



CORPORATION OF THE TOWNSHIP OF ESQUIMALT

Agenda - Final

Committee of the Whole

Municipal Hall
1229 Esquimalt Road
Esquimalt, B.C. V9A 3P1

Monday, June 20, 2022

6:00 PM

Esquimalt Council Chambers

In person attendance is permitted.

Members of the public are encouraged to submit their support or opposition in writing by emailing comments to corporate.services@esquimalt.ca or mailing or delivering comments to 1229 Esquimalt Rd, Esquimalt, BC, V9A 3P1 before 12:00 p.m. (noon) on the day of the meeting.

To provide comments to Council electronically during the meeting, please contact the Corporate Officer for inclusion on the Speakers' List at 250-414-7135 before 4:30 p.m. on the day of the meeting.

*The Regular Meeting of Committee of the Whole will be streamed on the following link:
<https://esquimalt.ca.legistar.com/Calendar.aspx>.*

1. CALL TO ORDER

2. LATE ITEMS

- 1) [22-230](#) If any late items are received for the agenda, they will be uploaded prior to the meeting and attached below.

3. APPROVAL OF THE AGENDA

4. MINUTES

- 1) [22-324](#) Minutes of the Regular Committee of the Whole meeting held on May 9, 2022

Attachments: [Minutes of the Regular Committee of the Whole meeting held on May 9, 2022](#)

- 2) [22-325](#) Minutes of the Special Committee of the Whole meeting held on May 16, 2022

Attachments: [Minutes of the Special Committee of the Whole meeting held on May 16, 2022](#)

5. PUBLIC INPUT ON ANY ITEMS LISTED ON THE AGENDA

Address Council on any item included on this Agenda, including Staff Reports and Communications (excluding items which are or have been the subject of a Public Hearing). Limit 2 minutes per speaker.

6. STAFF REPORTS

Community Safety Services

- 1) [22-288](#) Consultant's Report - Public Engagement Re: Policing - Staff Report No.CSS-22-005

Recommendation:

That the COTW receive Staff Report No. CSS-22-005 for information, provide any additional direction to staff as the COTW considers advisable, and direct staff to prepare a report for Council's consideration.

Attachments: [CPES Final Report 06.20.22](#)
[CPES Final Committee Presentation 06.20.22](#)

Parks and Recreation

- 2) [22-292](#) Public Art Policy ADMIN-74, Staff Report No. P&R-22-007

Recommendation:

That the Committee of the Whole receive Staff Report No. P&R-22-007 for information, provide any additional direction to staff as the COTW considers advisable, and direct staff to prepare a report for Council's consideration.

Attachments: [Appendix A Esquimalt Art in Public Spaces final web](#)
[Appendix B Draft Policy ADMIN-74 Public Art](#)
[Appendix C ADMIN-74 Public Art Policy Approved](#)

7. PUBLIC COMMENT PERIOD

Address Council on any topic that impacts Esquimalt (excluding items which are or have been the subject of a Public Hearing). Limit 2 minutes per speaker.

8. ADJOURNMENT



CORPORATION OF THE TOWNSHIP OF ESQUIMALT

Minutes - Draft

Committee of the Whole

Municipal Hall
1229 Esquimalt Road
Esquimalt, B.C. V9A 3P1

Monday, May 9, 2022

6:00 PM

Esquimalt Council Chambers

Present 7 - Mayor Barbara Desjardins
 Councillor Ken Armour
 Councillor Meagan Brame
 Councillor Jacob Helliwell
 Councillor Lynda Hundleby
 Councillor Tim Morrison
 Councillor Jane Vermeulen

Staff: Ian Irvine, Acting Chief Administrative Officer /
 Director of Financial Services
 Steve Knoke, Director of Parks and Recreation Services
 Rick Daykin, Manager of Parks and Facilities
 Deb Hopkins, Manager of Corporate Services / Corporate Officer
 Sarah Holloway, Deputy Corporate Officer / Recording Secretary

Others: Deputy Chief Cst. Jason Laidman
 Inspector Mike Brown, VicPD Esquimalt Division

1. **CALL TO ORDER**

Chair Helliwell called the Committee of the Whole meeting to order at 6:00 PM.

Chair Helliwell acknowledged with respect the Lekwungen-speaking peoples on whose traditional territory the Township stands and the Songhees and Esquimalt peoples whose historical relationships with the land continue to this day.

2. **LATE ITEMS**

1) [22-230](#) Late Items
There were no late items.

3. **APPROVAL OF THE AGENDA**

Moved by Councillor Brame, seconded by Councillor Hundleby: That the agenda be amended to move Item 7.2. - Tree Protection Bylaw Review ahead of Item 7.1, and approve the agenda as amended. Carried unanimously.

4. **MINUTES**

1) [22-229](#) Minutes of the Regular Committee of the Whole meeting

held April 11, 2022

Moved by Councillor Hundleby, seconded by Councillor Brame: That the Minutes of the Regular Committee of the Whole meeting held April 11, 2022 be approved as circulated. Carried Unanimously.

5. PRESENTATIONS

- 1) [22-228](#) Victoria Police Department - 2022 First Quarterly Report, Chief Del Manak - Presented by Deputy Chief Cst. Jason Laidman

Deputy Chief Cst. Jason Laidman and Inspector Brown provided an overview of the Victoria Police Department 2022 Q1 Report - Community Safety Report Card, including trends in calls for service, an operational update, and the community engagement efforts through a PowerPoint Presentation and responded to questions from Council.

Council requested that a tracking report on the number of repeat offenders be included in the next quarterly report.

6. PUBLIC INPUT ON ANY ITEMS LISTED ON THE AGENDA

Francois Brassard, representative of Esquimalt Climate Organizers (ECO), spoke in support of the current tree protection bylaw, informed Council of the ECO's tree protection and enhancement survey, provided the survey for information, and questioned if the application attached to the report as Attachment A, will form part of the proposed bylaw.

7. STAFF REPORTS

Parks and Recreation

- 1) [22-195](#) Tree Protection Bylaw Review

The Director of Parks and Recreation introduced the report and with the Manager of Parks and Facilities responded to questions from Council.

Council discussion included:

- Clarification was made that Significant Trees, as listed in the Tree Protection Bylaw, refer to trees on both Municipal and private land.
- The value of a tree is set by the Townships certified arborist with the minimum value being \$300.
- Updates on the Urban Forest Master Plan should be included as part of the period reports.
- Staff to report on the carbon value of trees to encourage developers to consider native trees in their plans.
- Staff to consider a tree reserve fund for tree replenishment when a developer can not replace the trees to the same value. The Township would benefit from the replenishment of the tree canopy and not be limited to one

location.

Finance

2) [22-098](#) Revitalization Program Options, Staff Report FIN-22-004

The Director of Financial Services introduced the report and responded to questions from Council.

Council commented:

- The Commercial Facade Beautification program is supportable.
- Approach the Chamber of Commerce to form a partnership to ensure adherence to Section 25 of the Community Charter. If the Chamber is not in support, find an alternative community not-for-profit organization.
- The Economic Development Officer should be involved in the Commercial Facade Beautification program.
- Focus the Beautification program primarily on Esquimalt and Craigflower Roads but consider other areas as well.
- Staff to outline funding options and provide a list of other municipalities that offer a beautification program.
- Staff to provide a timeline with options for Council's consideration to discontinue the Revitalization Tax Exemption program.

8. PUBLIC COMMENT PERIOD

Roger Wheelock, resident, expressed support for the Urban Tree Strategy and the Commercial Beautification program but requested that it be an open process and to outline specific direction for which trees should be selected by developers.

Lindsay Beale, resident, spoke in support of tree valuation and carbon sequestration, and suggested Council consider BC Healthy Communities and Building Resilient Neighbourhoods as partners for the beautification of the Township.

9. ADJOURNMENT

Moved by Councillor Brame, seconded by Councillor Hundleby: That the Regular Committee of the Whole meeting be adjourned at 7:34 PM. Carried Unanimously.

MAYOR BARBARA DESJARDINS
THIS DAY OF , 2022

DEBRA HOPKINS, CORPORATE OFFICER
CERTIFIED CORRECT



CORPORATION OF THE TOWNSHIP OF ESQUIMALT

Minutes - Draft

Municipal Hall
1229 Esquimalt Road
Esquimalt, B.C. V9A 3P1

Special Committee of the Whole

Monday, May 16, 2022

5:45 PM

Esquimalt Council Chambers

Present 7 - Mayor Barbara Desjardins
 Councillor Ken Armour
 Councillor Meagan Brame
 Councillor Jacob Helliwell
 Councillor Lynda Hundleby
 Councillor Tim Morrison
 Councillor Jane Vermeulen

Staff: Laurie Hurst, Chief Administrative Officer
 Ian Irvine, Director of Financial Services
 Bill Brown, Director of Development Services
 Joel Clary, Director of Engineering & Public Works
 Vicki Gannon, Director of Corporate Services and Human Resources
 Steve Knoke, Director of Parks and Recreation Services
 Blair McDonald, Director of Community Safety
 Steve Serbic, Fire Chief
 Deb Hopkins, Manager of Corporate Services/Corporate Officer
 Deb Liske, Recording Secretary

1. **CALL TO ORDER**

Chair Helliwell called the Special Committee of the Whole meeting to order at 5:45 PM.

2. **LATE ITEMS**

1) [22-257](#) Late Items

There were no late items.

3. **APPROVAL OF THE AGENDA**

Moved by Councillor Brame, seconded by Councillor Hundleby: That the agenda be approved as circulated. Carried Unanimously.

4. **PUBLIC INPUT ON ANY ITEMS LISTED ON THE AGENDA**

There was no public input.

5. **STAFF REPORTS**

1) [22-255](#) Strategic Priorities and Goals 2019 - 2023

2) [22-256](#) Operational Strategies 2019 - 2023: 2022 First Period

The Chief Administrative Officer responded to questions from the Committee

of the Whole.

The Director of Development Services clarified timelines on the Development Capacity Assessment.

- 3) [22-235](#) CAO 2022 First Period Report, Staff Report No. ADM-22-013

The Chief Administrative Officer introduced the report to the Committee of the Whole.

- 4) [22-243](#) Corporate Services and HR – 2022 First Period Report, Staff Report ADM-22-014

The Director of Corporate Services and Human Resources introduced the report and responded to questions from the Committee of the Whole.

Committee of the Whole comments included:

- The majority of Freedom of Information requests received this past term through the Corporate Services department have been requests for building permits.
- The recently approved Council Policy ADMIN-78 Requests for Access to Records - Development Services, has amended the process for requests for building permits to be redirected to the Development Services department.
- The archive trust fund is a reserve fund established through bylaw and is donation based to allow for improvements to the archives.

- 5) [22-196](#) 2022 First Period Report - Community Safety Services - Staff Report CSS-22-004

The Director of Community Safety Services introduced the report and responded to questions of the Committee of the Whole.

Committee of the Whole comments included:

- Concern with after hours bylaw complaints.
- Victoria Police Department is currently responsible for all after hour complaints.
- The deer study next steps are to apply for inoculation permits and to count deer. A request for funding has been given to the province.

- 6) [22-223](#) Financial and IT Services - First Period Report 2022, Staff Report FIN-22-009

The Director of Financial and IT Services introduced the report to the Committee of the Whole.

7) [22-253](#) Engineering & Public Works Departments – 2022 First Period Report, Staff Report No. EPW-22-008

The Director of Engineering and Public Works introduced the report and responded to questions from the Committee of the Whole.

Committee of the Whole comments included:

- Concerns over the theft of solar powered lighting panels on bus shelters.
- Concerns over the increase in tagging/graffiti in the community. Staff have been in discussion with the City of Victoria on graffiti and will report back to Council at a later date.
- The blue recycling containers through the CRD should be reviewed and switched to ones with lids similar to the municipality's garbage receptacles to prevent contents from littering the community due to high winds.
- Staff will investigate the possibility of BC Hydro wrapping hydro boxes to prevent graffiti.
- The purpose of the West Bay Walkway study is to hire a structural engineer to ensure the integrity of the walkway and explore option to widen the pathway.

8) [22-254](#) Development Services 2022 First Period Report , Staff Report DEV-22-040

The Director of Development Services introduced the report and responded to questions from the Committee of the Whole.

Committee of the Whole comments included:

- In the next period report highlight the developments that are new for the period being reported on.

9) [22-241](#) Parks and Recreation- 2022 First Period Report, Staff Report No. P&R- 22-006

The Director of Parks and Recreation introduced the report and responded to questions from the Committee of the Whole.

An update was provided that discussions with the School District on the volleyball proposal are still continuing.

Committee of the Whole comments included:

- Capacity to expand swimming lessons and extend hours of the pool is limited with current labour force challenges; strategies are currently under development.
- The Saxe Point Park trail extension is appreciated.

- Staff will report back to Council on the Community and Recreation Infrastructure fund from the Province once further information has been received.

- 10) [22-242](#) Fire Department - 2022 First Period Report, Staff Report No. Fire-22-002

The Fire Chief introduced the report to the Committee of the Whole.

6. PUBLIC COMMENT PERIOD

There was no public comment.

7. ADJOURNMENT

Moved by Councillor Brame, seconded by Councillor Hundleby: That the Special Committee of the Whole meeting be adjourned at 6:43 PM. Carried Unanimously.

MAYOR BARBARA DESJARDINS
THIS DAY OF , 2022

DEBRA HOPKINS, CORPORATE OFFICER
CERTIFIED CORRECT



CORPORATION OF THE TOWNSHIP OF ESQUIMALT

Municipal Hall
1229 Esquimalt Road
Esquimalt, B.C. V9A 3P1

Staff Report

File #:22-288

REQUEST FOR DIRECTION

DATE: June 15, 2022

Report No. CSS-22-005

TO: Laurie Hurst, Chief Administrative Officer

FROM: Blair McDonald, Director of Community Safety Services

SUBJECT:

Consultant's Report RE: Public Engagement on Policing

ESSENTIAL QUESTION:

Does the COTW wish to direct staff to complete a report addressing the recommendations as outlined in the Community Policing Engagement Strategy: Final Report by Neuquinn Consulting?

RECOMMENDATION:

That the COTW receive Staff Report No. CSS-22-005 for information, provide any additional direction to staff as the COTW considers advisable, and direct staff to prepare a report for Council's consideration.

BACKGROUND:

Flowing from Council's strategic priorities, Council identified "**work to achieve equitable costing and optimization of policing in Esquimalt**" with the attached operational strategy of "**Review all alternatives for provision of police services to the community**". Additionally, with timelines for consideration of renewal of the Framework Agreement approaching, staff presented a report to Council on November 19th, 2021, and received direction to issue a Request for Proposals (RFP) for public consultation on policing in Esquimalt. A staff working group was struck and the RFP drafted and posted. The working group reviewed the proposals received and presented a recommendation to Council at the January 24th, 2022, Council meeting. Council endorsed the preferred proponent as Neuquinn Consulting.

The staff working group held numerous meetings with Neuquinn Consulting to map out a strategy and process for the public consultation. Neuquinn conducted numerous public consultation sessions with various community groups and individuals seeking public attitudes towards community policing in Esquimalt. The consultation was robust, including meeting with focus groups, a Township wide survey and an open house. At the conclusion of the consultation, Neuquinn Consulting produced a report for Council's information.

ISSUES:

Attached is the report and presentation to the COTW from Neuquinn Consulting

ALTERNATIVES:

1. That the COTW receive Staff Report No. CSS-22-005 for information, provide any additional direction to staff as the COTW considers advisable, and direct staff to prepare a report for Council's consideration.
2. That the COTW request further information from staff.

Community Policing Engagement Strategy: Final Report

June 20, 2022

SUBMITTED TO: TOWNSHIP OF ESQUIMALT
NEUQUINN CONSULTING

Table of Contents

Contents

Executive Summary	3
1. Project Overview	4
1.1 Purpose and Intent of the Project	4
1.2 Scope and Objectives	4
1.3 Methodology and Approach	5
1.3.1 International Association of Public Participation Spectrum (IAP2)	5
1.3.2 Results Based Accountability (RBA) – Measuring Community Well-being	5
1.3.3 Appreciative Inquiry (AI)	6
2. Community Profile	7
2.1 Historical Context	7
2.2 Topography and Map	7
2.3 Demographics and Characteristics	8
3. Esquimalt’s Police Service Model	9
3.1 Framework Agreement Overview	9
3.2 Profile of Esquimalt Police Division	11
3.3 Partnerships and Integrated Units	11
4. Other Police Service Models in the Capital Regional District	13
4.1 Comparison of Municipal Police Services	13
5. Other Police Service Models in B.C. and Lower Mainland	15
6. Evaluation Approach	16
6.1 RBA Overview	16
6.2 Lines of Police Services	16
6.3 Information Sources	17
6.4 Quantity Measures—How much did we do?	17
6.5 Quality Measures – How well did we do it?	19
6.6 Outcome Measures - Is anyone better off?	20
6.7 Summary of Findings	24
7. Community Engagement – What We Heard	24
7.1 Survey Respondent vs Community Profile	24
7.2 Survey Findings	27

7.2.1 Feelings of Personal and Community Safety	27
7.2.2 Service Satisfaction	28
7.2.3 Knowledge and Perception of the Agreement	29
7.2.4 Summaries of Qualitative Input Questions of On-Line Survey	31
7.3 Focus Groups	35
7.4 Open House	35
7.5 Interviews	36
8. Recommendations and Next Steps	37
8.1 Recommendation #1: Provide notice to the Province of B.C.	37
8.2 Recommendation #2: Zero-Based Review	37
8.3 Recommendation #3: One-Time Funding	38
8.4 Recommendation #4: Police Reform Act	38
8.5 Recommendation #5: Communicate to Community	38
8.6 Recommendation #6: Results-Based Accountability	39

Executive Summary

The Township of Esquimalt is currently policed by the Esquimalt Division of the Victoria Police Department as part of a 10-year Framework Agreement (FA) with a term that expires December 31, 2023. In December 2002, through an Order in Council, the police departments of Victoria and Esquimalt were amalgamated by the Province effective January 2003. This created a board to guide Victoria and Esquimalt to negotiate and agree upon cost sharing for the police service. In 2009 a Financing and Accounting Agreement for the Victoria/Esquimalt Amalgamated Police Service was established and expired December 31, 2013, at which time the term of current FA began.

The terms of the current FA provide both parties with Early Termination or Election to Not Extend clauses and outlines the notification requirements which are no earlier than July 1, 2022 and no later than January 1, 2023. Unless either party to the FA elects to not extend its term, the agreement will automatically renew for 10 years with the existing Budget Allocation Formula (BAF) in place until the municipalities agree to a new BAF. The Township of Esquimalt has made numerous attempts to renegotiate the funding formula.

The Community Policing Engagement Strategy initiated important community conversations regarding the level of satisfaction with community policing services and furthered a dialogue with the community on the current FA. There was a large component of community education required to simply demonstrate how Esquimalt policing costs compared to similar size municipalities regardless of police service model. What the analysis of open source data concluded is Esquimalt has the highest operating costs per capita among comparable municipalities. Input through engaging diverse stakeholder groups indicates community support for the Township of Esquimalt to review of the FA while the window of opportunity exists.

While the FA is complex and the cost of policing services is generally not on the radar of the average citizen, the citizens of Esquimalt showed a high level of interest in learning more about the funding model and asking the hard questions. As well, participants provided highly diverse personal perspectives on their thoughts and opinions of the level of service. The comparative analysis of municipalities, both regionally and across the Province of B.C., indicate that the funding model currently in place appears to place an unfair burden on Esquimalt taxpayers in terms of value for money until further analysis is completed.

The findings of the Community Policing Engagement Strategy clearly indicated a desire from the community for Council to further look into options to either request an opt out of the current FA or look at other service delivery models. While the report on Police Act Reform was introduced by the Province of B.C. during the community engagement, the Consultancy Team recommends further follow-up on support of their recommendations as requested by the Province.

1. Project Overview

In November 2021, the Township of Esquimalt issued a Request for Proposals to undertake a Community Policing Engagement Strategy (CPES). The goal was to determine the level of satisfaction with the current amalgamated police service delivery model, in the context of funding levels and as compared to other municipalities. Esquimalt is currently policed by Victoria Police Department (VicPD), an arrangement that is guided by a framework agreement (FA) set to expire in 2023. The FA articulates several areas including costs, resources, and service delivery expectations, with an 'opt-out' clause to be communicated to the other parties; City of Victoria and the Victoria/Esquimalt Police Board.

The CPES project is a result of Council direction, made through their 2019-2023 Strategic Priorities Plan that outlines under the goal to “efficiently and effectively provide local services and infrastructure”:

Work to achieve equitable costing and optimization of policing in Esquimalt:

- *Explore all possibilities to ensure compliance with Victoria and Esquimalt Police Framework Agreement*
- *Review all alternatives for provision of police services to the community*
- *Clarify and establish Esquimalt position on the Framework Agreement with Victoria & Esquimalt Police Board*

1.1 Purpose and Intent of the Project

In January 2022, Neuquinn Consulting was retained by the Township to undertake a project to inform Council's decisions on whether to advance discussions with the City of Victoria and the Victoria/Esquimalt Police Board and provide notice to the Province related to renewal of the FA. The following report provides the results of the analysis conducted as to costing models across comparable municipalities, as well as the input gathered through a variety of community engagement initiatives, which included an online survey, focus group discussions, interviews with community representatives, an open house, and information booths.

1.2 Scope and Objectives

Esquimalt police services were integrated with VicPD in 2003. In 2011, the Township requested to have policing taken over by the Royal Canadian Mounted Police (RCMP) but at the time, this was not supported by the Solicitor General. As such, the FA was developed to ensure a better policing model and accountability structure with the existing amalgamated police service.

With the FA set to expire in 2023 and the upcoming deadline to provide notification related to the renewal of the FA by December 2022, the Township is once again considering options as it relates to policing. The CPES project was designed to better understand the current level of satisfaction with the existing amalgamated service delivery model, in the context of funding levels and as compared to other municipalities.

At a high level, the project objectives were to:

1. Conduct a high-level comparative analysis of the other municipal policing models and costs;
2. Gather and analyse relevant qualitative and quantitative feedback and input on the strategies, goals, priorities and desired outcomes related to community policing;

3. Engage key stakeholders and the Esquimalt community in an inclusive and respectful manner, while following COVID-19 protocols; and
4. Provide a comprehensive summary of engagement results for Council's consideration of next steps.

1.3 Methodology and Approach

The Official Community Plan for the Township offers a rich vision of Esquimalt as:

...a caring and welcoming community that has strong relationships with our First Nation, Naval and regional neighbours. Our vibrant economy is supported by an engaged community. As a coastal community, we are stewards of our environment and value our past, present and future.

This vision, along with the associated theme areas, provided the ideal context, intent and inspiration for a Community Policing Engagement Strategy (CPES) that would resonate with constituents. The project was conducted in phases as depicted in the diagram below.



Other core methodology considerations that were imbedded into the project and guided the engagement strategy include the IAP2 Spectrum, Results-Based Accountability, and Appreciative Inquiry as outlined below.

1.3.1 International Association of Public Participation Spectrum (IAP2)

When it comes to engagement, it is important that the level of interest and impact of a project on a given stakeholder group is relative to their opportunity to engage and influence.

In order to strike the appropriate level of engagement with the Township of Esquimalt's specific stakeholders and rights holders, the International Association of Public Participation (IAP2) [spectrum of public participation](#) was applied. It was determined that the CPES fell within the areas of Inform and Consult, with the goal being to provide the public with balanced and objective information and obtain public feedback on analysis, alternative and/or decisions.

1.3.2 Results Based Accountability (RBA) – Measuring Community Well-being

Integral to the approach used within the CPES was a longer-term assessment of community well-being and satisfaction indicators to better track outcome measures. Traditional approaches often focused on service-based outputs to justify budget outcomes. With the CPES, a result-based methodology was used to develop baseline measurements for community well-being and happiness. Core questions of the RBA methodology include:

- How much did you do? (outputs)
- How well did you do it? (efficiency & effectiveness)
- Is anyone better off? (outcomes)

The RBA methodology seeks to assess the different populations of the community with respect to safety, well-being and happiness. It also seeks to look at baseline measures about

community health overall. The Esquimalt Division can not deliver on this alone but the service is an instrumental part of how connected the community is to support services and the findings help to outline a path forward for policing in the Township.

1.3.3 Appreciative Inquiry (AI)

An AI methodology of value was employed to guide facilitated discussions that recognize the best in people, affirm the past, and present strengths related to the increasing value that the police service brings to the Township. Engagement questions were intentionally designed to demonstrate the Township's desire to listen with curiosity and their openness to new ideas and possibilities. Through AI, the Community Policing Engagement Strategy (CPES) endeavored to discover, search and systematically explore how to build on what is currently working well to increase the value of the Esquimalt Division for the community.

Representatives from the Esquimalt Project Team reviewed and approved the CPES, which for brevity's sake has not been included here, but it is the results achieved through that strategy that are presented within this report.

2. Community Profile

Located in the Greater Victoria Area of the Capital Regional District, the Township of Esquimalt is home to a diverse mix of commercial, residential, and industrial development. The Canadian Forces Base Esquimalt is the community's largest employer, and the Esquimalt Graving Dock is the largest non-military site for ship building and repair on the West Coast. The Township has varied residential neighbourhoods and diverse amenities including over 30 parks and beaches, scenic waterfront walkways, modern recreational facilities, schools, a library, archives, and commercial services.

Community safety is largely provided by the Esquimalt Division of the VicPD, which is located in the Township's Public Safety Building near Municipal Hall. The Esquimalt Fire Department is also a critical component of community safety and it serves the Township, as well as several other communities when requested including CFB Esquimalt, City of Victoria, District of Oak Bay, District of Saanich, District of Central Saanich, Town of View Royal, City of Langford and City of Colwood.

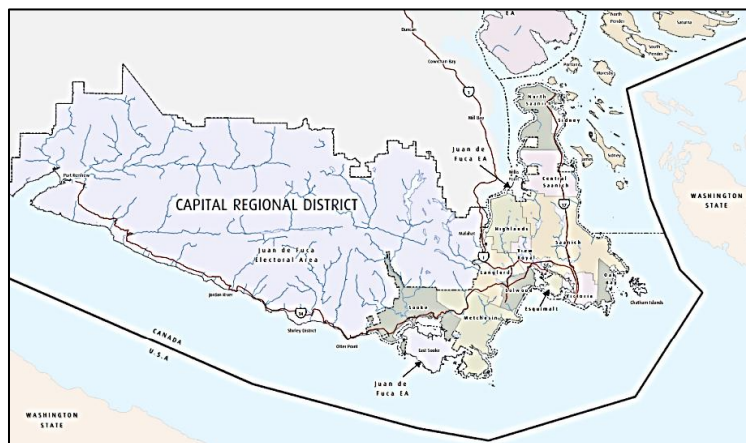
2.1 Historical Context

The First Nations people of the Coast Salish linguistic group inhabited the area now known as Esquimalt for approximately 4,000 years before the arrival of European settlers. Today, the main Esquimalt Nation is located on the north shore of the Esquimalt Harbour, adjacent to View Royal. The main Songhees Nation community straddles the municipalities of Esquimalt and View Royal, five kilometres from Victoria.

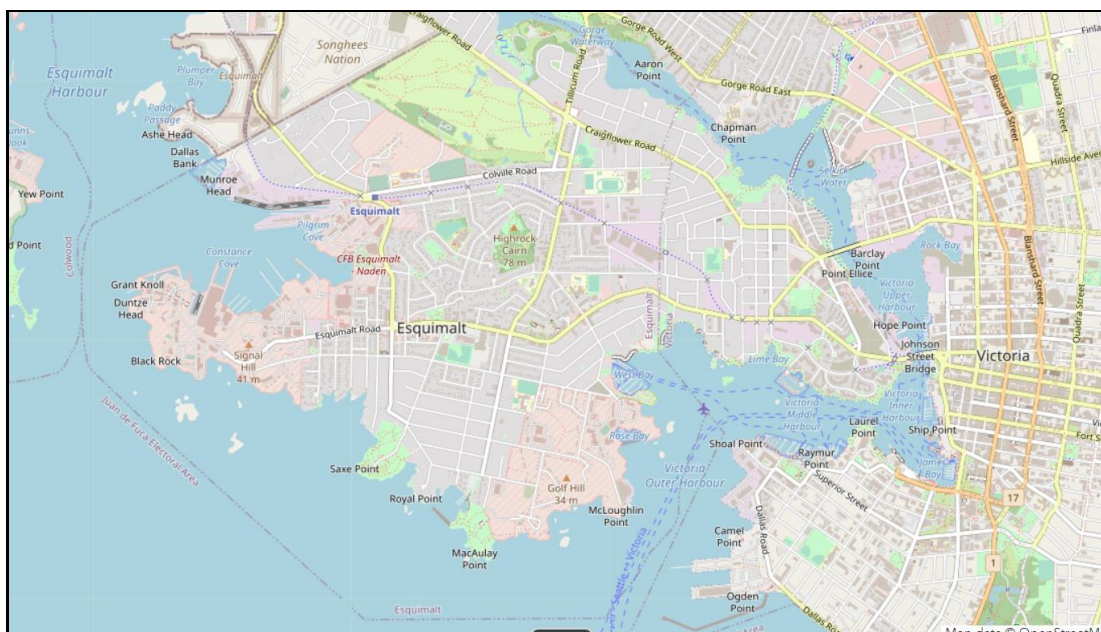
Esquimalt is the home of Canada's naval presence on the West Coast and was first used by the Royal Navy as early as 1837. The Township of Esquimalt began as an agricultural settlement and was incorporated in 1912.

