's use of technology
- relationships between the Building Inspections Section and Nanaimo's development industry

This chapter — Chapter 4 — presents a package of recommendations that are intended to address the issues.

#### SUMMARY OF ISSUES

Before introducing the recommended changes, it is useful to summarize the issues that the changes are intended to address. Figure 4.1 presents the summary using the four issue categories.

**Figure 4.1**  
**Summary of Issues**

Building Permit Process	Building Inspections Section
<ul style="list-style-type: none"> <li>– Limited Streams</li> <li>– Incomplete Applications</li> <li>– Internal Referrals</li> <li>– Reliance on Professionals</li> </ul>	<ul style="list-style-type: none"> <li>– Number of Staff</li> <li>– Building Official Experience</li> <li>– Overtime Levels</li> <li>– Organizational Culture</li> <li>– Applicant Complaints</li> </ul>
Technology	Relationship with Industry
<ul style="list-style-type: none"> <li>– Receipt of Applications</li> <li>– Credit Card Payments</li> <li>– Transparency of Process</li> </ul>	<ul style="list-style-type: none"> <li>– Partnership</li> <li>– Outreach and Education</li> </ul>

#### OBJECTIVES TO ACHIEVE

It is also helpful, before turning to the recommendations, to recall the objectives identified for the review. These objectives, adapted from the list in Chapter 1, are as follows:

- *Reduce Permit Processing Times* — The review was driven by the desire, expressed by the development community and shared by the City, to reduce the time required to review building permit applications and issue building permits.
- *Limit the City's Liability* — The City seeks to create a permit system that limits liability to taxpayers, while at the same time achieving reasonable processing times, and ensuring the development of a built environment that is safe, attractive, high in quality and affordable.
- *Engage Industry in Developing Solutions* — The City and the development industry play different roles and have different responsibilities in the development process. Both parties, however, share a common interest in creating an environment for affordable, safe, quality development to occur. Recommendations put forward in the review should recognize that industry and the City are partners in the development process. Both parties have a role to play in developing and making solutions work.
- *Engage Staff* — Staff involved in the building permit function have a good understanding of function, and have useful ideas for streamlining the permit process and achieving other improvements. Staff have a role to play in designing and implementing solutions.
- *Pursue Cost Neutrality* — The City has come to rely on a high degree of cost-recovery in its building permit function. Cost increases that would result from recommended changes should, therefore, be balanced as much as possible by offsetting revenue increases.

#### RECOMMENDED CHANGES

This section presents and explains seven recommended changes for the City to consider. The full list is as follows:

- THAT the City work with industry to develop and implement a Fast Track Process to process applications for targeted, low-risk tenant improvement and residential projects
- THAT the City establish and Fast Track Permit Group in the Building Inspections Section, with one new Supervisor position and one new Building Official position, to process fast track applications
- THAT the City work with industry to establish a time-limited Approved Professionals Pilot Project to test the ability to rely on the assurances of Registered Professionals in issuing building permits for targeted complex building projects

- THAT the City engage industry in the establishment of a Joint Building Permit Advisory Working Group with a mandate to advise on the design and implementation of initiatives aimed at reducing permit processing times, promoting City-industry relations, and addressing other issues and needs identified by the parties
- THAT the City support investments in technology to develop an online applications portal, facilitate online permit fee payments, and build a user-friendly application tracking dashboard tool for permit applicants
- THAT the City develop an internal service agreement to set out expectations for the processing of referrals by affected work groups
- THAT the City, to the extent possible, recover the costs associated with the recommendations in the *Building Permit Function Review Draft Report* through:
  - savings in overtime costs that are incurred today by Building Officials
  - grant monies available under the Ministry of Municipal Affairs' recently-announced Local Government Development Approvals Program
  - increases to the City's building permit fees to align the fees with those charged by other 100,000 population-plus, high-growth municipalities

#### **FAST TRACK PROGRAM**

The City should consider creating two building permit fast track streams to provide for the expedited processing of applications for low-risk, straightforward projects.

- *Tenant Improvement Fast Track* — One stream would be reserved for low-risk tenant improvement applications. Eligible applications would be processed, and permits would be issued, within a target time of ten days (i.e., two weeks).
- *Residential Fast Track* — The second stream would be reserved for low-risk residential applications. Eligible applications in this stream would be processed, and permits would be issued, within a target time period of five days (i.e., one week).

Eligibility criteria for both streams would be proposed by a Joint Building Permit Advisory Working Group comprised of five (5) industry representatives and five (5) City staff. The Joint Working Group would be guided by criteria that are in place in similar fast track programs in other jurisdictions such as Penticton, Kelowna, Coquitlam, Burnaby, Barrie and Toronto. Figure 4.2 provides some examples of criteria from these other programs. Full tenant improvement program guides from Coquitlam and Barrie are provided in *Appendix I*.

**Figure 4.2**  
**Sample Criteria for Fast Track Program**

Tenant Improvement Fast Track	Residential Fast Track
<ul style="list-style-type: none"> <li>– issued for minor alterations to existing building elements, and for minor alterations to existing plumbing and mechanical systems</li> <li>– commercial uses located in commercial and industrial zones</li> <li>– no proposed change of use</li> <li>– no net change to the floor area of the unit or gross leasable floor area in a building</li> <li>– minor exterior alternations and additions under <u>\$150,000</u> in construction value</li> <li>– minor plumbing changes that involve replacement of existing fixtures</li> </ul>	<ul style="list-style-type: none"> <li>– exterior decks, porches, solar panels</li> <li>– interior renovations</li> <li>– plumbing, mechanical and wood stoves</li> <li>– accessory buildings (not including carriage houses)</li> <li>– garages and carports</li> <li>– landscaping and pools</li> <li>– fire, flood and structural repairs</li> <li>– no zoning variances or alternative code solutions</li> </ul>

Based on experiences in other municipalities, it is anticipated that a significant portion of tenant improvement and residential permit applications submitted to the City could be eligible for entry to the fast track program. The program would benefit eligible applicants who would receive their permits in a short period of time. The program would also benefit, however, applicants in the standard process streams by removing minor permit applications from those streams.

#### **FAST TRACK PERMIT GROUP**

The assessment of issues in Chapter 3 highlighted the need for additional Building Officials in the Building Inspections Section, which is no longer able to operate efficiently with its existing number of staff — a number that has been fixed for some time. Relief for the Commercial group is particularly important given the consistently high overtime incurred by Officials in that group.

To address both the need for additional staff resources and the recommendation for a fast track program, the City should consider creating a third work group within the Building Inspections Section. This third group's primary role would be to process fast track permit applications. Depending on workload and capacity, the group could also assist with demolition permits, and could assist with compliance and enforcement orders. Both of these tasks require attention in the Section.

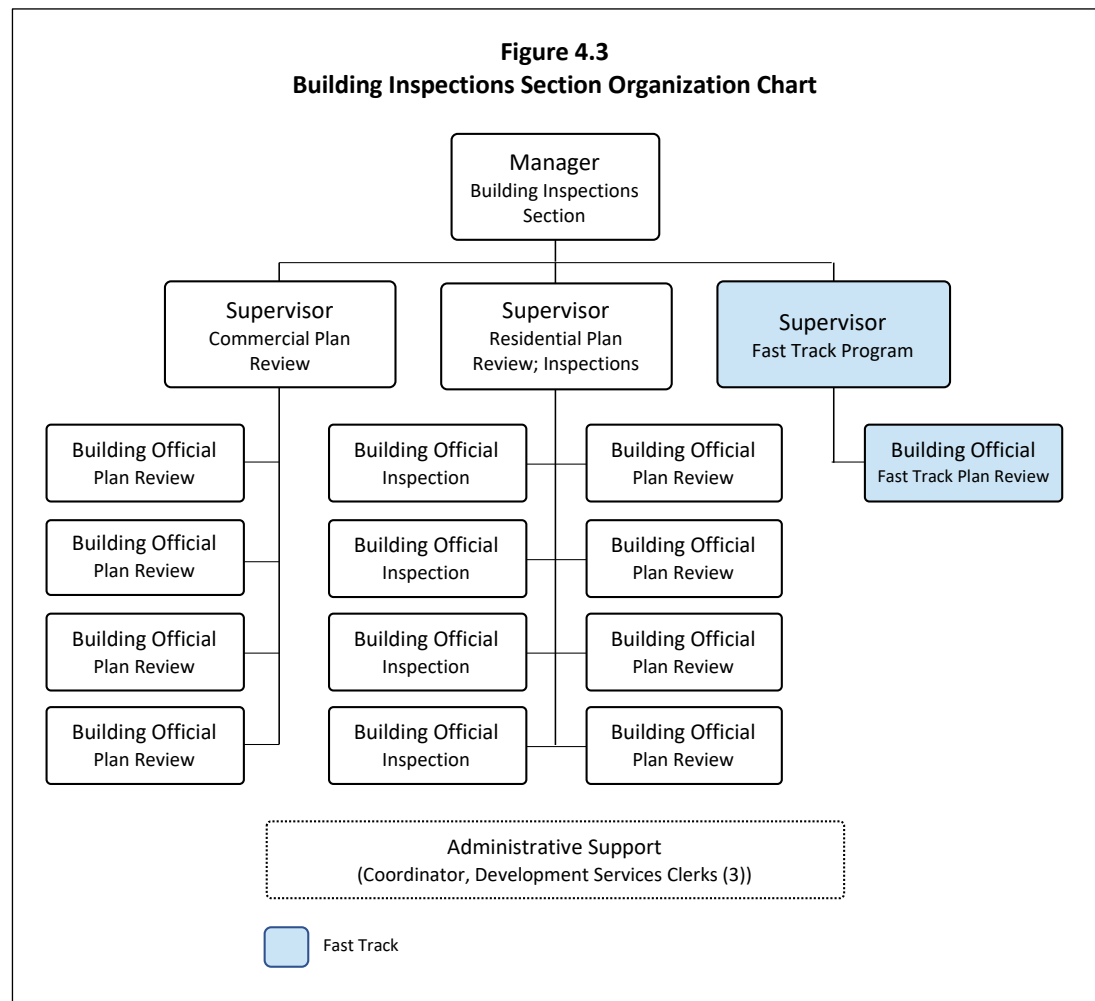
The City should consider staffing the new group with two new FTES, including:

- one Supervisor, Fast Track Program

- one Building Official<sup>20</sup>

Administrative support for the new group would be provided, at least initially, by the existing Administrative Support Team for the Section. It is anticipated that recommended changes examined later in the chapter would help to free-up existing Development Service Clerks from some their current tasks required under the existing (temporary) online submission process.

Figure 4.3 shows the proposed group on the Section's organization chart.



<sup>20</sup> The Building Official would either be qualified at Level I and enrolled in a Building Official In-Training Class to temporarily work at Level II. Alternatively, the Official would be qualified as Level II and enrolled in a Building Official In-Training Class to temporarily work at Level III. The exact qualification level required would be determined by the eligibility criteria for tenant improvement fast track permits.

## APPROVED PROFESSIONALS PILOT PROJECT

The discussion on Registered Professionals in Chapter 3 highlighted the point that the regulatory framework for building construction in British Columbia anticipates that property owners who wish to construct or alter complex buildings will require the expertise of professional architects and engineers to create building plans that comply with the *Building Code* and other safety-related statutes and regulations. The discussion noted, as well, that the requirement for Registered Professionals to provide assurances through the submission of Schedules A and B, coupled with Nanaimo's own *Building Bylaw* provisions, gives the City the ability to rely on Registered Professionals to ensure that building plans are, indeed, in compliance with *Building Code* requirements.

Some members of Nanaimo's development industry have pointed to the *Building Code* and *Bylaw* provisions to call on the City to place greater reliance on Registered Professionals, and reduce the level of review conducted by City Building Officials on applications for complex buildings. These changes, it is expected, would reduce the overall permit processing time for the applications. City officials understand the arguments put forward, but cite a number of legitimate reasons for exercising caution.

In the years ahead, calls for greater reliance on Registered Professionals are not likely to abate given escalating building activity, the widespread desire for reductions in processing times, and the ever-increasing expansion of the *Building Code's* technical requirements. A joint initiative by City Building Officials and professionals in Nanaimo's development industry aimed at increasing reliance in specific, targeted cases would position Nanaimo at the front end of regulatory innovation, and could pay dividends to both the City and industry.

The City should consider working with industry, through a Joint Building Permit Advisory Working Group, to design, propose and implement a time-limited Approved Professionals Pilot Project. The following points identify the basic elements of the project:<sup>21</sup>

- *Targeted Applications for Complex Buildings* — A small, limited number of building permit applications for complex, Part 3 buildings would be selected by the City based on discussions with property owners and/or agents who have strong track-records with the City, and a significant presence in Nanaimo.
- *Approved Registered Professionals* — Each application selected for the pilot would be supported by an experienced Coordinating Registered Professional (CRP) and a team of specialist Registered Professionals (RPs) approved for

<sup>21</sup> It should be emphasized that the points listed here are the basic proposed elements. The full design and implementation of the pilot project would be the role of the Joint Building Permit Advisory Committee.

participation in the pilot by the City. The CRP and RPs would have unblemished records with their professional societies, have strong track-records with the City, have a significant presence in the community, and possess sufficient professional insurance.

- *City Policies* — With input from industry, advisors at MIABC, and the City's own legal counsel, staff would develop policies to identify:
  - that in issuing the building permits under the pilot project, the City would be relying on the Registered Professionals' letters of assurance (i.e., the Schedules) as certification that the design and plans to which the assurances relate comply with the *Building Code* and other applicable enactments relating to safety
  - the reduction in permit fees that would be provided by the City to applicants in the pilot project
  - the specific items in the building plans and application package components that the City's Building Officials would examine (there would be important items related to health and safety that Building Officials would be expected to review)
  - the specific items in the building plans and application package components that the City's Building Officials would *not* examine
  - how the City would address unexpected issues that came to its attention, outside of the City's own scope of review
  - that during construction, the City would be relying solely on field reviews undertaken by the Registered Professionals, and the letters of assurance (i.e., Schedules) submitted by the Registered Professionals that the construction substantially complies with the *Building Code*, the *Building Bylaw* and other applicable enactments related to safety
  - all insurance and bonding that would be required of applicants and Registered Professionals under the project
  - other items raised during the joint design of the project, or raised by the City's advisors
- *Monitoring and Reporting* — A Joint Pilot Project Reporting Group, appointed by the Joint Advisory Working Group, would monitor the implementation of, and all progress under, the pilot project, and report its findings to the Working Group. The Group would be comprised of Building Officials, Registered Professionals and owners/agents involved in the

project, and would meet at scheduled points during permit processing and construction. A final report on the experience, complete with lessons learned and recommendations to consider, would be prepared by the Reporting Group.

Based on the results of the project, the City, with input from industry, could decide whether to extend the term of the pilot, incorporate elements of the pilot into the City's permit process system, or end the pilot and revert to the existing permit processing system.

#### **JOINT BUILDING PERMIT ADVISORY WORKING GROUP**

There is a clear and widespread desire on the part of City Building Officials and members of Nanaimo's development industry to engage with one another, better understand each other's role in the building process, learn from each other, and work together to develop and implement initiatives aimed at improving the permit process for all parties. These sentiments emerged consistently during the interviews conducted for the review.

