



Priorities and Planning Committee

**Thursday, June 20, 2019
11:45 AM**

Henry Baker Hall, Main Floor, City Hall



OFFICE OF THE CITY CLERK

**Revised Public Agenda
Priorities and Planning Committee
Thursday, June 20, 2019**

Approval of Public Agenda**Adoption of Minutes**

Priorities and Planning Committee - Public - Apr 24, 2019 11:45 AM

Administration Reports

PPC19-4 Energy and Sustainability Framework

Recommendation

1. That the City of Regina host an Energy and Sustainability Conference in May 2020 to provide input into the development of an Environmental Sustainability Framework, which among other initiatives, would include a roadmap for the organization to move to more renewable energy sources, autonomous vehicles and solar panels.
2. That the return date for item *MN18-11*, *MN18-1* and *MN18-4* be updated to Q3 of 2020 on the List of Outstanding Items of City Council.
3. That this report be forwarded to the July 29, 2019 meeting of City Council for Approval.

PPC19-5 Underutilized Land Improvement Strategy

Recommendation

1. That the Underutilized Land Improvement Strategy in Appendix A be approved.
2. That CR18-126 be removed from the list of outstanding items for City Council.
3. That this report be forwarded to the July 29, 2019 City Council meeting for approval.



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PPC19-6 Asset Management - Introduction and Progress Update

Recommendation

That this report be received and filed.

PPC19-7 Regulation of Massage Parlours

Recommendation

**RECOMMENDATION OF THE EXECUTIVE COMMITTEE
- JUNE 12, 2019**

1. That an approach to massage parlours in Regina be adopted that regulates the industry as a business and that focuses on harm reduction for workers, operators and their clients.
2. That the City Solicitor be directed to prepare the necessary bylaw to amend the *Regina Zoning Bylaw No. 9250* and its successor which may be in force at the time of implementation (*The Regina Zoning Bylaw, 2019 No. 2019-19*) to:
 - (a) distinguish between massage parlours and therapeutic massage by:
 - (i) amending the definition of *Personal Service Establishment* to include *massage therapy*, defined as therapy provided by a Registered Massage Therapist within the context of the bylaws and ethics of the Massage Therapist Association of Saskatchewan, Inc. (MTAS) or the Natural Health Practitioners of Canada (NHPC); and
 - (ii) removing the term *Massage Parlour* and substituting *Body Rub Establishment* wherever it occurs; and
 - (b) allow massage parlours as a discretionary use in industrial and major arterial commercial zones (MAC or the equivalent in any new zoning bylaw). This amendment would:
 - (i) apply separation distances equal to the equivalent of one city block between massage parlours and:
 - schools;
 - churches;
 - daycares; and
 - other massage parlours; and
 - (ii) apply the separation distances in (i) to existing massage



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parlours as follows:

- the separation distance between massage parlours and schools, churches and daycares would apply immediately. This will require some massage parlours to relocate or shut down as soon as the bylaw comes into force; and
 - existing massage parlours that do not meet separation distances between massage parlours, but otherwise comply with zoning regulations, would be grandfathered until one of the establishments moves or shuts down.
3. That the plan to develop a licensing program for massage parlours as outlined in Option B of this report be approved. That plan requires massage parlours to:
 - (a) operate only within specified hours of operation;
 - (b) comply with health and safety standards;
 - (c) ensure workers are of legal age and legally able to work in Canada; and
 - (d) ensure that workers receive training in safe practices and community resources as determined by the City of Regina.
 4. That the Administration return to City Council with details of the licensing program in accordance with the policy intentions outlined in Recommendation 3 by March 31, 2020 to allow the City Solicitor to prepare bylaw amendments and/or new bylaws by June 30, 2020.
 5. That the implementation plan contained in Appendix A – High Level Implementation Plan be approved.
 6. That this report be forwarded to the June 24, 2019 meeting of City Council for approval.

Adjournment

AT REGINA, SASKATCHEWAN, WEDNESDAY, APRIL 24, 2019

AT A MEETING OF PRIORITIES AND PLANNING COMMITTEE
HELD IN PUBLIC SESSION

AT 11:45 AM

These are considered a draft rendering of the official minutes. Official minutes can be obtained through the Office of the City Clerk once approved.

Present: Councillor John Findura, in the Chair
Councillor Sharron Bryce
Councillor Jerry Flegel
Councillor Bob Hawkins
Councillor Jason Mancinelli
Councillor Joel Murray
Councillor Mike O'Donnell
Councillor Barbara Young
City Clerk, Jim Nicol
Deputy City Clerk, Amber Ackerman
City Manager, Chris Holden
A/City Solicitor, Cheryl Willoughby
Executive Director, Citizen Services, Kim Onrait
Executive Director, Financial Strategy & Sustainability, Barry Lacey
A/Executive Director, Citizen Experience, Innovation & Performance, Carole Tink
A/Executive Director, City Planning & Community Development, Jill Hargrove
Manager, Communications Maureen MacCuish

Regrets: Mayor Michael Fougere
Councillor Lori Bresciani
Councillor Andrew Stevens

APPROVAL OF PUBLIC AGENDA

(The meeting commenced in the absence of Councillors Flegel and Mancinelli)

Councillor Sharron Bryce moved, AND IT WAS RESOLVED, that the agenda for this meeting be approved, as submitted.

ADOPTION OF MINUTES

Councillor Joel Murray moved, AND IT WAS RESOLVED, that the minutes for the meeting held on February 20, 2019 be adopted, as circulated.

ADMINISTRATION REPORT

PPC19-3 Economic Update and Preliminary 2020 Budget Review

Recommendation

That this report be received and filed.

Chris Holden, City Manager and Barry Lacey, Executive Director, Financial Strategy & Sustainability made a PowerPoint presentation, addressed and answered questions of the Committee. A copy of the presentation is on file in the Office of the City Clerk.

(Councillor Flegel arrived at the meeting)

(Councillor Mancinelli arrived at the meeting)

Councillor Bob Hawkins moved, AND IT WAS RESOLVED, that this report be received and filed.