2.2 Topography and Map

Esquimalt is a peninsula bounded on the south by the Juan de Fuca Strait, on the west by Esquimalt Harbour, and on the north by a long finger-like inlet of tidal water called the Gorge. A narrow neck of land joins Esquimalt to the neighbouring municipality of View Royal to the west, and two bridges link to Saanich in the north and Victoria to the east. The municipality covers approximately 10 square kilometres (or 1000 hectares) of land and water.



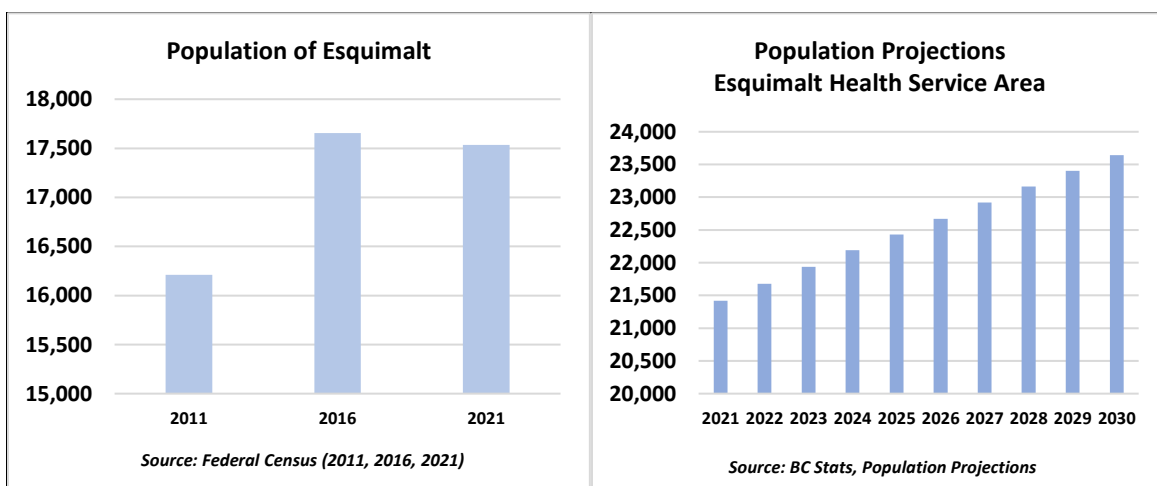
Source: Capital Regional District



Source: Capital Regional District

2.3 Demographics and Characteristics

The Township of Esquimalt currently has an estimated population of 17,500. This reflects 4.6% of the Capital Regional District (CRD). Over the past 10 years, the Township has experienced modest population growth. Although it is an established community, the Township still provides opportunities for new commercial, industrial and residential developments. Despite a slight decline since the 2016 Census, population growth is expected to increase through to 2030, as a result of increased residential development and continued in-migration.



Given the expected increase in population in the coming years, it is timely to review the community policing model and the resources that are allocated to the Township through VicPD.

3. Esquimalt's Police Service Model

The Township of Esquimalt established a joint police and fire service in 1912 when it was incorporated. On January 1, 2003, Esquimalt and Victoria amalgamated their police services into a single police department. The Victoria Police Department (VicPD) operates an Esquimalt Division, which is located at the Township's Public Safety Building.

Since amalgamation, there have been several reviews, reports and recommendations aimed at ensuring that the Township of Esquimalt receive the policing services they have contracted and are expecting. Having once had a standalone police department based in Esquimalt, a standard of high visibility, engagement with citizens, and strong community policing principles, is firmly established and expected. Accountability on resource utilization and finances are equally important, and the Township wants community-based policing with a strong prevention focus.

In 2012, Jean Greatbatch and Associates produced a report entitled, *A Framework for Effectiveness, Report on Victoria and Esquimalt – Governance and Funding Issues*. This report identified several areas for improvement including increased uniformed patrols, stronger community visibility, more crime prevention and additional time interacting with local citizens. This report contributed to the creation of a new Framework Agreement (FA) which was signed in 2014.

3.1 Framework Agreement Overview

With the need for better management and comptrollership, a Policing Framework Agreement was signed in April 2014 between the City of Victoria, the Township of Esquimalt, and the Victoria and Esquimalt Police Board. The agreement sets out several crucial areas of focus including the need to work collaboratively, fair and equitable allocation of police resources, and involvement in the annual budget process.

Key aspects of the Agreement included the establishment of a dedicated division, performance metrics and budget. Section 4.1, under the Dedicated Division Requirements, calls for the VicPD to:

- Provide a regular patrol function adequate to police the area and the population in the municipality
- Provide adequate community policing resources
- Ensure consistent police presence in the municipality served by the dedicated Municipal Division
- Promote co-operative and productive relationships between members of the dedicated Municipal Division and the community

Section 6.1 on Performance Metrics outlines:

- **Quantitative Measures** – Police Records Information Management Environment (PRIME), Computer Aided Dispatch (CAD) and other statistics on crime rate, call volume and response time.
- **Qualitative Measures** – Community Engagement which may include participation in community meetings or events, problem oriented policing projects, programs to promote visibility in the community, crime prevention programs and community outreach initiatives.

The budget percentage of the total VicPD budget that the Township of Esquimalt paid, over the first five years of the Agreement, were:

- 2014 (15.2%)
- 2015 (15.0%)
- 2016-2018 (14.7%)

A new formula was to be developed after the first five years.

The 2014 Policing Framework Agreement has been met with on-going critical review and the Township has worked to address concerns raised regarding police resources and deployment, finances, and consistent reporting on crime trends. In an effort to be more responsive, consistent and efficient in their reporting to the municipalities' Mayor and Council, VicPD created a Community Safety Report Card. This document provides similar information to both Victoria and Esquimalt, and attempts to ensure the FA expectations are being met.

The challenges of the FA, according to VicPD, is that it can hinder operational effectiveness, restrict specific resource assignment, fails to account for the 'surge capacity' from headquarters resources, and runs the risk of having the cost of policing in Victoria negatively impact Esquimalt. There are also concerns that on-going issues related to the FA affect morale.

The Esquimalt Division also provides policing to the Vic West area of Victoria. Vic West is easier to access from Esquimalt and does not require officers to go over a bridge. This arrangement has caused concerns around funding the policing of another community, and the challenge of and desire to separate their crime statistics from Esquimalt. Previously, Statistics Canada could not separate Esquimalt's Crime Severity Index (CSI) from Victoria's, which is high in comparison to other communities, although this has been resolved in recent years.

An independent contractor was hired to conduct two reviews of the 2014 Policing Framework Agreement. One review focused on budget allocation and the second on issues relating specifically to particulars outlined in the Agreement, including accountability.

The first report, *Police Act 42 Review – Budget Allocation Formula for Policing in the City of Victoria and Township of Esquimalt*, was released in September 2020.

As per the report, the costing formula was based on 60% resident population and 40% dispatched calls. A new formula was put forward through the report, which outlined 25% population, 25% crime rate, and 50% dispatched calls. This new budget allocation formula was reduced from 14.7% to 13.67%, which would be phased in over two years.

This report also noted that Esquimalt expects more unassigned time for proactive patrols, traffic and bylaw enforcement, and other crime prevention and community focused duties.

The second report, *Police Act Section 42 Phase II Review – Analysis of Framework Agreement Issues Regarding Policing in the City of Victoria and the Township of Esquimalt*, was released in November 2020, and focused on better accountability measures. The report referenced a public meeting held in 2010 where the community expressed that:

- Visibility and interaction with officers were needed within the community and events
- Community partnership is essential for crime prevention
- Citizens want value for money through dedicated police presence

- Being part of a larger organization adds value in the form of access to specialized services

This report explored Esquimalt's desire to reduce policing costs, concerns with reallocation of resources from Esquimalt, initiatives only benefiting one municipality with shared funding, and performance metrics and statistics. The result was recommendations on more efficient aligning of staff for demands in service, performance metrics and communication strategies.

As noted in the section 2.6 of the Agreement, *"The expiry or termination of the Agreement does not affect the amalgamation of policing. Therefore, the parties agree to work collaboratively, in the event of expiry or termination of this Agreement, to develop a new arrangement for policing services in the Municipalities which may involve negotiation of a new agreement or petitioning the government to amend or replace the 2002 Order in Council"*.

3.2 Profile of Esquimalt Police Division

Esquimalt is one of 13 municipalities in BC that has its own dedicated police department outside of the RCMP. What makes Esquimalt and Victoria unique is that they are the only two municipalities that have been amalgamated into one department with a funding formula to share the cost of services.

Two Community Resource Officers (CRO) working at the Esquimalt Division of VicPD prepare quarterly reports on their activities, however other officers' time is not tracked in terms of proactive activities unless captured in the CRO reports. This has resulted in a data deficiency in that a clear alignment of actual expenditures for the service delivered is not available. As such, the information available in this report is limited.

3.3 Partnerships and Integrated Units

In 2022, the Township of Esquimalt is required to pay 13.67% of all the costs of VicPD, both operationally and administratively. Most of the administrative resources work at the main headquarters building in Victoria and many provide support remotely. In a smaller police service, such as Central Saanich, some of these services (such as IT and finance) are provided in-kind by the municipality at no cost. In the larger departments, including VicPD, these functions are carried out by full-time resources. Operating costs for these functions can be expensive.

VicPD has several specialized sections providing operational policing support. The Township of Esquimalt has access to these resources in consideration of surge capacity (extraordinary needs for an incident). There is also an ability to draw from resources across the region in cases of an extraordinary event. Some of the operational units include:

Community Services:

- Beat and Bicycle Squad
- Assertive Community Treatment
- Community Resource Officers (note: 2 assigned to Esquimalt Division)
- Traffic Section
- Motorcycle Escort Team

Investigative Services Division:

- Analysis and Intelligence
- Strike Force
- Special Operations
- Detectives
- Financial Crimes
- Integrated Technical Crimes Unit
- Special Victims Unit
- Major Crimes
- Historical Case Files
- Behavioral Assessment and Management
- Forensic Identification

All municipal police departments in the Capital Regional District (CRD)/Greater Victoria Area fund the costs of various integrated teams that are staffed with sworn police officers and civilians from those departments and the RCMP. A specific funding formula sets the cost each department pays. The larger departments contribute human resources and/or funding and smaller departments only provide funding. The Township of Esquimalt pays their percentage of the VicPD costs.

The CRD's integrated teams include:

- Integrated Mobile Crisis Response Team
- Greater Victoria Diversity Advisory Committee
- Mobile Youth Support Team
- Greater Victoria Regional Domestic Violence Unit
- Vancouver Island Integrated Major Crime Unit
- Crime Stoppers
- Greater Victoria Emergency Response Team (only municipal police agencies)
- Integrated Canine Unit (only Victoria and Saanich Police Departments)
- Crowd Management Unit (only municipal police agencies)
- Crisis Negotiation Unit (only municipal police agencies)
- Explosive Disposal Unit (only municipal police agencies)

The following units are funded through federal and provincial funding with positions staffed with municipal and RCMP officers, with no cost to the individual municipalities in the CRD:

- Combined Forces Special Enforcement Unit
- Capital Region District Integrated Road Safety Unit
- Integrated National Security Enforcement Team
- National Weapons Enforcement Support Team

4. Other Police Service Models in the Capital Regional District

Within the Province of British Columbia (B.C.), the provision of policing to all communities is governed by the *Police Act*.

The Provincial Government must provide policing and law enforcement to rural, unincorporated areas and municipalities with a population under 5,000. The RCMP is currently contracted as B.C.'s Provincial Police Service.

For communities over 5,000, the *Police Act* requires the municipality to be responsible for managing all costs related to municipal policing with minimal federal government support. Some communities have elected to create their own municipal police service, while others have contracted with the RCMP to provide the delivery of policing.

Municipalities contracting the RCMP must align with the Municipal Policing Service Agreement (MPSA), which states that communities of 5,000 to 14,999 citizens must pay 70 per cent of police costs and the federal government pay the remaining 30. For communities larger than 15,000, the municipality pays 90 per cent of the costs, with the federal government covering 10 per cent.

The provision of policing services within the Capital Regional District (CRD) is carried out by four municipal police services, including Victoria, Oak Bay, Saanich and Central Saanich, with the RCMP contracted to police the remaining eight municipalities.

The concept of a regionalized police force in the CRD has been discussed and reviewed previously and more recently as part of the Provincial report, *Transforming Policing and Community Safety in British Columbia Police Reform Act Report*. Currently the CRD, similar to the Lower Mainland, remains a combination of RCMP and Municipal Police Detachments. Several integrated teams, however, have been established to support all police services within the CRD.

4.1 Comparison of Municipal Police Services

In considering the future of policing services in the Township of Esquimalt, it is critical to review other police agencies, in terms of their service delivery models and costs to their communities. A clear understanding of how other Capital Regional District (CRD) police services operate can help to inform decisions on the future of policing in the Township and/or participate in a larger regionalized model.

Central Saanich Police Service (CSPS) and the Oak Bay Police Department (OBPD) are the two most comparable municipal police services within the CRD as their populations and number of policing resources being paid for by the municipality are similar.

Police Department	Population Served	Size of Department	Coverage	2022 Provisional Budget	Increase from 2021	Cost per capita
Esquimalt (vicPD)	17,500	25, including: <ul style="list-style-type: none"> Officer in Charge (1) Sworn police Officers: 24 (4 assigned to Vic West) 2 civilian staff members 	4 shifts of 5 officers, 24-hour coverage	\$8,666,731	\$256,871	\$487
Central Saanich Police Service (CSPS)	18,000	23, including: <ul style="list-style-type: none"> Chief (1) Deputy Chief (1) Sworn Officers (21) 	4 shifts of 4 officers, 24-hour coverage	\$5,721,100	\$371,000	\$278
Oak Bay Police Department (OBPD)	19,000	21, including: <ul style="list-style-type: none"> Chief (1) Deputy Chief (1) Sergeants (6) Constables (13) 	Shifts of 4, 24-hour coverage	\$5,639,700	\$6700	\$273

The other police departments and RCMP Detachments that make up the CRD are not comparable to the Township of Esquimalt but are presented below for additional context.

Police Dept	Population serviced	Size of department	2022 Provisional Budget	Cost per capita
Saanich Police Department	125,000	166 sworn officers	\$38,806,000	\$286
Westshore RCMP <i>Contracted through the province</i>	Colwood: 19,387	18 police resources	\$4,019,642	\$207
	Langford: 44,044	53 police resources	\$11,743,755	\$267
	View Royal: 11,809	12 police resources	\$1,479,755	\$125
Sidney/North Saanich RCMP*	Sidney: 12,312	15 officers	\$2,653,39	\$216
	North Saanich: 11,965	11 officers	(30% covered by federal funds) \$1,756,400 (30% covered by federal funds)	\$147
Sooke RCMP <i>Contracted through the province*</i>	15,083	13 officers	\$2,265,030 (10% covered by federal funds)	\$141

*As per Police Resources in BC 2020 Report. Information on the budget for contracted RCMP services was based on the 2020 totals.

Note: There are two officers paid through a Federal/Provincial cost sharing agreement to provide enhanced community policing to the Tsawout and Tsartlip First Nations. The Sidney/North Saanich RCMP Detachment resources attend complaints received on the two First Nations.

5. Other Police Service Models in B.C. and Lower Mainland

When considering the cost of policing in the Township of Esquimalt, it is useful to not only compare the Township to other police departments within the Capital Regional District (CRD) but also to others across British Columbia (B.C.). As Central Saanich Police Service and the Oak Bay Police Department are the only two municipal police forces within the district that have similar sized populations, number of officers, and policing budgets, comparisons were also made with four other police departments in B.C. and the Lower Mainland.

Municipality	Police Department	Population Served	Dept Size	Provisional Budget	Cost per capita
Squamish	Squamish RCMP <i>Pay to receive services as required from various integrated units within the Lower Mainland.</i>	21,761	26 officers	\$5,590,982 (10% covered by federal funds)	\$257
White Rock	White Rock RCMP <i>Pay to receive services as required from various integrated units within the Lower Mainland.</i>	20,922	25 officers	\$5,471,288 (10% covered by federal funds)	\$282
Pitt Meadows	Ridge-Meadows RCMP	19,717	25 officers	\$4,683,476* (10% covered by federal funds)	\$238
Cranbrook	Cranbrook RCMP	21,513	26 officers	\$6,085,941* (10% covered by federal funds)	\$283

*As per Police Resources in BC 2020

Of particular relevance to the Township of Esquimalt, is that after three years of extensive consultation, review and research, Pitt Meadows has received approval from the Province of B.C. to transition to an autonomous RCMP Detachment. They will become the first community to de-integrate from a combined Detachment, with the goal to enhance police visibility, increase public safety, improve service levels and be more responsive.

6. Evaluation Approach

The approach taken to both assess the current state of policing models, and the costing associated, has been guided by three different methodologies – Results-Based Accountability (RBA), International Association of Public Participation Spectrum (IAP2) and Appreciative Inquiry (AI) which are further described in this section of the report.

6.1 RBA Overview

The approach used to evaluate performance metrics for police servicing in the Township of Esquimalt followed a Results-Based Accountability (RBA) methodology. RBA provides a framework to understand performance indicators, according to effort and effect, with a focus on outcomes. Output measures, focused on volume and meeting pre-determined targets, do provide value in terms of trends, however, there is more value to focusing on desired outcomes. As such, RBA shifts the focus of performance indicators from quantity and quality (how much did we do and how well did we do it) as measures of effort, toward a larger question as to the effect of the service on the population (is anyone better off?).



A two-pronged approach was used to assess current information available including:

- Reviewing existing information publicly available from VicPD
- Collecting and analyzing comparable municipalities through provincial and federal open data sources

The purpose of this approach was to collect quantity, quality and outcome measures to inform Council and residents of the current police service model and trends, as well as identify gaps in the measures, to link the desired effects (outcomes) to the community engagement plan.

6.2 Lines of Police Services

The VicPD 2020 Strategic Plan articulates the agency's vision, mission, goals and values. In order to assess community experience with community policing services in Esquimalt, the following five main categories of externally facing community policing service areas were assessed:

- **Crime Prevention**—Proactive crime prevention by engaging and informing community partners and the public.

- **Response, Investigations and Enforcement**—Reactive response to calls for service, investigations of complaints and crimes, and enforcement of laws.
- **Community Well-Being**—Contribute to community vibrancy by supporting social well-being, protecting vulnerable citizens, and improving road safety.
- **Build Public Trust**—Engage the public through partnerships, community events, public safety campaigns, and community and business surveys. Collaborate with diverse communities, including Indigenous groups, youth groups, the LGBTQ2S+ community, intercultural and faith-based groups, and social service providers. Maximize transparency through accountability, open communication, two-way dialogue, open data, and a transparent feedback process.
- **Value for Money**—Provide cost-effective policing services that meet the needs of residents and businesses.

**Note: Integrated Services provided for the Greater Victoria Region has not been included in the assessment, nor have internally-facing services areas, such training and technology improvements as included in the 2020 Strategic Plan. These service areas have been simplified for public engagement to allow the public to focus on the lines of service that they receive from the current policing model.*

6.3 Information Sources

As previously mentioned, VicPD provides Community Safety Report Cards. These report cards, published quarterly with an Esquimalt-specific version for select metrics, provide a significant amount of quantitative information about volume and demand, crime trends, and programs. In addition to the Community Safety Report Cards, VicPD conducts a community survey of residents and businesses, and has published information related to resident perceptions and satisfaction with police services, as well as overall community safety.

In addition to the information summarized below, the Community Policing Engagement Strategy collected and analyzed additional data from comparable municipalities, both across the Capital Regional District and across British Columbia, to fill in gaps of information. Additional information was sought specifically regarding the service area of *Value for Money* to inform related discussions and survey questions. Open-source data was collected and analyzed for the purpose of illustrating how Esquimalt compares to similar municipalities. A detailed budget comparison was not conducted as part of the Community Policing Engagement Strategy. The information collected was used to inform Council's future decision-making process, as well as shared with residents to inform the community survey and open house discussions.

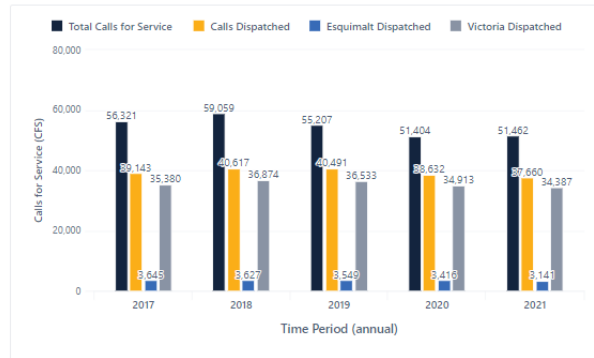
6.4 Quantity Measures—How much did we do?

Quantity measures focus on outputs related to police servicing and provide insight into the volume of work generated through various lines of service.

Calls for Service (Service Area: Response)

A Call for Service (CFS) is logged anytime a report to the police department results in any action taken on the part of the police department or a partner agency (such as E-Comm 9-1-1). CFS are not generated for proactive activities unless the officer generates a specific CFS report. CFSs are broken into six main categories: social order, violence, property, traffic, assist, and other.

VicPD Jurisdiction Calls for Service – Annually



Source: VicPD

Esquimalt Total Calls for Service – By Category, Annually



Source: VicPD

Note: Annual trends show a decrease in total CFS in 2019 and 2020. Since January 2019, abandoned calls, which are included in the total number of calls and can often generate a police response, are no longer captured by the E-Comm 911/Police Dispatch Centre in the same way. This has significantly reduced the total number of CFS.

Crime Incidents and Crime Rate (Service Area: Response)

Crime Incidents (which fall within the VicPD's jurisdiction) includes violent crime incidents, property crime incidents and other crime incidents. The crime rate, as published by Statistics Canada, is the number of Criminal Code violations (excluding traffic offences) per 100,000 population.



Crime Rate – Esquimalt

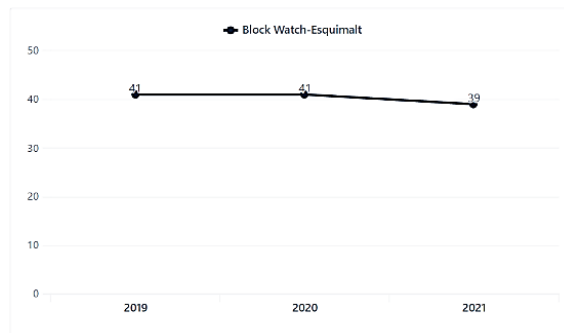


Source: Statistics Canada

Block Watch and Public Safety Campaigns (Service Area: Prevention)

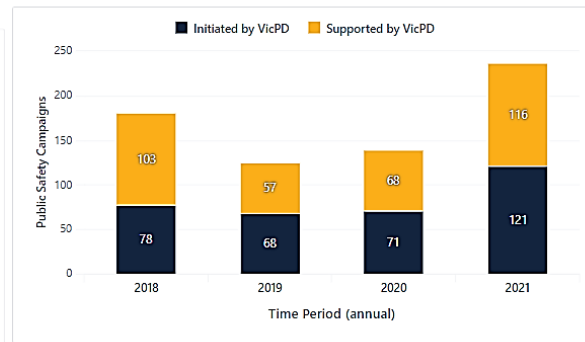
Block Watch programs are an indicator of proactive measures to work with the community at a neighbourhood level to support community safety. The number of public safety campaigns include those initiated by VicPD and those local, regional, or national campaigns supported by, but not necessarily initiated by VicPD. The number of Block Watch and public safety campaigns are not an indicator of quality or impact on the community, but rather an indicator of effort.

Block Watch – Esquimalt



Source: VicPD

Public Safety Campaigns (VicPD)

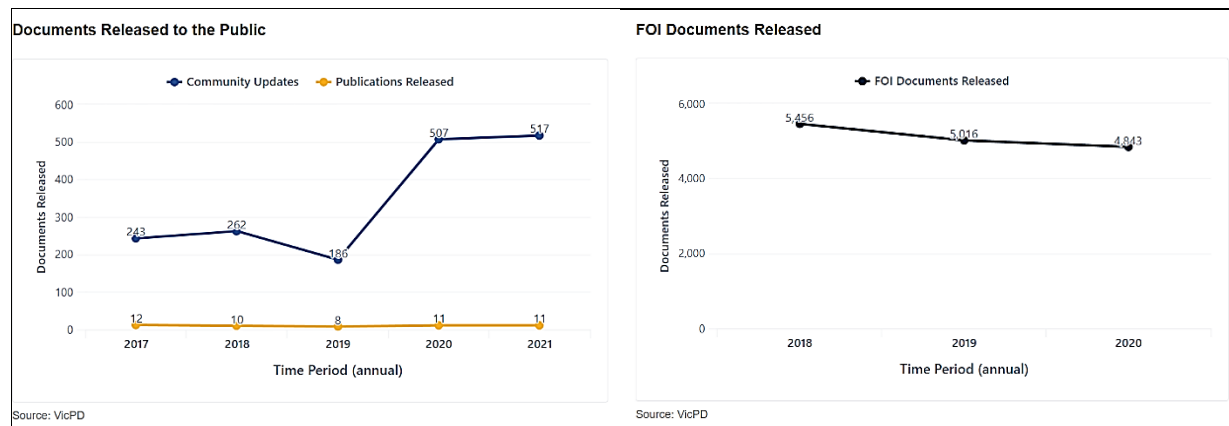


Source: VicPD

Note: The number of Public Safety Campaigns include Victoria and are not specific to the community of Esquimalt.

Publicly Available Documents (Service Line: Public Trust)

The charts below show the number of community updates (news releases) and annual and quarterly reports published in a given year, as well the number of Freedom of Information (FOI) requests that are released by VicPD. Documents released to the public are considered leading performance indicators, whereas FOI documents released to the public are lagging indicators, which means that they are in response to requests and not pro-active information disclosure.



Note: This data is for VicPD as a whole, and not specific to the community of Esquimalt.

6.5 Quality Measures – How well did we do it?

Quality measures go beyond volume counts and are generally assessed through percentages or ratios that require a calculation. Quality measures provide greater insight on the use of resources and impact on the community.

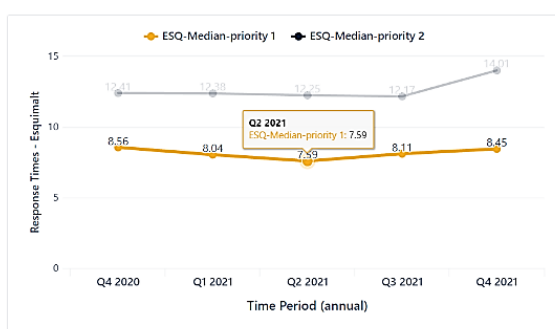
Response Time and Weighted Clearance (Service Area: Response)

Response time is defined as the time that elapses between when a call is received to when the first officer arrives on scene. Timely responses to calls for service can help reduce further harm to victims or property, increase the likelihood of successfully apprehending offenders, and help to meet the public's expectations and build trust.

Priority One calls are the most serious emergency calls and require immediate police response. They involve a risk of loss of life or grievous bodily harm. Examples include in-progress abductions, assaults, domestic disputes, home invasions, robberies, sexual assaults, shootings, stabbings, and suicidal persons. Priority Two calls are urgent calls that require immediate police attention, such as an in-progress residential break-and-enter. Response times are calculated using “time call for service received” to “time on scene” using standard police data analyst quality control methodology. Clearance rates represent the proportion of criminal incidents solved by the police.

The charts below reflect median response times for Priority One and Priority Two calls in Esquimalt.

Response Time – Esquimalt



Source: VicPD
NOTE: Times are displayed in minutes and second. For example, "8:48" indicates 8 minutes and 48 seconds.