To promote greater connection the City should consider working with industry in the creation of a Joint Building Permit Advisory Working Group. The Working Group would be comprised of:

- five (5) City staff members, including the Director of Development Approvals, and the Manager of the Building Inspections Section
- five (5) representatives of the development industry identified by the City through consultation with associations such as the Nanaimo Development Group, the Vancouver Island Construction Association and the Nanaimo Home Builders' Association

The Working Group would be responsible for designing and proposing, for approval by the City's General Manager of Development Services, the:

- eligibility criteria for the tenant improvement and residential streams in the proposed Fast Track Program
- specific elements, requirements and terms for the proposed Approved Professionals Pilot Project

The Working Group would also be responsible for developing a calendar of joint workshops, seminars, open houses, site visits and other events aimed at helping Building Officials (particularly less-experienced Officials who may be hired in the coming years, or who are in place today) learn about the building industry, and the challenges and pressures experienced by builders, developers and professionals. The events would be aimed, as well, at helping members of the development industry learn about the City's process and expectations, and understand the challenges and pressures experienced by Building Officials.

Some of the events could focus on changes to the *Building Code* and other emerging topics in an effort to provide professional development to both groups. Where possible, these events could be designed as opportunities for participants to satisfy continuing professional development requirements of their professional or industry associations. Other events would focus on specific issues identified in this review, such as the need for improved application packages. The Nanaimo Development Group has made itself available to work with the City, under the umbrella of a Joint Group, on an initiative aimed at helping applicants prepare high-quality, complete building permit applications.

Over time, the Joint Working Group could evolve beyond building permits specifically to address other elements of the City's development approval processes. For the time being, however, it is suggested that the Working Group focus on building permits. The Working Group could also develop working groups, as required, to undertake specific initiatives.

### **INVESTMENTS IN TECHNOLOGY**

As noted earlier in the report, the City's existing online application process was designed and implemented in short order in response to impacts from COVID-19 and the need for immediate change. The City appreciates that the process does not represent an efficient use of staff resources, and is not a long-term solution. The need for investment in a proper system is also understood.

Investment in the online application system is required specifically to design and implement an application portal — or portals, as the case may be — to replace the current use of fillable PDF forms and DocuSign for submitting permit application packages. Information entered into the new portals by applicants would flow directly to the main processing software platform, and thus eliminate the need for Development Service Clerks to manually build separate digital project files. Interactive checklists in the portals could be designed to prompt applicants for key information items, and could prevent incomplete applications from entering the system. This feature could save considerable time for the Building Officials by reducing the volume of deficient applications that must be reviewed and returned, with comments, to applicants.<sup>22</sup>

Investment is also required to implement an online payments system to eliminate the need for a Development Services Clerk to manually take credit card payments by phone for application and permit fees. The City should consider recovering the 2% credit card service fee from applicants by adding it to the fees.

A third investment that the City should consider concerns the tracking system that can be used by applicants to monitor their applications as they move through the

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<sup>22</sup> Building Officials would continue to need (and want) to make themselves available to answer enquiries from applicants who need assistance in understanding and addressing application requirements.

review process. As noted earlier, the current MyCity tool does not provide adequate information or transparency to applicants. A new tool with dashboard graphics that alerts applicants to missing information items, shows where applications are at in the process, and provides anticipated timelines based on process stage would benefit applicants and the City.

The City's existing file management software platform, Tempest Prospero, could be configured with adequate investment to address all of these needs. As noted earlier in the report, however, CentralSquare, the company that recently purchased Tempest, has announced that the existing platform will be transitioning to a web-based system. Staff from the City's Information Technology Department are concerned that the new system will not meet the City's needs. Staff are also concerned that product support for the existing Tempest platform will be discontinued at some point, despite assurances from CentralSquare to the contrary.

The City will be considering its platform needs and options going forward. Whichever platform or set of solutions is ultimately chosen, investment in the application process elements described in this section of the text will be important to make.

#### **INTERNAL SERVICE AGREEMENT ON REFERRALS**

Applications for complex building permits must be referred by the Building Inspections Section to other sections, divisions and departments at the City for review of specific elements. Both parties to the referrals — the Building Inspections Section and the referral groups — rely on each other in the process. The Building Section relies on the referral groups to conduct their reviews in a timely fashion. Building also relies on the referral groups to quickly identify deficiencies and communicate with applicants to address the deficiencies. The referral groups rely on the Building Inspections Section to ensure that applicants submit the information required by the groups, and to process the referral groups' permit fees.

When communication is lacking, expectations are not understood and priorities are not aligned, the referral process does not function smoothly. The resulting delays cause problems not only for the referrals, but for the entire building permit process.

As noted earlier, Managers in the Development Approvals Division at the City meet weekly to discuss building permit applications that require attention by referral groups. A dashboard tool to help the Managers keep track of the applications is in the process of being developed. These initiatives are helpful and should be continued. In addition, however, the City may wish to develop and implement a simple internal service agreement that sets out:

- target timelines for completing referrals
- specific responsibilities of each party to the referral, including the responsibility for informing applicants of the need to supply additional information in order for their permits to be processed

- the types of applications that will be given priority by referral groups

Such agreements exist in other jurisdictions (e.g., Saanich, Toronto).

### **COST-RECOVERY**

The recommendations presented in this report would, if accepted, result in cost impacts for the City. The most significant impacts would be associated with:

- the creation of the Fast Track Permit Group, which would be staffed by one new Supervisor and one new Building Official
- the recommended investments in technology

There are three potential sources of revenue that could be used to offset the cost impacts either fully or partly. These sources include:

- *Overtime Cost Savings* — It was identified in Chapter 3 that since 2018 the Commercial group in the Building Inspections Section has incurred close to \$95,000 per year in overtime costs. The recommendations presented in this report would, it is expected, reduce the workload of the Commercial group and thus allow the City to recapture a good portion of the group's overtime expenses for use in helping to fund the recommended changes.
- *Grant Monies* — The Ministry of Municipal Affairs announced in early March, 2021, a new grant program — the Local Government Development Approvals Program — through which local government can receive up to \$500,000 to support eligible projects. In the Ministry's release on the program, eligible programs are noted to include upgrades to a digital or online development application process. The City should consider submitting a proposal to the new program for funding to assist with the recommended technology investments.
- *Building Permit Fees* — A detailed municipal building permit fee comparison was outside of the scope of this study. A high-level review of fees charged in high-growth, 100,000 population-plus municipalities on Vancouver Island and in the Lower Mainland, however, suggests that Nanaimo's building permit fees, particularly for commercial permits, are relatively low. An increase to the median fee level could raise significant additional funds to help implement recommendations that would benefit the permit applicants who would be required to pay the fees.

## APPENDIX I

### TENANT IMPROVEMENT FAST TRACK PROGRAM GUIDES

- City of Coquitlam, BC
- City of Barrie, ON

BUILDING PERMIT  
FUNCTION REVIEW

DRAFT REPORT

**NEILSON**  
STRATEGIES

MARCH 2021  
APPENDIX I

## TENANT IMPROVEMENTS

### FAST TRACK PROCESS

#### Planning and Development Department

Building Permits Division

604 927-3441 / [permits@coquitlam.ca](mailto:permits@coquitlam.ca)

#### GUIDE OVERVIEW

The City of Coquitlam Tenant Improvement (TI) fast track process is designed to facilitate the approval process for simple Commercial Tenant Improvement (CTI) Applications. The CTI Fast Track Process is designed for CTI applications involving retail oriented uses and regular offices that are located in specific commercial and industrial zones and that do not involve: a change in use, new or extended mezzanines, significant changes to plumbing, external modifications or net increases/decreases to floor area (including gross leasable floor area in planned shopping malls).

#### CRITERIA:

Fast Track Permits are issued for minor alterations to existing building elements, as well as minor alterations to existing plumbing and mechanical systems. Fast Track Permits cannot involve a change in use (as this would trigger Zoning Bylaw review by Development Planning staff). They are available for projects where the work involves no additions to or alteration in size of the structure, no structural changes requiring engineered design by a licensed professional engineer and that do not require plan referral to other departments. Fast Track Permits are for applications involving retail oriented uses and offices.

Fast Track Permits are limited in scope and must meet the following criteria:

- Applies to commercial uses located in all commercial and industrial zones.
- No proposed change of use.
- No net increase/decrease to the floor area of the unit or the gross leasable floor area in a building.
- No external modifications (unless the Development Permit has been issued and provided to Building Permits Division staff).
- Minor plumbing changes which are associated with replacement of existing plumbing fixtures (i.e., straight fixture replacements do not require a plumbing permit, however, if minor modifications to the plumbing system – fixture relocations, vent repositioning, fitting modifications, capping – are needed, the building permit may be issued in advance of the plumbing permit).
- Single Level Racking Systems without stair access (storage must be under 12' in height and the racking system must not exceed storage height of sprinkler system design capability)
- Minor exterior alterations and additions that are less than \$150,000 in construction value

# TENANT IMPROVEMENTS

## FAST TRACK PROCESS

**Note:** Any previous outstanding deficiencies, permits or unpermitted construction may result in a delay of your application processing or ineligibility of the use of the fast track permit process.

### GENERAL REQUIREMENTS

This is a general list consolidating common requirements compiled for information only and should not be considered a complete list.

- Applicant to engage a professional when preparing drawings for this application.
- Substandard drawings will not be accepted.
- Permit drawings must provide sufficient information to describe the full scope of work.
- Submissions are required to comply with the latest version of the British Columbia Building Code and applicable City of Coquitlam bylaws and regulations.
- All drawings are to be neat, to scale and of draftsman quality.
- Metric or Imperial standard may be used, but not mixed.
- Agent Authorization Form (if applicable).

### PERMIT SPECIFIC REQUIREMENTS

*Three sets of all required plans must be submitted.*

- Plans showing the location of the proposed improvement, including parking layout.
- Site plan indicating the relationship of work to adjacent tenancies.
- Architectural construction drawings at 1/8" to 1'-0" scale or greater (showing layout and dimensions of proposed work).
- Title search.
- Value of construction.
- Defined use of building and parking requirements, if applicable.
- Two sets of sealed structural drawings and Schedule B Letters of Assurance (complete with full legal description).
- Schedule "A" required if more than one registered professional is involved.
- Show all room use (unfinished to be marked as such).
- Occupant load calculation required (if occupancy classification has changed).
- Required exits (including door sizes, travel distances, etc.).
- Three sets of electrical drawings (i.e. emergency lighting and exit signs, etc.).

# TENANT IMPROVEMENTS

## FAST TRACK PROCESS



- Show the location of the building on the property.
- Show all other buildings on the property.
- Show the north arrow, the property lines, label the streets and show the parking spaces.
- Identify the location of the tenant space in the building.
- Identify the parking spaces allocated for this tenant space (off street parking is based on the current Zoning Bylaw).

### PERMIT SPECIFIC REQUIREMENTS CONTINUED

- New and existing work area calculations.
- Location of fire separations and assemblies (include details of rated assemblies).
- Cross sections through structures or detailed notes showing construction materials.
- Indication of all new beam sizes (structural) and lengths, door and window openings with sizes.
- Three sets of plumbing drawings.

### COMMON SHORTCOMINGS THAT MAY DELAY THE ISSUANCE OF A PERMIT

Corrections, revisions and/or missing information that are not provided to City staff in a timely manner may result in the cancellation of the permit application.

Table 1 provides a list of application shortcoming examples. This list is not exhaustive and it is recommended that City staff be consulted prior to submitting a building permit application.

TABLE 1
<p><b>Incomplete or missing information on the application:</b></p> <ul style="list-style-type: none"> <li>• Drawings are not coordinated between registered professional disciplines.</li> <li>• Incomplete drawings, specification notes and quantities.</li> <li>• Unauthorized work either not identified or not addressed.</li> <li>• Site plans missing or submitted without the required information, such as:               <ul style="list-style-type: none"> <li>• address;</li> <li>• unit number;</li> <li>• building number;</li> <li>• floor level;</li> <li>• identification of adjacent tenancies; or</li> <li>• parking requirements.</li> </ul> </li> <li>• Engineered drawings for all structural modifications.</li> </ul>

# TENANT IMPROVEMENTS

## FAST TRACK PROCESS

**TABLE 1**

- Plumbing drawings for:
  - new restaurants;
  - dentist/doctor offices; or
  - dry cleaners.
- Mechanical drawings for new kitchens (see [Commercial Cooking Equipment Guide](#)).
- Improperly executed Letters of Assurance.
- Architect's or engineer's drawings submitted without the seal of the registered professional.
- Poor quality draftsmanship.
- Submission of concept or schematic plans instead of construction drawings.

### **Common BC Building Code shortcomings:**

- Handrail extensions required for exit and access missing from drawings.
- Rake back nosing proposed on stairs.
- Insufficient exits / egresses.
- Travel distances exceeded.
- Estimates of construction cost.
- Failure to provide new washrooms to "Accessible" standards (see our [Accessible Washroom Design Guide](#)).
- "Access" requirements for doors not accommodated (doors providing "Access" must be 3 feet minimum for 2'-8" clearance).
- Inadequate "Access" side door latch clearances.
- Required "Accessible" change rooms not provided.
- Emergency lighting and exit signs missed.
- Modifications to fire alarm system missed.
- Failure to provide swinging mandoor in the grill / sliding doors (i.e. in malls these doors must be included in allowed single egress suites served by grills / sliding doors).
- Missing plumbing permit submission.
- Missing sprinkler permit submission where partition relocations or new features affect the sprinkler design.

### **Common Development Planning shortcomings:**

- Introduction of a new use not permitted in a particular zone.
- Failure to comply with Zoning or Development Permit provisions.
- Failure to comply with easement or covenant requirements.
- Failure to provide adequate parking.

# TENANT IMPROVEMENTS

## FAST TRACK PROCESS

### FEES

Per the City of Coquitlam's [Fees and Charges Bylaw](#), you will have to pay an application fee when you apply. The permit fee is based on the calculated construction and equipment value within your tenant space and is payable when the permit is ready to be picked up and issued. The fees are broken down as follows:

- 25% of the permit value when the application is made.
- Balance of the permit value when the permit is issued.

### INSPECTIONS

Complete information on inspections can be found on our [Inspections Permits page](#).

- Buildings and/or structures requiring a building permit will also require inspections performed by City Building Officials.
- Plumbing permits for new plumbing systems and services will require inspections by City Plumbing Officials.
- Fire suppression systems (building sprinklers) will require inspections by City Plumbing Officials.

**This information is provided for convenience only and is not in substitution of applicable City Bylaws, Provincial or Federal laws and regulations. Always refer to official documents. The City is not responsible for errors found in copies or alterations of this document.**



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# COMMERCIAL FAST TRACK PERMIT GUIDE

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## Process Requirements & Guidelines

23 April 2018

## Process Requirements & Guidelines

### Contents

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### Commercial Fast Track Permit Guidelines

The City of Barrie Planning and Building Services department has implemented a Fast Track permit process for Interior Alterations for Commercial Buildings. This process is intended to reduce the permit issuance timeframe from 20 days (as regulated by the Ontario Building Code) to approximately 10 business days. Although we cannot guarantee permits will be issued within the 10 day period, we will endeavor to meet this expedited timeframe.

Our ultimate goal is to reduce the time it takes for smaller interior alteration permits to be processed and issued. In order to achieve this goal, there will be a set of rules in place to ensure this process is effective and beneficial to both the City of Barrie and the construction industry as a whole. As this is a new and evolving process, it is possible that there may be changes made along the way.

There will also be rules in place to prevent abuse of the Commercial Fast Track process in order to ensure fair and proper use by all. Please see the Terms & Conditions on page 5 of this document.