RESOLUTION FOR PRIVATE SESSION

Councillor Sharron Bryce moved, AND IT WAS RESOLVED, that in the interest of the public, the remainder items on the agenda be considered in private.

RECESS

Councillor Joel Murray moved, AND IT WAS RESOLVED, that the Committee recess for 5 minutes.

The Committee recessed at 1:06 p.m.

Chairperson

Secretary

June 20, 2019

To: Members
Priorities and Planning Committee

Re: Energy and Sustainability Framework

RECOMMENDATION

1. That the City of Regina host an Energy and Sustainability Conference in May 2020 to provide input into the development of an Environmental Sustainability Framework, which among other initiatives, would include a roadmap for the organization to move to more renewable energy sources, autonomous vehicles and solar panels.
2. That the return date for item *MN18-11*, *MN18-1* and *MN18-4* be updated to Q3 of 2020 on the List of Outstanding Items of City Council.
3. That this report be forwarded to the July 29, 2019 meeting of City Council for Approval.

CONCLUSION

The City of Regina proposes hosting an Energy and Sustainability Conference (Conference) in early May 2020. The Conference will focus on best practices in energy management and environmental sustainability to interested parties in the community as well as other municipalities and partners across Canada. It will focus on exploring innovative and best in class opportunities to move delegates towards their goals of becoming more renewable and sustainable.

The Conference content will provide input into the development of an Energy and Sustainability Framework for the City of Regina, which among other initiatives, would include a roadmap for moving to more renewable energy sources, autonomous vehicles and solar panels. The scope of the Energy and Sustainability Framework would be focused on the City of Regina as an organization. This means that efforts are focused on the City's fleet and transportation, facility heating and cooling, and electricity.

BACKGROUND

Original Motion

This report is in response to Council Motion *MN18-11* from the October 29, 2018 meeting of City Council. The motion stated:

1. That Administration return to Council by Q4 of 2019 with a proposed framework and implications for the City of Regina to join the growing number of municipalities from around the world and commit to being a 100% renewable city by 2050.

2. That Administration seek external funding sources, such as grants made available through the Federation of Canadian Municipalities, to finance the report and any future costs incurred from this commitment.
3. Said report include at least four possibilities of new and concrete actions for improving the environmental sustainability of the City of Regina that could be considered by Council for implementation by Q4 of 2023.

Clarifying Terminology

Renewable energy is any form of energy from solar, geophysical or biological sources that is replenished by natural processes at a rate that equals or exceeds its rate of use. The following table categorizes the most common forms of energy:

Forms of renewable energy include: <ul style="list-style-type: none">• Biomass • Solar • Geothermal• Hydropower • Tidal and waves • Ocean thermal • Wind	Forms of non-renewable energy include: <ul style="list-style-type: none">• Coal • Oil • Natural gas • Nuclear
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Sustainable energy is the provision of energy such that it meets the needs of the present without compromising the ability of future generations to meet their needs. An example of energy that is sustainable, but not renewable is nuclear.

Environmental sustainability can be interpreted more broadly to mean ecosystem continuity and health. It means taking care of the environment in such a way as to not compromise the environment for future generations. Environmental sustainability is accomplished through environmental management and consumption management. Through innovation resulting in emissions reductions and efficient use of fuel, non-renewable energy sources, such as fossil fuels can contribute to environmental sustainability efforts.

Renewable City Mandate

The Council motion refers to the growing number of municipalities from around the world that are committing to moving to 100 per cent renewable energy sources by 2050. Globally, cities are responsible for an estimated 75 per cent of energy consumption and an equivalent share of greenhouse gas emissions. As a result, the largest number of jurisdictions to have adopted a 100 per cent renewable target are municipalities. A few cities, such as Reykjavik and Burlington, Vermont have already achieved that goal in at least one sector. Many other larger global cities have adopted a 100 per cent renewable energy goal in one or more of the electricity, heating and cooling, or transportation sectors. Some of these cities include Vancouver, Munich, Sydney, Hamburg, San Francisco, Barcelona, San Diego, and Malmö.

There are two main organizations sharing an overlapping purpose of helping different levels of government achieve independence from non-renewable energy:

Renewable Cities is a global program originating out of Simon Fraser University's Morris J. Wosk Centre for Dialogue in Vancouver, Canada. Its mission is to support

cities through the transition to 100 per cent renewable energy and increased energy efficiency.

100% Renewables is another global platform advocating the switch to 100 per cent renewable energy. 100% Renewables vision is to achieve globally, 100 per cent renewable energy in the power, heating/cooling and transportation sectors; to see new investments in energy systems only being 100 per cent renewable energy; and the belief that a decentralized and people-centered approach is the fastest way to transform and benefit societies.

Both organizations define a Renewable City as all municipal government operations being 100 per cent powered using only renewable energy. This means all electrification, heating and cooling, as well as transportation, are powered only from renewable energy. Both organizations advocate that the target date for becoming 100 per cent renewable should be 2050.

These organizations also advocate that municipalities should, at the same time:

- Look for ways to become more energy efficient, reducing greenhouse gas emissions.
- Take a leadership role in affecting community uptake of renewable energy and/or energy reduction initiatives.

Related Motions

There are two additional City Council motions related to environmental sustainability that will be addressed in the Energy and Sustainability Framework.

Council Motion *MN18-1* is from the January 29, 2018 meeting of City Council. It stated:

1. The City of Regina monitor the research and trials that are currently underway and will shortly be undertaken with regards to autonomous and connected vehicles.
2. The Administration report back to Regina City Council in the second quarter of 2019 with analysis as to the impacts or potential impacts upon the City of Regina of these type of vehicles and to take into account any impact of a large number of vehicles powered by batteries and the need for charging stations.
3. The Administration give consideration to any advantage the City of Regina may have with being one of the leading edge communities with regards to testing of autonomous vehicles given our varied climate.