Weighted Clearance Rate (Esquimalt)



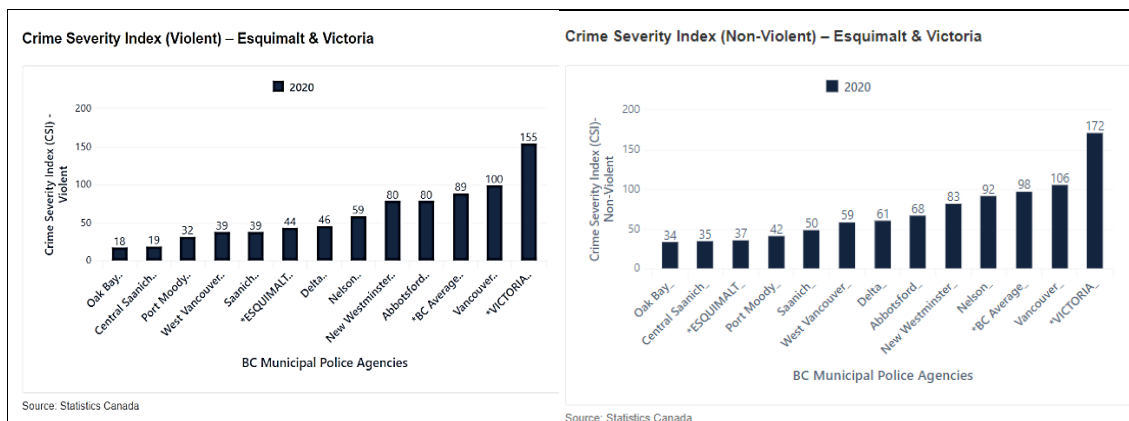
Source: Statistics Canada

6.6 Outcome Measures - Is anyone better off?

Outcome measures focus on the benefits of the service provider (in this case, VicPD) to the community. The thoughts and perceptions around community policing have been rolled up into a population focus in terms of overall satisfactions, perceptions and opinions on the current Agreement.

Crime Severity Index (Service Area: Community Well-Being)

The Crime Severity Index (CSI), as published by Statistics Canada, measures both the volume and severity of police-reported crime in Canada. In the index, all crimes are assigned a weight by Statistics Canada based on their seriousness. The level of seriousness is based on actual sentences handed down by the courts in all provinces and territories.

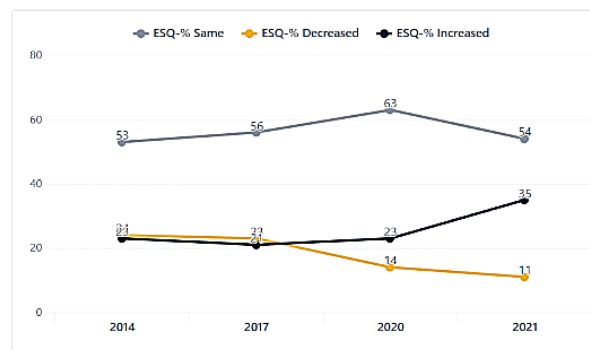


Perceptions of Crime and Accountability (Service Area: Community Well-Being)

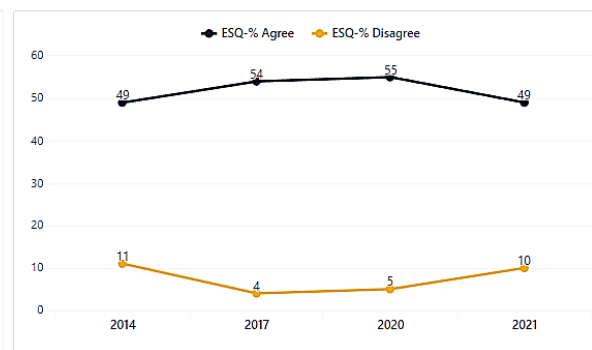
Past community surveys provide insight into the feelings of the community regarding public safety and trust in policing services. Two key indicators from the 2021 VicPD Community Survey speak to citizens' perceptions of crime and accountability.

- “Do you think that crime in Esquimalt has increased, decreased or remained the same during the last 5 years?”
- “Based on your own personal experience, or what you may have read or heard, please indicate whether you agree or disagree that the Victoria Police is accountable.”

Perception of Crime (Esquimalt)



Perception of Accountability – Esquimalt



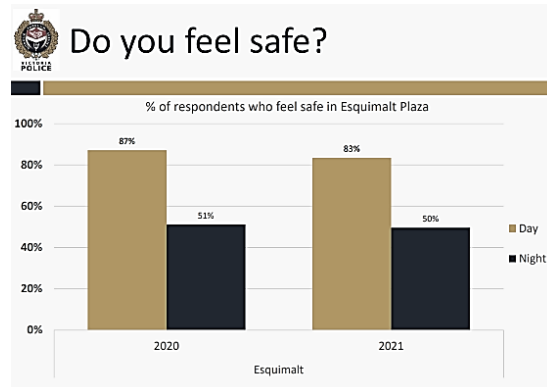
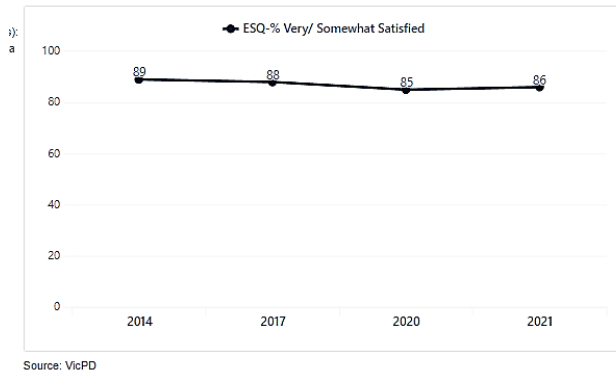
Perceptions and Satisfaction of Police Service and Perceptions of Safety (personal, neighbourhood, community) (Service Area: Community Well-Being)

Public satisfaction with VicPD has been measured through various community and business surveys over the years. Two of the many key questions that were asked were around:

- “Overall, how satisfied are you with the work of the Victoria Police?”
- “Do you feel safe?”

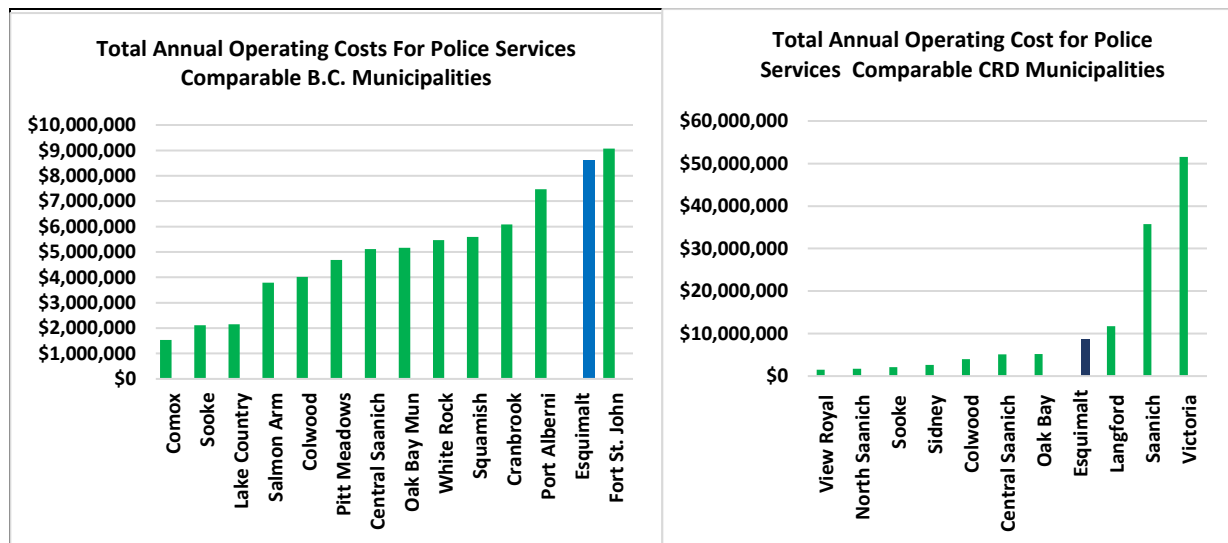
As noted in the graph below, there is a high level of satisfaction with overall services.

Public Satisfaction – Esquimalt

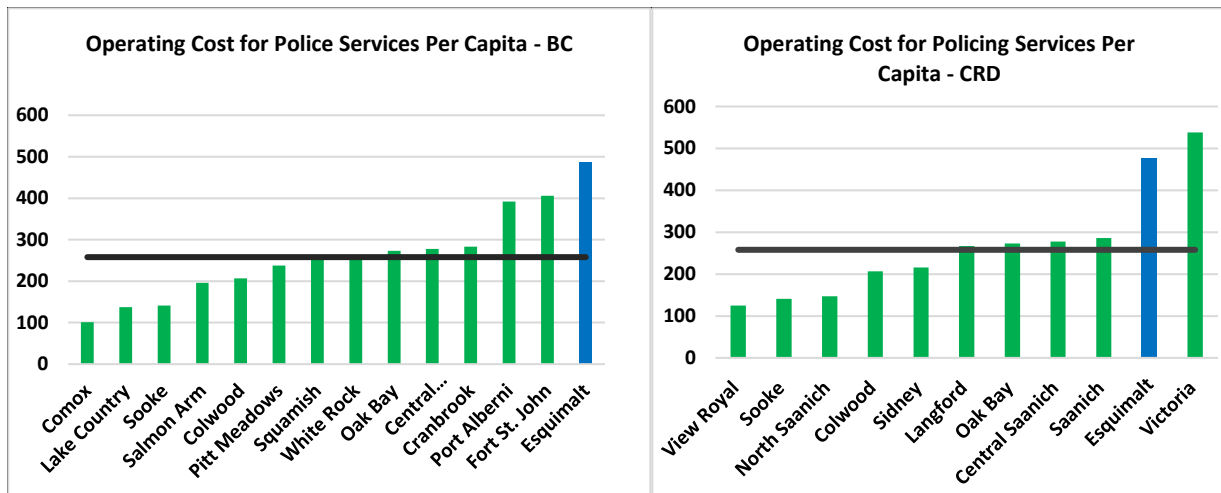


Service Area: Value for Money

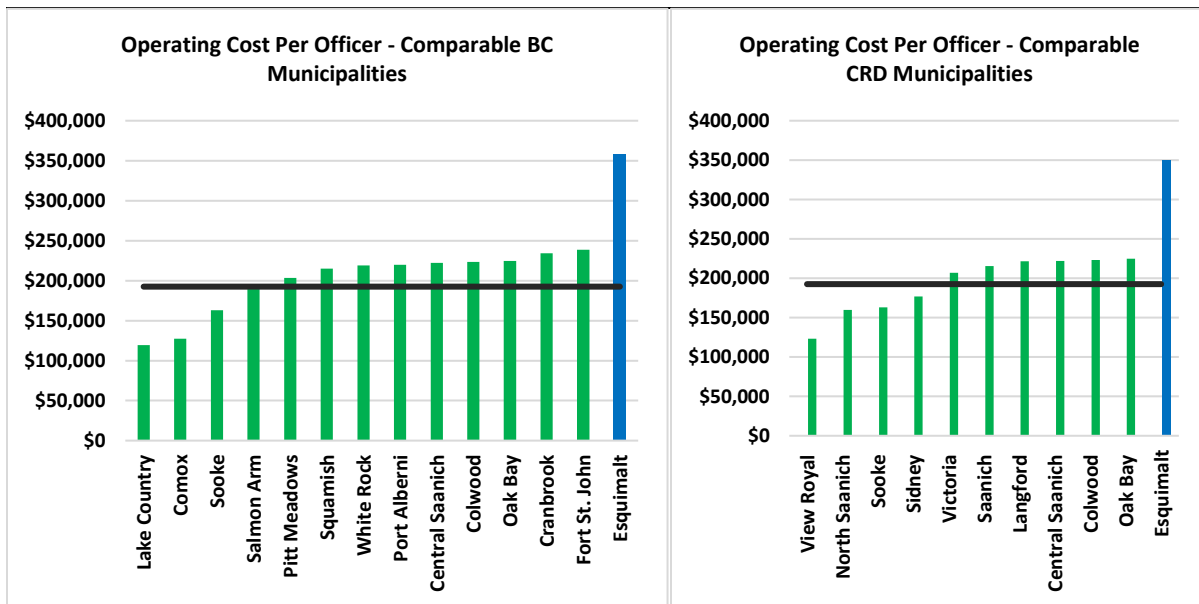
Information provided by VicPD provides significant insight into four of the lines of service provided by VicPD (Prevention, Response, Community Well-Being, and Public Trust). One area not sufficiently reported on through the available information is the 'Value for Money' provided to the Township of Esquimalt by VicPD. As such, additional analysis was conducted. Comparisons were made between 13 comparable municipalities across both the CRD and British Columbia, all of which have populations of 15,000 – 25,000 residents. The following graphs provide the municipal comparative analysis.



Esquimalt has the second highest total annual operating costs among comparable jurisdictions in B.C., falling in between Fort St. John (having the highest) and Port Alberni (having the third highest). Esquimalt ranked fourth highest among CRD municipalities.

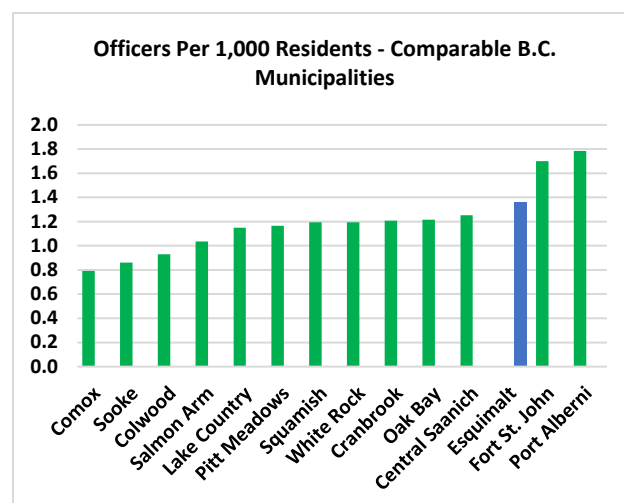
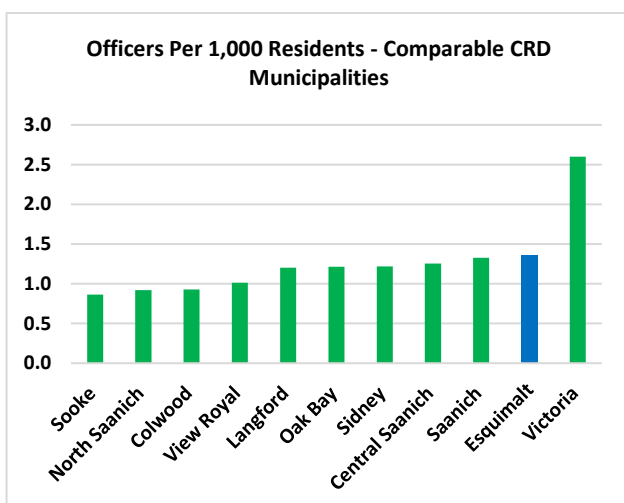


The operating costs per capita for Esquimalt were the highest among comparable municipalities.



Esquimalt has the highest total operating costs per officer in the CRD and across comparable B.C. municipalities.

In addition to the overall operating cost analysis, a comparison of service levels provided by comparable municipalities was conducted. As depicted in the graphs below, Esquimalt ranks high in terms of the number of Officers per 1,000 residents with comparable municipalities in the CRD and British Columbia. This high number indicates a high level of service.



Saanich, Esquimalt and Victoria have the highest operating cost of police services per capita within the CRD.

6.7 Summary of Findings

The comparative analyses provided in this section of the report were shared with the community through information boards, as well as embedded into the online survey to help inform respondents about the cost burden for policing services to similar sized jurisdictions. Overall, key findings of the comparative analysis indicate a relatively high operating cost for police services in Esquimalt, both total and per capita, across the Capital Regional District and across B.C. municipalities.

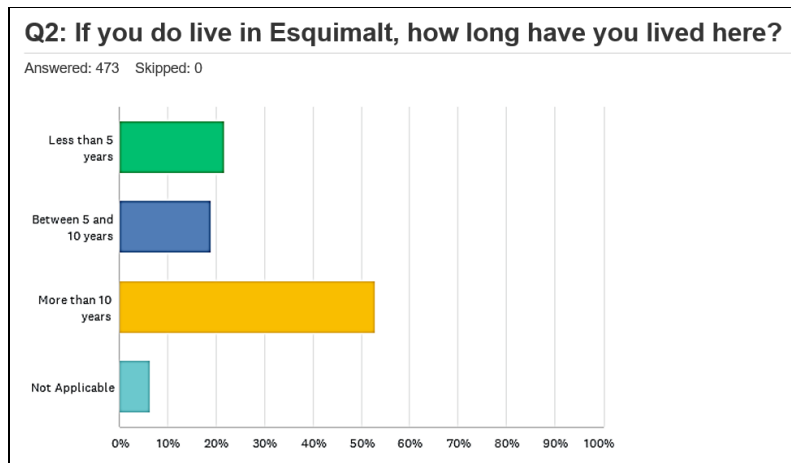
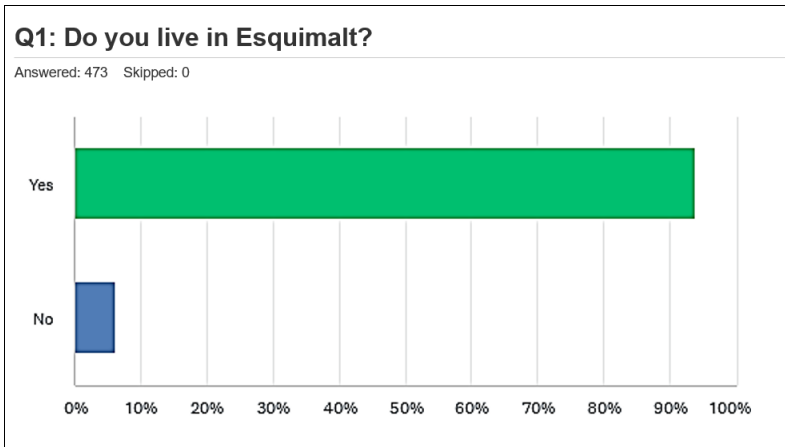
7. Community Engagement – What We Heard

Residents and business owners of Esquimalt were notified of the Community Policing Engagement Strategy through the Esquimalt Community Connections newsletters in the fall of 2021 and the spring of 2022. Outreach to the community was conducted through the Township of Esquimalt website, social media platforms, as well as through emails and a mass mailout to all residents.

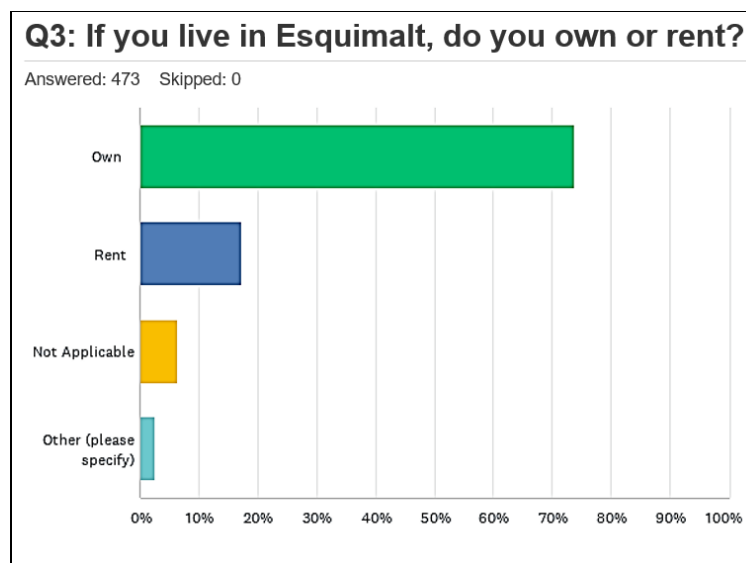
Community engagement largely took place between April 24 and May 20, 2022. In addition to an online survey, there were seven focus group participants with representatives from key sectors of the community including education, marine industry, residents, seniors and not-for-profits. Six one-on-one interviews were also conducted. An estimated 50 individuals participated in the open house and information booths.

7.1 Survey Respondent vs Community Profile

Paramount to the Community Policing Engagement Strategy was ensuring that the input collected came directly from stakeholders most impacted by police services in Esquimalt. Esquimalt residents provided 94% of the 473 responses to the online survey. Of the respondents who indicated that they live in Esquimalt, over 53% have lived in the community for more than 10 years. In addition, 33% of survey respondents work or own a business in Esquimalt.



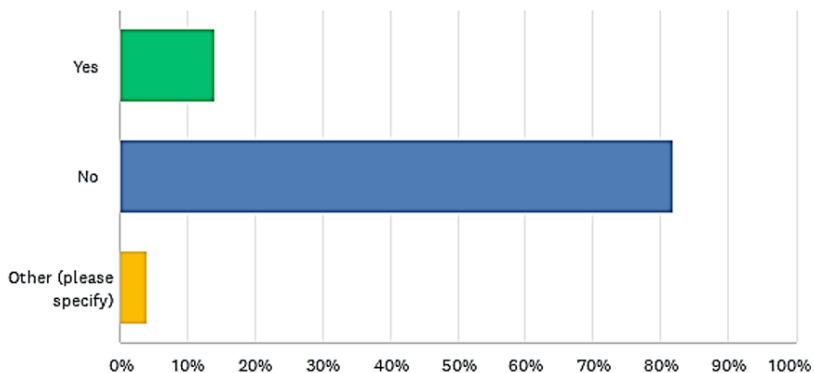
There was a higher representation of homeowners that responded at 74% versus those that rent at 17% as compared to the community profile of the ratio to homeowners and renters as being approximately 49% homeowners versus renters at 51%.



There was a relatively low response rate from individuals that have household members attending schools in Esquimalt with 14% having a family member in the Victoria Public School District #61 system in the community. However, it is recognized that the survey was targeted to residents and businesses in Esquimalt – the four public schools in Esquimalt have a far reach across the Greater Victoria Area in terms of where students that attend these schools reside.

Q6: Do you have any household members that attend school in Esquimalt (Rockheights Middle School, Esquimalt High School, Macaulay Elementary School, L'ecole Victor-Brodeur)?

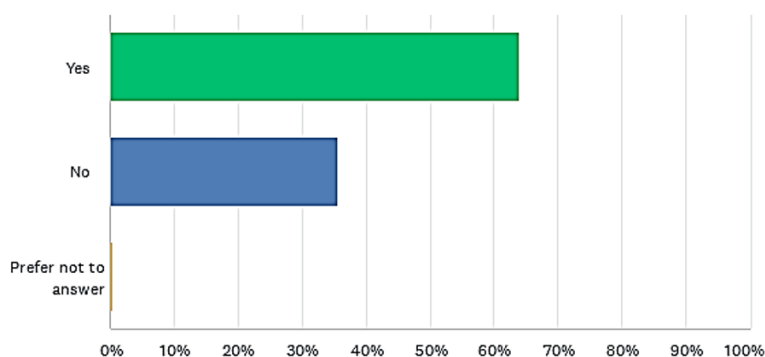
Answered: 464 Skipped: 9



Almost 65% of respondents had a direct interaction with VicPD over the last 10 years. Of these respondents, 62% were satisfied or very satisfied with the interaction. That said, the survey did not probe into the nature of the interaction (victim of crime, proactive community patrols or programming).

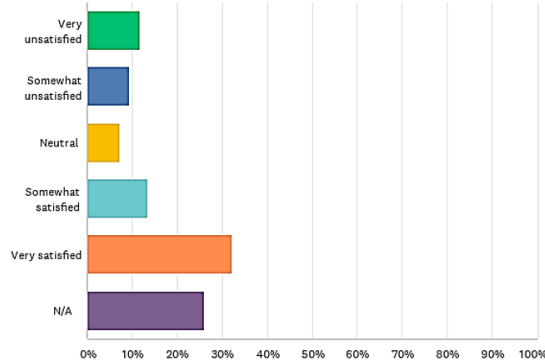
Q21: In the last 10 years, have you had any direct interactions with the Esquimalt division of the Victoria Police Department?

Answered: 416 Skipped: 57



Q23: Generally, how satisfied were you with your interaction(s) with policing services (in terms of timeliness of response, quality of service, respect received, etc.)?

Answered: 385 Skipped: 88



7.2 Survey Findings

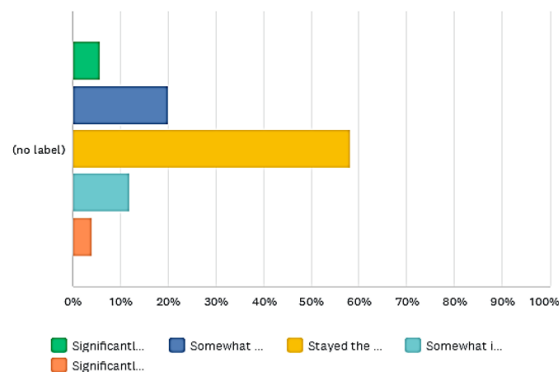
The online survey was specifically designed to sequence questioning to both inform respondents about personal and community safety, as well as the current FA regarding policing services. It was understood at the outset that the general population may not understand the complex nature of the policing model and the funding formula. The information provided in the following sections are intended to inform Council regarding baseline information.

7.2.1 Feelings of Personal and Community Safety

Feelings and perceptions of personal safety were analyzed to understand a baseline of the current perceptions of individual safety. This information is augmented with comments that are summarized in section 7.2.5 of this report. Of the survey respondents, 58% indicated that they feel that their personal safety has stayed the same over the last five years, and an additional 16% indicated that their feelings of personal safety have increased or significantly increased. Residents were also asked about whether the visual presence of policing in Esquimalt contributed to their feelings of personal safety. 30% of survey respondents indicated that they do not notice the presence of police, with another 35% feeling that police presence somewhat contributed toward personal feelings of safety.

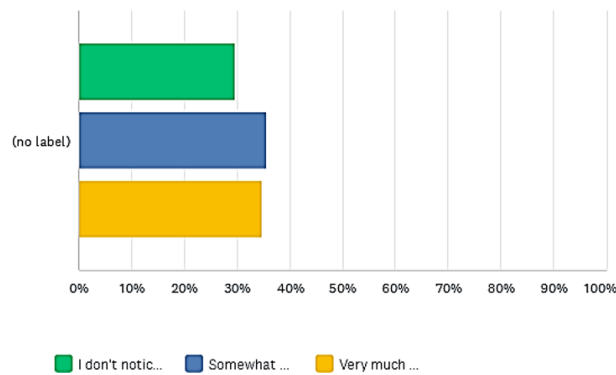
Q13: In the last five years, have your feelings of personal safety increased, decreased or stayed the same?

Answered: 424 Skipped: 49



Q14: Does the visual presence of policing in Esquimalt contribute to your feelings of personal safety?

Answered: 418 Skipped: 55

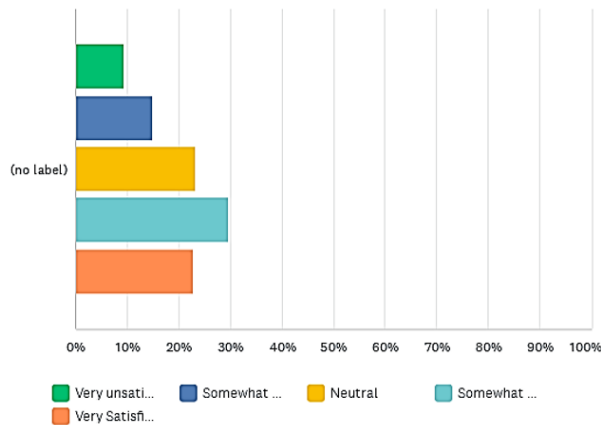


7.2.2 Service Satisfaction

Satisfaction with police services can be influenced by the degree to which an individual has had direct or indirect interactions with community police services. Service satisfaction can also be influenced by media and other secondary information sources. The survey results indicate that over 52% of respondents are satisfied or very satisfied with the level of policing services, with another 23% being neutral. Satisfaction with the level of service was generally higher for those that have lived in Esquimalt for more than five years.

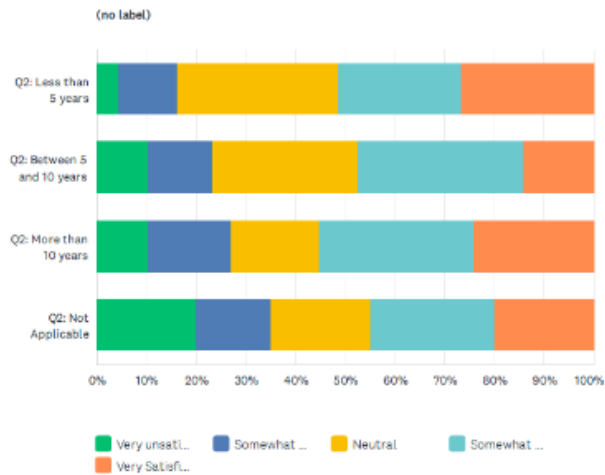
Q18: How satisfied are you with the level of service for community policing in Esquimalt?