### Required Documents

In order for this Fast Track process to be effective, the following drawings and information must be provided (please refer to the table Legend and Footnotes as needed):

#### Required Documents Legend:

**X** = Required    **O** = Optional (i.e. only if applicable to design)    **R** = Regulated Area

Document Type	Number of Copies	Business Personal Services	Mercantile	Backflow	Portables	Occupant Load Inspection
Building Permit Application Form	1	X	X	X	X	
Commercial Fast Track Form	1	X	X		X	
Payment in Full		X	X	X	X	X
Site Plan Drawing	3	X	X	X	X	
Floor Plan Drawing	3	X	X	X <sup>(1)</sup>	X	X <sup>(7)</sup>
Life Safety Plan/Electrical Drawings <sup>(3)</sup>	3	X	X		X	
Mechanical Drawings <sup>(4)</sup>	3	X	X		X	
Supporting Documents <sup>(5)</sup>	O	O	O	O	O	O
Demolition Plan (Before Drawing) <sup>(6)</sup>	3	X	X			
OBC Matrix	3	X	X		X	
Commitment of General Review <sup>(2)</sup>	1	X	X		X	
Occupant Load Form	1					X
Source Water Screening Form	1	R	R	R	R	

- (1) Floor Plan drawing showing where the backflow devices will be located.
- (2) Required to be signed by all professional Architects and/or engineers involved and by the owner. You must also identify the prime consultant.
- (3) Includes Emergency Lighting, Exit Signage, Travel Distance Analysis, and Fire Separations.
- (4) Includes Plumbing, HVAC, and Ventilation Designs.
- (5) Includes ULC Listed Assemblies and Device Specifications.
- (6) Drawing showing condition of suite prior to construction, any walls being removed, and previous use as defined by the OBC.
- (7) Sketch showing location and number of washrooms, exits (including the door width).

### Submission Guidelines

In order to provide this increased level of service, we will only be accepting a total of 5 Commercial Fast Track applications each week. These applications will only be accepted on Mondays, in person, on the 8<sup>th</sup> floor of City Hall (in the Building Department) at this time. Our Building Officials will verify all required information is provided. If information is missing, your application will not be accepted and will be subject to the regular review process. Please refer to the Terms and Conditions on page 5 of this document.

### What Qualifies?

As the scope and complexity of each project is different, the types of permit applications that qualify for this Commercial Fast Track process are limited. Outlined below are the accepted permit application types.

#### Business and Personal Services (Ontario Building Code - Group D)

As defined by the Ontario Building Code, Business and Personal Services means: the occupancy or use of a building or part of a building for the transaction of business or the provisions of professional or personal services.

Scope of Project	Business Examples	Exceptions
Interior Alterations to a suite with a suite area 300m <sup>2</sup> (3230ft <sup>2</sup> ) or less that have been designed by Architects and/or Engineers.	<ul style="list-style-type: none"> <li>▪ Advertising and Sales Offices</li> <li>▪ Barber/Hair Dresser Studio</li> <li>▪ Beauty Parlour</li> <li>▪ Banks Branches</li> <li>▪ Chiropractor Offices</li> <li>▪ Dental Offices</li> <li>▪ Health/Fitness Clubs</li> <li>▪ Massage Parlour</li> <li>▪ Doctor Offices</li> <li>▪ Legal/Accounting Offices</li> <li>▪ Veterinary Offices</li> </ul>	<ul style="list-style-type: none"> <li>▪ More than One Floor</li> <li>▪ Surgery or General Anesthesia</li> <li>▪ Mixed Use Occupancies</li> <li>▪ Dry Cleaning</li> <li>▪ Any use of Heavy Timber</li> <li>▪ Projects subject to the Development Charges Act (DCA's), Educational Development Charges (EDC's), or Parkland Dedication Fees</li> </ul>

#### Mercantile (Ontario Building Code - Group E)

As defined by the Ontario Building Code, Mercantile means: an occupancy or use of a building or part of a building for the displaying or selling of retail goods, wares, or merchandise.

Scope of Project	Business Examples	Exceptions
Interior Alterations to a suite with a suite area	<ul style="list-style-type: none"> <li>▪ Department Stores</li> <li>▪ Small Shops</li> </ul>	<ul style="list-style-type: none"> <li>▪ More than One Floor</li> <li>▪ Mixed Use Occupancies</li> </ul>

300m <sup>2</sup> (3230ft <sup>2</sup> ) or less that have been designed by Architects and/or Engineers.	<ul style="list-style-type: none"> <li>Hardware Stores</li> <li>Suites within Shopping Malls</li> <li>Restaurant (occupant load less than 30)</li> </ul>	<ul style="list-style-type: none"> <li>Restaurants where patron space will increase</li> <li>Any use of Heavy Timber</li> <li>Projects subject to the Development Charges Act (DCA's), Educational Development Charges (EDC's), or Parkland Dedication Fees</li> <li>Requires NFPA 96 Hood (Commercial Kitchen)</li> </ul>
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### Backflow Preventer

As defined by the Ontario Building Code, Backflow Preventer means: a device or a method that prevents backflow in a water distribution system.

Scope of Project	Backflow Examples	Exceptions
Installation of Backflow or Premise Isolation Devices.	<ul style="list-style-type: none"> <li>DVCA</li> <li>RP</li> <li>DuC</li> <li>SCVA</li> <li>DCAP</li> </ul>	<ul style="list-style-type: none"> <li>Installation on Fire Protection Systems (i.e. Sprinklers and Standpipes).</li> </ul>

### Portable Classrooms

A Portable Classroom is a movable structure that can be relocated from one location to another and is used as a classroom for educational instruction in Elementary and Secondary schools.

Scope of Project	Examples	Exceptions
Relocation of Portables from another location that have been designed by Architects and/or Engineers.	<ul style="list-style-type: none"> <li>Elementary School Portables</li> <li>Secondary School Portables</li> </ul>	<ul style="list-style-type: none"> <li>Portables containing fueled-fired appliances.</li> </ul>

### Occupant Load Inspections

An Occupant Load inspection is typically done to accompany your application for a liquor license. This inspection provides the maximum allowed occupant load of the establishment in question.

Scope of Project	Examples	Exceptions
Re-evaluation of the permitted occupant load of a building.	<ul style="list-style-type: none"> <li>Restaurants</li> <li>Bars</li> <li>Location where alcohol is served</li> </ul>	<ul style="list-style-type: none"> <li>Only for existing buildings that have been previously occupied.</li> </ul>

### What Does Not Qualify?

Due to the complexity of the building, the following type of projects will not be included in the Commercial Fast Track process:

- Group A, B, C, or F Occupancies Classified in 3.1.2.1. of Div. C, Part 3, Ontario Building Code
- Designated Structures as defined under Article 1.3.1.1. of Div A, Part 1, Ontario Building Code
- Any building requiring extensive research, as determined by the Building Department
- Change of Use permits in buildings that have never had an occupancy (Shell Buildings)
- New construction or additions to existing buildings
- Any building that stores, uses, or dispenses hazardous chemicals or gases
- Any building containing vertical floor openings
- Any building that requires specialized ventilation or smoke control management systems
- Any project involving storage and racking systems or storage of high density files
- Sales Trailers
- Revisions to previously issued Fast Track Permits

### Terms and Conditions

In order to provide fair and equal access, the following rules will apply to everyone who chooses to use this service:

1. All construction shall be built in accordance with the approved Commercial Fast Track permit drawings.  
**Consequence:** Failure to build in accordance with the approved Commercial Fast Track Permit drawings will result in revisions being required. These revisions will not be fast tracked and will be in queue with all other permits. No work will be permitted to continue and no inspections will be permitted to be scheduled until the revised drawings have been approved. In addition, access to the Fast Track system will be suspended for a period of one year.
2. All Commercial Fast Track applications shall meet the requirements set out in this document.  
**Consequence:** Failure to meet the requirements set out in this document will result in the permit application being switched to the normal review process.
3. While your Commercial Fast Track application is under review, no inquiries will be accepted regarding the status of your application as this hinders the process and causes delays.  
**Consequence:** Any voicemails or emails will be ignored unless we, the Building Department, have initiated contact with you for clarification.
4. Drawings shall be complete and meet all the requirements of the Ontario Building Code.  
**Consequence:** If the drawings are deemed to be missing information and revisions are required, these revisions (once received) will be put in queue with the remainder of the permits and no longer fall under the Fast Track process.



## PRESENTATION

- Objectives
- Consultant's Approach
- Setting the Stage
- Issues to Address
- Recommendations to Consider



## OBJECTIVES

- Reduce time required to issue building permits
- Embrace new approach to managing risk
- Engage industry in identifying issues and designing solutions
- Engage staff in identifying issues and designing solutions
- Pursue cost neutrality of recommended changes



## CONSULTANT APPROACH

- Considerable engagement with staff and industry
  - ✓ all staff from Building Department
  - ✓ some staff from other departments
  - ✓ total of 19 individuals from industry
  - ✓ two former Chief Building Officials (BOABC)
  - ✓ MIABC



## CONSULTANT APPROACH

- ▶ Considerable engagement with staff and industry
  - ✓ Nanaimo Development Group
  - ✓ Mid-Island Business Initiative
  - ✓ Vancouver Island Construction Association



## CONSULTANT APPROACH

- ▶ Research undertaken on City and on other places
  - ✓ several high-growth BC municipalities
  - ✓ Canadian municipalities



## SETTING THE STAGE

- ▶ Expectations high for meaningful change
- ▶ Important to involve staff and industry in implementation
  - ✓ designing elements
  - ✓ monitoring changes
  - ✓ reporting out on changes



## SETTING THE STAGE

- ▶ No silver bullet
  - ✓ package of recommended changes that are both inter-related and inter-dependent
- ▶ Need for change is most significant for commercial permits



## SETTING THE STAGE

- ▶ City staff are highly respected
  - ✓ criticism is directed at "the system", not the people
- ▶ Reviews, by their very nature, are critiques
  - ✓ important to recognize that lots of good stuff to highlight



## ISSUES TO ADDRESS

- ▶ Examined function by focusing on four inter-related elements:
  - ✓ application review process
  - ✓ Building Inspections Section
  - ✓ technology
  - ✓ relationship with industry



## ISSUES TO ADDRESS

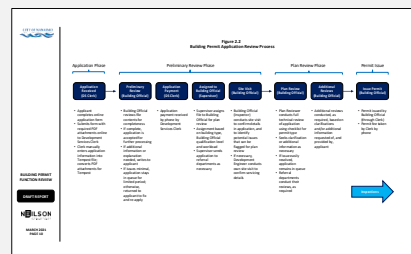
- Several issues were raised by industry, staff and consultant
  - ✓ report focuses on those that consultant deemed to be most important



## ISSUES TO ADDRESS

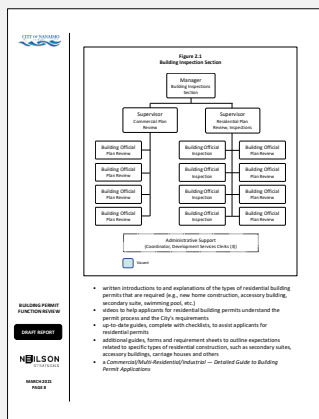
### *Application Review Process*

- Limited streams
- Incomplete applications
- Internal referrals
- Reluctance to rely on professionals



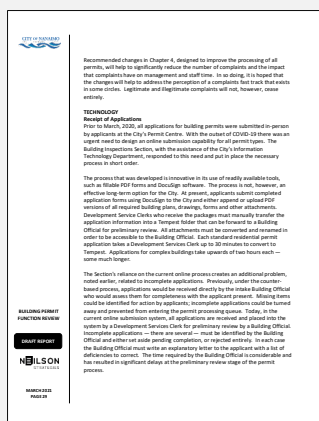
### Building Inspections Section

- Number of staff
- Experience of Building Officials
- Overtime levels
- Organizational culture
- Applicant complaints



## Technology

- Receipt of applications
- Credit card payments
- Transparency of process





## ISSUES TO ADDRESS

### *Relationship with Industry*

- Partnership
- Outreach and education



## RECOMMENDATIONS

- Recommendations address the key issues identified, within the context of the objectives
  - ✓ reduce time required to issue building permits
  - ✓ embrace new approach to managing risk
  - ✓ engage industry in identifying issues and designing solutions
  - ✓ engage staff in identifying issues and designing solutions
  - ✓ pursue cost neutrality of recommended changes



## RECOMMENDATIONS

### ► Fast Track Program

Tenant Improvement Fast Track	Residential Fast Track
<ul style="list-style-type: none"> <li>– issued for minor alterations to existing building elements, and for minor alterations to existing plumbing and mechanical systems</li> <li>– commercial uses located in commercial and industrial zones</li> <li>– no proposed change of use</li> <li>– no net change to the floor area of the unit or gross leasable floor area in a building</li> <li>– minor exterior alterations and additions under <u>\$150,000</u> in construction value</li> <li>– minor plumbing changes that involve replacement of existing fixtures</li> </ul>	<ul style="list-style-type: none"> <li>– exterior decks, porches, solar panels</li> <li>– interior renovations</li> <li>– plumbing, mechanical and wood stoves</li> <li>– accessory buildings (not including carriage houses)</li> <li>– garages and carports</li> <li>– landscaping and pools</li> <li>– fire, flood and structural repairs</li> <li>– no zoning variances or alternative code solutions</li> </ul>



## RECOMMENDATIONS

### ► Fast Track Program

**GUIDE**

**TENANT IMPROVEMENTS**

**FAST TRACK PROCESS**

Planning and Development Department  
Building Permits Division  
604-917-3443 / [permits@coquitlam.ca](mailto:permits@coquitlam.ca)

**Coquitlam**

**GUIDE OVERVIEW**

This City of Coquitlam Tenant Improvement (TI) Fast Track process is designed to facilitate the approval process for simple Commercial Tenant Improvement (CTI) Applications. The CTI Fast Track Process is designed for CTI applications involving retail-oriented uses and regular offices that are located in specific commercial and industrial zones and that do not involve a change in use, new or extended businesses, significant changes to plumbing, exterior modifications or net increases/decreases to floor area (including gross leasable floor area or planned shopping malls).

**CRITERIA**

Fast Track Permits are issued for minor alterations to existing building elements, as well as minor alterations to existing plumbing and mechanical systems. Fast Track Permits cannot involve a change in use (as this would trigger Zoning Bylaw review by Development Planning staff). They are available for projects where the work involves no addition to or alteration in use of the structure, no structural changes requiring engineered design by a licensed professional engineer and that do not require plan approval by other departments. Fast Track Permits are for applications involving retail-oriented uses and offices.

Fast Track Permits are limited in scope and must meet the following criteria:

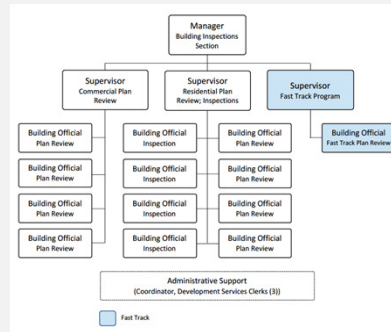
- Applies to commercial uses located in all commercial and industrial zones.
- No proposed change of use.
- No net increase/decrease to the floor area of the unit or the gross leasable floor area in a building.
- No external modifications (unless the Development Permit has been issued and provided to Building Permits Division staff).
- Minor plumbing changes which are associated with replacement of existing plumbing fixtures (i.e., straight fixture replacements do not require a plumbing permit; however, if minor modifications to the plumbing system - fixture relocations, vent repositioning, fitting modifications, capping, etc. are needed, the building permit must be issued in advance of the plumbing permit).
- Single level Racking Systems without clear access (clearance must be under 12" in height and the racking system must not exceed storage height of racking system design capability).
- Minor exterior alterations and additions that are less than \$150,000 in construction value.