Council Motion *MN18-4* is from the April 30, 2018 meeting of City Council. It stated:

1. The Administration investigate the potential of installing solar panels on various City of Regina facilities and analyze the cost benefit of removing select city facilities from the power grid to be self-sustaining, and determine if there is a financial benefit in selling the power that would be generated.

2. The Administration investigate the possibility of installing a large number of solar panels on city owned land with the expressed desire to generate revenue for the City of Regina.
3. The Administration also determine if there are partnerships available regarding the installation of solar panels resulting in revenue generation for the City of Regina, with, but not limited to, SaskPower.
4. That fleet electrification using solar panels for charging, where viable, be included in the report.
5. The Administration report back to Regina City Council no later than December 2019.

DISCUSSION

The following section outlines the Administration's proposed course of action to respond to several Council motions related to environmental sustainability. Currently, the City has greater control over increasing its sustainability (reducing energy consumption and improving energy efficiency) than it does in affecting the renewability of its electricity and heating supplies. Although discussed in detail below, these constraints have shaped the Administration's philosophy to focus on becoming more sustainable through reducing energy consumption and improving energy efficiency.

Administration recognizes that with advancement of energy-related technologies in the future, becoming a Renewable City by 2050 will become more tangible.

Generation and Consumption: The City's Current State

Energy Generation

Becoming more sustainable or renewable is possible through increasing the renewability and sustainability of energy sources. Except in unique situations (such as the Landfill's Gas to Energy Generator) the City does not generate its own electricity or energy for heat but rather it purchases electricity and natural gas from SaskPower and SaskEnergy.

The sustainability and renewability of City electricity is currently dependent on the sustainability and renewability of SaskPower's energy sources. As of 2017, roughly 20 per cent of SaskPower's energy mix comes from renewable sources. By extension, the City's electricity is 20 per cent renewable. One of the bigger challenges to the City becoming more renewable is that SaskPower offers limited ability for its customers to produce electricity *if* customers still wish to connect to SaskPower's electricity grid. Without lobbying for SaskPower to change its policies, it would be extremely difficult for the City to generate its own renewable electricity. SaskPower's full energy mix is displayed in the graphic below. The City uses an average of five (5) megawatts (MW) of electricity at any given time.

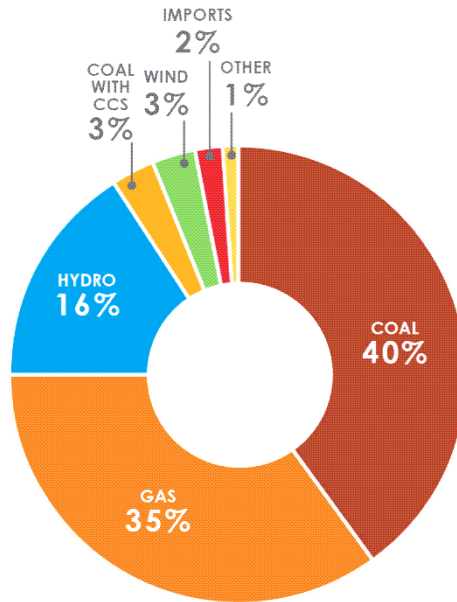


Figure 1: SaskPower Energy Mix

SaskPower does have a Power Generation Partner Program (PGPP) that allows customers to develop power generation projects to sell electricity to SaskPower. According to SaskPower, the PGPP accepts up to 10 megawatts (MW) of renewable generation, but individual projects can only produce a maximum of one (1) MW. The City went through a similar process to install its single gas-to-energy generator that produces one (1) MW of electricity at the landfill. The challenge is that SaskPower only allows projects to advance if there is capacity on their grid in the specific location. The City applied for permission to install a second landfill gas-to-energy system but was denied approval because SaskPower did not have adequate grid capacity in the area. The PGPP would apply to any solar generation projects as well.

Efforts are being made to improve the environmental sustainability of non-renewable energy sources such as coal. Burning coal produces roughly one-third of SaskPower's energy supply. While relatively cheap and abundant, coal is one of the world's largest producers of carbon dioxide - one of the greenhouse gases that causes climate change and global warming. Carbon capture and storage is a technology process that helps diminish coal's negative environmental impact and Boundary Dam Power Station near Estevan became one of the first power stations in the world to use carbon capture and storage technology. Federal government guidelines are requiring that coal plants be decommissioned at the end of their useful life or be retrofitted by 2030 to include carbon capture and storage technology. At this time, SaskPower has decided not to expand the technology on anymore coal-fired plants and is instead, looking to switch to more renewable options.

Even without implementing carbon capture and storage, any new coal power plants would likely implement High-Efficiency Low-Emissions (HELE) technologies. HELE technologies can generate the same amount of electricity while burning less fuel, emitting less carbon, releasing less local air pollutants, and consuming less water. This is an example of the types of innovations within the oil and gas sector that make fossil fuels more environmentally sustainable. The City

looks forward to leveraging such innovations the sector is pursuing.

The City relies on natural gas from SaskEnergy to heat City facilities. Natural gas is a non-renewable energy source. For the City to become a Renewable City, it would need to find alternative ways of heating City facilities.

Consumption

Considering the above challenges, the second and preferred approach is to focus on how the City consumes energy. While the City has limited ability to affect the renewability of energy sources, it does have a greater ability to affect how much energy it consumes and how efficiently energy is consumed. It is possible for the City to become more sustainable, decreasing its carbon dioxide (CO₂)/greenhouse gas (GHG) emissions, while still relying on the non-renewable energy supplied by SaskPower and SaskEnergy.