Answered: 417 Skipped: 56



Q18 How satisfied are you with the level of service for community policing in Esquimalt?

Answered: 417 Skipped: 56

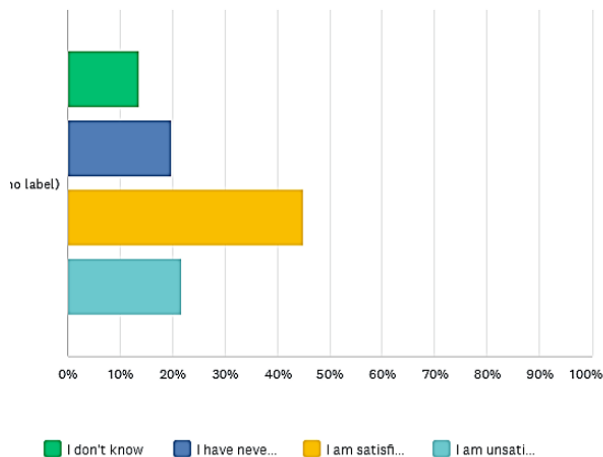


7.2.3 Knowledge and Perception of the Agreement

In regards to awareness of the FA that governs the provision of policing services to the Township of Esquimalt by VicPD, 16% of respondents report being very aware of the Agreement and 25% report that they are not at all aware or somewhat unaware of the Agreement.

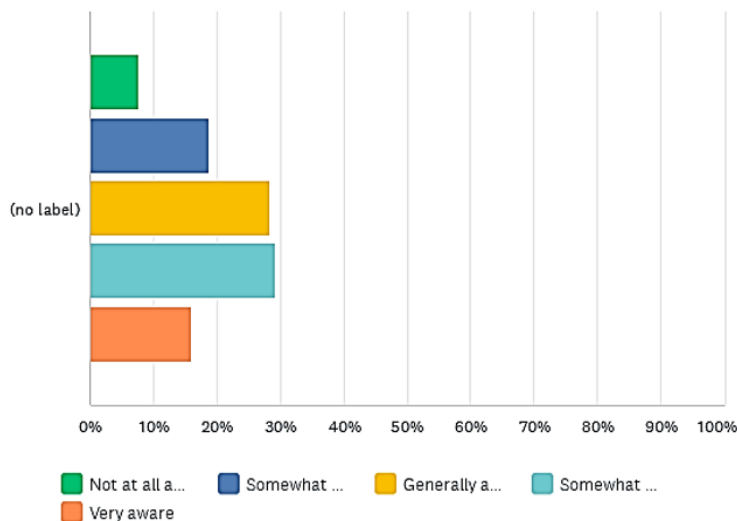
Q24: Based on your experience, do you think that the policing services provided to Esquimalt is adequate?

Answered: 405 Skipped: 68



Q16: How aware are you of the agreement that governs the provision of policing services to the Township of Esquimalt by the Victoria Police Department?

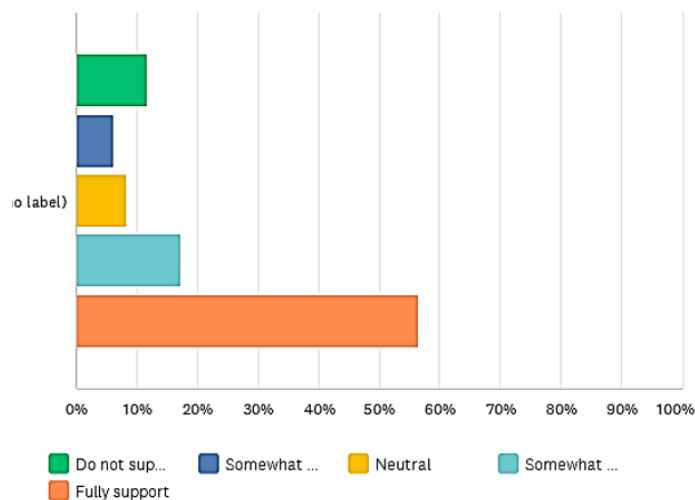
Answered: 417 Skipped: 56



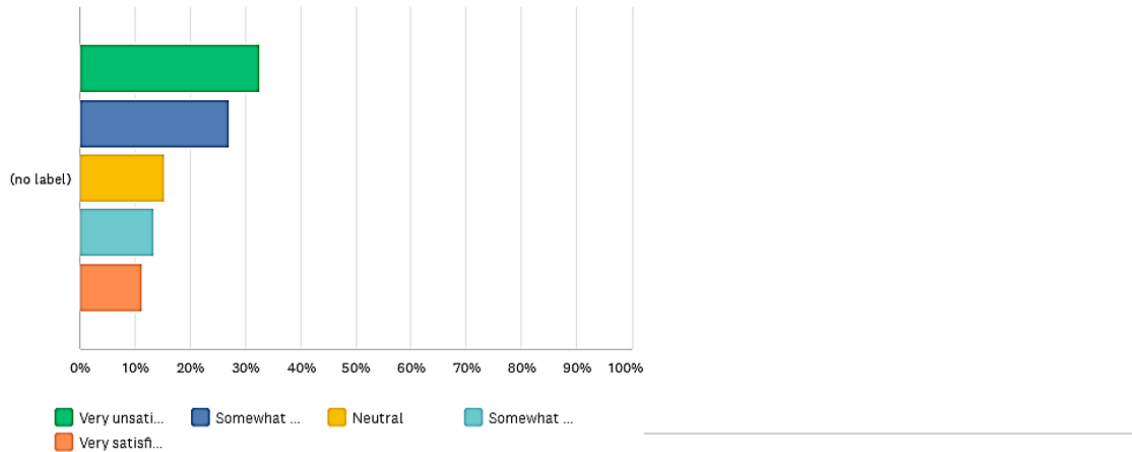
The awareness level and satisfaction with the policing services was further assessed through a question on perception of value for money. 33% of respondents are very unsatisfied with benefits and costs of policing services, and 27% report being somewhat unsatisfied. Overall, there is a high degree of support (74% somewhat or fully supporting) for Esquimalt Council to further review alternative policing models as part of the renewal process. An additional 8% were neutral on this question. Further commentary on the reasons for support are provided in the open-ended answer summaries below.

Q20: To what degree do you support Esquimalt Council to further review alternative policing models as part of the agreement renewal process?

Answered: 409 Skipped: 64



Q19: Value for money is your perception of how much benefit you receive from community policing versus the cost that you pay as a resident or business owner, either directly through taxes or as a renter and worker where these costs are paid for by others for your benefit. How satisfied are you with the value for money from community policing?



7.2.4 Summaries of Qualitative Input Questions of On-Line Survey

Qualitative research was conducted to gather input from Esquimalt residents and business owners through open-ended survey questions, individual interviews and focus groups providing insight from participants to give decision-makers a more complete understanding of their perceptions and level of satisfaction with the current agreement. These opportunities afforded participants the opportunity to express their thoughts and feelings in their own words and in some cases, permitted in-depth probing of participants to understand different perspectives. Qualitative research is valuable because it captures a range of opinions and ideas and, in combination with quantitative research, provides a balanced approach to community engagement.

1. *What factors contribute to your feelings of safety (Question #8)?*

Survey respondents were asked to explain what factors contribute to their feelings of safety, with 363 comments received in response. Nearly a third of all responses mentioned the degree of illumination or light, including 78 indicating that adequate lighting makes them feel safe, 13 indicating that dark areas or darkness make them feel unsafe, 13 commenting that they feel safer going out in the daylight and three mentioning that they don't feel safe going out at night. Other environmental factors that impact respondents' feelings of safety include the presence of cameras, good sight lines and high visibility, and businesses and street fronts being open.

After adequate lighting, having people around was the second-most mentioned factor contributing to respondents' feelings of safety. 69 responses mentioned that having people around made them feel safe, 11 indicated that isolated areas or being alone makes them feel unsafe, and five respondents shared that having a dog or companion contributes to their feelings of safety.

Many respondents (54) commented on the impact that homeless, drug-addicted, unstable, unpredictable or threatening individuals have on their feelings of safety, with two mentioning that the existence of social services contribute to their feelings of safety. 17 respondents feel safer when civic infrastructure and community surrounds are well-maintained, with six feeling unsafe when the same are not well-maintained or when they observe unkempt properties.

Police presence was often mentioned as a factor contributing to respondents' feelings of safety. 38 comments indicate that the presence of police makes them feel safe, further supported by the 11 that mention the absence of police presence makes them feel unsafe. Some respondents said that police presence makes them feel unsafe, while others mention that their feelings of safety depend on the appropriate degree of presence. Nine respondents identified police responsiveness as a factor in making them feel safe, eight mentioned proximity to help, and eight commented on quality policing impacting their sense of safety.

30 respondents identified the Township's friendly and welcoming vibe, its quiet nature, and its smaller population, as contributing to their feelings of safety. 17 feel that knowing their neighbours contributes to them feeling safe.

12% of respondents shared traits unique to their individual circumstance, or within their control, make them feel safe. This includes being male, special training, maintaining safe practices, carrying a cell phone, personal awareness and intuition. Conversely, ten respondents mentioned their age, ability and/or gender, as a contributing factor to them feeling unsafe, including being a woman, being disabled and being a senior citizen.

Respondents' personal experience with crime or the police is another factor in their feelings of safety. 22 stated that they feel safe as they have not been impacted by crime, with five others citing that personal experiences with crime have left them feeling unsafe. Two respondents cited previous negative experience with police as making them feel unsafe. There is nearly an even split between those who expressed that their knowledge/understanding of local crimes makes them feel safer, with those who feel less safe as a result of hearing about crime in the community.

Feelings of safety are impacted by the area of town that respondents live or visit, as well their familiarity with a given area. While some feel safe because their homes are secluded, others feel safe living in a more central area. As for specific areas of concern, respondents identified sections of the E & N Trail, industrial areas, downtown Esquimalt, Esquimalt Plaza and Saxe Point Park.

A few respondents mentioned that their confidence in the prosecution of offenders makes them feel safe, while others say their knowledge of the justice system's limitations have a negative impact on their sense of safety. Other factors mentioned once or twice in relation to feeling safe include less bars, lower traffic speeds, and the presence of the Fire Department. Factors mentioned once or twice in relation to people feeling unsafe include the Township's Administration, proximity to Victoria, racism and wildlife.

Many respondents identified Esquimalt's low crime rate as making them feel safe, with 35 sharing that they perceive the area as safe, and nine indicating that Esquimalt is safer than Victoria. Five respondents commented that they are less satisfied with policing now than before, and two believe it is better than before.

2. Do you have any thoughts to share about how community policing or other community supports could enhance your feelings of safety in Esquimalt (Question #11)?

288 comments were received in response to the above question, including suggestions, positive feedback, negative feedback and specific concerns. The most commonly shared suggestion, a full 15% of all suggestions made, were from respondents wanting to see more patrol officers out of their vehicles, with the majority of those wanting more officers on bikes, especially to patrol the Township's parks.

Another primary theme (30 comments) was the desire to have officers further integrated into, and interacting with, the community. Many respondents would like to see meaningful and on-going relationships built between community members and the officers serving in Esquimalt, with some expressing a desire for officers who live within the community and others commenting on the importance of officers who have intimate knowledge of the people and problems facing the community. It must be noted, however, that while there is a marked desire for officers to be involved in the community, many respondents would like to see that involvement be in a more friendly, unofficial and (as was mentioned in four comments) unarmed capacity. Three suggestions called for the re-instatement of the school liaison officers, and multiple respondents mentioned the important role of other types of community-based liaisons.

As for more official police presence, 52 respondents called for greater police presence, wider coverage and/or more officers out after dark. A handful of respondents, however, state that police presence makes them feel unsafe and they would like to see less of it. One respondent feels strongly that Esquimalt is over-policed and would like there to be less officers in general. In terms of wider coverage, respondents mention the need for 24/7 service, a police station that is local and accessible to citizens, more presence within Esquimalt's parks and additional traffic enforcement measures.

Beyond policing itself, nine respondents would like to see the Block Watch Program enhanced or revitalized, and five respondents commented on the potential benefit of expanding Bylaw presence and enforcement within the Township.

Other less common suggestions included a change to Township Administration, communicating patrol routes and intervals, funding specific activities and initiatives to enhance safety, more secure cycling infrastructure, and improving the quality of policing, responsiveness, and the judicial system to keep offenders off the streets.

Of the positive feedback received:

- 16 respondents support the current model of policing,
- 11 respondents appreciate seeing officers interact with the community,

- 10 respondents are satisfied with the current degree of police presence,
- Nine respondents feel safe, and
- Four respondents shared specific positive experiences with the police service.

Of the negative feedback received:

- 21 respondents commented on the lack of police presence, while five feel there is too much.
- 12 respondents do not feel that the current model of policing is working.
- Five respondents do not feel that they and/or the community have personal relationships with the officers.
- Four respondents shared specific negative experiences with the police service.

Respondents had concerns about responsiveness, the use/abuse of power, the Police Board, the impact of budget restraints, the detachment being inaccessible/closed, and the presence of homeless/addicted individuals.

3. Do you have any thoughts to share about how policing or other community supports could enhance your personal feelings of safety (Question #15)?

243 responses were received for Question 15—many of which are closely aligned with and reflect the suggestions and comments made in response to Question 8 and 11.

In terms of suggestions, there were more calls for officers on bike and on foot, a desire to see the Block Watch Program prioritized, and the need for better integrated and resourced social service and mental health supports and programs. Some respondents would like to see more officers, more financial support for policing, more traffic enforcement, and a stronger police presence with more frequent and wider spread patrols, especially at night. Others call for Esquimalt to reduce funding for the police, some suggest diverting resources towards community programs, and a few would like to see improved sidewalks, lighting and traffic calming. Two respondents call for the creation of a Regional Police Service, with another suggesting a return to dual-role Police and Fire. One respondent suggests that the reserve constable program be based out of Esquimalt and their deployment be encouraged within the Township, and another asks that Esquimalt Council provide “as much data as possible so we can be knowledgeable about the financial costs and social order/sense of safety costs when deciding on how Esquimalt is policed.”

4. Is there anything you would like to share about your experience with community policing in Esquimalt (Question #26)?

207 responses were received for Question 26 and again included suggestions, positive and negative feedback, and some specific concerns. The most frequently received suggestions were to continue funding the police service (seven comments), to divest and fund community needs (five comments), and to create a Regional Police Force (six comments). Five respondents communicated the need for more

information, specifically around comparing costs, three called for a larger bylaw force and two would like to see the police funding reduced.

30 respondents expressed their support for the current service and/or policing model, with another 10 expressing their general satisfaction with how things are today. 21 respondents shared a positive experience or sentiment about the Esquimalt police service.

10 respondents do not support the current policing model, seven expressed dissatisfactions with the current police service, and four stated that they are less satisfied with the service now than they used to be. Eleven respondents expressed concern or dismay over the current after-hours/weekend service and/or issues with their ability to access support over the phone.

Fifteen comments expressing concern or dissatisfaction with the survey tool were received, with some feeling that the survey was biased and may not accurately reflect citizens' opinions and perspectives. Others are concerned that the implications of reviewing and possibly amending the existing police model have not been effectively explored and explained.

Other concerns include the lack of police presence, funding as it relates to policing in Esquimalt, the detriment of having the RCMP provide police services, response times, lack of resources, the justice system, fear mongering by the media, and concerns around Township and Police executive and administration.

7.3 Focus Groups

Many participants in the focus groups shared a general desire for additional information regarding the funding formula used to determine Esquimalt's portion of the annual VicPD police budget. They expressed the perception that a deeper level of analysis and data reporting is required to determine an Esquimalt-specific policing model. Participants shared that clear communication on police-related issues and updates specific to Esquimalt are at times absent but considered necessary. Overall, the perception of community policing and feeling safe in Esquimalt was highly correlated to a sense of community and community connectedness. Another commonly heard desire was for higher visibility of police in non-emergency situations and/or interacting with the public in schools, parks and community events.

7.4 Open House

An open house was held on May 4, 2022, and was attended by approximately 50 individuals, the majority of whom live, work or own a business in Esquimalt. Attendees reviewed information boards and were encouraged to ask questions and dive deeper into the information with four senior administrative staff from the Township of Esquimalt and three consultants from Neuquinn Consulting. Much of the discussions related to the cost of policing in Esquimalt, as compared to other municipalities, and there was a general sense of dissatisfaction with the value for money for community policing in Esquimalt. Attendees generally supported Esquimalt Council in conducting a further review of alternative policing models as part of the agreement review process.

7.5 Interviews

Six one-on-one interviews were conducted with representatives from key sectors of the community including local business, education, military, law enforcement, veteran's care and not-for-profit. A seventh interview was conducted with an engaged member of the local community (a 20-year resident of Esquimalt).

Generally speaking, the individuals interviewed feel that crime is not a particularly big issue in Esquimalt and they believe it to be a safe place to live, work and conduct business. 'Social disorder' disturbances are identified as the most visible and pressing issue as it relates to community safety and was repeatedly acknowledged as one that creates a significant challenge for effective local policing. Other issues identified include traffic safety and dangerous driving, as well as the proximity to downtown Victoria and the impact and burden of an increasing population density within the Township.

Nearly all of the interviewees commented on how social connectedness, community development, and/or interpersonal engagement, are critical facets of public safety. Many shared that while local policing can contribute to their overall feelings of safety, it is but one of many factors.

Most interviewees feel that the level of policing in Esquimalt is adequate for the size and nature of the community, and those who report an absence of visible police presence often referenced the negative impact this has on effective community building, rather than its impact on effective law enforcement. One interviewee explains this as, "not an issue of too few officers but more a weakness within the current business model that values response to calls for service more than community relationship building."

All interviewees support exploring a more cost-effective service delivery model for policing in Esquimalt, as many question whether the current costs related to the structure of policing for the Township represent a positive value proposition. Rationale for this support includes the desire to strike a fairer deal for the Township, the need for meaningful ROI measures in order to truly evaluate the value for money proposition, and the belief that all publicly funded institutions owe a duty of explanation around budgets and expenditures to the communities they serve and the corresponding sponsoring government body. A concern shared repeatedly was that the high costs of policing could be distracting from the efforts and investments required to meet the larger social and community development needs within Esquimalt, and that the high cost does not justify the limited role that the police service currently plays within the community.

Another concern expressed includes whether the current framework agreement was adequately structured around appropriate expectations for financial accountability, cost justifications performance measures, or dispute resolution mechanisms. Several interviewees also reference the recent proposal to BC Police Services Act reforms and wondered whether the Township should wait to see how or if the reports recommendations will be activated.

Many of the interviewees report having a positive relationship and high level of satisfaction with the existing police service, although some issues in regards to police response (or lack thereof) were also reported. Some jurisdictional challenges were noted, both with the RCMP and the Military Police. Several individuals commented on their appreciation and support of the Community Resource Officer program, and for time and energy that local officers have contributed to not-for-profits within the community, including at the Rainbow Kitchen.

8. Recommendations and Next Steps

Based on the comparative analysis and community feedback through the Community Policing Engagement Strategy, the following are recommended next steps for Esquimalt Administration and Council consideration. These recommendations are not mutually exclusive and may be addressed concurrently or separately as a menu of options to further advance discussions with the Police Board, Council, the Province of British Columbia, and the community.

8.1 Recommendation #1: Provide notice to the Province of B.C.

Provide notice to the Province of B.C. of the Township's desire to Elect Not to Extend the current Agreement under Section 2.3 of the Framework Agreement set to expire December 31, 2023, including rescinding the 2002 Order in Council amalgamating Victoria and Esquimalt police departments

The foundational purpose of the Community Policing Engagement Strategy, as directed by the Township, was to seek public input on whether there is support from the community to look at other police service and funding models. The quantitative and qualitative data from the community engagement indicates a strong desire for further analysis to explore alternative models and funding systems. While developing options for alternative models or funding formulas are outside of the scope of the Community Policing Engagement Strategy, it is recommended that a second RFP process be initiated to retain the expertise for a second phase based on the evidence presented in Section 7 of this report, and to support recommendation #2 and #3 below, including shared costs with the Province of B.C.

8.2 Recommendation #2: Zero-Based Review

Conduct a Zero-Based Review to determine actual costs and resource allocations for the future policing model

Through the planning and execution of the Community Policing Engagement Strategy, it was revealed that there is a lack of information and data available on the actual resourcing costs for the services provided to the Township of Esquimalt (i.e., staffing levels, overtime rates, operational costs, uniforms, capital equipment, etc.). A comprehensive breakdown of all expenditures to specific lines of service is similarly unavailable. Another unknown is to what extent have VicPD officers, assigned to Victoria, provided assistance to the Esquimalt Division.

It is acknowledged that some of this resource allocation information has not been collected due to the challenges associated with the topographic nature of the area and the close proximity of neighbouring communities and municipalities. It was noted in focus groups and interviews that vacancies for periods of time have occurred, particularly with the school liaison officers positions in recent years.

A zero-based review would help inform an evaluation of the existing Agreement by helping Administration understand what an appropriate funding model for a relatively small municipality would look like, including costs for the actual services provided. In order to undertake a zero-based review, all expenditures associated with the actual staffing costs from a year prior,

aligned with the service benefits achieved, would need to be undertaken to determine how closely the current funding model meets the needs and benefits of the community.

8.3 Recommendation #3: One-Time Funding

Request the Province provide one-time funding of up to \$150,000 for the Township of Esquimalt to conduct the Zero-Based Review

The work noted in recommendation #2 will represent an additional cost to the taxpayers of the Township of Esquimalt. Given that the existing arrangement is the result of direction provided by the Province – which led to the creation of a unique governance structure and Victoria/Esquimalt being the only one of thirteen municipal police forces to amalgamate and report to a joint Police Board - it is recommended that the Province provide funding for the review process to avoid burdening Esquimalt with additional costs. The amount calculated is based on a one-year term for a full-time FTE (including salary and benefits) and/or a dedicated consulting team.

8.4 Recommendation #4: Police Reform Act

Explore the ‘Reforming Police Act’ report

Since December 2020, the Province, through a Special Committee on Reforming the Police Act, has been inquiring into and making a number of recommendations to the Legislative Assembly on reforms related to the modernization and sustainability of policing under the Police Act.

With a report from the Province released in April 2022, there has been significant discussion on the equity of policing costs across the Capital Regional District. In particular, there was an acknowledgement of the benefits received from having a capital city with a vibrant downtown core and tourist hub that spreads economic benefits across the region. It is worth noting during engagement the consulting team heard support for a future cost sharing model among the region to assist VicPD with the related police service costs that ultimately support the CRD, and the desire to further explore a regional service for the future. The consultancy team recommends Council consider the recommendations from the Province of B.C. and provide a formal response.

8.5 Recommendation #5: Communicate to Community

Communicate to the community the status of the current Framework Agreement and associated future work regarding an Esquimalt police model

Through the Community Policing Engagement Strategy, residents were informed about the current FA and funding model. The results of the engagement with the community were highly conclusive in terms of support for a further discussion of value for money and the services provided for community policing in Esquimalt. It is recognized that community engagement is a complex issue, such as community safety and policing services, and can be challenging. Continued communications with residents on the status of the discussions with the Province through the Current newsletter, website updates and social media are recommended.

8.6 Recommendation #6: Results-Based Accountability

Consider application of Results-Based Accountability to future on-going community surveys

The information collected through the Community Policing Engagement Strategy regarding perceptions and feelings of personal and community safety, can be used as a baseline for community surveys in the future. Using a Results-Based Accountability (RBA) lens, it is suggested that the focus of the Community Policing Engagement Strategy was quite narrow, and that the Township would benefit from a more broad and open approach to evaluating overall community priorities and outcomes around happiness, health and well-being. To take an RBA approach, it is recommended that this work be undertaken in collaboration with community social service and support agencies to better recognize that no one service provider supports community safety alone, and that a collective approach to supporting residents and businesses will provide a more holistic view of where to direct future investments.



NEUQUINN

CONSULTING

Caring-Connected-Communities

- Township of Esquimalt
- Committee of the Whole Report
- For the Meeting of June 20, 2022

Council 2019-2023 Strategic Priorities Plan

“efficiently and effectively provide local services and infrastructure”:

Work to achieve equitable costing and optimization of policing in Esquimalt:

- *Explore all possibilities to ensure compliance with Victoria and Esquimalt Police Framework Agreement*
- *Review all alternatives for provision of police services to the community*
- *Clarify and establish Esquimalt position on the Framework Agreement with Victoria & Esquimalt Police Board*

Esquimalt Community Policing Engagement Strategy

Order in Council
amalgamating police
services

2003

2011

Request to have RCMP service was not
supported by the Solicitor General =
current Framework Agreement (FA)
expires December 31, 2023

FA Notification
period

Fall 2022



Our process and methodology

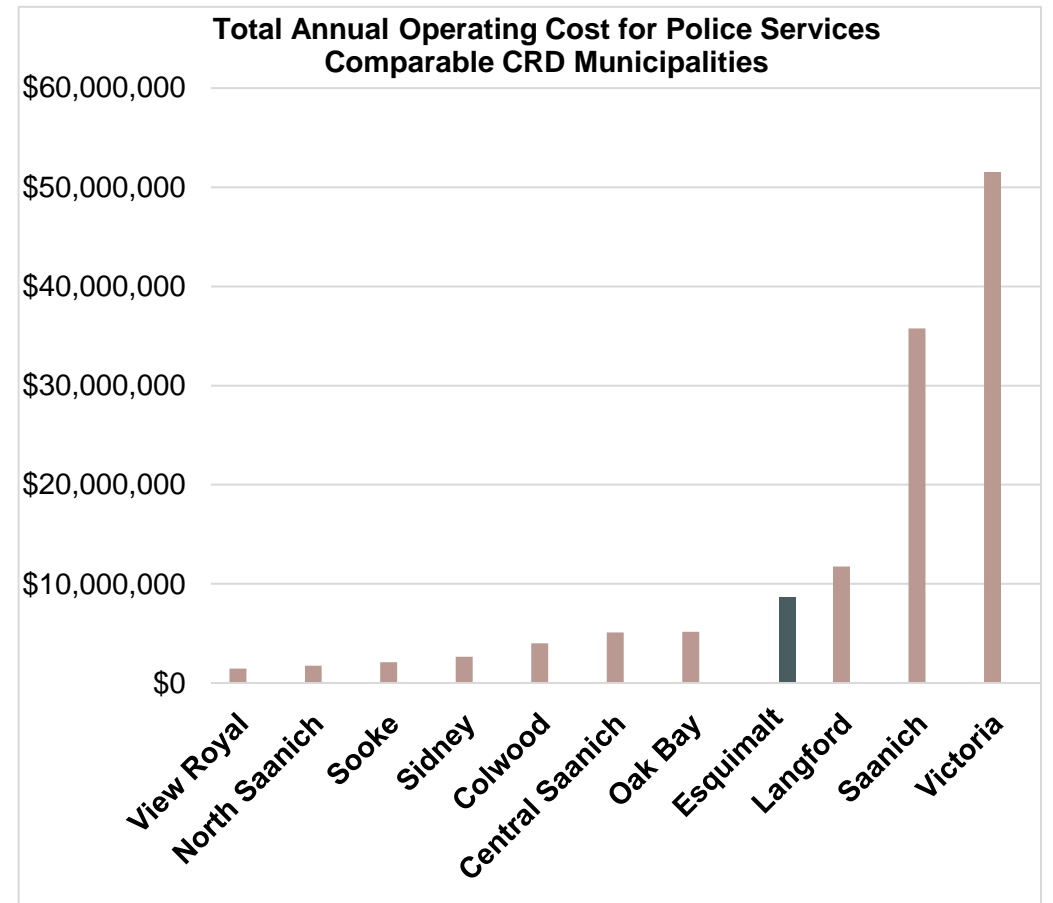
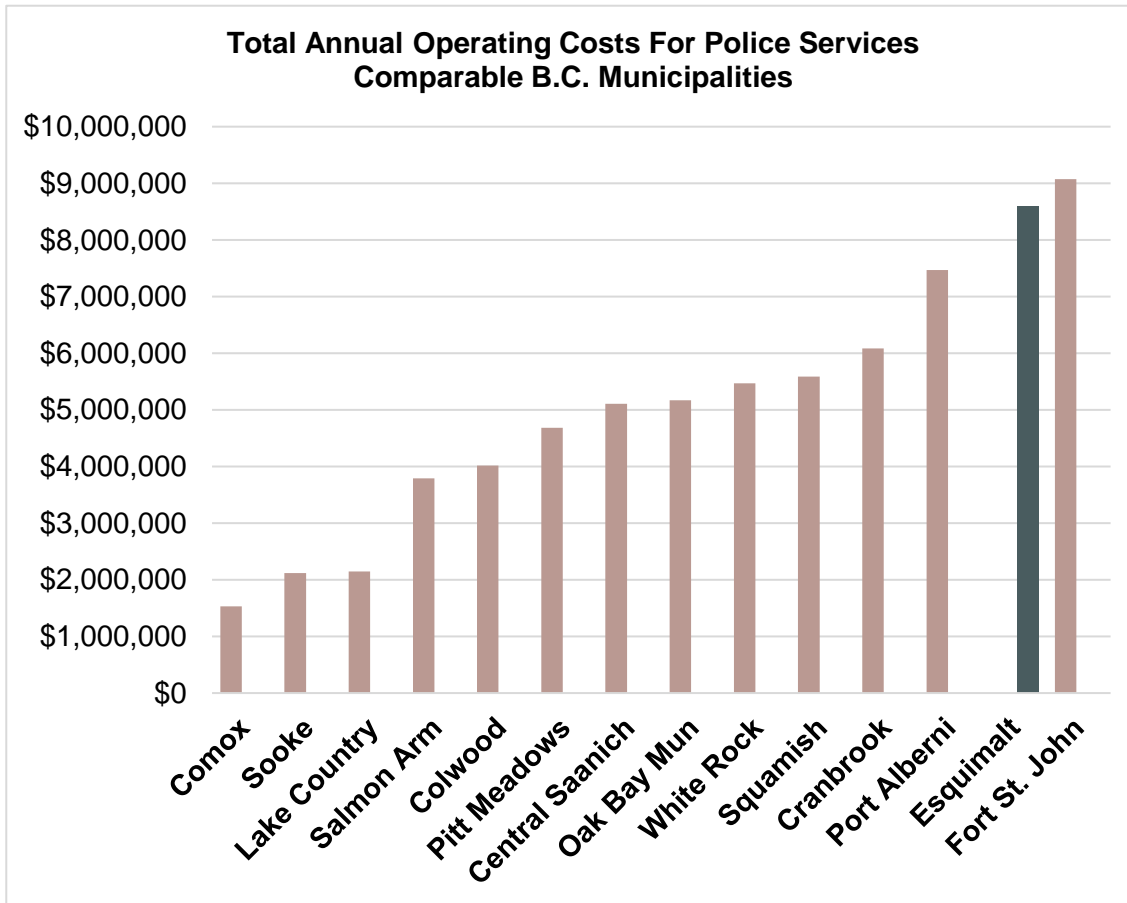
Assessing community experience with community policing services