3.17 v 2.0



## RECOMMENDATIONS

### ► Fast Track Permit Group



## RECOMMENDATIONS

### ► Approved Professionals Pilot Project

- ✓ targeted applications for complex buildings
- ✓ approved Registered Professionals
- ✓ City policies
- ✓ monitoring and reporting



## RECOMMENDATIONS

- ▶ Joint Building Permit Advisory Working Group
  - ✓ five (5) City staff, including Director and Manager
  - ✓ five (5) representatives of development industry



## RECOMMENDATIONS

- ▶ Joint Building Permit Advisory Working Group
  - ✓ design Fast Track eligibility criteria
  - ✓ design elements for Approved Professionals Pilot Project
  - ✓ develop calendar of joint workshops, seminars, open houses, site visits



## RECOMMENDATIONS

- ▶ Investments in Technology
  - ✓ improved online application portal
  - ✓ online payment system
  - ✓ new online permit tracking system (dashboard) for applicants



## RECOMMENDATIONS

- ▶ Internal Service Agreement on Referrals
  - ✓ target timelines for completing referrals
  - ✓ specific responsibilities for each party to the referral
  - ✓ aligning priorities of the referral groups



## RECOMMENDATIONS

- ▶ Cost Recovery
  - ✓ overtime cost savings
  - ✓ Local Government Development Approvals Program
  - ✓ permit fees

## BRIEFING ON REVIEW OF BUILDING PERMIT PROCESS

Governance & Priorities Committee  
March 22, 2021





## UPDATE ON CITY PORTRAIT

2021-MAR-22

## AGENDA

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Update on March 10 Indicators Workshop



Review Draft Pick of Indicators

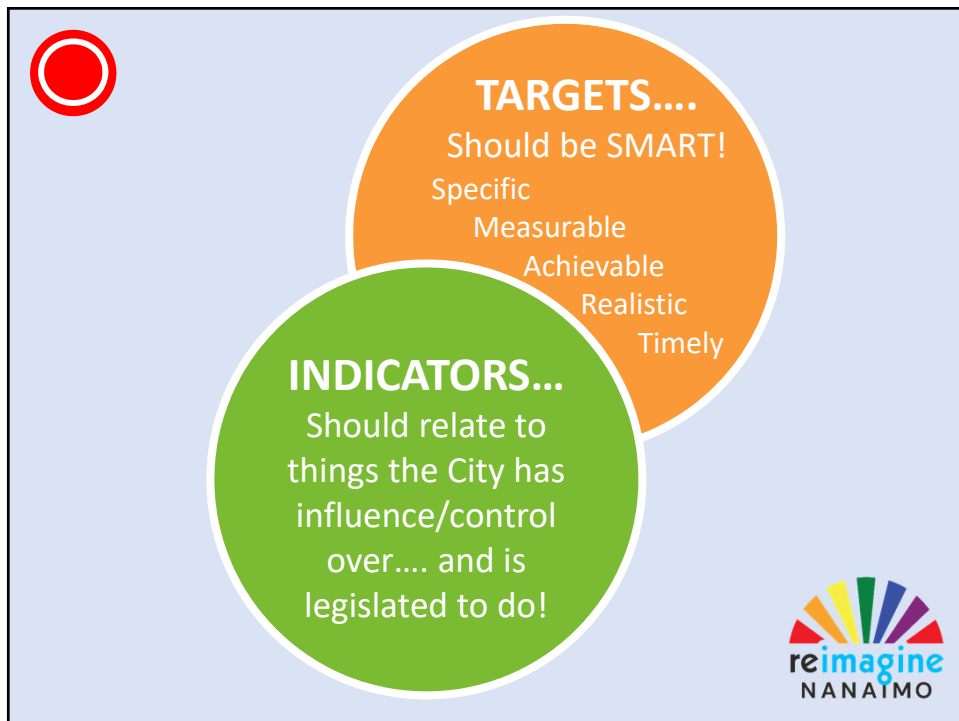
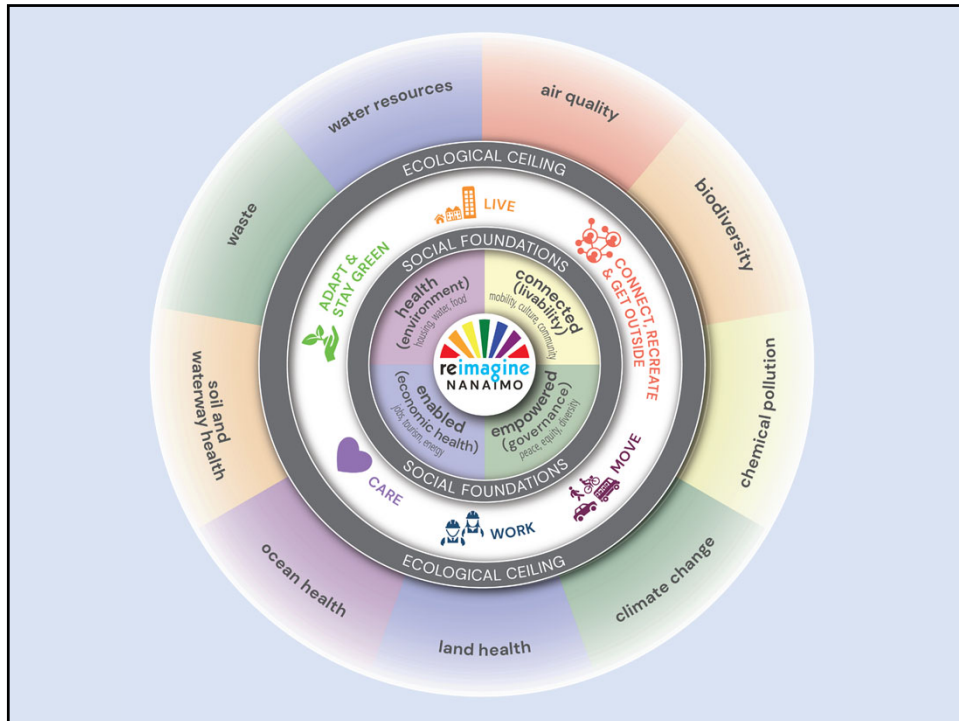


Example of Fully Developed Indicator



Next Steps





# Indicators and Targets Workshop Highlights



- ~40 Participants (incl. Council + Committees)
- Six Facilitated “Zoom Rooms”
- 75 Potential Indicators Discussed
- 21 Indicators “Upvoted”



## Breakout Room Links

### ROOM 1: ENABLED

(Economic Health)

jobs, income, tourism, energy  
How We Work

### ROOM 2: HEALTHY & EMPOWERED

(Environment)

housing, water, food (Governance)  
peace, equity, diversity  
How We Care

### ROOM 3: CONNECTED

(Livability)

mobility, community, neighbourhoods  
How We Live & Move

### ROOM 4: CONNECTED

(Livability)

well-being, culture  
How we Connect, Recreate & Get Outside

### ROOM 5a: ECOLOGICAL CEILING

air quality, biodiversity, chemical pollution, climate change  
How We Adapt & Stay Green

### ROOM 5b: ECOLOGICAL CEILING

land health, ocean health, soil and waterway health, waste, water resources  
How We Adapt & Stay Green

## LAND HEALTH / LAND USE

preliminary goal: so our lands and waters are healthy and cared for / managed sustainably

### Background

• RGN Regional Growth Strategy measures:

- amount of land in protected areas
- diversity of land use (land) inside the Urban Containment Boundary
- Number of new city units created through subdivision inside and outside the Urban Containment Boundary
- Number of parcels with Farm Status
- Amount of land designated as Private Managed Forest Land

• 1998 / 2008 Progress Nantmo measures:

- land area inside and outside the UCB to riparian boundaries
- population inside and outside the UCB
- Total area of Forest Resource Land designation
- Land use in Rural Resource Land designation

### Proposed REIMAGINE NANTMO Indicators

INDICATOR	WHAT IT TELLS US	HOW IT'S MEASURED	DISCUSSION, QUESTIONS, SUGGESTED MODIFICATIONS	SUITABLE INDICATOR?	VOTING DOTS
1 Proportion of ESAs with Protection	<ul style="list-style-type: none"> <li>identifies the proportion of identified ESAs that are / are not protected</li> <li>ESA include:                             <ul style="list-style-type: none"> <li>Coastal Bluff</li> <li>Wetlands</li> <li>Watersheds / Riparian</li> <li>Terrestrial herbaceous</li> <li>Older second growth forest</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>% of protected ESAs</li> <li>through GIS analysis</li> <li>may consider different levels of protection (e.g., parks vs. private lands protection)</li> <li>some baseline data from 1998 / 2008 available</li> </ul>	<p>Would also... ecological riparian area vs actual</p> <p>This proposed indicator would include riparian areas that are not currently protected.</p> <p>Cultural component hand in hand with environmental</p>	<p>Yes</p> <p>No</p> <p>Maybe</p>	<p>Cast a vote by moving one dot to either yes, no, or maybe</p>
2 Area of Protected Lands	<ul style="list-style-type: none"> <li>tells us how much land in total is within a protected area designated by the federal, provincial, or local government</li> </ul>	<ul style="list-style-type: none"> <li>% of protected ESAs</li> <li>through GIS analysis</li> <li>With limited undeveloped land in the City, indicator is unlikely to shift much more. City's role in land protection at the regional level may be more critical</li> <li>Baseline: 1,785 ha (2019) an increase from 1,687 ha (2018)</li> </ul>	<p>Reclaim concrete and grey areas - regenerate land</p> <p>We need to regenerate land as we develop, daylight rivers, protect, expand and connect natural areas</p>	<p>Yes</p> <p>No</p> <p>Maybe</p>	<p>Does this better manage water? Can it connect, reclaiming a wildlife corridor, restore?</p>
3 Land Inside / Outside UCB	<ul style="list-style-type: none"> <li>helps to track where new growth and population is occurring with respect to the urban containment boundary</li> </ul>	<ul style="list-style-type: none"> <li>ha inside / outside UCB</li> <li>population inside / outside UCB</li> <li>already being monitored for RGN Regional Growth Strategy</li> </ul>	<p>Responsible growth can still happen (and is supported in existing policy) within the UCB</p>	<p>Yes</p> <p>No</p> <p>Maybe</p>	
4 Diversity of Land Use in UCB	<ul style="list-style-type: none"> <li>helps to understand the mix of land uses being developed within the urban containment boundary</li> </ul>	<ul style="list-style-type: none"> <li>ratio of land uses</li> <li>through GIS analysis</li> <li>no baseline identified</li> </ul>	<p>Maybe a useful item: Land outside the UCB that can support local agricultural production for food security. Flip the one around a bit.</p> <p>e.g. determine rural/forestry land areas outside UCB</p>	<p>Yes</p> <p>No</p> <p>Maybe</p>	

### COMMENTS / QUESTIONS ON THIS GOAL

Find a way to...

Find a way to...

Useful, but there are too many UCBs in the RGS

stormwater generated / area of permeable surfaces



## Next Steps for Indicators/Targets to Create City Portrait

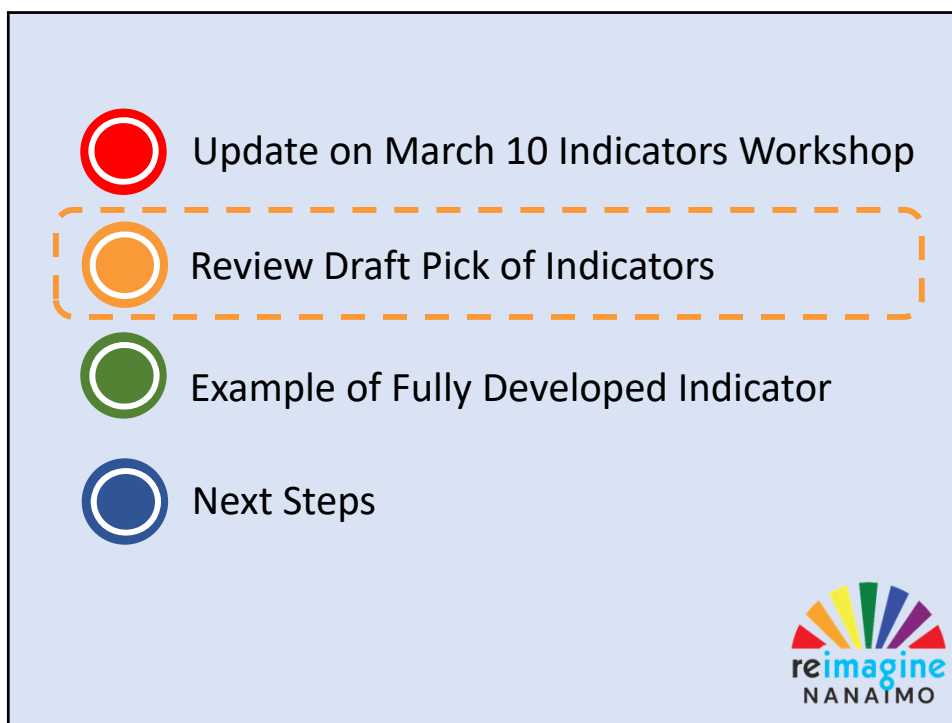


Step 4: Council Endorsement

Step 3: Confirm Measurement Process

Step 2: Identify/Confirm Baselines

Step 1: Review of workshop results and further refine draft Indicators (Staff and Technical Advisors)



<b>ROOM 1: ENABLED</b> → (Economic Health) jobs, income, tourism, energy <i>How We Work</i>	Non-Residential Building Permits Working Age Population Per Capita Non-Renewable Energy Use
<b>ROOM 2: HEALTHY &amp; EMPOWERED</b> → (Environment) housing, water, food (Governance) peace, equity, diversity <i>How We Care</i>	Chronic/Episodic Homelessness Income Spent on Housing
<b>ROOM 3: CONNECTED</b> → (Livability) mobility, community, neighbourhoods <i>How We Live &amp; Move</i>	# of Households within 400m of essential services/transit/schools Transportation by Mode Distance Driven per Capita Land Use Mix in Nodes/Corridors Mix of Housing Types in Neighbourhood
<b>ROOM 4: CONNECTED</b> → (Livability) well-being, culture <i>How we Connect, Reconnect &amp; Get Outside</i>	Park Area Per Capita and Parks and/or Open Space Distribution Community Satisfaction of PRC facilities and services Increased public waterfront access Inclusive services
<b>ROOM 5a: ECOLOGICAL CEILING</b> → air quality, biodiversity, chemical pollution, climate change <i>How We Adapt &amp; Stay Green</i>	GHG Emissions Proportion of ESA with protection Area of protected lands Surface water quality
<b>ROOM 5b: ECOLOGICAL CEILING</b> → land health, ocean health, soil and waterway health, waste, water resources <i>How We Adapt &amp; Stay Green</i>	Collected Waste / Household Water consumption per capita



Update on March 10 Indicators Workshop



Review Draft Pick of Indicators



Example of Fully Developed Indicator



Next Steps



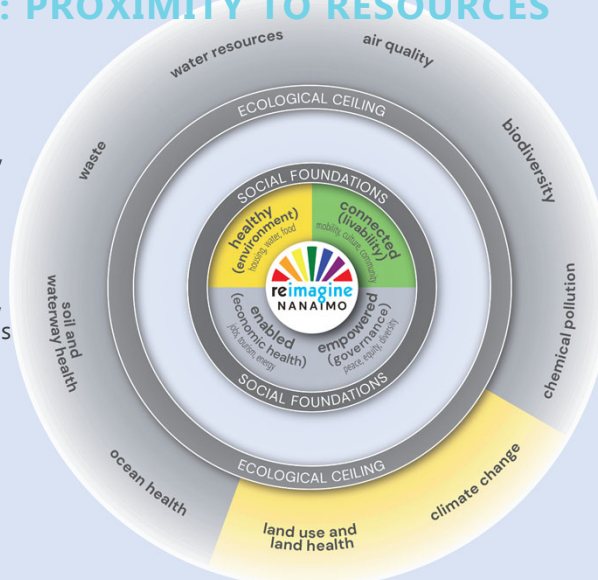
## INDICATOR #1: PROXIMITY TO RESOURCES

### WHAT IT MEASURES

# of households within 400m of employment lands, shopping, schools, transit, and recreation

### WHAT IT TELLS US

- how compact, complete, and connected the City is
- potential for accessing services within walking or cycling distance
- equity of access to services for neighbourhoods throughout the City