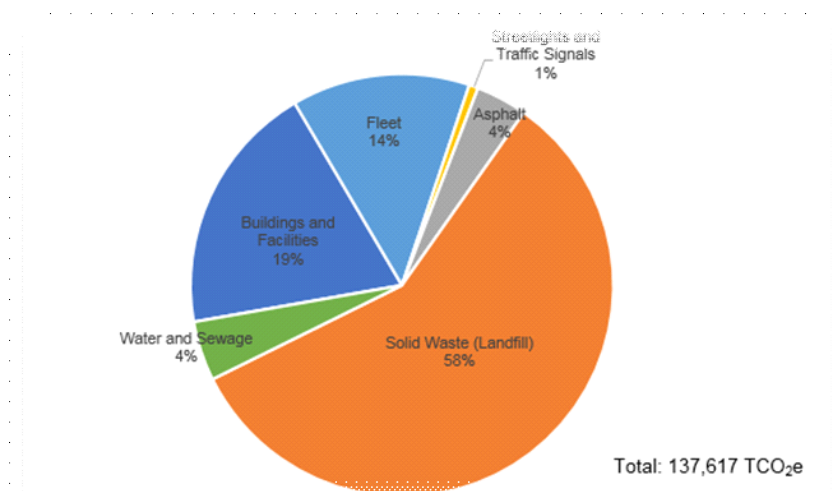


Figure 2: City of Regina Green House Gas Emissions

The City of Regina produces roughly 137,000 tonnes of CO₂ equivalent. The majority of the City of Regina's GHG emissions come from the Landfill, followed by City buildings and facilities, as well as the City fleet. By pursuing ways of increasing efficiency and reducing energy consumption, it is possible for the City to reduce its production of carbon dioxide equivalent - even without switching to renewable energy sources.

Path Forward: Renewable 2050, Efficiency and Reduction

An Energy and Sustainability Framework will provide a holistic approach to energy management including potential solutions such as solar power generation on buildings and utilization of autonomous and electric vehicles.

Community and industry engagement is an important component in building this Framework and has been an important component influencing frameworks in other cities. As a first step, the Administration recommends hosting an Energy and Sustainability Conference that will bring together the energy industry, residents, other municipalities, and our provincial energy and power utilities. Bringing together a diverse group of people is an important step to identify

tangible opportunities and initiatives the City can leverage on its Renewable City journey.

The Conference will highlight best practices in energy management and environmental sustainability to interested parties in the community as well as other municipalities and partners. Participants will learn about sustainability-related initiatives and opportunities, including renewable energy opportunities. The Conference will focus on exploring innovative and best in class opportunities to move delegates towards their goals of becoming more renewable and sustainable. This conference will seek to bring national attention, attracting delegates from Saskatchewan and across Canada. Ideally, the conference will include an internationally recognized keynote speaker, who would bring a unique and innovative approach and perspective to environmental sustainability. The City looks forward to the participation of the oil and gas sector in the Conference, to ensure the City can leverage any innovations the sector is pursuing. To maximize participation, the Administration recommends that this event be held in May 2020, to avoid conflicting with the federal election occurring in October 2019. The Mayor has requested City Council take a leadership role in the planning of this conference and has asked Councillor Mike O'Donnell and Councillor Joel Murray to co-chair the event. The next step will be to establish a planning committee.

Next Steps

Becoming a Renewable City by 2050 means using 100 per cent renewable energy for transportation, heating/cooling and power. To achieve this, the Administration is continuing to explore:

- Advocating for SaskPower to amend its policies on partnerships and grid connectivity
- Pursuing the generation of another four (4) MW of renewable electricity (the City produces one (1) MW of renewable energy through the landfill gas-to-energy generator and consumes five (5) MW
- Transitioning all City vehicles to those that use renewable energy
- Transitioning to renewable methods of heating City facilities

RECOMMENDATION IMPLICATIONS

Financial Implications

Based on expenditures for past Summit events, the Energy and Sustainability Conference is estimated to cost approximately \$125,000, with up to \$50,000 recouped in revenues from sponsorship and registration fees. Attracting a prominent speaker will require additional investment.

In addition to conference expenditures, planning the conference will require funding for an Event Planning resource/contractor for six to eight months.

The conference will be funded through the City Manager's Strategic Innovation Fund.

Environmental Implications

None with respect to this report.

Policy and/or Strategic Implications

An Energy and Sustainability Framework supports several elements of the Official Community Plan. The Community Priority to, “promote conservation, stewardship and environmental sustainability” will help guide the development of the Framework, as the Priority includes reducing Regina’s environmental footprint. An Energy and Sustainability Framework focussed on increasing energy efficiency and reducing energy consumption also advances Goal 4 - Resiliency under Section D2, Environment, “Build a resilient city and minimize Regina’s contributions to climate change,” as the goal seeks to reduce greenhouse gas emissions.

Other Implications

None with respect to this report.

Accessibility Implications

None with respect to this report.

COMMUNICATIONS

A formal communications strategy will be developed.

DELEGATED AUTHORITY

The recommendation in this report requires City Council Approval.

Respectfully submitted,



Carole Tink, Director
Technology & Digital Innovation

Respectfully submitted,



Louise Folk, Executive Director
Citizen Experience, Innovation & Performance

Report prepared by:
Ryan Gray, Corporate Strategy & Performance

June 20, 2019

To: Members
Priorities and Planning Committee

Re: Underutilized Land Improvement Strategy

RECOMMENDATION

1. That the Underutilized Land Improvement Strategy in Appendix A be approved.
2. That CR18-126 be removed from the list of outstanding items for City Council.
3. That this report be forwarded to the July 29, 2019 City Council meeting for approval.

CONCLUSION

Design Regina: The Official Community Plan Bylaw 2013-48 (OCP) directs residential and employment growth and development to occur in existing areas of the city, as well as on the periphery. In particular, an intensification goal was established to direct at least 30 per cent of new population to existing urban areas, redevelopment of existing underutilized lands will be required. Underutilized lands include vacant lots, surface parking lots and vacant buildings.

Administration has developed a proposed Underutilized Land Improvement Strategy (Strategy), attached as Appendix A, to address barriers to private sector investment of underutilized sites using recommendations identified in the Underutilized Land Study (Study). The Study was completed by V3 Companies of Canada Ltd. in association with Praxis Consulting and Trace Associates (Consultant) and endorsed by City Council on December 17, 2018.