*Research, analysis and what
we heard*



Value for Money

***13 comparable municipalities across
British Columbia with populations between
15,000 – 25,000 residents***

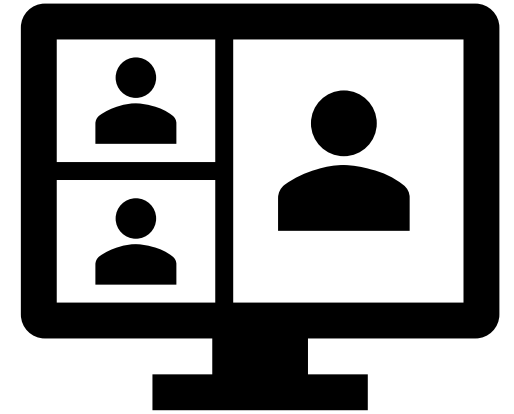


- 9,800 post cards mailed
- 8,700 Current Newsletter - online & print Nov & April
- Over 450 Web page view
- 4,800+ Facebook reach
- 6,200+ Facebook ad impression
- 650+ Twitter impressions
- 400+ Instagram posts

9,800

Post cards mailed

Community Engagement



473 survey respondents



6 individual interviews, 3 Focus Groups

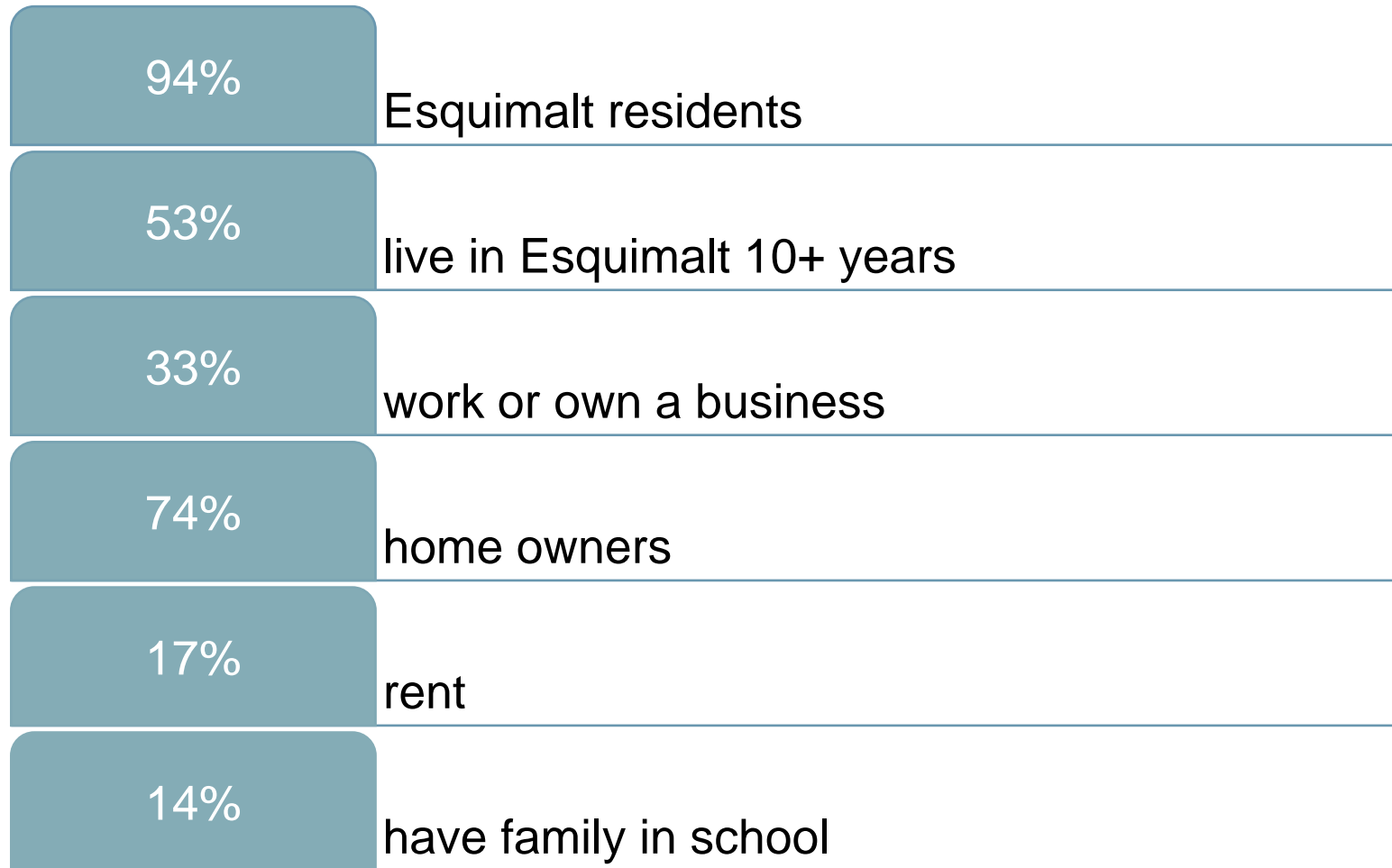


Estimated 50 Open House attendees

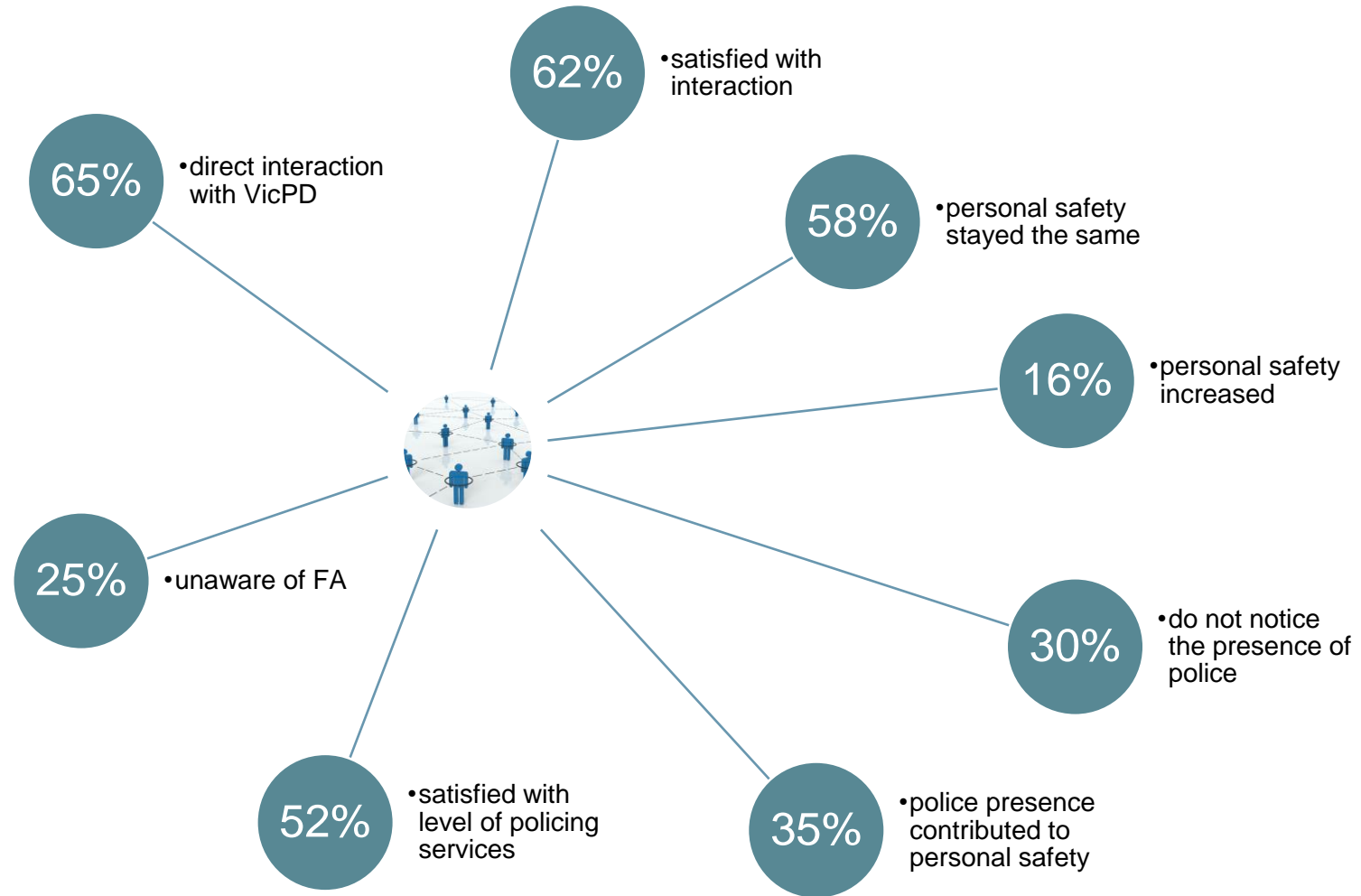


1,101 comments from 4 survey questions

473 Survey Respondents



473 Survey Respondents



Perception of Value for money

33% are very unsatisfied
with benefits and costs of
policing services

27% report being somewhat
unsatisfied

8% were neutral on this
question

74% support further view

We heard... *perception of community policing and feeling safe in Esquimalt was highly correlated to a sense of community and community connectedness*

What contributed to feelings of safety

- adequate lighting
- having people around
- presence of police
- a friendly and welcoming community

What could enhance feelings of safety

- officers further integrated into, and interacting with the community
- more out of their vehicle patrol, on bikes and in parks
- community watch programs such as block watch

What's needed

- additional information regarding the funding formula
- deeper level of analysis and data reporting
- clear communication on police-related issues and updates specific to Esquimalt
- higher visibility of police in non-emergency situations

What else we were told

- Esquimalt is a safe place to live, work and conduct business
- perceptions of safety to the "small town" lifestyle vs the presence of policing
- policing can contribute to overall feelings of safety, it is but one of many factors



Recommendations and Next Steps

Based on the comparative analysis and community feedback through the Community Policing Engagement Strategy, the following are recommended next steps for Esquimalt Administration and Council consideration.



Recommendation #1:

Provide notice to the Province of B.C.

Provide notice to the Province of B.C. of the Township's desire to Elect Not to Extend the current Agreement under Section 2.3 of the Framework Agreement set to expire December 31, 2023, including rescinding the 2002 Order in Council amalgamating Victoria and Esquimalt police departments



Recommendation #2: Zero-Based Review

Conduct a Zero-Based Review to determine actual costs and resource allocations for the future policing model



Recommendation #3: One-Time Funding

Request the Province provide one-time funding of up to \$150,000 for the Township of Esquimalt to conduct the Zero-Based Review



Recommendation #4: Police Reform Act

Explore the 'Reforming Police Act' report



Recommendation #5

Communicate to Community

Communicate to the community the status of the current Framework Agreement and associated future work regarding an Esquimalt police model



Recommendation #6

Results-Based Accountability

Consider application of Results-Based Accountability to future on-going community surveys

NEUQUINN

CONSULTING

Caring-Connected-Communities



CORPORATION OF THE TOWNSHIP OF ESQUIMALT

Municipal Hall
1229 Esquimalt Road
Esquimalt, B.C. V9A 3P1

Staff Report

File #:22-292

REQUEST FOR DIRECTION

DATE: June 2, 2022

Report No. P&R-22-007

TO: Laurie Hurst, Chief Administrative Officer

FROM: Steve Knoke, Director of Parks and Recreation Services

SUBJECT:

Public Art Policy

ESSENTIAL QUESTION:

Does Council wish to provide direction to staff and add additional information on Policy ADMIN-74?

RECOMMENDATION:

That the Committee of the Whole receive Staff Report No. P&R-22-007 for information, provide any additional direction to staff as the COTW considers advisable, and direct staff to prepare a report for Council's consideration.

BACKGROUND:

Staff presented the draft Public Art Plan (Appendix A) to Council and sought input at the Committee of the Whole (COTW) meeting, on January 17, 2022. At this meeting Council provided staff direction on the Public Art Plan. COTW members requested details regarding required budget, outline for the responsibility for art maintenance, methodology for engaging and collaborating with community groups, and reducing layers of bureaucracy in the process to ensure success of the proposed Art Plan. In response to this, staff have updated the draft Policy ADMIN-74 (Appendix B) to provide additional information for plan implementation.

ISSUES:

1. Organizational

Staff have updated Policy ADMIN-74 to facilitate implementation of the Public Art Plan. The intent is to create a framework and foundation that allows council, staff, volunteers and artists to navigate public art proposals. This recommendation is identified in the Public Art Plan and a draft flow chart has been included in Policy ADMIN-74 to ensure the process is clearly identified. This framework is the first step in creating a clear process for art proposals and approvals.

The Township has developed strong relationships with dedicated groups of volunteers. These

volunteers are extremely important and will have the opportunity to participate in the public art process. The goal is to continue to develop these relationships and support volunteers while investing in Public Art. Staff are developing checklists of requirements to assist processing art proposals. This will help staff expedite proposals and help reduce layers of administration. The intent is to foster creative activity and communicate guidelines to those submitting proposals. This recommendation is identified in the Public Art Plan.

Implementation of the Public Art Plan will require time. Staff will track Public Art Plan action items. It is anticipated that the strategic directions articulated in the plan will require several years to develop and refine. Policy ADMIN-74 will be reviewed annually and feedback will be sought.

Consultation with Esquimalt Together Against Graffiti (ETAG) working group indicates that public art in high traffic areas may reduce tagging and graffiti opportunities. Staff will work with ETAG to identify areas that may benefit from this approach. These areas will be identified and a call for proposals can be issued. Further to this strategy, staff will work with the Parks and Recreation Advisory Committee (PRAC) to recommend public locations, and appropriate use of park space for public art where it adds to the natural space.

Staff will prioritize art that is culturally significant to local areas.

2. Financial

The implementation of the Public Art plan will be phased over several years. Policy ADMIN-74 identifies approved funding sources. Funding will be subject to the annual budget process. Council will continue to set priorities and staff will present funding options to achieve the plan's objectives. It is recommended that dedicated staff resources be assigned to ensure the plan is implemented and supported. Adding these responsibilities to a current Parks and Recreation position in 2023 would be estimated at approximately \$18,000. This position is identified in Policy ADMIN-74 as the Arts and Culture Coordinator.

Council may consider a Small Neighborhood Grant Program as identified in the Public Art Plan. These grants would be used for temporary art, art activation and art education. Small neighborhood grants could be piloted to facilitate Art Plan objectives. Staff will submit annual supplemental funding requests that include public art projects during the budget process. The proposed value of the Small Neighborhoods Grant Program is estimated at \$10,000 annually and would include up to (5) \$1,000 for activities and a maximum of (2) \$2,500 for creative placemaking projects. The Arts and Culture Coordinator would oversee this program and provide routine updates on target outcomes identified in the Art Plan.

The above funding requests would be brought up as a part of 2023 budget discussions.

The TOE Local Grant Funding policy and process will remain in place. This includes funding for local art events and community lead initiatives. Staff would ensure these applicants do not receive more than one grant amount for the same local initiative.

The Townships Public Art Reserve is projected to have a balance of approximately \$90,000 at the end of 2022. This funding can be accessed through the appropriate approval process.

3. Communications & Engagement

Extensive consultation and engagement with the public was completed during the development of the Public Art Plan. Staff will engage on projects, proposals, and initiatives with Creative Placemaking Support Volunteers (CPSV) and PRAC. Public engagement on new projects will follow existing Township protocols.

ALTERNATIVES:

1. That the COTW receive Staff Report No. P&R-22-007 for information, provide any additional direction to staff as the COTW considers advisable, and direct staff to prepare a report for Council's consideration.
2. That the COTW provide alternative direction to staff.
3. That the COTW request further information from staff.

Township of Esquimalt

Art in Public Spaces Principal Plan



Township of
ESQUIMALT

PUBLIC

ART

PLAN

INDIGENOUS ACKNOWLEDGEMENT

Before the Township of Esquimalt was formed, the ləkʷəŋən speaking Peoples lived in balance and interconnectedness with the land and water.

We honour these homelands and their stewardship by the Songhees and Esquimalt Peoples by acknowledging that we are on these traditional, ancestral, and unceded territories. We continue to learn about these lands and are grateful to ləkʷəŋən artists and knowledge-sharers who guide this work.



Daffodils and viewpoint
at Saxe Point Park

CONTENTS

KEY TAKEAWAYS	4	3.0 SUMMARY RECOMMENDATIONS	24
1.0 INTRODUCTION	7	4.0 VISION & STRATEGY	27
■ 1.1 Background	8	■ Values and Guiding Principles	29
■ 1.2 Art in Public Spaces	9	■ Strategic Directions	30
■ 1.3 Community Profile	11	5.0 GOING FORWARD	38
■ 1.4 Public Art in Esquimalt	13	■ Roles and Responsibilities	39
■ 1.5 Broader Context of Art in Public Spaces	15	■ Communications & Implementation	40
2.0 ENGAGEMENT	17	ACKNOWLEDGEMENTS	41
■ 2.1 Approach	18	GLOSSARY OF TERMS	42
■ 2.2 Project Timeline	21		
■ 2.3 Key Findings	22		

Cover Photos

(Left) "Waves" Emma Thais Holland and Jameel Moolani

(Middle) Claire Gaulin-Brown at Tudor House Liquor Store

(Right) Mosaic Garden by Rosemary and Geoff Murray

Key Takeaways



KEY TAKEAWAYS

1

The Township benefits from being a growing community that is welcoming a new generation of residents and creative entrepreneurs and producers, along with an established arts-friendly public. The visual public realm is significantly enhanced by the intentional and thoughtful placement of artworks to-date through its existing public art policy. The Art in Public Spaces Plan identifies ways the Township can ensure it keeps pace with an increased demand for an enhanced public realm and achieve its aims through arts and culture-led community and economic development.

2

Being arts-friendly at the Township is a key consideration for the Plan's implementation—where are our policies and practices helping advance cultural development, and where are they getting in the way? The creation of a Creative Placemaking Advisory Group with subject matter experts, and an Interdepartmental Working Group are two key roles and responsibilities for carrying-out the Plan.

3

The Plan is guided by a vision and strategic commitment to:

“
create spaces that are meaningful, inspiring, thought-provoking and accessible; honour Esquimalt and Songhees heritage; empower creativity and community; and support the development of artists and design.
”

4

The need for improved organization and coordination of a policy that encapsulates the five distinctive programmatic areas of public art and an expanded definition of public art, to include:

- Community Art Program
- Civic and Capital Projects Program
- Creative Placemaking for Temporary PA, Street Art and Art Activations
- Private Developer Program
- Acquisitions and Maintenance Program

5

Creative Placemaking is a distinctive emphasis in the present Art in Public Spaces Plan and reflects a new direction for public art policies and program that offers a hybrid approach to implementing local government cultural development aims with public art. Learn more about Creative Placemaking in the Introduction, Section 1.2 [page 9](#).

6

Engagement with the community revealed an arts-loving public who greatly contributed to the vision and strategic directions of the plan, and particularly resonated in informing the Plan's Values and Guiding Principles of:

- Cultural and Natural Heritage
- Diversity
- Openness and Ease
- Support
- Dialogue
- Sustainable

Featured on [page 29](#).

7

Public Art linkages to other Township policies, strategic and land use plans, and Bylaws are numerous and varied. This highlights the importance of having a robust and effective interdepartmental team managing this work. Creating a Procedures Manual and Operations Handbook for Staff to enhance coordination, support and delivery of the program, is another major recommendation of the present plan, along with the increasing need for an eventual part-time contract of a Community Connections Specialist role. Thank you to staff who attended workshops for their helpful input.

8

Ensuring community members had active, participatory and creative ways of participating in the Plan's development was a key objective of the engagement framework. The Project Team extends its thanks to the over 300 people who contributed to the shaping of this Plan, and in particular the "Help us Paint a Picture" Sounding Board Campaign and the virtual Kudoboard. See Section 2—Engagement [page 17](#).

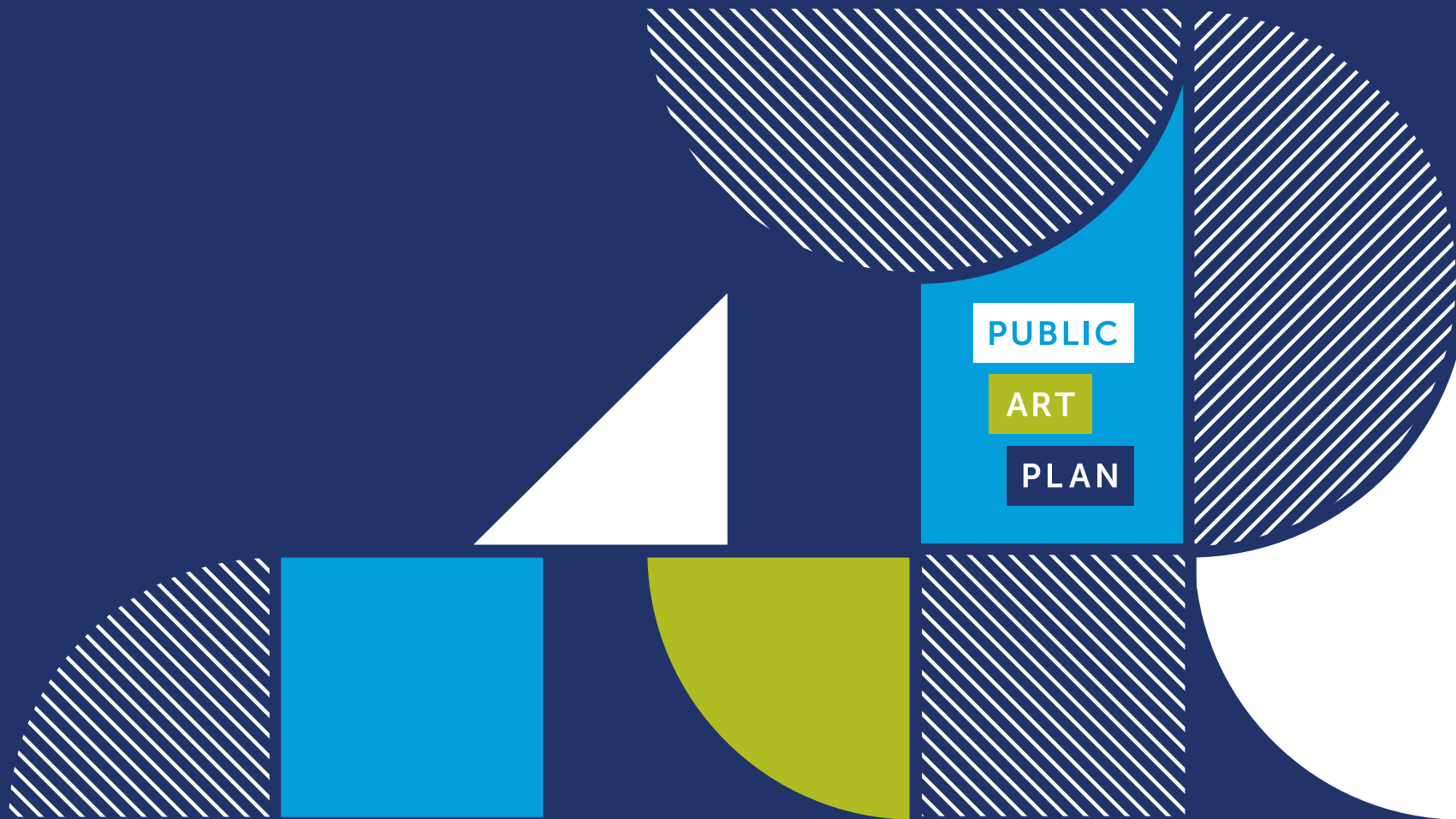
9

Listening and learning to understand and share meaning in the reflections of place, and Indigenous Cultural Heritage and Natural Heritage is a central objective of Strategic Direction 2 –*ləkʷəŋən* and Local—featuring artists of this land and place. See [page 33](#).

10

Going forward, "Quick Wins" to ensure the Art in Public Spaces Plan is activated are identified on [page 38](#) along with the delivery of an Implementation Framework and ongoing communications and engagement throughout the life of the Plan.

1.0 Introduction



1.0 INTRODUCTION

1.1 Background

In 2016, the Township of Esquimalt adopted a comprehensive Public Art Policy to establish a standardized and transparent process for the selection, acquisition, maintenance and de-accession of public art, and to provide a sustainable funding model for the management of public art.

The Public Art Policy is effective as a policy tool, it does not, however, provide strategic direction for investment and priorities for Esquimalt's art in public spaces. Recognizing this planning gap, as well as the need to develop tools to support local cultural development, the Township engaged Patricia Huntsman Culture + Communication in April 2021 to undertake the Art in Public Places Principal Plan project.

The purpose of the Art in Public Spaces Principal Plan project is to:

- Identify potential for public art in Esquimalt;
- Link with other key planning initiatives, bylaws and policies;
- Outline governance, funding and operational policies and procedures for implementing a public art program; and
- Develop a broad guiding and working document with an implementation plan and funding strategy.

The Principal Plan project culminated in the production of the Township of Esquimalt Art in Public Places Principal Plan—a visionary five-year planning document that defines the future direction of art in Esquimalt's public places.



Claire Gaulin-Brown at Tudor House Liquor Store

1.2 Art in Public Spaces

Public art is artwork in the public realm (e.g. facades, parks, streets, public open spaces), which is physically or visually accessible to the public and possesses aesthetic qualities. It has evolved from more traditional notions of public art, such as traditional bronze statues, to now encompass a range of forms, sizes and scales that often interpret the history, people, social and/or environmental issues of place.

Whether permanent or temporary, public art can manifest in diverse forms such as murals, digital new media, sculpture and integrated architectural or landscape architectural work.

The experience of public art has also evolved, shifting away from passive, where the spectator merely views, to a more participatory activity. Examples of participatory art-based experiences range in scope from Burning Man to community created murals and art gardens, all of which engage the spectator and invite them to take on roles as creators of art.