■ Goal Strongly Linked to Indicator  
■ Goal Moderately Linked to Indicator  
■ Goal Minimally / Not Linked to Indicator

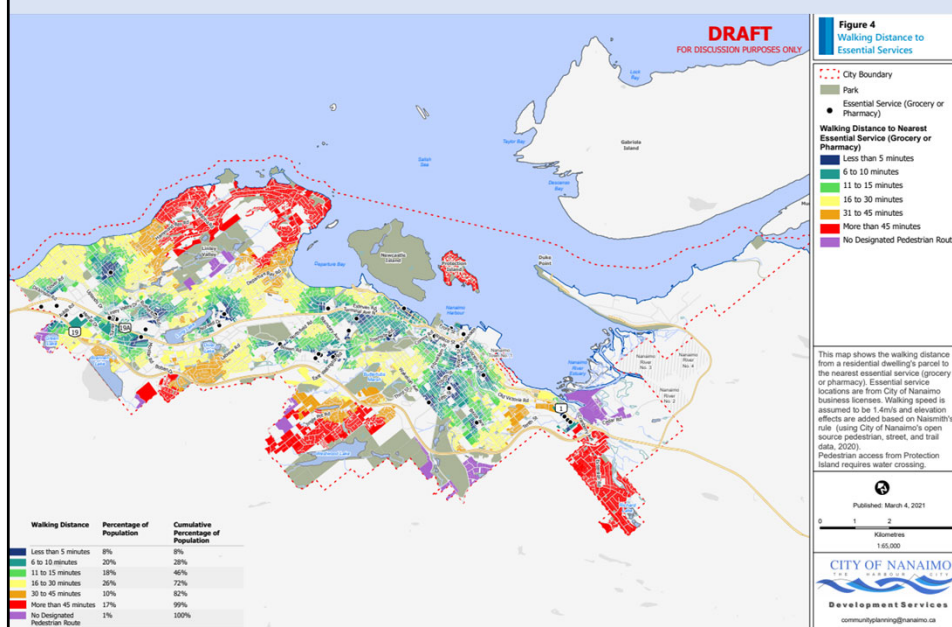


## Why is this a strong indicator?

- ☐ Provides key insights across connected City policy areas: Land Use and Mobility, Housing Affordability, Equitable access to community amenities (Parks, Recreation, Employment, Services), and Environment/Climate Change
- ☐ Data reliable and readily available
- ☐ Lower cost for monitoring (staff time)
- ☐ Aligns with RGS monitoring



## Sample Base Map for Grocery/Pharmacy Access



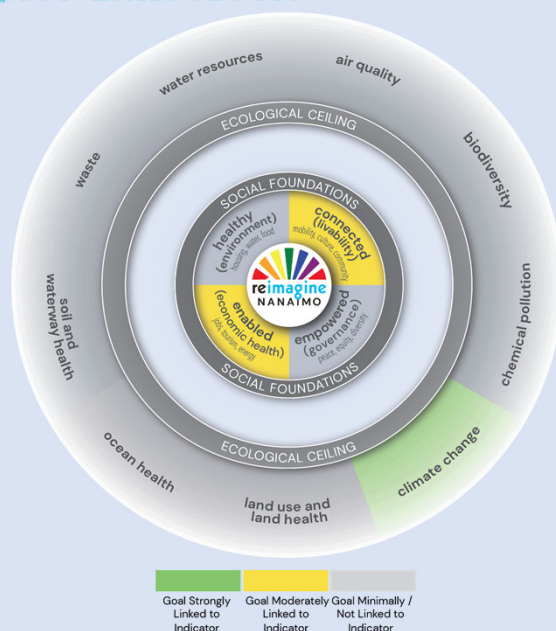
## INDICATOR #2: GHG EMISSIONS

### WHAT IT MEASURES

Total community greenhouse gas emissions (tCO<sub>2</sub>e)

### WHAT IT TELLS US

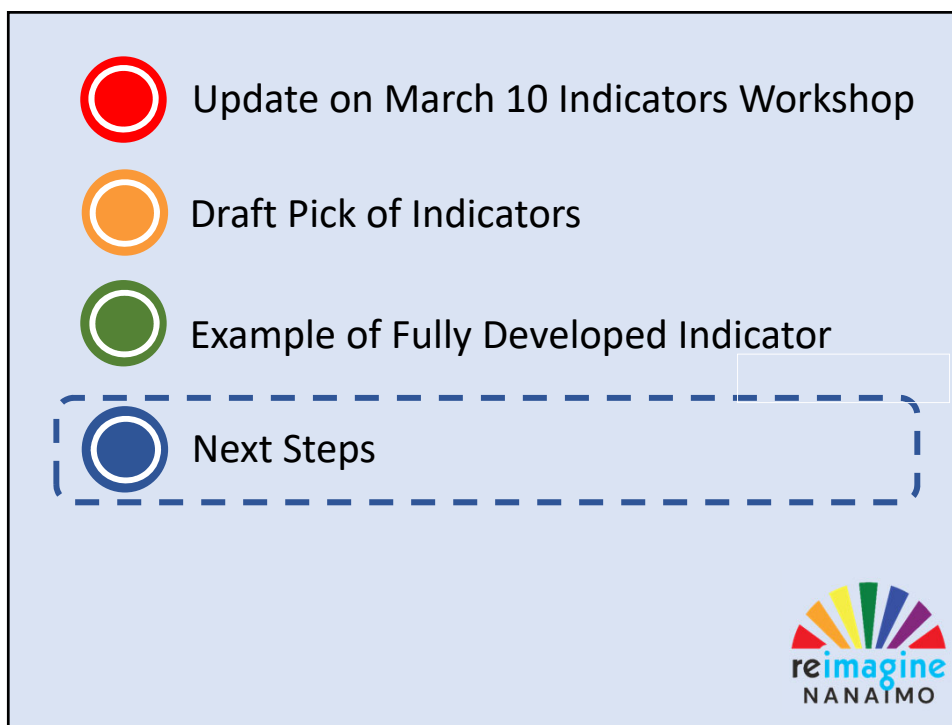
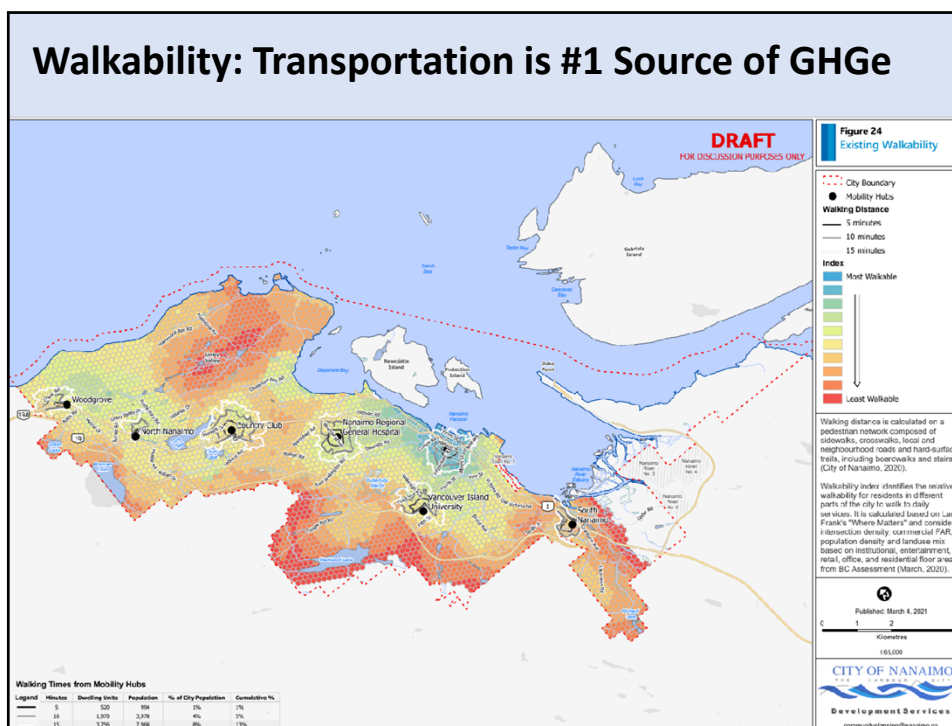
- How close we are to meeting goal of reducing community-wide emissions to between 50% and 58% below 2010 levels by 2030, and between 94% and 107% below 2010 levels by 2050
- Signals as to whether existing policies are on the right track



### Why is this a strong indicator?

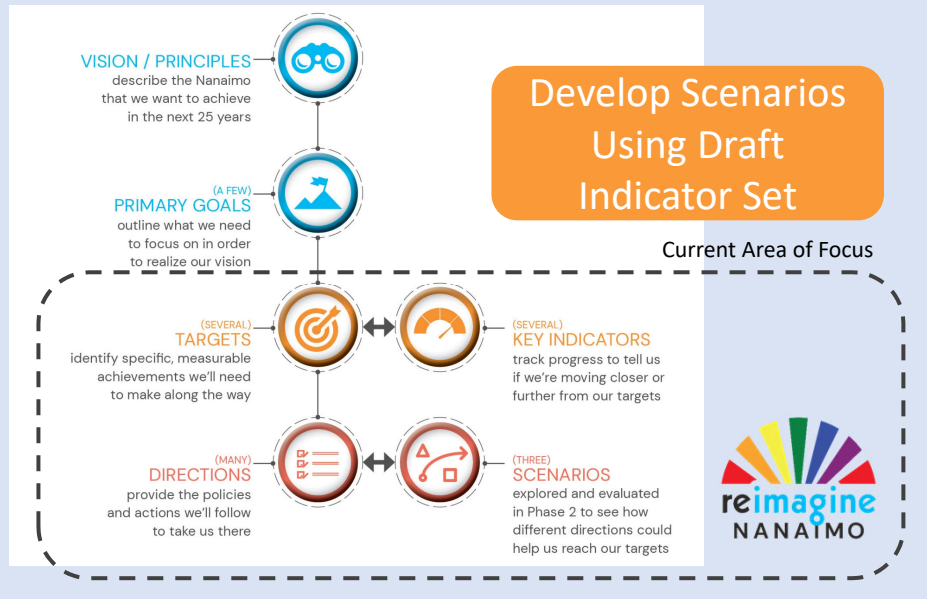
- ☐ Critical to measuring whether we are exceeding environmental “ceiling”
- ☐ Aligns with RDN RGS Monitoring
- ☐ Data free and collected by Province of BC (required interpretation/analysis)
- ☐ Good data reliability (5-year updates with interpolation possible in interim)





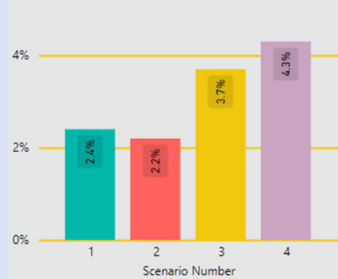


## Next Steps – Scenario Development

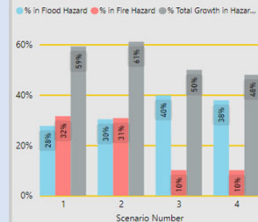


## Scenario Development – Kelowna (OCP Only)

Change in Peak Hour Active Mode Share (walk/bike)

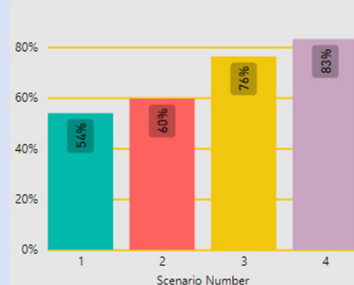


New Growth in Hazard Areas (%)



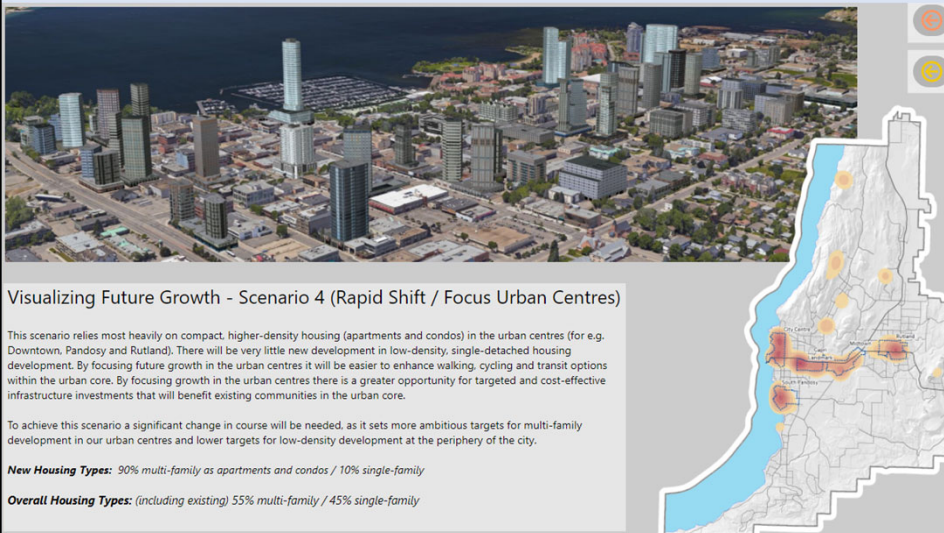
Account	Scenario 1	Scenario 2	Scenario 3	Scenario 4
Agricultural Protection	1	2	3	4
Financially Resilient	1	2	3	4
Growing Economy	3	3	4	4
Growth Management	1	2	3	4
Health and Safety	2	2	4	4
Livable Communities	2	3	3	3
Mitigate Climate Change	2	2	3	4
Travel Choices	2	1	3	4
<b>Total</b>	<b>14</b>	<b>17</b>	<b>26</b>	<b>31</b>

Growth within 400m of Neighbourhood Services (%)