The Strategy is comprised of goals that describe the intended outcomes and actions for the City to undertake in the immediate, short, medium and long term. Implementation of the Strategy will foster redevelopment of underutilized lands and progress on achieving the OCP's Community Priorities to complete neighbourhoods, support diverse housing options, achieve financial viability, and foster economic prosperity. Actions in the Strategy that require funding will proceed through the regular budget process.

BACKGROUND

The OCP states that 30 per cent of the City's growth shall be directed to existing urban areas to ensure long-term sustainable growth and enhancement of the urban form. Furthermore, the OCP directs 10,000 new residents to the City Centre over the life of the OCP. The OCP's City Centre and Intensification Boundary are illustrated in Figure 1.

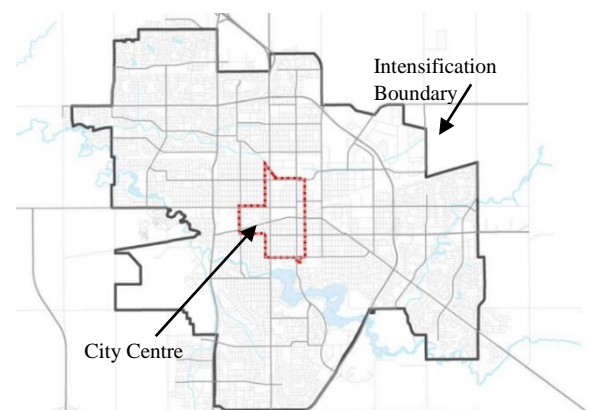


Figure 1: City of Regina's Intensification Boundary and City Centre

Since the OCP was adopted by City Council in 2013, new construction has not met the OCP policy with the rate of intensification declining each consecutive year from 26 per cent in 2014, to five per cent in 2017, to four per cent in 2018. This has been due to a number of factors, including overbuilding of some types of housing during the period of high growth, policy changes, and an ample supply of serviced greenfield land.

Following the OCP's approval, Administration developed and has been implementing an Intensification Work Plan (IWP) comprised of projects that support intensification. Information on the IWP can be found at regina.ca/Planning. The IWP identified the Study followed by the Strategy to investigate, seek recommendations, and then determine how the City will address the regulatory, environmental and economic barriers to attracting new private sector investment in the city's underutilized properties.

On December 17, 2018, City Council considered CR18-126 which included endorsing the Study as well as approving the recommendations:

“That Administration be directed to develop an Underutilized Land Improvement Strategy based on the Underutilized Land Study's recommendations as outlined in Appendix A.”

and

“That Administration submit the Underutilized Land Improvement Strategy to City Council for approval by Q4 of 2019.”

This report addresses these recommendations.

DISCUSSION

The redevelopment of underutilized lands improves the resiliency of the City by bringing about several economic, environmental and social benefits, including increased tax assessment, remediation of contaminated land within Regina and acting as a catalyst for new investment in the underutilized sites within a neighbourhood.

The purpose of the Strategy is to determine the goals and actions for the City to encourage reinvestment in vacant and underutilized sites. As a result, it is a tool to support progress on the OCP intensification target and foster progress on its Community Priorities, including economic prosperity, long-term financial viability, availability of housing and transportation options, and completion and revitalization of neighbourhoods.

The Study was a key input to the development of the Strategy. In particular, the barriers to the redevelopment of underutilized sites identified by stakeholders through, the development of the Study, were used to develop the Strategy Goals; the recommendations from the Consultant on how to address the barriers informed the strategic Actions. As well, the Federation of Canadian Municipalities' Leadership in Brownfield Renewal program was reviewed for applicable best practices and lessons learned from other communities. As well, the City's own existing and

planned initiatives were reviewed. This revealed that the City had already put initiatives in motion as part of the IWP that should also address barriers to the redevelopment of underutilized sites. As such, it became clear that the Strategy could be a tool to connect existing initiatives, some that were identified as being part of the IWP and some that were not, under a common umbrella.

Goals

Five Goals were developed that describe the intended outcomes of this Strategy by responding to the barriers that were identified through the Study.

In the Study, the Consultant explored barriers in each of the following areas with stakeholders:

- Regulatory
- Approval process
- Brownfields
- Financial
- Infrastructure
- Social
- Market

These barriers were reflected on and considered in the development of the following Strategy Goals:

GOALS	EXPLANATION
1. Rules	The City's regulatory frameworks support redevelopment of underutilized lands.
2. Process	Information for redevelopment applications is readily available and the process is coordinated.
3. Financial	Private investment in the redevelopment of underutilized properties is fostered through strategic public investment.
4. Promotion	Collaboration with others is fostered and development opportunities within existing communities is promoted.
5. Monitoring	Through implementation, progress is monitored and reported regularly and informs refinements to the Strategy over time to respond to barriers.

While there was not specific feedback in the Study related to the fifth Goal, Monitoring, it is good practice to review progress resulting from implementation of actions and refine as needed to ensure investments are addressing the barriers, more directly related to the other four Goals, as intended.

Strategic Actions

Strategic Actions to meet each Goal were developed, largely drawing on the recommendations from the Study, but also considering best practices from elsewhere as well as projects planned and underway at the City.

The Strategic Actions are identified by Goal and organized around:

- Meeting Goals and addressing barriers to the redevelopment of underutilized sites;
- Focusing efforts on completing existing projects;
- Adding an underutilized land lens to better address specific barriers as existing projects are completed;
- Building on initiatives that have been started and filling gaps over time; and
- Reflecting on progress and refining initiatives regularly to respond to changing conditions.

All recommendations from the Study were captured within the Strategy except the following three:

- Develop a neighbourhood clean-up campaign;
- Invest in bus rapid transit; and
- Lobby for tax legislation changes to allow for site-specific tax measures to penalize landowners of underutilized lands who have removed the sites from the marketplace.