In recognition that many types of art forms and disciplines can assist in activating and animating the public realm, more commonly and inclusively, public art is termed as 'art in public spaces'.

Art in public spaces can play an important role in cultural development, helping to strengthen communities' cultural identities and cultures by developing 'spirit of place' through the commissioning, collecting and incorporation of unique works of art.

For example, art in public spaces is being incorporated into municipal signage and gateway designs to foster community identity and improve brand awareness.

Art in public spaces is also used to share stories to connect people and places, beautify and invigorate the public realm and humanize built environments.

What is Public Art? = Art in Public Spaces

Invests in a space with 'place-making' qualities and culture, it has the capacity to interpret the historic, social, cultural and narrative nuances that distinguish our communities and create a true sense of place.

—The Arts Office, North Vancouver

"Welcome" pillars in several languages and in braille



New models and processes are being explored to enhance the inclusivity, impact and sustainability of art in public spaces initiatives as a response to civic issues and community needs.

The narrative in many cities is changing to stress the importance of investing in public space and in expanding creative placemaking initiatives of which public art is a crucial component.

Creative placemaking is a process that uses arts and cultural strategies to implement community-led change. It intentionally leverages the power of the arts, culture and creativity to serve a community's interest that also builds character and quality of place. Creative placemaking

outcomes can be both physical (e.g. rejuvenated or activated public spaces) and social (e.g. relationship building among diverse stakeholders).

Examples of such projects include using artists to imbue playground areas, basketball courts and other public spaces with bold, colourful patterns, creating temporary “pop-up” patios in existing parking spots featuring art installations and space for live performances—and more!

As cultural development and creative placemaking are increasingly recognized as essential to community-building and economic

Cultural development is the strategic planning and implementation of strategies to leverage a community’s unique cultural resources for the social, economic, environmental and cultural benefit of a community.

development, art in public spaces, artists, and creative workers are being welcomed and embedded into all facets of community planning and development. With this comes the opportunity to meaningfully integrate art in public spaces into public projects and the public realm, thereby shaping community character, strengthening quality of place and helping to create place attachment among people living and working in communities.

‘Creative placemaking’ is a process that uses arts and cultural strategies to implement community-led change.



Concert at Ribfest

Creative Placemaking intentionally leverages the power of the arts, culture and creativity to serve a community’s interest that also builds character and quality of place.



Dave H. at Tudor House Liquor Store

1.3 Community Profile

Esquimalt is located on the southern tip of what is known colonially as Vancouver Island. It is bordered to the east by the provincial capital, Victoria, to the south by the Strait of Juan de Fuca, to the west by Esquimalt Harbour and Royal Roads, to the northwest by the Esquimalt First Nation, the New Songhees First Nation and the town of View Royal, and to the north by the Gorge Inlet, across which is the district municipality of Saanich.

The area is home to the Esquimalt and the Songhees Peoples. In the language of the ləkʷəŋən-speaking peoples, Es-whoy-malth means 'place of shoaling waters', which reflects the community's maritime setting. In the most recent Census, Esquimalt had a total Indigenous population of 1,190 people with the majority identifying as Métis (43%), and (55%) identified as First Nations, reflecting a blend of urban Indigenous People and local ləkʷəŋən-speaking People.

Esquimalt is a growing community, as demonstrated by its surge in development and planned areas for future residential intensification (e.g. Esquimalt Town Square, West Bay Triangle, Esquimalt Road Corridor), and corresponding population growth.



Cairn at Highrock Park



Jesse Campbell at Rootside Bitters & Mixers

Community Profile by the Numbers

Total population **17,655**

Esquimalt's population grew by **8.9%**, compared to **6.5%** in the CRD (between 2011 and 2016).

By 2038, Esquimalt's population is projected to reach **18,300**, an increase of **10.2%** from 2011¹.

Average age of the population

43.2

Median age of the population

43.4.

70.1% of Esquimalt's population is 15-64 years of age, compared to **65.3%** in the CRD.

Total visible minority population

1,725

Total visible minority % of total population

9.8%

The largest visible minority population is Filipino (**330** population, **1.9%** of total population), followed by Chinese (**325** population, **1.8%** of total population).

Esquimalt residents have a University Certificate, Diploma or Degree at a bachelor level or higher.

18.2%

Sources: Statistics Canada, 2016; 2018 Regional Growth Strategy; OCP, 2018

¹Based on past trends, the OCP projects the Township's population could exceed the RGS' 2038 projection by the year 2021.



Times Columnist, 2018



Kay Gallivan at GMC Projects Inc.

1.4 Public Art in Esquimalt

Esquimalt's OCP provides broad policy direction to support art in public spaces. Other municipal documents such as the Economic Development Strategy, Public Art Policy and neighbourhood design guidelines further articulate the Township's focus on integrating public art into the 'everyday life' of Esquimalt.

The Municipal Hall has several works of art, including original watercolours, acrylics and limited edition prints on display in public areas, meeting rooms and offices. Through its first public art competition in 2004, which coincided with the development of the Municipal Hall, Esquimalt now features several art pieces on the exterior of the building including, Re-emergence of the Lifebringers by Marianne Nicolson, Thunderbird Orca Spindle Whorl by Charles Elliott, Mosaic Garden by Rosemary and Geoff Murray and Ribbon of Life by Daniel Cline. New development is also spurring more public art in the community.

Esquimalt's Town Square, which is part of the larger Esquimalt Village Project, is planned to include civic, residential and commercial uses, among which is a public square and a through-block art walk.



(Left) Re-emergence of the Lifebringers: this mural by Marianne Nicolson is located on the outside wall of the Municipal Hall at 1229 Esquimalt Road



(Right) Thunderbird Orca Spindle Whorl by Charles Elliott

The limited amount of public art in Esquimalt is centralized within the Esquimalt town centre. While effective in contributing to the revitalization of Esquimalt's town core and ongoing economic development efforts, other areas of Esquimalt would also benefit from art in public spaces which are identified in Strategic Direction 5 of the plan on [page 37](#).

These art in public spaces could help revitalize Esquimalt Road Boulevard and invigorate existing mixed uses (commercial, medium and high density residential). As active and passive recreation is valued in the community, parks and trails such as the E&N Trail—Galloping Goose and Saxe Point Park could also serve as key strategic sites for future art in public spaces. Other possible opportunities include the numerous gateways to Esquimalt from Victoria, Saanich and View Royal which could be enhanced through art in public spaces to celebrate arrival. Sense of place and place attachment could also be nurtured within Esquimalt's six neighbourhoods through art in public spaces that reflects the stories of people and places unique to these areas.

“

Public Art strengthens community identity and culture by developing “spirit of place” through the commissioning, collecting and incorporation of unique works of art.

—The Arts Office, North Vancouver

”



(Left) Ribbon of Life by Daniel Cline

(Right) Mosaic Garden by Rosemary and Geoff Murray



1.5 Broader Context of Art in Public Spaces

Planning Context Report

Want to learn more about art in public spaces?

The Planning Context Report serves as a 'backgrounder' for the reader on current public art practices, trends, and opportunities within local government. It can be found in Appendix A and at the link below, and provides further details on all aspects of public art including:

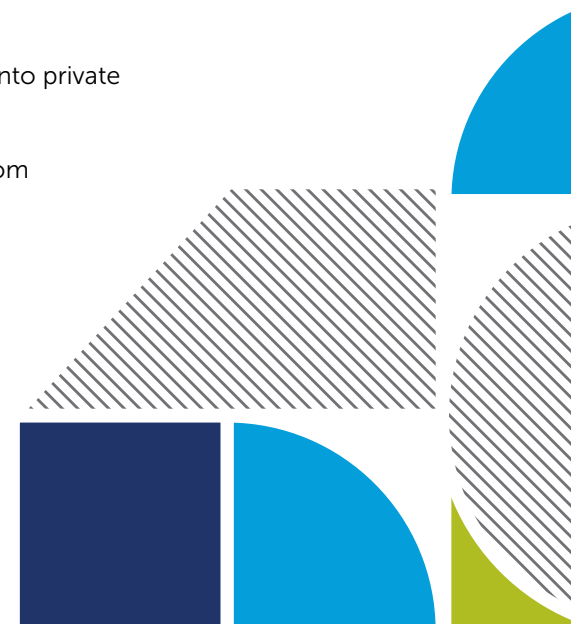
- Trends and Emerging Best Practices
- Municipal Funding Models for Public Art
- Funding for the Maintenance of a Public Art Collection
- Developer Public Art Programs and Contributions to Municipal Public Art
- Integration of Ecology/Environment into Public Art Pieces and Process
- Permanent Collections
- Models for the Selection of Public Art Pieces and Processes
- Ephemeral and Temporary Art Projects
- Private Art Donations and Requests to Sell Artwork to a City
- City Linkages (Policies, Plans, Bylaws)

esquimalt.ca/parks-recreation/public-art-plan

Funding Mechanisms:

Best practices for municipal funding models include:

- Provision of an annual public art operating budget (adjusted for inflation)
- Partnerships with local arts organizations and community groups
- Partnerships with businesses and business improvement areas
- Partnerships with other public agencies and educational institutions
- Integration of public art initiatives into municipal capital projects
- Integration of public art initiatives into public agency and educational institution capital projects
- Integration of public art initiatives into private developments
- Donations of funding and/or art from individuals and the private sector
- Third-Party Billboard Tax
- Legacy funding opportunities
- Crowdfunding



Program Areas in Local Government Art in Public Spaces Policy

Typically for local governments, art in public spaces policy includes the following program areas:

1. Community Art Program
2. Civic and Capital Projects Program
3. Creative Placemaking for Temporary PA, Street Art and Art Activations
4. Private Developer Program
5. Acquisitions and Maintenance Program



Esquimalt Community Arts Hub Community Mosaic Project was designed by Keira Nolting and Levi Rowan, the design was created by Katherine Babcock

Broader Context of Cultural Development

Like any sector in today's economy, Canada's \$54 billion cultural sector is undergoing significant change. These broader factors need to be taken into consideration in both local cultural development and more specifically for strategies around art in public spaces strategy, and at the community partnerships level:



Truth and Reconciliation
Calls to Action



Rapid scale prototyping
to respond to community issues



Festivals and Events,
Participatory
Experiences



Equity, Diversity,
Accessibility and
Inclusion



Family
arts



Creative Placemaking and
Co-Activating Spaces



Lifecycle of
arts organizations



New operating models
e.g. Epoch model



Interpretative
Assistance



New approaches to
art-making
(at odds with
funding models)



Generational
considerations



COVID-19
Recovery



Digital
Strategies

2.0 Engagement



2.0 ENGAGEMENT

2.1 Approach

As a plan to guide the incorporation of art in public space, Township staff, artists, community groups, Indigenous artists, and, most importantly, the public were all consulted to capture the narrative of the communities' views and aspirations for public art.

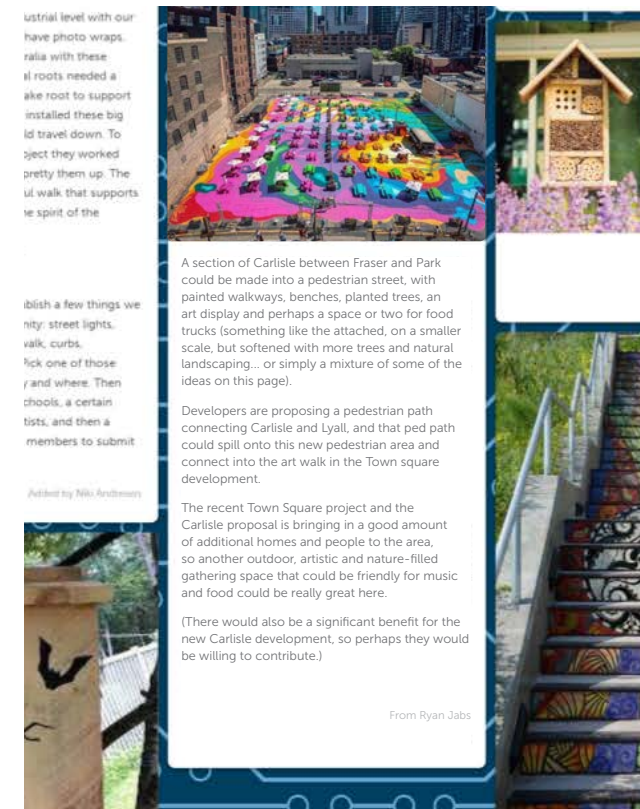
Phase 2 of the development of the *Township's Art in Public Spaces Principal Plan* utilized a comprehensive engagement strategy that was guided by the following objectives:

Celebrates pride of place and arts and cultural life of Esquimalt.

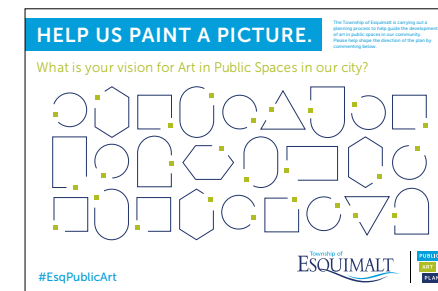
Engage with community members in public spaces in active, participatory and creative ways.

Build on current practices and trends in creative placemaking to enhance the public realm.

The information gathered from multiple stakeholders through targeted community outreach and open dialogue provided considerable insights that helped shape the *Art in Public Spaces Plan's* Strategic Directions and Guiding Principles.



Highlight from Kudo Board
View the full board at kudoboard.com/boards/DZwUJp3R



Sounding Board Example

Engagement Activities—over 300 individual responses

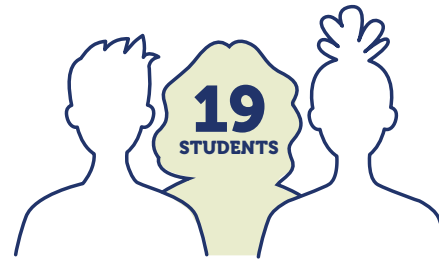
Farmers'
Market
Pop Ups



Sounding
Boards



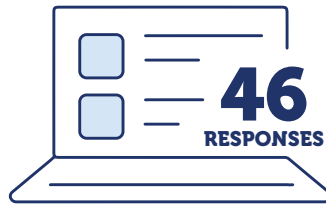
Youth
Engagement



Internal Staff
Workshop



Kudo
Board*



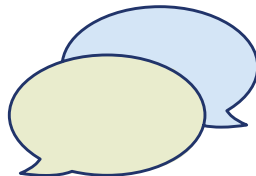
*kudoboard.com/boards/DZwUJp3R

Park and Recreation
Advisory Committee
Workshop



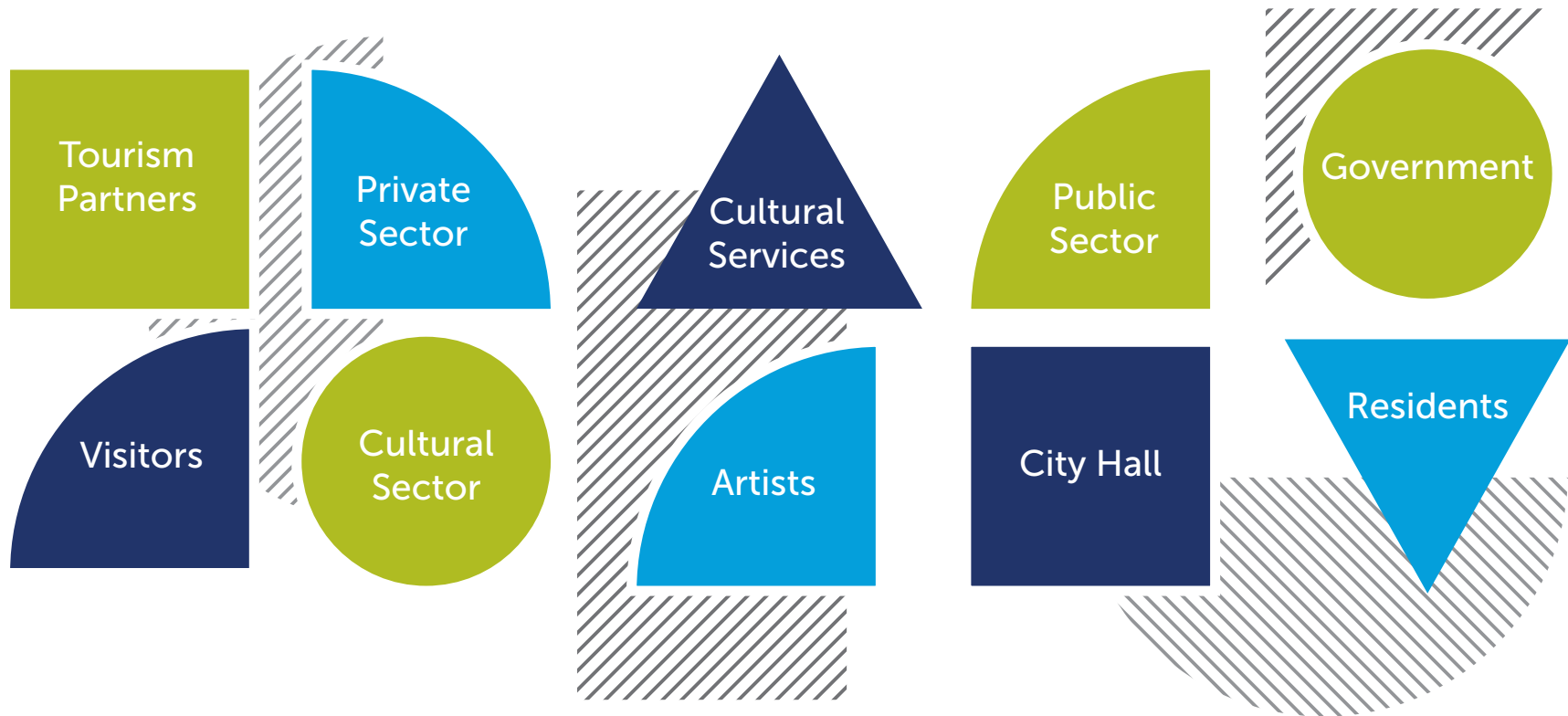
Virtual Community
Groups Workshop

- Ministry of Casual Living
- Esquimalt Community Arts Hub
- Township Community Arts Council



Engagement with ləkʷəŋən Artists Continues!

Ecosystem View for Engagement



Inform • Listen & Confirm • Measure

2.2 Project Timeline

Project Timeline and Engagement Overview



2.3 Key Findings

Where can we animate Public Spaces through the arts?



What We've Heard: Key Themes and Priorities



3.0 Summary Recommendations



3.0 SUMMARY RECOMMENDATIONS

1

Expand the definition of public art in the Township's Public Art Policy to include the following program areas:

- Community Art Program
- Civic and Capital Projects Program
- Creative Placemaking for Temporary PA, Street Art and Art Activations
- Private Developer Program
- Acquisitions and Maintenance Program



2

Support the *Vision, Values and Guiding Principles* for the Township Art in Public Spaces Plan and its adoption in principle.

The expanded definition of the policy centres on the inclusion of temporary works of art, and would include the addition of the five distinctive programmatic areas. See [page 31](#) for the expanded definition.

3

Work towards establishing the Community Arts Project Grants and the Small Neighbourhood Grants programs.





Art Lab

4

Establish a stand-alone Creative Placemaking Advisory Group and Interdepartmental Working Group with clear roles and responsibilities to effectively advise on, manage and implement the Art in Public Spaces Plan and Program.

5

Use creative placemaking as a strategic tool to advance cultural development at the Township.



4.0 Vision & Strategy



4.0 VISION & STRATEGY

We are committed to making spaces for art that...



Values and Guiding Principles



Cultural and Natural Heritage

Our sense of place, community identity and natural heritage is valued.



Diversity

In artistic form, practice, and community representation— for all people.



Openness and Ease

New approaches to artistic initiatives are supported.



Support

Artists are valued as key members of the community and protected from undue constraints on the creative process.



Dialogue

Art in public spaces is valued for reflection and public discourse.



Sustainable

Infrastructure for the purposes of creation, production, presentation, promotion and distribution should be maintained and supported.

Strategic Directions



1

Creative place-making:
Animating spaces through the arts.



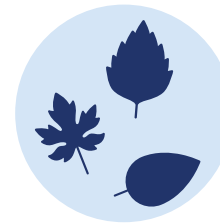
2

ləkʷəŋən
and Local:
Featuring artists of this land and place



3

Connected and collaborative:
Engaging community arts.



4

Outdoor arts is integrated into our everyday.



5

Key sites for signature projects.

Strategic Direction 1

Creative place-making: Animating spaces through the arts.

Being arts-friendly by reducing red tape, and creating arts-ready sites through careful planning to consider cultural infrastructure will help to facilitate creative place-making such as temporary public art, street art and new creative expression in civic spaces and neighbourhoods through the commission and exhibition of works.

Objective 1.1:

To transform spaces by intentionally leveraging artistic and creative activity to serve the community and build identity and quality of place.

SUPPORTING ACTIONS

1. Expand the Public Art Policy definition of art in public spaces to the following:

"Art in public spaces" (public art) is defined as original artwork selected, commissioned, created, programmed or donated for location in the public domain, and created by an artist. Artworks and activity may be permanent or **transitory**, functional, integrated or discrete to the site. Artwork created or initiated by the community for the public realm, which may be led by an artist, is also considered public art.

2. Support neighbourhood and resident-led opportunities for pop-up arts activities to animate spaces by:



Story Festival in Memorial Park

- creating an easy-to-complete check list of requirements and reduce red-tape to foster creative activity by residents and local groups.
 - introducing a Small Neighbourhoods Grant Program (up to \$1,000 for activities and \$2,500 for creative placemaking projects)
3. Be an arts-friendly community—encourage local street-level commercial spaces with empty storefronts to provide temporary pop-up gallery spaces, thereby increasing pedestrian traffic, reducing vandalism, and attracting interest and investment.
 4. Expand terms of allocation for the Public Art Fund to provide more transparency and access to public art funding for program areas such as creative placemaking.

5. Integrate creative placemaking tools such as light installations, façade interventions, self-guided art walks and runs, performance sites, and pop up arts spots as part of public art programming throughout the Township.
6. In partnership with Esquimalt Community Arts Hub or another community group, program a “Feed the Arts” series of Pop Up Picnics and Cafes with local vendors and food trucks to activate spaces, encourage gathering*, raise awareness of art in public spaces, and facilitate creative placemaking. Sale proceeds to be directed towards the public art fund or mural project.
7. Form an Interdepartmental Art in Public Spaces Staff Team to encourage a creative placemaking lens in Township planning and initiatives for the purpose of identifying and increasing intergenerational, inviting and creatively designed urban spaces.
8. Identify and develop a network of ‘creative zones’— a series of year-round arts-ready programmed spaces such as at Street Plaza by the Archie Browning Centre for arts activation. Ensure a distributed network of creative zones beyond the downtown core.
9. Work with an outside organization, such as the Esquimalt Community Arts Hub Mural Festival program, for identifying creative placemaking opportunities as a ‘quick win’ in implementing creative placemaking during COVID recovery.
10. Create an inventory of arts-ready programmable public spaces (creative zones) and art plans for vacant property and businesses.
11. Form a Creative Placemaking Advisory group with representation from curators, working artists, creative entrepreneurs, cultural producers, community members, and staff liaison to provide direction for site selection process and suitable creative

**in keeping with COVID protocols.*

placemaking opportunities and tasked with implementation of this Strategic Direction. Community members should ideally represent diverse backgrounds and serve as representatives from Township neighbourhoods.

12. Consider art activities that can become shareable on social media to increase accessibility and enjoyment of our sense of place; and encourage interactivity of the senses.



(Top) Ribfest

(Bottom) Sandcastle Splash

Strategic Direction 2

ləkʷəŋən and Local: Featuring artists of this land and place.

Reflecting Indigenous cultural heritage and natural heritage is a priority through meaningful relationship-building with Songhees and Esquimalt artists. Our thanks to the artists who contributed their feedback.

OBJECTIVE 2.1:

Listen to local Songhees and Esquimalt First Nations—the ləkʷəŋən People—to understand and share meaning in their reflections of place.

SUPPORTING ACTIONS

1. Observing appropriate engagement protocols, hear from local First Nations as to their stories of the meaning of these lands and place.
2. Reflect local Indigenous stories through art in public spaces. This may include:
 - a. Façade interventions
 - b. Interpretive signage
 - c. Place names and language use
 - d. Didactic panels on trails and in parks
 - e. Animating local art walks with storytellers
3. Create an Indigenous Artist in Residence Program at the Township of Esquimalt, beginning with the Pavilion opening.
4. Prioritize the Pavilion and near-term construction projects as key sites for commissioning significant Indigenous public artwork.
5. Create an Artist in the Park program to include a dynamic role wherein an artist would design and lead guided, active interpretive-based projects over the summer months.
6. Work to decolonize public art calls and remove barriers to access for Indigenous artists.
7. Continue to build relationships with the Tah'lum Indigenous Artist Collective to guide decolonization actions in art in public spaces.
8. Involve Indigenous artists in advising on and guiding projects earlier on in site and artist selection processes.
9. Assist in supporting the development of studio and practice space for ləkʷəŋən artists to remove this barrier to participating in art in public spaces calls.
10. Create opportunities for Songhees and Esquimalt artists to work in community on public art projects thereby offering more community voices towards creating and sharing work.



World Oceans Day in Gorge Park

Strategic Direction 3

Connected and collaborative: Engaging community arts.

Community Arts, Public Engagement and Awareness are essential for engaging communities in developing pride of place. Community members will be involved in the public art program through art-making, consultation, education and promotion.

Objective 3.1

To foster social inclusion and wellness, participation, pride of place and arts awareness through community-based art in public spaces and collaboration with community groups.

Supporting Actions

1. Reflect the needs of equity-seeking communities by ensuring representation in the new community Creative Placemaking Advisory Group, and by working in partnership with local equity-seeking groups.
2. Create arts kits throughout the Township in specific sites such as parks to encourage art-making by residents. Allow for temporary display.
3. Identify a community partner to support the coordination of the Street Arts Banner Program in keeping with Township guidelines.



(Top) Lantern Festival

(Bottom) Ukulele Club

4. Hold an orientation workshop every two years for community groups and volunteers on how to work with the Township with the aim of familiarizing participants with safety requirements and regulations.

5. Work in partnership with Esquimalt Community Arts Hub, the local Community Arts Council, or other local arts agencies in identifying and implementing an annual calendar of community-based arts-making activities and projects such as a mural program or other identified opportunities, sharing volunteers for creative placemaking activities, sourcing local artists for community-based projects etc.
6. Work with local artists as subject-matter experts in advisor and facilitator roles in community-based arts projects.
7. Designate certain sites for street art, ideally situated in creative zones or high urban density locations.
8. Develop a Community Arts Project Grant (up to \$5,000 for creative placemaking projects) to support small, temporary community-driven art projects.

The Community Arts program would reflect the Guiding Principles of the Art in Public Spaces Program, as well as opportunities to enrich cultural life in neighbourhoods and public spaces.

The Community Arts Project Grant program should aim to support small- scale community-engaged art projects including events, festivals, and celebrations to:

- Support communities to experience and create artistic and cultural work
- Expand equity-seeking communities access to culturally relevant work
- Increase opportunities for equity-seeking groups to explore and share their cultural heritage
- Offer co-creative projects between communities and artists or cultural practitioners
- Amplify cultural life throughout Esquimalt neighbourhoods, communities and public spaces

- Build and strengthen connections across and between diverse communities

9. Create engaging communication tools to help educate residents on the role and value of public art in the Township while linking to heritage and history of place.
10. Work with the community and local partners in designating at least two 'creative zones' for children's artwork and art-making.
11. Engage young adults in public art and placemaking through Instagram photo essay contests or other digital tools. Begin with engagement and consultation with local youth-led groups.
12. Foster social inclusion and wellness by linking with local social agencies, seniors and newcomers' groups to identify ways of introducing and welcoming these demographics into Esquimalt's community arts programs.
13. Identify urban canvas spaces/ free walls as part of the "Creative Zones" for street art use as part of temporary public art works.