## Scenario Development – Kelowna Example



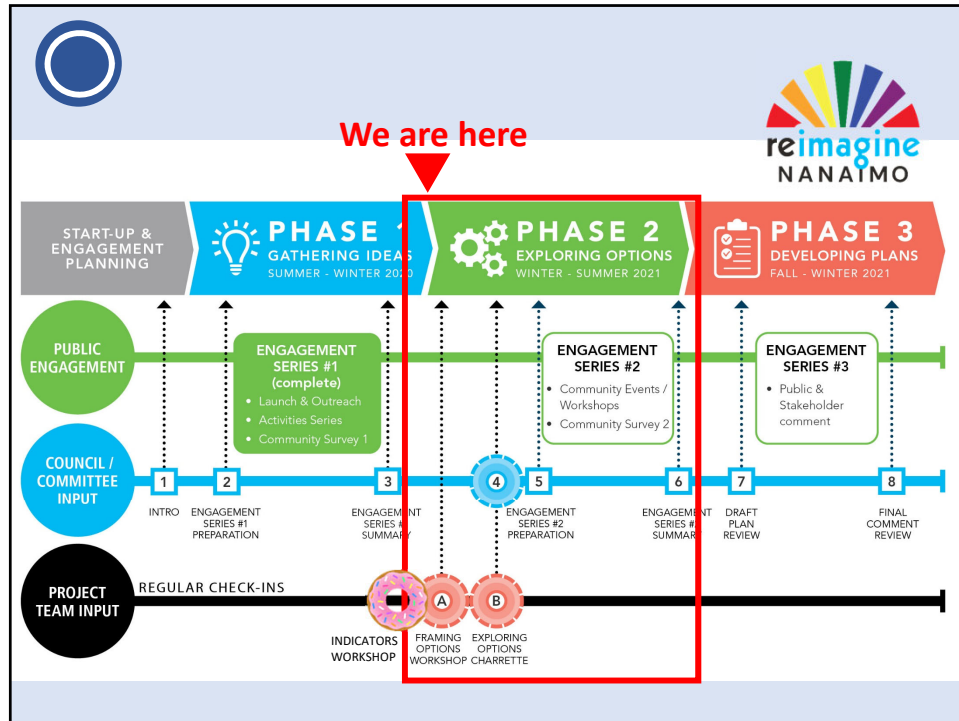
## Next Steps – Scenario Development

**Use Portrait to Develop  
and Evaluate Scenarios**  
**COUNCIL WORKSHOP APRIL 29**



**To Prepare for  
PHASE 2 Community  
Engagement**





KEY DATES		DRAFT REIMAGINE NANAIMO – 2021-22 MILESTONE CALENDAR									
	INTEGRATED PLANNING	PHASE 2 MILESTONES									
		January	February	March	April	May	June	July	August	Sept	
★ Council Updates ★ Council Decisions		Phase 1 Public Engagement Summary Finalized Base Maps Finalized Staff begin review of indicators for Doughnut Economics City Portrait <b>Feedback from Environment Committee</b>	★ Feb 8 GPC ✓ Phase 1 Engagement Summary Presented ★ Feb 22 GPC ✓ Staff discuss milestones and potential project outcomes Ongoing staff review of indicators for Doughnut Economics City Portrait	★ Mar 8 GPC ✓ Preliminary City Portrait & Indicators ★ Mar 10 ✓ Targets & Indicators Workshop/Charrette ★ Mar 22 GPC ✓ Council to update on Targets & Indicators to Evaluate Scenarios Refine Indicators Model options Staff workshop on exploring options/scenarios	Further model options/scenarios Prepare Phase 2 engagement materials <b>Committees Feedback</b> ★ April 26 GPC Council review of preliminary options/scenarios & Plan Framework ★ April 29 Council workshop/Charrette on exploring options/scenarios to use for Phase 2 engagement	★ May 10 GPC Prepare & Finalize Phase 2 engagement materials Phase 2 online questionnaire launched Phase 2 Statistical Survey mailed out Virtual workshops / at-home activities Ongoing Events & Promotions ★ May 31 GPC Updates on Phase 2 engagement	★ Jun 14 GPC ★ Jun 28 GPC Updates on Phase 2 engagement <b>Committees Feedback</b> Ongoing Events & Promotions Virtual workshops conclude Questionnaire closes end of June <b>Drafting Plans</b>	Summary and analysis of Phase 2 findings ★ July 12 GPC Update on Phase 2 engagement numbers/demographics ★ July 26 GPC Phase 2 Engagement Summary presented Draft Plans: Internal staff review <b>Drafting Plans</b>	No GPC Mtgs Preferred scenarios confirmed Draft Plans refined & reviewed with internal team and Committees Update Climate modelling Preparation of summary of key plan directions and rationale <b>Refining Plans</b>	★ Sept 27 GPC Council review of key plan directions and rationale summary <b>Committees Feedback</b> External Agency Referrals <b>Refining Plans</b>	
		WSS development synced with land use scenario analysis/modelling, options development, engagement and Council meetings									
		Jan 19 - EDS Task Force recommend Council endorse	★ Feb 1 Council COMPLETE ✓ EDS Endorsed	Establish Advisory Group List Stakeholders EDS priorities inform development of plan scenarios In house team starts EDS implementation Creation of External Economic Development Corporation	Advisory Mtg #1 Introduce WSS & discuss priorities	Advisory Mtg #2 Upgrades Roadmap Virtual Stakeholder meetings	Advisory Mtg #3 Virtual Stakeholder meetings <b>Drafting WSS</b>	Summary and analysis of WWS engagement <b>Drafting &amp; Refining WSS</b>	★ Sept 27 GPC Council review as part of key strategic plans and rationale <b>Refining WSS</b>		
EDS and WWS, along with other documents like the Trail Implementation Plan, Culture Plan for a Creative Nanaimo, Various Park Master Plans, Food Security Plan, Health and Housing Action Plan, Age Friendly Plan etc. will inform scenario development/ options for drafting land use and policy directions in integrated plans											

# REIMAGINE

## Steering Committee feedback

- Feedback?
- Thoughts on next steps?
- Other comments?



# REIMAGINE



*"Fun neighbourhood" by Bronwyn Moes, Age 10*

**Huy tseep q'u Siem**



## Strengthening Communities' Services Program

### Grant Details

- Program is focused on supporting unsheltered homeless populations and addressing related community impacts.
- Federal and Provincial governments committed \$100 million.
- 100% project funding up to \$2.5 million.
- Application due April 16, 2021.
- Eligible expenses incurred after September 17, 2020, projects must be complete within one year of project approval (approx. July 2022).

## Grant Details

- **Project Eligibility:**
  - Demonstrates evidence of need in the community.
  - Provides **temporary** solutions that address increased urgent and immediate needs related to unsheltered homelessness and does not create ongoing long-term financial obligations that will not be supported by the applicant.
- **Intended outcomes include:**
  - Improved health and safety of unsheltered homeless populations including reduced risk of COVID-19.
  - Reduced community concerns about public health and safety in neighbourhoods.
  - Improved coordination among stakeholders working on housing, homelessness and service provision.
  - Increased capacity to work with homeless persons towards culturally safe and trauma-informed responses.

## Projects for Council Consideration

1. Temporary sheltering
2. Co-design and launch of a Systems Planning Organization
3. Submission of a series of small initiatives

\* A combination of the above programs can also be selected and submitted as a multi-faceted approach to reaching project outcomes.

## Projects for Council Consideration – cont'd

### 1. Temporary Sheltering

- Locations to be determined
- Lease of scattered site housing spaces and/or
- Temporary weather shelter
- Focus for priority populations
- Occupancy management (ongoing discussions to secure cornerstone agency)
- Service delivery to foster culturally safe, person-centered, trauma-informed care and transition individuals in appropriately matched housing, health and community support
- Plan to wind initiative down into project disposition must be demonstrated (eg. transfer of head lease) OR
- Transition plan to maintain support long-term (supporting non-profits to build ongoing operations capacity)

## Projects for Council Consideration – cont'd

### 1. Temporary Sheltering – cont'd

#### Preliminary costs:

- Management and support workers cost is \$270,000 for up to 5 locations
- Scattered site housing costs \$46,000/location
- Renovation costs for temporary weather shelter \$150,0000

## Projects for Council Consideration – cont'd

### 2. Co-design and Launch of Systems Planning Organization (SPO)

- Temporary Full Time liaison role to June 30, 2022 to support broader coordination of option 1 and 3 with multiple agencies and indigenous leadership to help inform and design early incubation activities of the SPO specific to homelessness response efforts.
- Facilitating cross-jurisdictional working groups to inform deeper systems integration.
- Implementing the City's approved Health and Housing Action Plan priorities.
- Improving response to critical and urgent needs in the community while addressing key policy, cross-jurisdictional, and overall shared community outcomes.
- Cost based on a one year term is \$112k.

## Projects for Council Consideration – cont'd

### 3. Submission of a small series of initiatives

- Rent Bank (\$45k - \$136k)
- Housing First Rent Supplement (\$18k - \$53k)
- Youth Rent Supplement (\$23k-\$46k)
- Scattered Housing (\$11k - \$31k)
- Community Outreach Team for priority populations (\$160k)
- Shower Program (\$26k - \$76k)
- Urban Clean-up (\$29k - \$85k)
- Downtown Security (\$147k - \$1.3M)
- Portable toilets (\$18k - \$52k)
- Emergency Shelter (\$221k)
- Warming Centre (\$69k - \$118k)
- Cultural Safety and Trauma-informed Training and support for City Staff and agencies (\$25k)

## Budget Summary

- A combination of projects and scope of projects can be selected for application.
- This budget has been compartmentalized where possible to allow for more flexibility selecting options to make up an application valued at \$2.5 million.
- Costs will be finalized prior to submission of grant application.

1 Temporary Housing		Prelim Cost
<i>a</i> Scattered Site Housing	One year term (\$46k per house - minimum 2)	\$ 92,000
<i>b</i> Temporary Weather Shelter	Renovations required to space	100,000
Manager plus 2 Support Workers		One year term, includes provision for programming costs
Total		\$ 270,000
		<b>462,000.00</b>

2 Co-design and Launch of SPO	2021/2022 (based on one year term)	\$ 112,000
-------------------------------	------------------------------------	------------

## Budget Summary – cont'd

3 Packaging of Small Initiatives:		Prelim Cost
<i>a</i> Rent Bank	2021 Budget for year	\$ 90,603
	To June 30, 2022	45,000
	Total	\$ 135,603
<i>b</i> Housing First Rent Supplement	2021 Budget for year	\$ 35,000
	To June 30, 2022	17,500
	Total	\$ 52,500
<i>c</i> Youth Rent Supplement	July 1, 2021 - Dec 31, 2021	23,000.00
	To June 30, 2022	23,000.00
	Total	46,000.00
<i>d</i> Scattered Housing Salvation Army	2021 Budget for year	\$ 21,000
	To June 30, 2022	10,500
	Total	\$ 31,500
<i>e</i> Community Outreach Team for priority populations	2021/2022 One year term	
	Total	\$ 270,000
<i>f</i> Shower Program	2021 Budget for year	\$ 50,000
	To June 30, 2022	26,000
	Total	\$ 76,000
<i>g</i> Urban Clean-up	2021 Budget for year	\$ 56,000
	To June 30, 2022	29,000
	Total	\$ 85,000
<i>h</i> Community Connect	2021 Budget to June 30 - City portion of OCQ	\$ 147,000
	July 1, 2021 - June 30, 2022	1,110,000
	Total	\$ 1,257,000
<i>i</i> Portable Toilets (SARC, Prideaux, Oliver Woods)	2021 Budget for year	\$ 34,000
	To June 30, 2022	17,500
	Total	\$ 51,500
<i>j</i> Emergency Shelter	November 1, 2021 - March 31, 2022	
	Total	\$ 221,000
<i>k</i> Warming Centre	November 2021 - May 2022	
	Total	\$ 165,000
<i>l</i> Cultural Safety and Trauma-Informed training	2021//2022	\$ 25,000

## Next Steps

- Council feedback on initiatives presented and input on other potential initiatives.
- Direction on combination and scope of initiatives to be included in Report for March 29, 2021 Council meeting.
- Returning March 29, 2021 for Council Resolution identifying initiatives for application.

DATE OF MEETING MARCH 22, 2021

AUTHORED BY JULIE BEVAN, MANAGER, CULTURE & EVENTS  
PARKS, RECREATION & CULTURE

**SUBJECT ART IN PUBLIC SPACES WORKING GROUP – DRAFT  
GUIDELINES & PROCESS**

## **OVERVIEW**

### **Purpose of Report**

To propose a process to form an Art in Public Spaces Working Group and Guidelines for their work.

### **Recommendation**

That Council endorse the Art in Public Spaces Working Group Guidelines and Call for Applications and direct Staff to proceed.

## **BACKGROUND**

The City's *Community Plan for Public Art* was adopted in May 2010. The plan began as a legacy project under the Cultural Capital of Canada Program and was developed through a community process involving artists, arts managers, neighbourhood representatives and members of the public. It identifies Nanaimo's vision for public art, and goals and priorities for implementing public art projects. The plan also includes guidelines and tool kits for artists and decision-makers, so that projects are developed in a way that is inclusive, fair and creative.

When the plan was adopted, the City's structure included three Council-appointed bodies to participate in public art processes: a Public Art Review Panel; the Cultural Committee; and the Parks, Recreation and Culture Commission. These bodies held various roles and responsibilities and would advise Staff and make recommendations for final approval to Council. Due to shifts in governance structures, the Commission and Committee no longer exist. Review Panels have been formed on an ad hoc basis.

At the 2020-OCT-05 Governance and Priorities Committee Meeting, Council endorsed the creation of an Art in Public Spaces Working Group to be facilitated by Culture & Events Staff:

*"It was moved and seconded that the Governance Priority Committee recommend that Council endorse the creation of an Art in Public Spaces Working Group to be facilitated by Culture & Events Staff. The motion carried unanimously."*

The purpose of the Working Group is to provide strategic and technical advice, and expertise to Staff to advance the City's public art programs. The Working Group will formalize a mechanism for community consultation and will contribute to a cohesive trajectory for the City's public art program, informing and following projects from start to finish, and creating the conditions for deeper community engagement, consistency and accountability.

## **DISCUSSION**

Draft guidelines for the Art in Public Spaces Working Group (Attachment A) are informed by precedent, such as the Cultural Managers Working Group, which was facilitated by the Culture & Heritage Department between 2014 and 2017 to gather insight and expertise on implementation of the Culture Plan from professionals in the field. The draft guidelines are also informed by a review of public art practices at Canadian municipalities. Research involved a review of a 2020 public art governance survey commissioned by the City of Markham which included respondents from 28 municipalities; review of policy documents related to Victoria's Art in Public Places Committee; meetings with City Staff from Victoria and the current Chair of their Art in Public Places Committee; and a meeting with Staff from the City of Ottawa. Based on this learning, the draft guidelines proposed in this Report describe the purpose of the five-member Working Group and outline specific duties, as well as membership criteria and terms of service.

The purpose of the Art in Public Spaces Working Group is:

- to collaborate to advance priorities articulated in City plans and policies, including the *Community Plan for Public Art* (2010), and *A Cultural Plan for a Creative Nanaimo 2014-2020* (2014), and subsequent updates to these plans by providing input grounded in best practice, on future policy development;
- to provide both strategic and technical advice as required, and act as a resource on matters relating to art in public spaces;
- to champion the role of artists and creative practitioners as professionals and promote processes and policies that support the livelihood and well-being of the creative economy;
- to promote awareness and understanding of the public value of art in the City and its potential roles in the public realm; and
- to contribute community-based knowledge related to equity, diversity and accessibility priorities.

To achieve these aims the Working Group will:

- advise on public art issues and relevant trends and provide input on the update of programs, plans and policies;
- advise and consult on specific matters related to public art, including but not limited to collection management, conservation, interpretation and knowledge creation, donations and sponsorships, private sector projects, community art projects, and other issues;
- review Calls to Artists, Requests for Proposals, and other competition processes and provide feedback; and
- serve on the selection panel for specific art projects and make recommendations to advance to Council for final approval and suggest additional panel members when specific expertise is required.

An open Call for Applications (Attachment B) will be circulated to invite applications for Working Group membership. To be eligible, applicants must have demonstrated experience and/or training in aspects of visual art; and represent a variety of professions with expertise in the realm of public art, including artists, arts administrators, educators, curators, Indigenous knowledge keepers, architects, design professionals, landscape architects. Based on applications from the community, Staff will recommend individuals with diverse and relevant

experience to participate as volunteers on the Working Group for a two-year term. Recommendations on membership will be brought to Council for approval.

## **OPTIONS**

1. That the Governance Priorities Committee recommend that Council endorse the Art in Public Spaces Working Group Guidelines and Call for Applications and direct Staff to proceed.
  - Advantages: Creating a mechanism for community input and outside expertise on the City's public art programs.
  - Disadvantages: Staff time will be required.
  - Financial Implications: None.
2. That the Governance Priorities Committee recommend that Council provide alternate direction on an alternate structure to support the public art program.
  - Advantages: Alternate structures may offer different solutions for supporting community outreach and support for the realization of public art.
  - Disadvantages: Time will be required to research and report on alternate structures for Council's consideration.
  - Financial Implications: None.
3. That the Governance Priorities Committee make no decision at this time and maintain the status quo.
  - Advantages: No investment of Staff time.
  - Disadvantages: No formalized, consistent process in place to engage community on matters related to public art.
  - Financial Implications: None.