These actions were considered but ultimately not felt to be major drivers required to encourage redevelopment of underutilized lands. These Study recommendations were identified as coming from the consultant's own experience or best practices and when reflected on in the Regina context, they did not address the barriers identified by stakeholders or encourage development of underutilized lands in a significant way. As the Strategy is reviewed over time, these actions could be revisited and included; however, for now the focus has been directed on other actions. Stakeholder consultations undertaken as part of this Strategy's development did not raise concerns about this approach.

The timing for implementation of Strategic Actions was broken down into the following categories based on when they would start. Many actions once started are intended to be ongoing, and therefore over time, momentum will build, and the overall program will strengthen as new initiatives are advanced.

Immediately	2019 (planned projects and projects already underway)
Short-term	2020 – 2021
Medium-term	2022 – 2024
Long-term	2025 – 2030

Implementation

Upon City Council approval of the Strategy, it will be used by Administration to guide its work to foster reinvestment in underutilized land. As noted in the chart below, over half the Actions are to be initiated in the first three years.

Goal	Immediate-Term Actions (2019)	Short-Term Actions (2020-2021)	Medium-Term Actions (2022-2024)	Long-Term Actions (2025-2030)
1. Rules	5	1	1	2
2. Process	4	2	3	-
3. Financial	2	2	5	2
4. Promotion	4	2	2	1
5. Monitoring	-	3	4	-
TOTAL	15	10	15	5

Since many actions in the earlier timeframes are intended to be ongoing, the number of ‘new’ long-term actions is relatively low. As well, considering and reflecting on the impact of the earlier projects being implemented to determine what actions may be needed post-2024 will be important to ensure they are relevant. A Strategic Action under Monitoring is to conduct a major Strategy review in five years which will create an opportunity to review the progress that has been made, assess the market and other conditions at the time, and determine what actions are needed to continue movement towards the Goals effectively.

Major City initiatives that are planned for 2019 or underway, that will collectively address the barriers and create conditions to advance the Actions, include:

- The new Zoning Bylaw;
- Planning and Building Software;
- The Railyard Renewal Project; and
- Developing Neighbourhood Plans.

In particular, advancing the development of Neighbourhood Plans in existing areas will allow a number of Actions to be considered as part of broader community processes. For instance, through developing a Neighbourhood Plan, vacant and underutilized sites will be identified and the opportunity that they represent can be explored and discussed. It also set the stage to talk about intensification and the value that investing in underutilized sites has for the area, as well as the broader community, which is intended to improve public awareness and education about intensification.

As well, the recent re-organization of the City’s Administration resulted in bringing together the Planning and Development Services Departments into a single Department. This was a purposeful decision that was made to deliver faster and more efficient customer service for development applications.

Stakeholder Consultation

Stakeholders who were involved in the facilitated sessions that occurred through the Study were invited to continue the conversation and contribute to developing the Strategy. A workshop was held on March 20, 2019 and ten stakeholders from the development industry, affordable housing providers, and Downtown and Warehouse Business Improvement Districts participated in a dialogue that focused on reviewing the draft Goals and Strategic Actions. Participants were asked to consider what they appreciated, what concerns they had, and what else should be done to refine the goals and strategies. Following the workshop, stakeholders also had the opportunity to submit written comments. This feedback was used to refine the Strategy; Administration’s responses to the comments were shared with stakeholders in May 2019 and can be found in Appendix B.

Among the comments, feedback that seemed to be underscored was the need for the City to recognize the financial impact that the barriers can have on the private sector’s interest and ability to reinvest in underutilized sites: projects need to be financially viable to proceed and there are multiple concerns that make this a challenge. So, while a barrier may have been identified as a process or regulatory barrier, they ultimately can result in increased costs and

affect the bottom-line of development, rendering it unviable. It was also reiterated that lack of infrastructure condition and capacity information is a significant barrier and stakeholders requested better information and for the City to publicly invest in infrastructure improvements to remove the uncertainty of infrastructure from the equation.

Administration recognizes these concerns and the Strategy has been developed to seek to address them. Ongoing monitoring of the effectiveness has also been included within the Strategy.

RECOMMENDATION IMPLICATIONS

Financial Implications

\$115,000 from Current Contributions were allocated to fund the development of the Study and subsequently the Strategy. As well, the Federation of Canadian Municipalities' conditionally approved a grant of up to 50 per cent of the actual project costs through the Green Municipal Fund for the cost of preparing the Study and Strategy. A condition of the funding is that the Strategy be approved by April of 2020; as such, by advancing this Strategy in the summer of 2019 this requirement will be met.

In terms of future costs, once the Strategy is approved, Administration will use it to guide its work and consider it in business planning. Staff capacity and financial requirements to advance new initiatives will be determined as those projects proceed and the specifics are determined.

Many Strategic Actions are already underway and have funding in place, such as the new Zoning Bylaw, Neighbourhood Planning, and the Planning and Building Software. Others can be advanced with no additional resources, such as integrating conversations about how to pre-zone vacant sites to the ultimately desired land use as part of Neighbourhood Planning, for example.

There are some projects that will require new funding, such as implementing demonstration projects or incentive programs. In these cases, the funding request would be submitted through the standard budget process and only after Council adopts the budget will investments be approved.

Administration has been mindful about the financial implications of developing a Strategy of this nature. Many of the Actions identified are integrated into existing projects and initiatives and may become a lens to be used through those existing Plans. For example, it is recognized through the Water and Wastewater Master Plans that upgrades to infrastructure will be required to support intensification. As well, an Action in this Strategy is to determine a targeted area (or areas) to focus intensification and thereby provide more specific direction for this investment in infrastructure improvements. In many ways, this Strategy is about pulling together existing work under a common umbrella and facilitate better coordination and decision-making.

Additional investment will also be required to advance some of the Actions in the Strategy to fill gaps in the City's existing work plans. The Strategy directs these investments to be targeted to ensure intended outcomes can be met and not spread thinly so as to not dilute the impact.