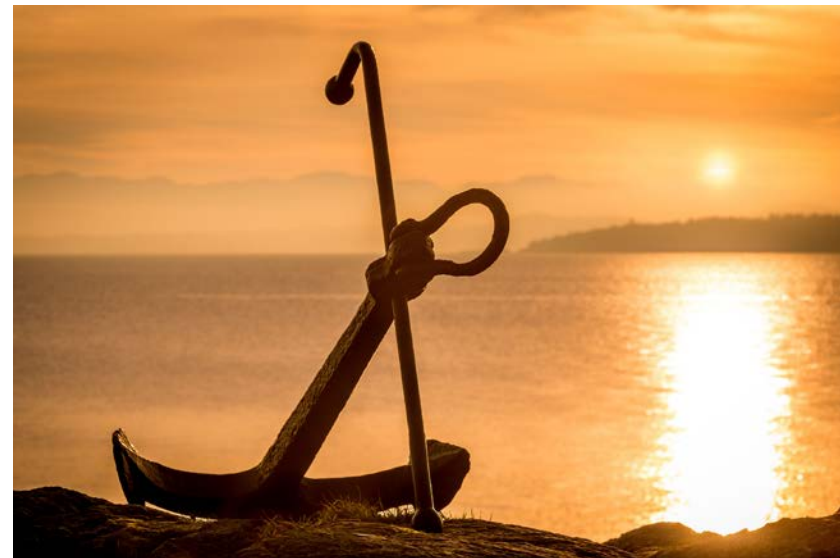
Macaulay Point Anchor and mural

Strategic Direction 4

Outdoor arts is integrated into our everyday.

Outdoor arts was a rising trend pre-COVID that has become an increasingly sought-after demand for art in public spaces participation.

1. Link with Parks planning and previous supporting actions in other Strategic Direction areas that relate to outdoor art opportunities.
2. Refer to the many Kudoboard examples that integrated art in public spaces to outdoor arts through landscape design, parks equipment with music, ease-of use and enjoyment pieces such as bird houses, bicycle racks and benches, pathways and gating, etc.
3. Use parking lots as temporary spaces for art performance and presentation.
4. Create a small neighbourhood grants program to support for outdoor art in public spaces opportunities, or link to new Community Arts program fund.
5. Support the development of an urban art tour or art crawl that invites Township residents to see the work of the arts community.



(Top) Outdoor movie in Bullen Park

(Middle) Saxe Point Sunset

(Bottom) Gorge Park

Strategic Direction 5

Key sites for signature projects.

OBJECTIVE 5.1:

Ensure art in public spaces is sited in the best possible locations for the enhancement of placemaking, and the broadest opportunity for engagement and experience by residents and visitors alike.

The following sites have been identified by the community and Staff as priority sites for art in public spaces.

PRIORITY SITES INCLUDE

- Main entry points to city
- Saxe Point Park and Macauley Point
- Increased accessible gathering* spaces
- Community arts creative zones
- Archie Browning Sports Centre
- Esquimalt Road Boulevard
- E&N Trail/Trackside Gallery
- Esquimalt Gorge Park

**in keeping with COVID protocols.*



Saxe Point Park



Macauley Point



Archie Browning Sport Centre



Esquimalt Road Boulevard

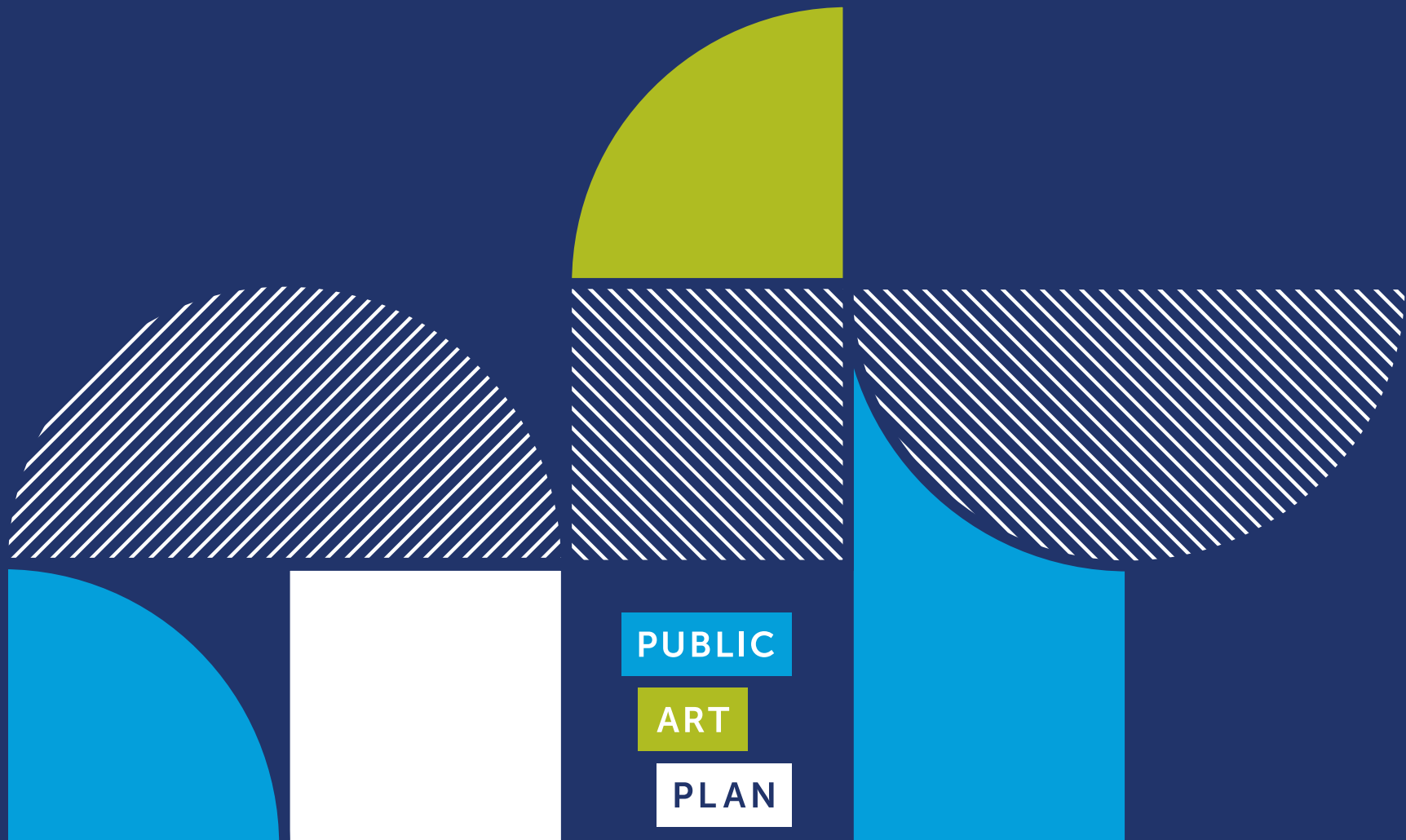


E&N Trail/Trackside Gallery



Esquimalt Gorge Park

5.0 Going Forward



5.0 GOING FORWARD

Roles and Responsibilities

Establishing a stand-alone Creative Placemaking Advisory Group and Interdepartmental Working Group with clear roles and responsibilities is essential to effectively advise on, manage and implement the Art in Public Spaces Plan and Program. Respecting the recommendations of subject matter experts such as curators, arts practitioners, cultural producers and creative entrepreneurs will make a significant difference in the successful outcome of the Art in Public Spaces Plan's implementation.

While the Township is growing its awareness of strategic cultural development across its interdepartmental team, it should work towards resourcing a contracted role* for supporting this expanding area that requires a background in cultural development. There is growing community frustration of not having a dedicated arts and culture specialist role to facilitate this work at the Township which is recommended as future staffed role.

Going forward, it is envisioned that the Interdepartmental Working Group and the Creative Advisory Group will outline Years 2-5 in the Implementation Framework which will include identified resources, success metrics, project/task lead and timelines. An outline of Year 1 Implementation actions are identified on the following page.

**this can be a non-employee role to begin in the form of a contracted role at 25 hours per week or in combination with third-party service delivery agreements with qualified community arts organizations.*

Strategic Direction

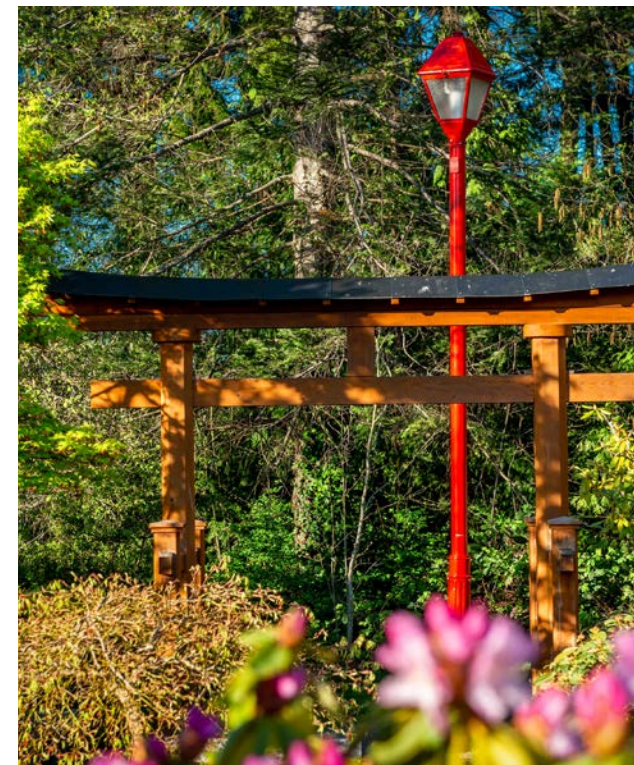
Supporting Actions

Resources

Project or Task Lead

Success Metrics

Timelines



Tori Gate at Gorge Park

Communications & Implementation

YEAR 1: SETTING THE STAGE FOR SUCCESS

1. Adopt the Art in Public Spaces Plan, and the Vision, Purpose and Guiding Principles for the Township of Esquimalt Art in Public Spaces Program Areas.
2. Define the Township of Esquimalt Art in Public Spaces Program to include four program areas:
 - Community Public Art and Engagement Program
 - Private Developer Public Art Program
 - Creative Placemaking Program for Temporary Public Art, Street Art and Art Activations
 - Public Art Capital Projects
3. Create an interdepartmental Art in Public Spaces Staff Team with clear roles and responsibilities to effectively manage and support the program.
4. Use the Art in Public Spaces Program as a Pride of Place tool in advancing cultural development.
5. Complete the Procedures Manual and Operations Handbook for Staff.
6. Work with an outside organization, such as the Esquimalt Community Arts Hub, for identifying creative placemaking opportunities as a 'quick win' in implementing creative placemaking during COVID recovery.
7. Identify investment opportunities from the Art in Public Spaces fund for near-term art projects.
8. Include subject-matter experts in the planning implementation of art in public spaces projects.
9. Work towards resourcing an Arts and Community Connections Specialist as a contracted, third party support role for the Township.

COMMUNICATIONS

Continuing to promote and widely share the elements of Art In Public Spaces Plan is essential to achieving the goals and addressing the strategic directions of this Plan.

Art In Public Spaces Master Plan denotes specific actions to further foster communication and raise awareness of the Township's art in public spaces program as a means to celebrate 'place' and give meaning to being a growing destination. Communication and engagement opportunities to share the plan should include but are not limited to:

1. A launch event with community partners to build awareness around the plan and its directions.
2. A communications strategy outlining updates, announcements and articles to local media, the public and leveraging social media among local groups.
3. Designing and carrying out Art in Public Spaces programs.
4. Releasing updates through Arts, Culture and Heritage channels.
5. Linking with community events and activities to continue to engage on the plan's implementation.
6. Hosting an annual cultural roundtable or cultural forum.



Open Art Studio

ACKNOWLEDGEMENTS

The Art in Public Spaces Plan has benefited from over 300 enthusiastic community voices who care about the design of the public realm, the presence of art, and the role of artists in cultural development—Thank you!

Thank you to Mayor Barbara Desjardins and Council Members Meagan Brame, Jacob Helliwell, Tim Morrison, Jane Vermeulen, Ken Armour, and Lynda Hundleby.

Thank you to Township staff who participated in the workshops (including Steve Knoke—Director of Parks and Recreation, Rick Daykin—Manager of Parks and Facilities, Dan Henderson—Parks and Recreation Coordinator, Jeff Byron—Manager of Recreation, Tara Zajac—Manager of Communications, Joel Clary—Engineering Manager, Bill Brown—Director of Development Services) and contributed to the development of this plan.

Thank you to members of the Parks and Recreation Advisory Committee and to local artists and arts organizations (TCAC—Morlene Tomlinson, Dee-Ann Lemire, Mike Miller, ECAH—Laura Beth Keane, Ministry of Casual Living—Evan Locke).

Special thanks to staff members Robbie Young, Tara Zajac and Vicki Klyne for their active support of the planning process.



GLOSSARY OF TERMS

Acquisition: The process of accepting an artistic work whether by commissioning, purchase, gift, or other means, into the Township's collection of public art.

Administration Program Costs: The amount that is taken off the top of the total art allocation in order to administrate a project. This amount is used for, but not limited to, the following: advertising, printing of competition briefs, jury fees, artist's maquette fee, plaque, lighting of work, invitations for official openings, photo documentation of the finished work, contingencies, etc. Program costs vary according to type of competition and project.

Art in Public Places: A visual artwork in any media created by a professional artist(s) that has been planned and executed with the specific intention of being sited or staged in public space, and is acquired in compliance with the Township of Esquimalt Public Art Policy:

- Integrated forms a physical part of a building, structure or landscape. If the site were to be redeveloped, the art would be as well.
- Stand-alone (non-integrated) is not a physical part of a building, structure or landscape.
- Short-term durational is an original work by a professional artist(s) that is created for a specific occasion, time frame or event and which is situated at a particular site on a short-term basis. The art may cover a range of forms including, but not limited to, visual art, digital art, sound art, and performance-based work.
- Site-specific, whether long-term or temporary, functional or aesthetic, stand-alone or integrated and in any media, is an original work that is created in response to the immediate context.



Viewing Exhibit

Public Art Working and Advisory Group: a new committee introduced through the Art in Public Spaces Master Plan—Public Art Working and Advisory Group provides opportunities for community participation in public art. The Committee consists of five members appointed by Council. Members must have experience and/or be trained in aspects of visual art.

Arts: The broad subdivision of culture, composed of many expressive and creative disciplines. The term encompasses: visual and applied arts (e.g. painting, print-making, drawing, sculpture, crafts, pottery and ceramics, photography, film and theatre, music, song, spoken word, literary arts and dance.

Artist: The designer/creator of an artwork who has completed specialized training in his or her artistic field or is recognized by his/her peers as such; is committed to his/her artistic activity; and has a history of public presentation.

The Canada Council for the Arts defines a professional artist as someone who:

- has specialized training in the field, consistent with the standards of their practice.
- is recognized by other artists working in the same tradition as an artist of superior achievement or potential.
- is committed to their own artistic vision, retains creative control and is committed to the creation and/or promotion of original work.
- has a history of public presentation in a professional context, receives professional compensation for the public presentation of their work, and actively seeks to maximize their audience, regardless of purely commercial considerations.

Artwork: A tangible creation by an artist that can be permanent, temporary or ephemeral.

Artwork on Loan: An artistic work that is borrowed by the Township, through a loan agreement, for a defined period of time from a lender who owns and retains ownership of the artistic work.” “Best Practice: A method or technique that has consistently shown results superior to those achieved with other means, and that is used as a benchmark. In addition, a best practice can evolve to become better as improvements are discovered. Applying best practice combines the ability to balance the unique qualities of an organization with the practices that it has in common with others.

Community Art: An artwork created collaboratively between an artist and an identified community. Community members actively participate in the creation of the artwork. The art process is of equal importance to the art created. The goal of the community art process is to create artwork that is accessible to a large public not simply by virtue of its placement in a public space, or because of its content, but through the engagement of numerous people in the community.



Conservation: The broad concept of care of the collection, encompassing examination of the condition of the art, preservation of the art to avoid deterioration or damage, and restoration.

Copyright: Grants the author of an artwork the sole right to reproduce, distribute, display, and alter their artworks. It expires 50 years after the artist's death. It may be assigned or licensed to another individual or institution and/or it may be assigned exclusively or jointly.

Copyright also extends to the use of images of an artwork for promotional or educational purposes.

Moral Rights include the right to the integrity of the artwork in regards to associations or modifications. They include the right to be associated with the artwork as its author by name, pseudonym or the right to remain anonymous. Moral Rights are non-transferable and endure even after copyright has been assigned. The rights may be waived by the artist agreeing to not exercise them in whole or in part.

Examples of violation of Moral Rights may include:

- An act or omission performed on the artwork that affects the honour or reputation of the artist; and
- Changing the colour of the artwork or adorning it with additional elements or taking steps to restore or preserve the artwork would not be included as long as this work is performed in good faith. Also, changing the location of the work does not generally constitute a violation, but in the case of works of public art, the exact siting may be considered part of the work.

Taking steps to restore or preserve the artwork would not be included as long as this work is performed in good faith. Also, changing the location of the work does not generally constitute a violation, but in the case of works of public art, the exact siting may be considered part of the work.

Culture: The ideas, customs, language, beliefs, history, traditions and social behaviours of a particular people or society, including artistic expression and natural and human heritage. Culture comprises cultural industries and cultural resources.

Curator: A recognized practicing professional in the visual arts who is knowledgeable about art history, contemporary art practices and artists, and who works to organize exhibitions and analyze artwork and the relationship of artwork to the larger field of practice, history and place.

De-accession: The process of removing an artistic work from the Township's collection of public art.

- An object that has been removed permanently from a collection;
- Formal removal of accessioned objects from a permanent collection.

Design Collaboration: Projects created through the co-equal co-operative design efforts of design professionals, such as artists, architects and landscape architects.

Design Professionals: Individuals professionally trained in design, such as architecture, landscape architecture, art, graphics, urban design, and planning; also graphic, industrial, interior, and clothing design.

Equity-seeking Groups: Equity-seeking groups are those that identify barriers to equal access, opportunities and resources due to disadvantage and discrimination and actively seek social justice and reparation. (Source: *Canada Council for the Arts*)

Beauty doesn't cost more than ugly.

—World-renowned designer,
Bruce Mau (and Sudbury boy).
Renewing Sudbury



Gift: An existing or proposed work of art offered as a donation to the Township for placement at a public site under the Township's jurisdiction.

Interdepartmental Art in Public Spaces Staff Team: A new team led by staff responsible for the implementation of the Public Art program and including representatives from a range of other municipal departments that provide advice and coordination of the public art program (and cultural plan implementation) across Township Divisions.

Maquette: Refers to the drawing or model of the proposed artwork.

Owned: An artistic work that is owned by the Township for the benefit of current and future generations.

Percent for Public Art: A public art program funded by a percentage (usually one to two per cent) of gross construction budgets, for the commission, design, purchase and installation of art in the public realm. Most major cities in North America have per cent for art programs.

Public Art Collection: All works of art owned by the Township (and its residents) that are site specific, part of a portable collection or documentation of works of specific duration.

Public Art Reserve Fund: The Township of Esquimalt, through the annual budget process, will allocate funding to the creation and maintenance for art in public places.

Public Space: Space available for use by the public that can include, but is not limited to, parks, boulevards, trail systems, open spaces, waterways, roads, bridges, gateways, street spaces, civic squares as well as exterior and interior public areas associated with buildings or structures owned, operated, occupied or used by or for the Township.

Restoration: Treatment of a deteriorated or damaged work of art to restore it as accurately as possible to its original condition.

Selection Panel/Peer Assessment: The selection panel is a group of art professionals and community representatives who are convened to review artist applications for a given art in public place project. The selection panel for a particular project shall be responsible for selecting the successful applicant based on a thorough peer review and assessment of competition entries in accordance with the Township's policies and related guidelines. The make-up of a selection panel varies according to the requirements of a given project.

Township: The Corporation of the Township of Esquimalt.

Urban Design: The process of applying desired functional and aesthetic parameters to the design of the Township and its parts.



Township of
ESQUIMALT



CORPORATION OF THE TOWNSHIP OF ESQUIMALT

COUNCIL POLICY

TITLE: PUBLIC ART POLICY

NO. ADMIN- 74

POLICY STATEMENT:

The Township of Esquimalt recognizes Public Art as an asset that enhances quality of life for its citizens, strengthens community pride, improves the aesthetic of the public environment, and contributes to the Township's cultural aspirations, social well-being and economic vitality. Through Public Art we celebrate our culture and heritage, reflect our diversity, express shared values and define our unique identity. Public Art advances the Township's Economic Development strategies and Council's strategic objectives.

PURPOSE:

The purpose of this Public Art Policy is to:

1. Provide a framework for the implementation of the Public Art Plan (Appendix A)
2. Increase opportunities for Public Art within Township public spaces
3. Establish a standardized and transparent process for public art proposals
4. To facilitate the selection, acquisition, maintenance, and de-accession of Public Art
5. Provide a sustainable funding model for the management of Public Art

ROLES AND RESPONSIBILITIES:

The management of public art is a collaborative process involving many participants, including council, staff, and volunteers. Appendix B lays out the approval process for art projects and proposals.

Role of Township Council:

- Act as an advocate for art in Public Spaces in the Township;
- Approve the Public Art Policy;
- Approve changes to the Public Art Policy, as needed;
- Authorize expenditures from the Public Art Reserve Fund;
- Approve Public Art Reserve Fund contributions through the annual budget process;
- Appoint members to the Parks and Recreation Committee;

Role of Township Staff:

The implementation of this policy will be coordinated by Parks and Recreation Department staff who are responsible for coordinating the public art policy in collaboration with the Interdepartmental Staff Working Group (ISWG). For large scale or technically complex projects, staff may contract a public art consultant to coordinate the process. They shall be contracted early in the process to assure that all issues are considered before decisions are made.

Arts and Culture Coordinator:

- Leads Public Art Plan implementation
- Recommend project budgets through the Township's annual budget process.
- Develop scope for each new proposed public art project.
- Prepare the Call to Artists
- Coordinate the acquisition or de-accession of artistic works in accordance with this policy.

EFFECTIVE DATE:

APPROVED BY:
Council

REFERENCE:
P&R-22-007

AMENDS:
ADMIN -

PAGE 1 OF 8

- Coordinate the review and selection process for a given project.
- Administer project budgets and small neighborhood grants.
- Establish and maintain a public art inventory.
- Liaise with artists, arts professionals and arts organizations as required.
- Coordinate Art meetings, circulating information, providing guidance and arranging for the recording of minutes.
- Coordinate and chair (CPSV) meetings, circulating information, providing guidance and receiving feedback.
- Coordinate and chair regular (ISWG) meetings, circulating information, providing guidance, and arranging for the recording of minutes.

Interdepartmental Staff Working Group (ISWG)

This group is comprised of representatives from Parks and Recreation, Engineering and Public Works, Planning and Development, and Finance. Members of the Interdepartmental Staff Working Group will:

- Assist in the identification and annual review of public art opportunities.
- Determine sites for art in public places.
- Assess risk management issues (re: safety and maintenance) of proposed projects that have been identified and will provide feedback to the council on any safety/risk management concerns.
- Consider Township policies and planning documents when evaluating art projects and proposals. Not all projects require the same amount of time, financial support, staff support or degree of detailed attention.

Creative Placemaking Support Volunteers (CPSV)

The Committee's purpose is to:

- Provide advice and act as a resource to staff on public art proposals.
- Support activities, initiatives and events that benefit and advance art in the Township.
- Raise awareness and understanding of the importance of public art in the Township.
- Advise on strategies, policies, and programs to achieve excellence in art in the public realm.
- Make recommendations on temporary, permanent, and active art locations within the Township.

The CPSV may be assembled and consulted on an as needed basis for a specific project(s) with defined timelines. Review proposed project scope and terms of reference for each new Public Art project;

- Ensure application of established procedures and guidelines for each selection process;
- Advise and promote communication and outreach of the defined project to the community;
- Advise and recommend on proposed gifts, donations and bequests to the Township in accordance with established guidelines.

The CPSV may consist of up to 5 members which may include the following:

- Jury Artists (up to two);
- One Art Professional, for example a curator of an Art Gallery or an accredited Educator of Art;
- One Architect, Landscape Architect or Urban Design Professional
- One member of the Parks and Recreation Advisory Committee

- One Township staff liaison
- Resident of Esquimalt

Role of Parks and Recreation Advisory Committee (PRAC):

- Provide Council with recommendations on public art proposals
- Advise on the development and implementation of selection, acquisition, maintenance and de-accession of artistic works to which this Policy applies;
- Advise on communication and outreach of the program and policies to the community; and
- Review and advise on the Public Art Plan.

Parks and Recreation staff will receive recommendations from the CPSV , and advice from the Parks and Recreation Advisory Committee related to the selection, acquisition, or de-accession of Public Art. Final decisions regarding the selection, acquisition or de-accession of artistic work will be made by Council.

FUNDING:

Funding to support this Policy will be provided through annual operating funding, supplemental and capital requests, local community grants, and the Public Art Reserve Fund.

Public Art Reserve Fund

An annual contribution of at least 1% of the current year contributions to the Capital Project Reserve Fund will be made. Township contributions to the Public Art Reserve Fund will also be used to leverage funding from other governmental and private sources.

A minimum of 75% of all funds collected must be used for the design, fabrication, installation and documentation of Public Art projects chosen through an objective jurying selection process.

Funds ranging up to 25% will be apportioned to the governance and administration of the selection process, collection, inventory, insurance, consulting services, legal requirements, de-accession of artistic works, and ongoing maintenance and conservation of Owned Public Art.

Maintenance costs for Public Art associated with a specific Township site will be incorporated into the annual operating budget for such site.

SELECTION:

The process for soliciting proposals for providing Public Art should:

- Attract Artists from a variety of artistic disciplines;
- Be meaningful, fair and equitable;
- Encourage opportunities for learning, participation, and experimentation in arts and culture;
- Incorporate and integrate Public Art into planning, design, and execution of selected Township development projects.

Proposals for providing or acquiring Public Art may be achieved through:

- Open competition;
- Invited competition;
- Direct award, where permitted by the Township's Purchasing and disposal Bylaw;

- Other process approved by Council.

Public Art will be selected through a process informed by expertise and input through the CPSV. The selection will employ a jurying process coordinated by the Committee, with guidance from the ISWG. Final decisions regarding the selection and acquisition of artistic works will be made by Council.

Sites for Owned Public Art will be identified through the Public Art Plan.

Each artistic work that is being considered for selection as Owned Public Art may be evaluated according to the following criteria:

- Quality of work;
- Condition of work;
- Monetary and/or appraised value;
- Artistic reputation of the artist;
- Suitability of the artistic work for display in a Public Space;
- Durability and maintenance requirements;
- No duplication of other Owned Public Art or aspects thereof;
- Relevance to the Township's natural and built environment, cultural heritage, and/or history;
- Original Art;
- Ethical and legal considerations regarding ownership and copyright.

All offers of gifts, donations and bequests of artistic works will be reviewed by the CPSV with guidance from the Township's ISWG to assess artistic merit, site suitability and context, durability and maintenance requirements, financial implications and public safety prior to any acquisition, designation or installation as Public Art. Final decisions will be made by Council.

BORROWING AND RENTING OF PUBLIC ART:

All artistic works to be considered for selection as Borrowed Public Art may be evaluated against the following criteria:

- Quality of the artistic work;
- Artistic reputation of the Artist;
- Suitability of the artistic work for display in a Public Space (e.g. size, subject matter);
- Condition of the artistic work;
- The Township's ability to safely display the artistic work;
- Exposure provided for Greater Victoria artists.

Proposals for Borrowed Public Art will be reviewed by the ISWG . Sites for Borrowed Public Art will be identified through the Public Art Plan.

ACQUISITION AND SECURING:

The Township may acquire Owned Public Art through procurement or donation. Each acquisition will be accompanied by a maintenance plan that is supplied by the Artist or donor.

All donations must be unencumbered and the locations for donated artistic works will be subject to the Public Art Plan. The donor of the artistic work must have legal ownership to the artistic work and will be responsible for meeting the Canada Revenue Agency criteria if the donor wishes to receive an Official Receipt for Income Tax Purposes for the donation.

This process, which includes an appraisal of the artistic work at the donor's expense, to determine its fair market value, requires pre-approval of the Township's Finance Department staff.

The Township may decline to consider or accept any gift, bequest, or donation of art in its sole discretion. Final decision to purchase Public Art will be made by council.

The Township may secure Borrowed Public Art for display on a temporary basis.

Following the approval of a proposal, an appropriate agreement between the Artist and/or sponsoring organization and the Township will be executed. The Artist and/or sponsoring organization may be responsible for funding, installation, maintenance and timely removal of the artistic work, and restoration of the site.

AGREEMENTS:

Following the approval of the acquisition of an artistic work, the Artist will enter into a written agreement with the Township. This agreement will address the Artist's obligations, which may include, but are not limited to:

- Scope of work;
- Materials;
- Timelines;
- Installation;
- Maintenance and repair;
- Warranty;
- Copyright and moral rights;
- Payments to sub-contractors.

This agreement would also set out the Township's obligations that may include, but are not limited to:

- Payment;
- Adherence to the approved maintenance plan;
- Insurance of the artistic work;
- Community notification;
- Artist recognition.