## **SUMMARY POINTS**

- At the 2020-OCT-05 Governance and Priorities Committee Meeting, Council endorsed the creation of an Art in Public Spaces Working Group to be facilitated by Culture & Events Staff. The purpose of the Working Group is to provide strategic and technical advice, and expertise to Staff to advance the City's public art programs.
- Based on the endorsement by Council of an Art in Public Spaces Working Group, draft guidelines (Attachment A) and a proposed Call for Applications (Attachment B) have been created for consideration and approval.
- The proposed Art in Public Spaces Working Group will consist of five individuals selected through an application process, who can contribute expertise and insights with regard to public art on a voluntary basis.

**ATTACHMENTS:**

ATTACHMENT A – DRAFT Guidelines – Art in Public Spaces Working Group

ATTACHMENT B – DRAFT Call for Applications – Art in Public Spaces Working Group

**Submitted by:**

Julie Bevan  
Manager, Culture & Events

**Concurrence by:**

Lynn Wark  
Director of Recreation & Culture

Richard Harding  
General Manager of Parks, Recreation &  
Culture

# ATTACHMENT A

## ART IN PUBLIC SPACES WORKING GROUP – DRAFT GUIDELINES (JANUARY 2021)

### Background

The work of the Culture & Events team, within the department of Parks, Recreation and Culture, is centered on championing creativity and building community through arts and culture. It is guided by City plans, including the *2019-2022 Corporate Strategic Plan*, the *Cultural Plan for a Creative Nanaimo 2014-2020* (2014), and grounded in respectful, collaborative relationships with the diverse communities we serve. Our role is that of convener, connector, facilitator, enabler and funder.

In 2020, City Council endorsed the creation of an Art in Public Spaces Working Group, to be administered by Culture & Events. The purpose of the Art In Public Spaces Working Group is to provide strategic and technical advice and expertise to Staff in order to advance the City's public art programs. The Working Group will formalize a mechanism for community consultation and will contribute to a cohesive trajectory for the City's public art program, informing and following projects from start to finish, to create the conditions for deeper community engagement, consistency and accountability.

A five-member group will be formed in 2021 through an open Call for Applications. Based on applications, individuals with diverse and relevant experience in the field of public art and creative place-making will be appointed by Council to participate as volunteers on the Working Group for a two-year term. Staff will review applications and present recommendations on membership to Council for decision.

### Working Group Purpose

- To collaborate to advance priorities articulated in City plans and policies, including the *Community Plan for Public Art* (2010), and *A Cultural Plan for a Creative Nanaimo 2014-2020* (2014), and subsequent updates to these plans by providing input grounded in best practice, on future policy development.
- To provide both strategic and technical advice as required, and act as a resource on matters relating to art in public spaces.
- To champion the role of artists and creative practitioners as professionals and promote processes and policies that support the livelihood and well-being of the creative economy.
- To promote awareness and understanding of the public value of art in the City and its potential roles in the public realm.
- To contribute community-based knowledge related to equity, diversity and accessibility priorities.

## **Accountability**

The Art in Public Spaces Working Group acts as an informed community voice, providing ongoing feedback and expertise, and is accountable to City Council and, administered by Culture & Events. This is intended to support a cohesive trajectory and longer term planning for public art and its implications for our community.

## **Specific Duties**

In order to achieve these aims, the Art in Public Spaces Working Group will:

- Advise the City on public art issues and relevant trends and provide input on the update of programs, plans and policies.
- Advise and consult on specific matters related to public art, including but not limited to collection management, conservation, interpretation and knowledge creation, donations and sponsorships, private sector projects, community art projects, and other issues.
- Review Calls to Artists, Requests for Proposals, and other competition processes and provide feedback.
- Serve on the selection panel for specific art projects and make recommendations to advance to Council for final approval and suggest additional panel members when specific expertise is required.

## **Reporting**

The Working Group is an opportunity for community expertise to be incorporated into processes related to Public Art initiatives being undertaken at the City. Advice and recommendations provided to City Staff will be included as part of staff reports to Council.

## **Members**

The Committee consists of five applicants from the public, who:

- have demonstrated experience and/or training in aspects of visual art; and
- represent a variety of professions with expertise in public art, including: artists, arts administrators, art historians, art conservators, educators, curators, landscape architects, design professionals, architects, Indigenous cultural knowledge keepers.

Members from the Culture & Events section will provide leadership to the Working Group; Staff from other departments across the City will also be invited to participate in Working Group discussions as required.

## **Term**

- Members of the Art in Public Spaces Working Group will serve on a volunteer basis for staggered terms of 24 months.
- Members are required to re-apply for service upon the completion of their term.
- Members can serve a maximum of two terms.

- Group members serve voluntarily and without compensation.
- Applications will be considered on a bi-annual basis, or as the need arises.

### **Conduct**

- Members of the Working Group shall participate in the spirit of collaboration.
- Members of the Working Group must declare potential conflicts of interest.
- Members shall not enter any City of Nanaimo public art competition, or contract any services to City-involved public art projects during their term of service.
- Group members shall conduct themselves in a professional and respectful manner.

### **Meetings**

The Working Group will meet according to a mutually agreed schedule or at the call of the Culture & Events Staff. Meetings may be scheduled bi-monthly, quarterly, annually, or on an as-needed basis. Group meetings are professional and technical work sessions and shall not be open to others, except by invitation by Staff.

### **Support**

The Art in Public Spaces Working Group will receive support from Culture & Events Staff, such as administrative support including meeting scheduling and logistical coordination; agenda preparation and circulation; meeting summary preparation and distribution.

# ATTACHMENT B

## ART IN PUBLIC SPACES WORKING GROUP – DRAFT CALL FOR APPLICATIONS

The City of Nanaimo seeks applications for membership on its Art in Public Spaces Working Group, which will consist of five individuals who will be invited to serve as knowledgeable volunteers, helping to advance the City's public art program. Applicants will be considered for their demonstrated knowledge and experience in the expanded field of public art and place-making.

### Working Group Purpose

- To collaborate to advance priorities articulated in City plans and policies, including the *Community Plan for Public Art* (2010), and *A Cultural Plan for a Creative Nanaimo 2014-2020* (2014), and subsequent updates to these plans by providing input grounded in best practice, on future policy development.
- To provide both strategic and technical advice as required, and act as a resource on matters relating to art in public spaces.
- To champion the role of artists and creative practitioners as professionals and promote processes and policies that support the livelihood and well-being of the creative economy.
- To promote awareness and understanding of the public value of art in the City and its potential roles in the public realm.
- To contribute community-based knowledge related to equity, diversity and accessibility priorities.

### Specific Duties

- Advise the City on public art issues and relevant trends and provide input on the update of programs, plans and policies.
- Advise and consult on specific matters related to public art, including but not limited to collection management, conservation, interpretation and knowledge creation, donations and sponsorships, private sector projects, community art projects, and other issues.
- Review Calls to Artists, Requests for Proposals, and other competition processes and provide feedback.
- Serve on the selection panel for specific art projects and make recommendations to advance to Council for final approval and suggest additional panel members when specific expertise is required.

## How to Apply

To express interest, please submit the following:

1. A brief bio that demonstrates your connection to Nanaimo and your relevant experience in the field of art practice and place-making.
2. A statement that indicates why the opportunity interests you.
3. A CV demonstrating knowledge and experience in the field of art practice and place-making.

DRAFT

DATE OF MEETING MARCH 22, 2021

AUTHORED BY ALLISON COLLINS, COORDINATOR, CULTURE & EVENTS  
PARKS, RECREATION & CULTURE

SUBJECT ART IN PUBLIC SPACES PUBLIC ART COLLECTION  
DE-ACCESSION 2021

## **OVERVIEW**

### **Purpose of Report**

To provide for Council's consideration the proposed deaccession of three artworks from the City of Nanaimo's Public Art Collection.

### **Recommendation**

That Council approve the de-accession of the following artworks from the City of Nanaimo Public Art collection:

1. Dan Richey, *Dungeness Crab* (2013);
2. Yvonne Vander Kooi and students of Bayview Elementary, *The Hummingbird Project* (2013); and,
3. Yvonne Vander Kooi, *At Play* (2007).

## **BACKGROUND**

The City of Nanaimo's *Community Plan for Public Art* was adopted by Council in May 2010. The plan began as a legacy project under the Cultural Capitals of Canada Program and was developed through a community process involving artists, arts managers, neighbourhood representatives and members of the public. It identifies Nanaimo's vision for public art, and goals and priorities for implementing public art projects. The plan also includes guidelines and toolkits for artists and decision-makers, so that projects are developed in a manner that is inclusive, fair and creative.

### **De-accession Policy and Procedure**

At the time the plan was adopted, the City identified de-accession guidelines that direct how to consider the removal of existing artwork from the Public Art Collection. Section 3.10 states:

*"De-accessioning is the process of removing existing installations of artwork from the public collection. The De-accession Guidelines (Toolkit 4) recognize that over time there may be reasons to remove artwork. Reasons for de-accessioning may include, but not be limited to, situations where artwork has been damaged beyond reasonable repair, where artwork is deemed inappropriate, or requires removal because of new developments in the direction of the public art collection. The Cultural Committee shall review any proposed de-accessioning of public art, and shall forward a recommendation to the Parks, Recreation and Culture Commission for consideration."*

The plan specifies an annual review of artworks being considered for de-accessioning take place through the Parks, Recreation and Culture Commission and the Cultural Committee, with recommendations to be reviewed by Council. Since the time of plan implementation, changes

have occurred, and the Culture Commission and Cultural Committees are no longer in place. While new processes are in consideration, City Staff have reviewed the works following the principles and guidelines of the *Community Plan for Public Art* Section 3.10.

According to the Deaccession Guidelines – Toolkit 4 (Attachment A) all works in the collection are eligible for consideration for de-accession, including:

- artworks purchased or commissioned through the Public Art Program;
- gifts of artwork accepted by the City of Nanaimo in accordance with the gift acceptance policies of the Public Art Program; and
- all other artwork previously purchased by the City or received as a gift to the City.

In 2020, Culture & Events Staff renewed efforts to document and evaluate the condition of the artworks in the Public Art Inventory by conducting site visits in order to assess and schedule maintenance, and when deemed appropriate, identify artworks for de-accession. In 2020, site reviews were conducted of artworks in Maffeo Sutton Park, Bowen Park and Deverill Square Gyro Park. The following artworks have been identified for removal (Attachment B):

**1) Dan Richey, *Dungeness Crab*, 2013**

Fabricated in cedar and airbrush painted, the work exemplifies the City of Nanaimo's embrace of Temporary Public Art in Maffeo Sutton Park. This work was originally installed as a temporary art piece in 2013 on loan from the artist until 2014. Following its removal, its popularity prompted a purchase of the work by the City of Nanaimo so that it could be reintroduced to the park in its location near the crab dock. The purchase was incorporated into the City's Public Art Inventory at that time. As a temporary work initially intended to endure a few seasons of elemental wear and tear, after seven further years of display its surface treatment has eroded significantly. It has also sustained significant damage to the front claw. Further degradation of the work's appearance is expected, making removal and de-accession for this work recommended. Documentation of the project will be included in the Public Art Inventory for future public information and to celebrate the project. A discussion with the artist about potential to reclaim the cedar materials is underway.

**2) Yvonne Vander Kooi & students of Bayview Elementary, *The Hummingbird Project*, 2013**

Located in Deverill Square Gyro Park, this community art project adorns the fences of the park. The majority of the panels have reached the end of their lifespan. Significant shifting and weathering have taken place over the years. City Staff, in consultation with the artist and Bayview Elementary, are in the process of identifying a selection of panels that may be reclaimed by the artist, by the school and those that will be disposed of. Documentation of the project will be included in the Public Art Inventory for future public information and to celebrate the project.

**3) Yvonne Vander Kooi, *At Play*, 2007**

Nineteen panels are located along the east-facing fence in Deverill Square Gyro Park. Initially commissioned by the South End Community Association, the panels have reached the end of their material lifespan. City Staff, in consultation with the artist, recommend that the panels be disposed of. Due to the advanced state of decay, further documentation is not possible.

## **OPTIONS**

1. That Council approve the de-accession of the following artworks from the City of Nanaimo Public Art collection: 1. Dan Richey, *Dungeness Crab* (2013); 2. Yvonne Vander Kooi and students of Bayview Elementary, *The Hummingbird Project* (2013); and 3. Yvonne Vander Kooi, *At Play* (2007).
  - Advantages: Safeguarding the Public Art Collection by ensuring adequate care and maintenance.
  - Disadvantages: Staff time will be required to undertake the de-accessions.
2. That Council identify which of the following artworks may be deaccessioned from the City of Nanaimo Public Art collection: Dan Richey, *Dungeness Crab* (2013); Yvonne Vander Kooi and students of Bayview Elementary, *The Hummingbird Project* (2013); and Yvonne Vander Kooi, *At Play* (2007).
  - Advantages: Safeguarding the Public Art Collection by ensuring adequate care and maintenance.
  - Disadvantages: Works that are not de-accessioned will require financial resources and Staff time to undertake maintenance.
3. That Council provide alternate direction. ]

### **SUMMARY POINTS**

- As per the procedures outlined in the *Community Plan for Public Art*, work is underway to ensure the ongoing care of the City of Nanaimo's Public Art Collection, including periodic evaluation of artworks for de-accession.
- Three works are identified as having reached the end of their lifespan and are recommended for de-accession: 1. Dan Richey, *Dungeness Crab* (2013); 2. Yvonne Vander Kooi and students of Bayview Elementary, *The Hummingbird Project* (2013); and 3. Yvonne Vander Kooi, *At Play* (2007).

## **ATTACHMENTS:**

ATTACHMENT A – Toolkit 4 – Guidelines to De-accession Public Art

ATTACHMENT B – Artworks Proposed for De-accession

### **Submitted by:**

Allison Collins  
Coordinator, Culture & Events

Julie Bevan  
Manager, Culture & Events

### **Concurrence by:**

Lynn Wark  
Director of Recreation & Culture

Richard Harding  
General Manager of Parks, Recreation & Culture

# **ATTACHMENT A**

**Excerpt from:**  
**COMMUNITY PLAN FOR PUBLIC ART**  
**Adopted May 2010**

## **TOOLKIT 4 – GUIDELINES TO DE-ACCESSION PUBLIC ART**

### **PUBLIC ART DE-ACCESSIONING GUIDELINES**

De-accessioning is the process of removing existing installations of artwork from the public collection. These guidelines recognize that over time there may be reasons to de-accession artwork.

Reasons for de-accessioning may include, but not be limited to, situations where artwork has been damaged beyond reasonable repair, where artwork is deemed inappropriate, or requires removal because of new developments in the direction of the public art collection. The Cultural Committee shall review any proposed deaccessioning of public art, and shall forward a recommendation to Parks, Recreation and Culture Commission for action.

### **SUMMARY OF DE-ACCESSIONING PROCESS**

- 1) A review for consideration for de-accessioning may be implemented by direction of Council, or by the Parks, Recreation, and Culture Commission as part of the annual art plan.
- 2) The Parks, Recreation and Culture Commission and the Cultural Committee will review the consideration for de-accessioning according to the guidelines. As part of the review process, the Cultural Committee will establish an independent panel, then review and make recommendations on the public art to be de-accessioned.
- 3) The Cultural Committee will forward a recommendation to the Parks, Recreation and Culture Commission regarding de-accessioning.
- 4) Parks, Recreation and Culture Commission will forward their recommendation to Council.
- 5) The Council, by majority vote, can order the de-accessioning of the artwork.

### **DE-ACCESSIONING POLICY AND PROCEDURE**

#### **1) Eligible Artworks**

Works eligible for consideration for de-accessioning through this policy include all artwork in the official City of Nanaimo Public Art Collections.