Through the implementation of this Strategy, fostering redevelopment of underutilized sites has the opportunity to improve the City's financial viability both by increasing the taxes collected from these sites within established areas as well as reducing the long-term costs of maintaining and renewing infrastructure that would be required to support growth on the periphery.

Environmental Implications

This Strategy considers underutilized sites in a general sense and all vacant sites have the potential to be contaminated and require remediation depending on the land use.

Policy and/or Strategic Implications

The OCP provides policy direction for growth in Regina to a 300,000 population and sets the stage for its long-term development. The OCP also strives to achieve a 30 per cent infill target, which sees the addition of 20,000 new residents inside the Intensification Boundary, with 10,000 of the anticipated population directed to the City Centre area.

The Study provided a perspective on the constraints and opportunities of underutilized lands, as well as initiating a conversation towards innovative solutions to encourage infill development. The Strategy will set the stage for the City to support population growth and restoration of chronically vacant areas to active land uses.

The recommendations of this report strongly align with Section 2.10 of the OCP to support the creation of an intensification development strategy which addresses "potential obstacles to intensification and strategies to overcome them" and "incentives for encouraging intensification development". In addition to the intensification policies of the OCP, the recommendations of this report align with the following OCP policies:

- Promote the redevelopment of Brownfield and Bluefield properties (Section 8.5).
- Decrease the number of vacant, non-taxable and underutilized lots (Section 8.3).
- Explore Actions to convert vacant or underutilized properties within the City Centre (Section 7.9).
- Identify and encourage the development of new economic opportunities (Section 12.5.2).

Comprehensive Housing Strategy

The Strategy supports Goal 30 of the Comprehensive Housing Strategy to "Support the redevelopment of brownfields, greyfields and bluefields for affordable housing development".

Other Implications

None with respect to this report.

Accessibility Implications

None with respect to this report.

COMMUNICATIONS

Stakeholders have been notified that the Strategy recommendation is going to the Planning & Priorities Committee in June and will receive notification when the report is available online.

Upon City Council approval of this Strategy, it will be posted on Regina.ca and the decision will be shared with stakeholders who had been involved in its development.

As specific Strategic Actions are advanced, the need for stakeholder engagement and communications will be considered and advanced on a project-by-project basis.

DELEGATED AUTHORITY

The recommendations contained in this report require City Council approval.

Respectfully submitted,



Fred Searle, Director
Planning & Development Services

Respectfully submitted,



Diana Hawryluk, Executive Director
City Planning & Community Development

Report prepared by:
Kim Sare, Senior City Planner

Underutilized Land Improvement Strategy

Title	Underutilized Land Improvement Strategy
Version	June 7, 2019
Link to the Official Community Plan	<p>This strategy outlines the course of action the City will take to address barriers to reinvestment being made into vacant and underutilized lands, support growth through intensification, and foster advancement on the Community Priorities to:</p> <ul style="list-style-type: none"> • Achieve long-term financial viability; • Support the availability of diverse housing options; • Support transportation options; and • Foster economic prosperity
Owner	<p>Executive Director City Planning and Community Development Division</p>
Next Major Review	2024

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Executive Summary

Design Regina, the City's Official Community Plan (OCP) established Community Priorities that were considered through the development of the Underutilized Land Improvement Strategy:

- Develop complete neighbourhoods,
- Support the availability of diverse housing options,
- Achieve long-term financial viability, and
- Foster economic prosperity.

To support these Priorities, the OCP directs residential and employment growth and development to occur within both greenfield and the existing parts of the city (i.e. in established areas). Opportunities to advance progress on this objective within existing areas reside on underutilized lots, many of which are within the City Centre and surrounding vicinity. Underutilized sites are considered brownfields, bluefields (vacant institutional sites), surface parking lots and/or vacant sites.

Determining what the City should do to foster opportunities for redevelopment was approached as a two-step process. The first was through the completion of an Underutilized Land Study (the Study; ULS) that was led by V3 Companies of Canada, supported by Praxis Consulting and Trace Associates Inc. This study identified barriers to the investment of these sites and made recommendations for action to address those barriers. This Study was endorsed by City Council in December 2018 and is a key input for the second step which is to develop an Underutilized Land Improvement Strategy (the Strategy; ULIS) that will outline an implementation plan for addressing the barriers to redevelopment.

This Strategy is a plan for change. It is a tool to generate interest and facilitate development within our existing city, particularly in areas with underutilized lands. While this is not a new idea, it emphasizes a shift in focus and desire to make infill development more attractive, financially viable, and valued as an important part of the city's growth and development and integral to meeting the Community Priorities.

At the same time, this can impact other choices. As such, it is important to be thoughtful in the approach taken, recognize the need for regular review and refinement, and work with the community in developing and implementing actions to

best manage risks and meet desired community goals. This Strategy has been developed with these considerations in mind.

This Strategy is not necessarily a commitment for future investment. This direction will help inform decisions that are made by Council as part of the defined budget process. It is expected that actions from this strategy, as implemented, will require funds and that this would be sought through the City of Regina's regular annual budget process where Administration's proposed budgets are vetted through a public consultation process. Only after Council adopts the budget will investments be approved.

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Introduction

Purpose

Design Regina, the City's Official Community Plan (OCP) established the following Community Priorities that are considered through the development of the Underutilized Land Improvement Strategy:

- Develop complete neighbourhoods,
- Support the availability of diverse housing options,
- Achieve long-term financial viability, and
- Foster economic prosperity.

These Priorities provide direction on where efforts are to be focused to achieve the City's Vision:

To Be Canada's most vibrant, inclusive, attractive, sustainable community, where people live in harmony and thrive in opportunity.

The purpose of this strategy is to outline the course of action the City will take to meet broader sustainability goals in our community by meeting the following outcomes:

- Reinvestment in vacant and underutilized sites and revitalize neighbourhoods;
- Improvement towards meeting the OCP intensification target for 30% of population growth to be located within existing parts of the city; and
- Progress on the Community Priorities.

ULIS is a component of a broader work plan to encourage growth through intensification and as such efforts involve seeking opportunities to align and coordinate efforts with other projects and initiatives.