INSTALLATION:

The Township is responsible for coordinating the installation of all Owned or Borrowed Public Art. The installation process will be identified, in advance, through the purchase, commission, donation, or exhibition agreement and may involve participation of the Artist and/or a contracted professional installer. The condition of all acquired artistic works will be evaluated upon receipt, and any problems found will be referred to the Artist for resolution, prior to installation.

INSURANCE:

All artistic works owned by the Township through purchase, commission and/or donation, are the property of the Township and are insured under the Township's Insurance Policies.

For all Borrowed Public Art, the Artist will submit proof, satisfactory to the Township, of insurance coverage for the artistic work, and/or a waiver freeing the Township from liability in case of accidental loss, theft, damage or vandalism. In addition, the Artist will submit a complete list of the displayed artistic work(s) which will include the title(s), dimensions, weight,

EFFECTIVE DATE:**APPROVED BY:**
Council**REFERENCE:**
P&R-22-007**AMENDS:**
ADMIN -**PAGE 5 OF 8**

medium/media, and if applicable, appraised value(s).

MAINTENANCE:

The Artist is responsible for developing a maintenance plan on a form supplied by the Township for each Public Art artistic work. The maintenance plan must be submitted to the Township for review and consideration along with the proposal to select the artistic work for acquisition. The complexity of the maintenance plan may vary based on the size, nature and material of the artistic work. Therefore, maintenance plans must also meet the satisfaction of the appropriate Township departmental staff through ISWG. Maintenance plans will include, but are not limited to, maintenance specifications, budget implications, manufacturer lists, and key contacts, including the Artist.

The Township is responsible for the care and maintenance of the artistic work, in accordance with the approved maintenance plan. Parks and Recreation staff will monitor the maintenance plan. The appropriate Township staff will undertake an inspection of the artistic work according to a pre-determined schedule. Staff may, if deemed necessary, retain a qualified art restorer to undertake the inspection and maintenance work.

STORAGE:

When storage of Public Art, whether short-term or long-term, is required, the Township will ensure that such storage is appropriate. Whenever possible, existing Township and community resources will be used for the storage and management of Township's Owned Public Art.

DE-ACCESSION OF PUBLIC ART:

The Township may de-accession Public Art when necessary. All reasonable efforts will first be made to resolve problems or relocate the Public Art, in consultation with the Artist and/or donor, where appropriate. Reasons for de-accession include, but are not limited to:

- Endangerment of public safety;
- Excessive repair or maintenance;
- Irreparable damage;
- Site redevelopment.

In the event of theft, vandalism or accidental loss, the Township may determine whether replacement or de-accession of the artistic work is appropriate.

NO ARTISTIC WORK WILL BE DE-ACCESSIONED AND DISPOSED OF WITHOUT CONSULTATION WITH THE PRAC. RECOMMENDATIONS OF PRAC REGARDING THE NEED FOR AND METHOD OF DE-ACCESSION WILL BE MADE TO PARKS AND RECREATION STAFF. THE DE-ACCESSIONED ARTISTIC WORK MAY BE MOVED, SOLD, RETURNED TO THE ARTIST OR DESTROYED, WITH ANY MONIES RECEIVED THROUGH A SALE ALLOCATED TO THE PUBLIC ART RESERVE FUND. FINAL DECISIONS WILL BE MADE BY COUNCIL.

PRIVATE ART:

Township staff (ISWG) will work with new and established businesses, agencies and other levels of government, architects, builders, contractors, and developers to identify opportunities for incorporating private artistic works into architecture, building and/or landscape designs of private infrastructure, or the layout of private open spaces, including private connections to adjacent public features (e.g. streets, bridges, road infrastructures, gateways, parks and open spaces), and related requirements for urban environments and streetscapes (e.g. requirements

EFFECTIVE DATE:**APPROVED BY:**
Council**REFERENCE:**
P&R-22-007**AMENDS:**
ADMIN -**PAGE 6 OF 8**

for light standards). Private sector developers should consider the integration of private artistic works into the design of private sites, including, but not limited to building facades, floors, ceilings, courtyards, or entrances and could include functional and decorative elements including, but not limited to benches, water features, and light standards.

MONITORING AND EVALUATION OF THIS POLICY:

Parks and Recreation staff, in consultation with the Parks and Recreation Advisory Committee will undertake an evaluation of this Policy within one year after it is fully implemented to assess its effectiveness and to identify amendments if required. Following this initial review, this Policy will be re-evaluated at least every five years.

Any proposed amendments will be submitted to Council for consideration and approval. The Township will regularly monitor the effectiveness of the Policy.

DEFINITIONS:

Acquisition The process of accepting an artistic work whether by commissioning, purchase, gift, or other means, into the Township's collection of public art.

Administration Program Costs: The amount that is taken off the top of the total art allocation in order to administrate a project. This amount is used for, but not limited to, the following: advertising, printing of competition briefs, jury fees, artist's maquette fee, plaque, lighting of work, invitations for official openings, photo documentation of the finished work, contingencies, etc. Program costs vary according to type of competition and project.

Art in public spaces Art in Public Places: A visual artwork in any media created by a professional artist(s) that has been planned and executed with the specific intention of being sited or staged in public space, and is acquired in compliance with the Township of Esquimalt Public Art Policy:

- Integrated forms a physical part of a building, structure or landscape. If the site were to be redeveloped, the art would be as well.
- Stand-alone (non-integrated) is not a physical part of a building, structure or landscape.
- Short-term durational is an original work by a professional artist(s) that is created for a specific occasion, time frame or event and which is situated at a particular site on a short-term basis. The art may cover a range of forms including, but not limited to, visual art, digital art, sound art, and performance-based work.
- Site-specific, whether long-term or temporary, functional or aesthetic, standalone or integrated and in any media, is an original work that is created in response to the immediate context.
- This Policy includes murals and other artistic works that are considered temporary art. Furnishings, such as benches, light standards, and signage, are not subject to this Policy unless a design component is commissioned. Museum, library and archival collections, commemorative plaques and memorials are not subject to this Policy.

Artist The designer/creator of an artwork who has completed specialized training in his or her artistic field or is recognized by their peers as such; is committed to his/her artistic activity; and has a history of public presentation.

The Canada Council for the Arts defines a professional artist as someone who:

- has specialized training in the field, consistent with the standards of their practice.
- is recognized by other artists working in the same tradition as an artist of superior

EFFECTIVE DATE:**APPROVED BY:**
Council**REFERENCE:**
P&R-22-007**AMENDS:**
ADMIN -**PAGE 7 OF 8**

achievement or potential.

- is committed to their own artistic vision, retains creative control and is committed to the creation and/or promotion of original work.
- has a history of public presentation in a professional context, receives professional compensation for the public presentation of their work, and actively seeks to maximize their audience, regardless of purely commercial considerations.

Borrowed refers to artistic work that is borrowed or rented by the Township through a loan agreement or for a defined period of time from an artist or lender who owns and retains ownership of the artistic work.

Community Art Program An artwork created collaboratively between an artist and an identified community. Community members actively participate in the creation of the artwork. The art process is of equal importance to the art created. The goal of the community art process is to create artwork that is accessible to a large public not simply by virtue of its placement in a public space, or because of its content, but through the engagement of numerous people in the community.

Creative Placemaking Support Volunteers CPSV is an advisory group with representation from curators, working artists, creative entrepreneurs, cultural producers, community members, and staff liaison to provide direction for site selection process and suitable creative.

De-accession refers to the process of removing an artistic work from the Township's collection of Public Art.

Local Grants Committee This committee operates under the Local Grant Policy-20 and is designed to financially assist community groups and not-for-profit societies and organizations in achieving their objectives. Local grant funding is intended to provide support to societies, organizations and committees with the expectation is that alternate sources of funding will be secured.

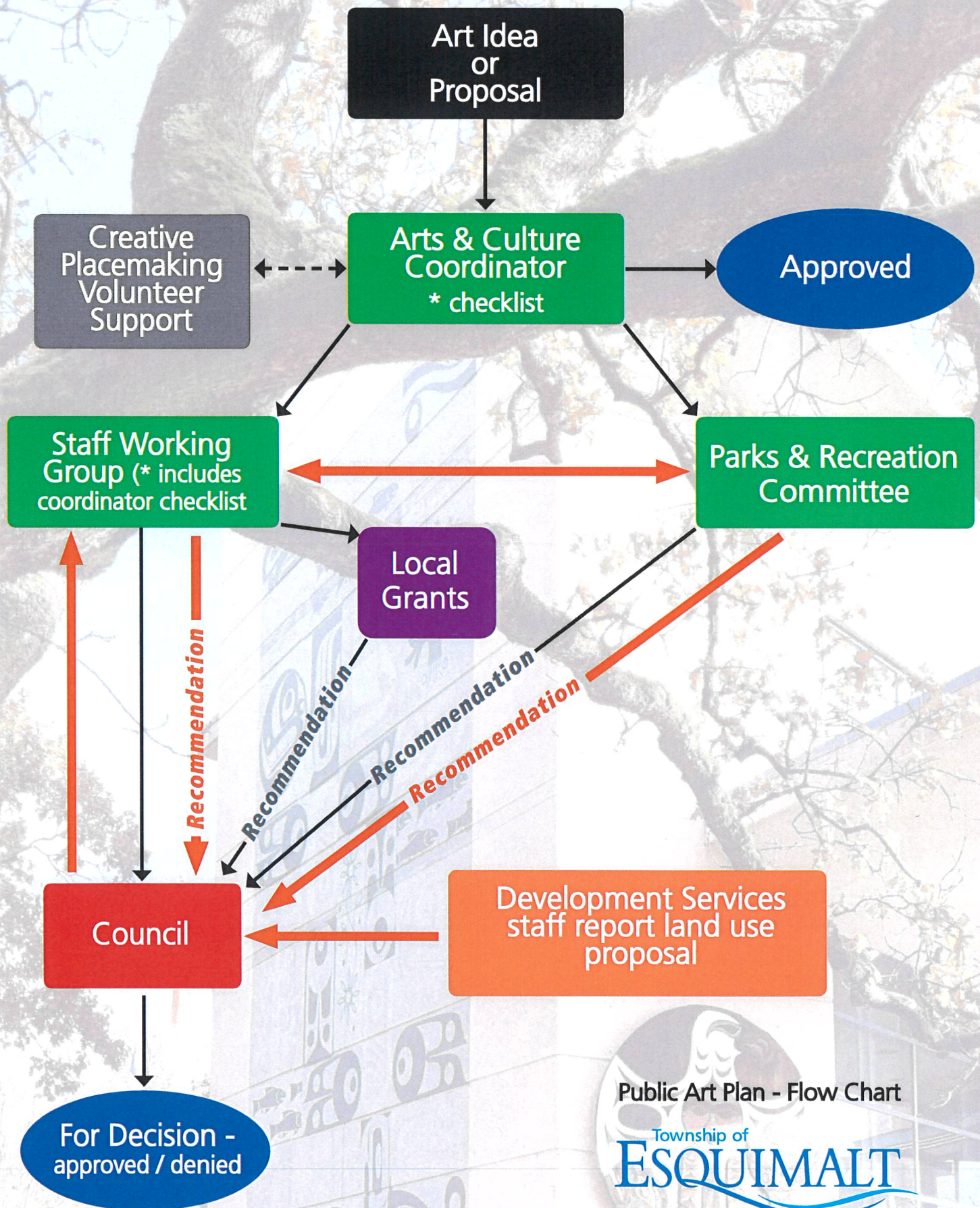
Owned Public Art refers to an artistic work that is owned by the Township for the benefit of current and future generations.

Public Art Plan (Appendix A) refers to the attached plan led by the Parks and Recreation Department and developed and managed jointly by staff of the Parks and Recreation Department, Public Works and Engineering Department and the Development Services Department to guide this Policy and to recommend practical implementation strategy for Public Art. In addition to identifying and prioritizing locations throughout the Township where Public Art may be situated, the Plan provides recommendations regarding themes and materials based on public engagement assessment of the current inventory of Public Art and will serve as the first stage in the development of a more detailed and longer-term Public Art plan.

Public Space refers to space available for use by the public, and can include, but is not limited to, parks, boulevards, trail systems, open spaces, waterways, roads, bridges, gateways, street spaces, civic squares and exterior and interior public areas associated with buildings or structures owned, operated, occupied, or used by or for the Township.

TITLE: PUBLIC ART POLICY	NO. ADMIN- 74

EFFECTIVE DATE:	APPROVED BY: Council	REFERENCE: P&R-22-007	AMENDS: ADMIN -	PAGE 9 OF 8
------------------------	--------------------------------	---------------------------------	---------------------------	--------------------



Public Art Plan - Flow Chart

Township of
ESQUIMALT



CORPORATION OF THE TOWNSHIP OF ESQUIMALT

COUNCIL POLICY

TITLE: PUBLIC ART POLICY		NO. ADMIN- 74		
POLICY STATEMENT: The Township of Esquimalt recognizes Public Art as a valuable asset that enhances quality of life for its citizens, strengthens community pride, improves the aesthetic of the public environment and contributes to the Township’s cultural aspirations, social well-being and economic vitality. Through Public Art we celebrate our culture and heritage, reflect our diversity, express shared values and define our unique identity. Public Art advances the Township’s Economic Development strategies and Council’s strategic objectives.				
PURPOSE: The purpose of this Public Art Policy is to: 1. Establish a standardized and transparent process for the selection, acquisition, maintenance and de-accession of Public Art; and 2. Provide a sustainable funding model for the management of Public Art.				
DEFINITIONS: Acquisition refers to the process of accepting artistic work for the Township’s collection of Public Art. Artist refers to the designer or creator of an artistic work and may include, but is not limited to, a professional artist, graphic designer, collaborative team, architect, or landscape designer. Borrowed refers to artistic work that is borrowed or rented by the Township through a loan agreement or for a defined period of time from an artist or lender who owns and retains ownership of the artistic work. Community Art refers to artistic work created collaboratively between an artist and an identified community. Community members actively participate in the creation of the artistic work, with the process of equal importance to the artistic product. De-accession refers to the process of removing an artistic work from the Township’s collection of Public Art. Owned Public Art refers to an artistic work that is owned by the Township for the benefit of current and future generations. Public Art refers to artistic works that are created by Artists and acquired by the Township with the specific intention of being sited on or staged in Public Space. Such artistic works may be Owned, Rented, or Borrowed, and may be characterized as aesthetic, functional, interactive, or any combination thereof, and created using any material or any combination of media, including but not limited to sculptures, water features, paintings, drawings, textiles, furnishings, installations, and kinetic works. Murals and other artistic works that do not leave a lasting				
EFFECTIVE DATE: July 11, 2016	APPROVED BY: Council	REFERENCE: P&R-16-005	AMENDS: ADMIN - 30	PAGE 1 OF 8

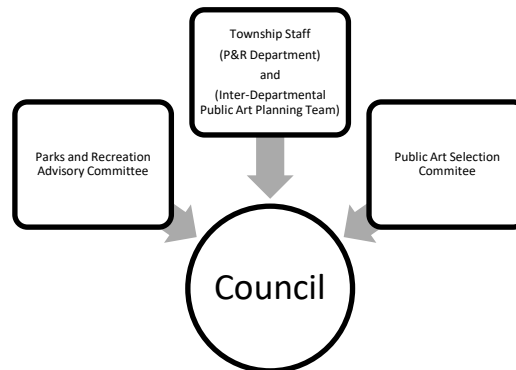
record of their creation are considered temporary art, and are not subject to this Policy. Furnishings, such as benches, light standards, and signage, are not subject to this Policy unless a design component is commissioned. Museum, library and archival collections, commemorative plaques and memorials are not subject to this Policy.

Public Art Operational Plan refers to a plan led by the Parks and Recreation Department and developed and managed jointly by staff of the Parks and Recreation Department, Public Works and Engineering Department and the Development Services Department to parallel this Policy and to recommend a practical implementation strategy for Public Art. In addition to identifying and prioritizing locations throughout the Township where Public Art may be situated, the Plan will make recommendations regarding themes and materials based on an assessment of the current inventory of Public Art and will serve as the first stage in the development of a more detailed and longer-term Public Art plan.

Public Art Selection Committee refers to the committee described in this Policy.

Public Space refers to space available for use by the public, and can include, but is not limited to, parks, boulevards, trail systems, open spaces, waterways, roads, bridges, gateways, street spaces, civic squares and exterior and interior public areas associated with buildings or structures owned, operated, occupied or used by or for the Township.

ROLES AND RESPONSIBILITIES:



Role of Township Council:

- Act as an advocate for art in Public Spaces in the Township;
- Approve the Public Art Policy;
- Approve any changes to the Public Art Policy, as needed;
- Authorize expenditures from the Public Art Reserve Fund;
- Approve Public Art Reserve Fund contributions through the annual budget process;
- Appoint members to the Public Art Selection Committee; and
- Approve the Terms of Reference for the work of the Public Art Selection Committee.

Role of Public Art Selection Committee:

A Public Art Selection Committee may be established and appointed by Council on an as needed basis for a specific project(s) with defined timelines.

TITLE: PUBLIC ART POLICY**NO. ADMIN- 74**

The Public Art Selection Committee will:

- Review proposed project scope and terms of reference for each new Public Art project;
- Ensure application of established procedures and guidelines for each selection process;
- Advise and promote communication and outreach of the defined project to the community;
- Advise and recommend on proposed gifts, donations and bequests to the Township in accordance with established guidelines.

The Public Art Selection Committee will consist of up to 7 voting members which shall include the following:

- Jury Artists (up to two);
- One Art Professional, for example a curator of an Art Gallery or an accredited Educator of Art;
- One Architect, Landscape Architect or Urban Design Professional
- One member of the Parks and Recreation Advisory Committee
- One member of Council (non-voting)
- One Township staff liaison (non-voting)
- Resident of Esquimalt (up to two).

The Public Art Selection Committee shall make a written recommendation to Council advising of their chosen art work and how the art work complies with the Project's Terms of Reference. Council shall make the final decision. The Public Art Selection Committee may recommend that none of the submissions fit the Project's Terms of Reference.

Role of Parks and Recreation Advisory Committee:

- Provide Council with recommendations on candidates for the Public Art Selection Committee;
- Advise on the development and implementation of selection, acquisition, maintenance and de-accession of artistic works to which this Policy applies;
- Advise on communication and outreach of the program and policies to the community; and
- Review and advise on the Public Art Operational Plan.

Role of Township Staff:

- Recommend a budget through the Township's annual budget process;
- Establish and maintain a Public Art Inventory;
- Develop a multi-year Public Art Operational Plan which will be reflective of Council's Operational Strategies and incorporated into the Township's Financial Plan;
- Establish a Scope of Work and Terms of Reference for individual projects;
- Facilitate and support Committee meetings as required, circulating information, providing guidance and arranging for the recording of minutes;
- Coordinate the acquisition of artistic works in accordance with this Policy and other Township policies and practices;
Develop and promote communication and outreach of the program and policies to the community;
- Coordinate conservation of the Township's Public Art as required; and
- Investigate Federal, Provincial, or other sources of funding to promote and support the development of Public Art in the Township.

EFFECTIVE DATE:

July 11, 2016

APPROVED BY:

Council

REFERENCE:

P&R-16-005

AMENDS:

ADMIN - 30

PAGE 3 OF 8

The implementation of this Policy will be coordinated by the Township's Parks and Recreation Services Department. A Township Inter-Departmental Public Art Planning Team will work in conjunction with the Public Art Selection Committee for selection of artistic works and ongoing, long-term Public Art planning, including site selection, restorations, conservation and maintenance. This planning team may include staff representatives from such areas as: Corporate Administration, Parks and Recreation, Finance, Public Works and Engineering, Development Services, and Community Safety Services.

Parks and Recreation staff will receive recommendations from the Public Art Selection Committee, and advice from the Parks and Recreation Advisory Committee related to the selection, acquisition, or de-accession of Public Art. Final decisions regarding the selection, acquisition or de-accession of artistic work will be made by Council.

FUNDING:

Funding to support this Policy will be provided through the establishment of a Public Art Reserve Fund.

An annual contribution of at least 1% of the current year contributions to the Capital Project Reserve Fund will be established. Township contributions to the Public Art Reserve Fund will also be used to leverage funding from other governmental and private sources.

A minimum of 75% of all funds collected must be used for the design, fabrication, installation and documentation of Public Art projects chosen through an objective jurying selection process.

Funds ranging up to 25% will be apportioned to the governance and administration of the selection process, collection, inventory, insurance, consulting services, legal requirements, de-accession of artistic works, and ongoing maintenance and conservation of Owned Public Art.

Maintenance costs for Public Art associated with a specific Township site will be incorporated into the annual operating budget for such site.

SELECTION:

The process for soliciting proposals for providing Public Art should:

- Attract Artists from a variety of artistic disciplines;
- Be meaningful, fair and equitable;
- Encourage opportunities for learning, participation, and experimentation in arts and culture;
- Incorporate and integrate Public Art into planning, design, and execution of selected Township development projects.

Proposals for providing or acquiring Public Art may be achieved through:

- Open competition;
- Invited competition;
- Direct award, where permitted by the Township's Purchasing Bylaw;
- Other process approved by Council.

Public Art will be selected through a process informed by expertise and input through the Public Art Selection Committee. The selection will employ a jurying process coordinated by the Committee, with guidance from the Township's inter-departmental Public Art planning team. Final decisions regarding the selection and acquisition of artistic works will be made by Council.

Sites for Owned Public Art will be identified through the Public Art Operational Plan.

Each artistic work that is being considered for selection as Owned Public Art may be evaluated according to the following criteria:

- Quality of work;
- Condition of work;
- Monetary and/or appraised value;
- Artistic reputation of the artist;
- Suitability of the artistic work for display in a Public Space;
- Durability and maintenance requirements;
- No duplication of other Owned Public Art or aspects thereof;
- Relevance to the Township's natural and built environment, cultural heritage, and/or history;
- Original Art;
- Ethical and legal considerations regarding ownership and copyright.

All offers of gifts, donations and bequests of artistic works will be reviewed by the Public Art Selection Committee with guidance from the Township's Inter-Departmental Public Art Planning Team to assess artistic merit, site suitability and context, durability and maintenance requirements, financial implications and public safety prior to any acquisition, designation or installation as Public Art. Final decisions will be made by Council.

BORROWING AND RENTING OF PUBLIC ART:

All artistic works to be considered for selection as Borrowed Public Art may be evaluated against the following criteria:

- Quality of the artistic work;
- Artistic reputation of the Artist;
- Suitability of the artistic work for display in a Public Space (e.g. size, subject matter);
- Condition of the artistic work;
- The Township's ability to safely display the artistic work;
- Exposure provided for Greater Victoria artists.

Proposals for Borrowed Public Art will be reviewed by the Public Art Selection Committee. Sites for Borrowed Public Art will be identified through the Public Art Operational Plan.

ACQUISITION AND SECURING:

The Township may acquire Owned Public Art through procurement or donation. Each acquisition will be accompanied by a maintenance plan that is supplied by the Artist or donor.

All donations must be unencumbered and the locations for donated artistic works will be subject to the Public Art Operational Plan. The donor of the artistic work must have legal ownership to the artistic work and will be responsible for meeting the Canada Revenue Agency

TITLE: PUBLIC ART POLICY**NO. ADMIN- 74**

criteria if the donor wishes to receive an Official Receipt for Income Tax Purposes for the donation.

This process, which includes an appraisal of the artistic work at the donor's expense, to determine its fair market value, requires pre-approval of the Township's Finance Department staff.

The Township may decline to consider or accept any gift, bequest, or donation of art in its sole discretion. Final decision to purchase Public Art will be made by council.

The Township may secure Borrowed Public Art for display on a temporary basis.

Following the approval of a proposal, an appropriate agreement between the Artist and/or sponsoring organization and the Township will be executed. The Artist and/or sponsoring organization may be responsible for funding, installation, maintenance and timely removal of the artistic work, and restoration of the site.

AGREEMENTS:

Following the approval of the acquisition of an artistic work, the Artist will enter into a written agreement with the Township. This agreement will address the Artist's obligations, which may include, but are not limited to:

- Scope of work;
- Materials;
- Timelines;
- Installation;
- Maintenance and repair;
- Warranty;
- Copyright and moral rights;
- Payments to sub-contractors.

This agreement would also set out the Township's obligations that may include, but are not limited to:

- Payment;
- Adherence to the approved maintenance plan;
- Insurance of the artistic work;
- Community notification;
- Artist recognition.

INSTALLATION:

The Township is responsible for coordinating the installation of all Owned or Borrowed Public Art. The installation process will be identified, in advance, through the purchase, commission, donation, or exhibition agreement and may involve participation of the Artist and/or a contracted professional installer. The condition of all acquired artistic works will be evaluated upon receipt, and any problems found will be referred to the Artist for resolution, prior to installation.

INSURANCE:

All artistic works owned by the Township through purchase, commission and/or donation, are the property of the Township and are insured under the Township's Insurance Policies.

EFFECTIVE DATE:

July 11, 2016

APPROVED BY:

Council

REFERENCE:

P&R-16-005

AMENDS:

ADMIN - 30

PAGE 6 OF 8

For all Borrowed Public Art, the Artist will submit proof, satisfactory to the Township, of insurance coverage for the artistic work, and/or a waiver freeing the Township from liability in case of accidental loss, theft, damage or vandalism. In addition, the Artist will submit a complete list of the displayed artistic work(s) which will include the title(s), dimensions, weight, medium/media, and if applicable, appraised value(s).

MAINTENANCE:

The Artist is responsible for developing a maintenance plan on a form supplied by the Township for each Public Art artistic work. The maintenance plan must be submitted to the Township for review and consideration along with the proposal to select the artistic work for acquisition. The complexity of the maintenance plan may vary based on the size, nature and material of the artistic work. Therefore, maintenance plans must also meet the satisfaction of the appropriate Township Departmental staff. Maintenance plans will include, but are not limited to, maintenance specifications, budget implications, manufacturer lists, and key contacts, including Artist.

The Township is responsible for the care and maintenance of the artistic work, in accordance with the approved maintenance plan. Parks and Recreation staff will monitor the maintenance plan. The appropriate Township staff will undertake an inspection of the artistic work according to a pre-determined schedule. Staff may, if deemed necessary, retain a qualified art restorer to undertake the inspection and maintenance work.

STORAGE:

When storage of Public Art, whether short-term or long-term, is required, the Township will ensure that such storage is appropriate. Whenever possible, existing Township and community resources will be used for the storage and management of Township's Owned Public Art.

DE-ACCESSION OF PUBLIC ART:

The Township may de-accession Public Art when necessary. All reasonable efforts will first be made to resolve problems or relocate the Public Art, in consultation with the Artist and/or donor, where appropriate. Reasons for de-accession include, but are not limited to:

- Endangerment of public safety;
- Excessive repair or maintenance;
- Irreparable damage;
- Site redevelopment.

In the event of theft, vandalism or accidental loss, the Township may determine whether replacement or de-accession of the artistic work is appropriate.

No artistic work will be de-accessioned and disposed of without consultation with the Public Art Selection Committee. Recommendations of the Public Art Selection Committee regarding the need for and method of de-accession will be made to Parks and Recreation staff. The de-accessioned artistic work may be moved, sold, returned to the Artist or destroyed, with any monies received through a sale allocated to the Public Art Reserve Fund. Final decisions will be made by Council.

TITLE: PUBLIC ART POLICY	NO. ADMIN- 74
<p>PRIVATE ART: Township staff will work with new and established businesses, agencies and other levels of government, architects, builders, contractors, and developers to identify opportunities for incorporating private artistic works into architecture, building and/or landscape designs of private infrastructure, or the layout of private open spaces, including private connections to adjacent public features (e.g. streets, bridges, road infrastructures, gateways, parks and open spaces), and related requirements for urban environments and streetscapes (e.g. requirements for light standards). Private sector developers should consider the integration of private artistic works into the design of private sites, including, but not limited to building facades, floors, ceilings, courtyards, or entrances and could include functional and decorative elements including, but not limited to benches, water features, and light standards.</p> <p>MONITORING AND EVALUATION OF THIS POLICY: Parks and Recreation staff, in consultation with the Parks and Recreation Advisory Committee will undertake an evaluation of this Policy within one year after it is fully implemented to assess its effectiveness and to identify amendments if required. Following this initial review, this Policy will be re-evaluated at least every five years.</p> <p>Any proposed amendments will be submitted to Council for consideration and approval. The Township will regularly monitor the effectiveness of the Policy.</p>	

EFFECTIVE DATE: July 11, 2016	APPROVED BY: Council	REFERENCE: P&R-16-005	AMENDS: ADMIN - 30	PAGE 8 OF 8
---	--------------------------------	---------------------------------	------------------------------	--------------------