These works include:

- a. Artworks purchased or commissioned through the Public Art Program.
- b. Gifts of artwork accepted by the City of Nanaimo in accordance with the gift acceptance policies of the Public Art Program.
- c. All other artwork previously purchased by the City or received as a gift by the City.

### *De-accessioning Procedure*

- 1) From time to time the Cultural Committee will review the public art collection to determine those public art projects that might warrant de-accessioning.
- 2) The Cultural Committee may consider de-accessioning of artwork for one or more of the following reasons:
  - a. The artwork has been determined to be of inferior quality relative to the quality of other works in the collection.
  - b. The artwork has been determined to be incompatible with the intent of the collection.
  - c. The artwork has been damaged or has deteriorated to the point where restoration is impractical or unfeasible, or the cost of restoration is excessive in relation to the appraised value of the artwork.
  - d. The artwork endangers public safety.
  - e. Significant changes in the use, character or actual design of the site require a re-evaluation of the relationship of the artwork to the site.
  - f. The work is not or is rarely on display.
  - g. The artwork requires excessive maintenance or has faults of design or workmanship, and the City cannot properly maintain the artwork.

### *Sequence of action to De-accession:*

- 1) The Cultural Committee determines that an artwork meets one or more of the criteria established above.
- 2) The Cultural Committee shall inform the artist, if still alive, and the donor, if the artwork was a gift to the City, that the artwork is being reviewed for consideration of de-accessioning.
- 3) The Cultural Committee sets an independent panel review meeting to consider a recommendation to Parks, Recreation and Culture Commission to de-accession a work of art. If the review panel votes to recommend de-accessioning of a work of art, that recommendation will be forwarded to the Parks, Recreation and Culture Commission.
- 4) Acting on the independent panel review recommendation, the City Council considers de-accessioning the artwork. If the City Council votes to de-accession a public artwork, the Cultural Committee shall consider the following courses of action, (in order of priority) to deaccession the identified artwork:
  - a. Sale or Trade**
    - i. Regarding either sale or trade of artwork, the City shall offer the right of first refusal to the artist, if still alive, and/or the original donor, if the artwork was a gift to the City.
    - ii. Sale through auction, art gallery, or dealer resale, or direct bidding by individuals, in compliance with City law and policies governing surplus property.
    - iii. Trade through artist, gallery, museum, or other institution for one or more other artwork(s) of comparable value by the same artist.
    - iv. Funds from the sale of public art shall go to the Public Art Fund.
    - v. Donate to another governmental entity.

## ATTACHMENT B

### ARTWORKS PROPOSED FOR DE-ACCESSION

#### 1) Dan Richey, *Dungeness Crab*, 2013

Located in Maffeo Sutton Park, originally slated for removal in 2014. This work was purchased by the City of Nanaimo from the artist and has reached a stage of damage where removal and de-accession is recommended.

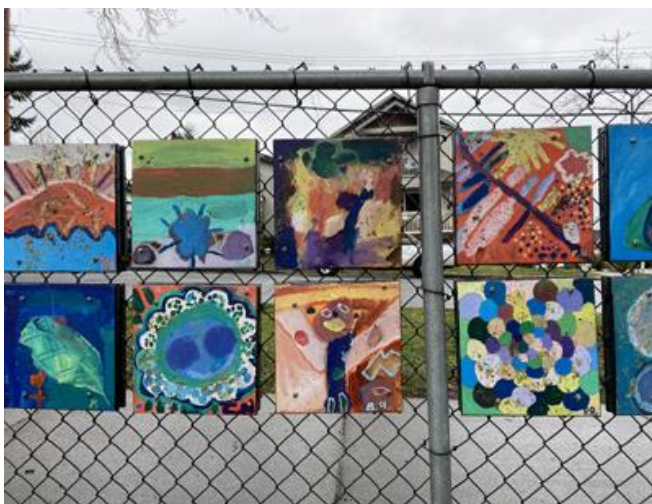




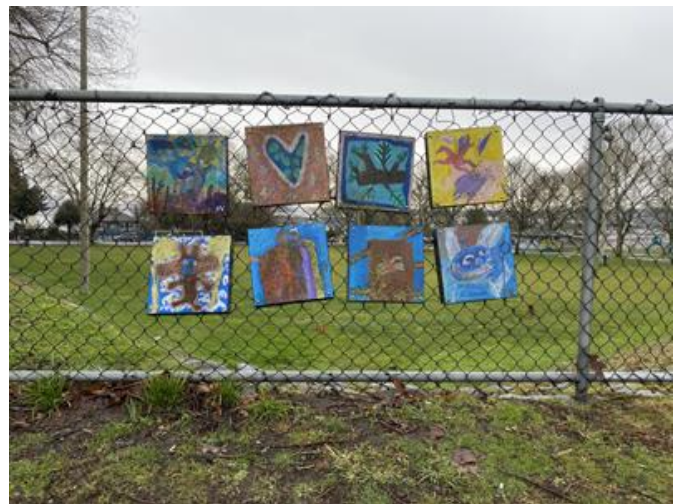
**2) Yvonne Vander Kooi & students of Bayview Elementary, *The Hummingbird Project*, 2013**

Located in Deverill Square Gyro Park, this community art project adorns the fences of the park. Panels have reached the end of their lifespan and will be de-accessioned.



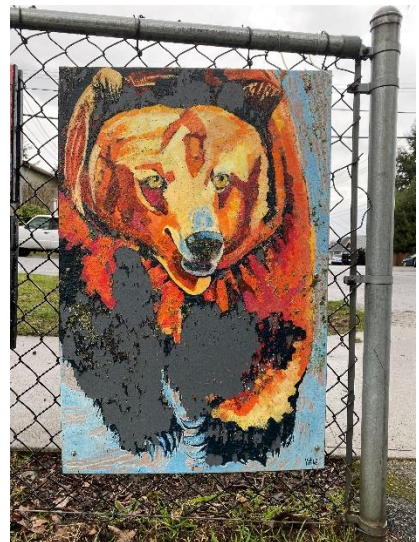








### EXAMPLES OF WEATHER DAMAGE



### 3) Yvonne Vander Kooi, *At Play*, 2007

Located in Deverill Square Gyro Park, this community-driven public art project adorns the fences of the park. Panels have reached the end of their lifespan and will be de-accessioned.







DATE OF MEETING MARCH 22, 2021

AUTHORED BY SHELLEY LEGIN, GENERAL MANAGER, CORPORATE SERVICES

SUBJECT MAYOR'S LEADERS' TABLE

## **OVERVIEW**

### **Purpose of Report**

Consistent with the Mayor's Task Force on Recovery and Resilience Recommendation, present options to Establish a Mayor's Leaders' Table to Advise, Inform and Collaborate Across the Community to further Nanaimo's opportunities and address challenges. |

### **Recommendation**

That Council establish the **Mayor's Leaders' Table** with representation of: Mayor and two Council members; key social, cultural, educational, healthcare, technology, labour, arts, tourism and business organizations; and, chaired by the Mayor and subject to applicable Legislative Support and oversight.

## **BACKGROUND**

The Mayor's Task Force on Recovery and Resilience (Task Force) was struck in May 2020 as a response to the COVID-19 pandemic and its impact on the community. The Task Force addressed economic impacts, community resiliency and provided recommendations for recovery to be considered by the Mayor and Council.

## **DISCUSSION**

Establishing the Mayor's Leaders' Table is a key recommendation of the 2020 Mayor's Task Force on Recovery and Resilience. The specific recommendation is to:

*Establish a Mayor's Nanaimo Leaders' Table to:*

*a) Immediately:*

*i. Be informed by findings and recommendations from the various task forces and committees and other entities plans to create an aligned approach and collaborate on a multi-levels of government "ask for capital infrastructure" for Nanaimo.*

*ii. Establish a working group/youth council consisting of representatives from SD68, VIU, venture and technology incubators, youth services, cultural organizations and major employers to develop a plan to address youth (18-34 years) attraction and retention.*

*b) Provide input on major issues and opportunities facing the City.*

*c) Build collaboration among key entities.*

## **OPTIONS**

1. That Council establish the **Mayor's Leaders' Table** with representation of: Mayor and two Council members; key social, cultural, educational, healthcare, technology, labour, arts, tourism and business organizations; and, chaired by the Mayor and subject to applicable legislative support and oversight.

In addition to the Mayor and two Council members, convene by invitation, an official advisory forum of the most senior representatives from the following organizations (at a minimum):

- John Howard Society
- Nanaimo Family Life
- United Way
- Nanaimo Ladysmith Schools Foundation
- Nanaimo Regional General Hospital
- Nanaimo Airport Commission
- Port of Nanaimo
- Petroglyph Development Group, SFN
- VIU
- RDN
- SD68
- Innovation Island
- Labour Organizations
- Arts and Culture Organizations
- Tourism and Hospitality Associations
- Nanaimo Chamber of Commerce
- Mid-Island Business Initiative
- Business Improvement Associations
- Major Employers (Businesses)
- Others?

Facilitated by the Mayor, present a draft Terms of Reference including governance structure, alternate chair appointment, agenda management, duration, meeting frequency and logistics, goals and outcomes. Maintain that the Table is a Mayor and Council-driven initiative.

Assign a City staff representative and administrative support to assist Legislative Services to convene and support facilitation of meetings.

- The advantages of this option: Broad community engagement at the Table, leveraging community-wide resources under the leadership of the City. Constructs a forum to align the community strategically for multi-level government capital infrastructure asks, establishment of a youth attraction and retention strategy, builds collaboration across entities, garners timely input, and, creates an opportunity for broader implementation of the Doughnut Economics philosophy.
- The disadvantages of this option: Requirement for Legislative protocols and Legislative Support resources. Challenging logistics as the Table will be large. Reliant on collaboration across autonomous entities.
- Financial Implications: Annual meeting expenses of \$12,000.

2. That Council provide an alternate recommendation. |

**SUMMARY POINTS**

- The Mayor's Task Force on Recovery and Resilience was struck in May 2020 as a response to the COVID-19 pandemic and its impact on the community. The Task Force addressed economic impacts, community resiliency and provided recommendations for recovery to be considered by the Mayor and Council.
- The Mayor's Leaders' Table is one of the key recommendations of the 2020 Mayor's Task Force on Recovery and Resilience.

**Submitted by:**

Shelley Legin |  
General Manager, Corporate Services

**Concurrence by:**

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SUBJECT NANAIMO BUILDS - 100,000 VOICES CAMPAIGN CONCEPT

## **OVERVIEW**

### **Purpose of Report**

To present Mayor and Council with a citizen-directed campaign concept consistent with Nanaimo BUILDS, one of six recommendations that came from the Mayor's Task Force on Recovery and Resilience.

### **Recommendation**

That Council direct staff to develop the 100,000 Voices Campaign Concept and report back to Council with the marketing and communications plan, including a budget.

## **BACKGROUND**

The Mayor's Task Force on Recovery and Resilience (Task Force) was struck in May 2020 as a response to the COVID-19 pandemic and its impact on the community. The Task Force addressed economic impacts, community resiliency and provided Mayor and Council with a report, "[Building a Healthy & Connected Community](#)". The report looked at opportunities to rebuild Nanaimo across six focus areas:

- Nanaimo BUILDS
- Mayor's Nanaimo Leaders Table
- Prioritize STRATEGIC Investing
- Reconciliation & Anti-racism
- Prepare for Future "Event"
- Support for Small Business

This report focuses on Nanaimo BUILDS, which calls on citizens who live, work, play, and recreate to "Be a Nanaimo Builder!" More specifically, the recommendation is to create a:

- *Nanaimo citizen-directed campaign to instill enthusiasm for the natural and built assets, opportunities for education, recreation, culture, businesses and the sense of the existing vibrant community and community support for those most vulnerable.*

## **DISCUSSION**

### **100,000 Voices Campaign Concept**

On December 24, 1874 Nanaimo became an official city, with a population of 1,000 residents. As of 2021, Nanaimo's population is made up of 100,000 plus voices. These voices have helped shape the Nanaimo that continues to attract people to live, work, play, recreate, and invest here. These same voices also see the unlimited possibilities before us, especially as the City continues to grow. This was evident from the public feedback from those who engaged with the City through the first phase of REIMAGINE NANAIMO. In fact, the online questionnaire saw participation from twice the number of newcomers (those who have lived in Nanaimo for less than a year), than the mail-out survey.

Nanaimo Council has the unique opportunity to leverage the engagement momentum from REIMAGINE NANAIMO, in the 100,000 Voices Campaign Concept, by implementing some of the "quick win" revitalization ideas starting now until 2024, which is also the City's 150<sup>th</sup> Birthday and the year the Summer Olympics take place.

In the next few years, many of Mayor and Council's Strategic Goals will be in-progress or completed. Examples include, the Sustainable Procurement Policy, Checkout Bag Regulation Bylaw, construction of affordable and supportive housing units through the landmark BC Housing and City MOU, implementation of the Health and Housing Action Plan, establishment of the Economic Development Strategy and Nanaimo Prosperity Corporation, and the completion of REIMAGINE NANAIMO.

The community will want to get out and celebrate, especially as Public Health Orders lessen. Mayor and Council can help unite the community of 100,000 plus voices and prepare Nanaimo to celebrate getting through this pandemic that has impacted so many while embracing the future with much hope.

### **Logo Concept**



The blue pantone colours tie in with the City's corporate brand.

The 100,000 represents the City reaching the population milestone of 100,000. The placement of the "100,000" below "Nanaimo" signifies the Nanaimo Builders, who for nearly 150 years have been, and continue to, build and add to the mosaic of our community from all sectors and industries.

The circular “O” represents an inclusive Nanaimo, the doughnut model, and the continuation of the findings from REIMAGINE NANAIMO. The different colours in the “O” represents the diversity of the 100,000 plus voices who are shaping our spectacular City.

Should Council move forward with the 100,000 Voices Campaign Concept, there is an opportunity to build in the Reconciliation & Anti-racism recommendation from the Mayor’s Task Force on Recovery and Resilience during the campaign. This logo can also be part of the Reconciliation & Anti-racism campaign tying it together with the 100,000 Voices Campaign.

## **OPTIONS**

1. That Council direct staff to begin developing the 100,000 Voices Campaign Concept and report back to Council with the marketing and communications plan, including a budget.
2. That Council provide alternate direction.

## **SUMMARY POINTS**

- Nanaimo BUILDS is one of six recommendations from the report entitled: “Building a Healthy & Connected Community” that came from the Mayor’s Task Force on Recovery and Resilience.
- Nanaimo BUILDS is to be a citizen-directed campaign to generate enthusiasm for the rebuilding of all sectors of Nanaimo’s community, including education, recreation, culture, business and community support for those most vulnerable.
- The 100,000 Voices Campaign Concept is being recommended as a citizen-directed campaign for Council’s consideration.

## **ATTACHMENTS:**

Attachment – 100K Voices Brief Concept Snapshot

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CONCEPT SNAPSHOT

## 100,000 VOICES CAMPAIGN

### CONCEPT OBJECTIVE

Nanaimo  
100,000

**To generate enthusiasm for the further rebuilding of all sectors of Nanaimo's community, including education, recreation, culture, business and community support for those most vulnerable.**

**Strategy:** To implement the Nanaimo BUILDS initiative, which is one of the six focus areas recommended in the report from the Mayor's Task Force on Recovery and Resilience entitled: "[Building a Healthy and Connected Community](#)."

**To leverage the momentum and feedback from the community on how to revitalize Nanaimo.**

**Strategy:** Implement some of the recommendations the public has provided through the REIMAGINE NANAIMO process and other initiatives.

**Tell Nanaimo's story.**

**Strategy:** Utilize semiotics and colour theory in logo, marketing collateral, and multimedia of Nanaimo's natural beauty, public art, and infrastructure assets to generate enthusiasm for living, working, creating, investing, and recreating in this spectacular City.