This Strategy provides guidance for future work; it is not a binding policy direction. Policy and programs are likely outcomes of the implementation of specific actions within the Strategy.

Similarly, this Strategy is not necessarily a commitment for future investment. This direction will help inform decisions that are made by Council as part of the defined budget process. It is expected that actions from this strategy, as implemented, will

require funds and that this would be sought through the City of Regina's regular annual budget process where Administration's proposed budgets are vetted through a public consultation process. Only after Council adopts the budget will investments be approved.

Guiding Principles

Guiding principles help guide the development of the strategy, including the actions, how they are implemented, and in what time period.

The Strategy and its implementation of Strategic Actions:

- Actively responds to feedback provided by stakeholders;
- Supports the achievement of broader OCP intensification goals;
- Focuses efforts in the near term with other initiatives that are already underway (or are imminently planned to start);
- Prioritizes actions that can meet multiple City objectives;
- Recommends capitalizing on opportunities, such as City projects that will include planning for capacity needs in the future and core areas where there are existing Plans (e.g. Downtown);
- Uses and builds upon existing tools and processes like the Construction Planning and Integration process; and
- Considers the City's readiness (i.e. alignment with existing projects; # of departments that need to be involved; budget availability and financial viability) in proceeding with projects.

Process and Engagement

Stakeholder consultation that was conducted as part of the Underutilized Land Study (the Study) that was led by V3 Consultants of Canada and supported by Praxis was used directly to inform the Strategy.

As well, stakeholders involved in facilitated workshops through the Study were invited to continue the conversation and review and provide feedback on the draft goals and strategic actions. Feedback was provided as part of a workshop and through written comments following the workshop. This feedback was reflected on and used to refine

this Strategy. Administrations' response was provided to stakeholders that described how the feedback was used, including the changes that were made as a result.

Current Conditions

To understand current conditions, the City retained V3 Companies of Canada in 2017 to initiate a study of underutilized lands and buildings to:

- develop an underutilized land inventory to improve the understanding of the location of these sites and use as a base for reflection on over time;
- improve understanding of the regulatory, approval process, brownfields, financial, infrastructure, social and market barriers stakeholders have to face to invest in developing these lands, and
- recommend actions to respond to these barriers by considering current practice at the City, municipal best practice and the consultant's direct experience.

As well, three business case examples were conducted to examine development costs and revenues by developing in an infill context versus in a greenfield area. These case studies highlighted the challenges that infill development has that are different from greenfield that should be considered in developing this Underutilized Land Improvement Strategy.

The Underutilized Land Inventory found that there are over 750 vacant sites within established areas of Regina (see Figure 1). Many of these sites are concentrated in the City Centre (see Figure 2), as identified in the City's Growth Plan in the OCP and to some extent within neighbourhoods surrounding the City Centre. A more detailed review was conducted within the City Centre, as identified in Map 1, Growth Plan in *Design Regina, the Official Community Plan Bylaw* (OCP) that looked at identifying vacant lots, surface parking lots and vacant buildings.

As well, the City has not been meeting the OCP intensification target of 30% of growth occurring within existing areas. In 2018, only 4% of growth had occurred. While previous years had seen a higher rate of growth, it has been well below the 30% target.

It is recognized, and it was emphasized by stakeholders, this Strategy is needed to improve the financial viability of development projects on underutilized sites. For instance, challenges with process and timing waiting for approvals can lead to delays that compromise a project's ability to advance. Similarly, lack of infrastructure capacity and condition information is one of the biggest deterrents; the costs to seek this

information can be significant, and as such, can affect decisions to even consider proceeding with a potential development application. Ways to address these types of concerns has been woven into the Goals and the associated Strategic Actions to enable the City to effectively make progress as current projects advance and future projects build on their success.

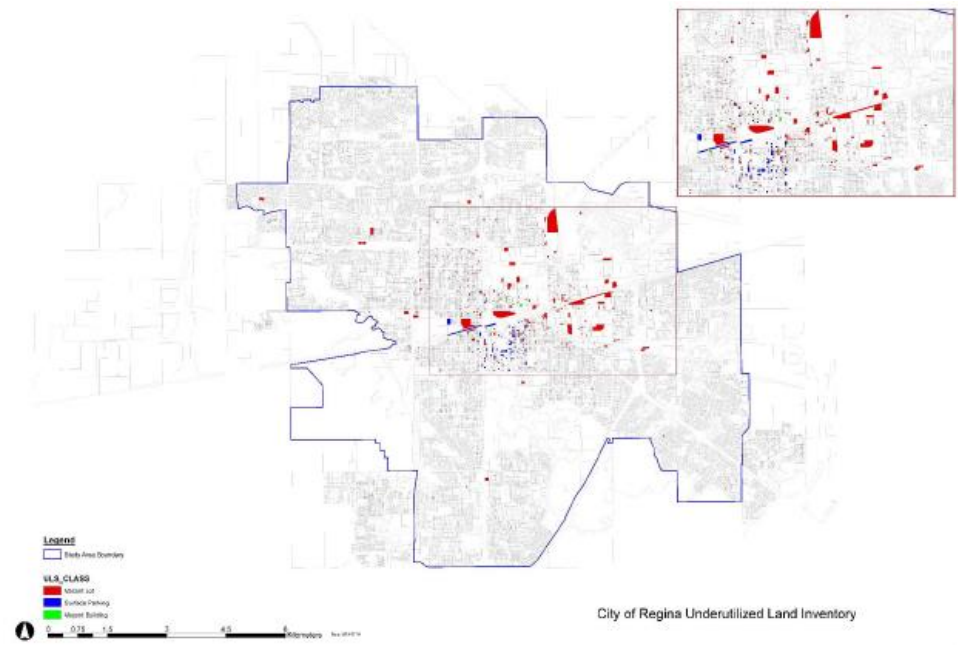


Figure 1: Underutilized Land Inventory (Underutilized Land Study, 2018)

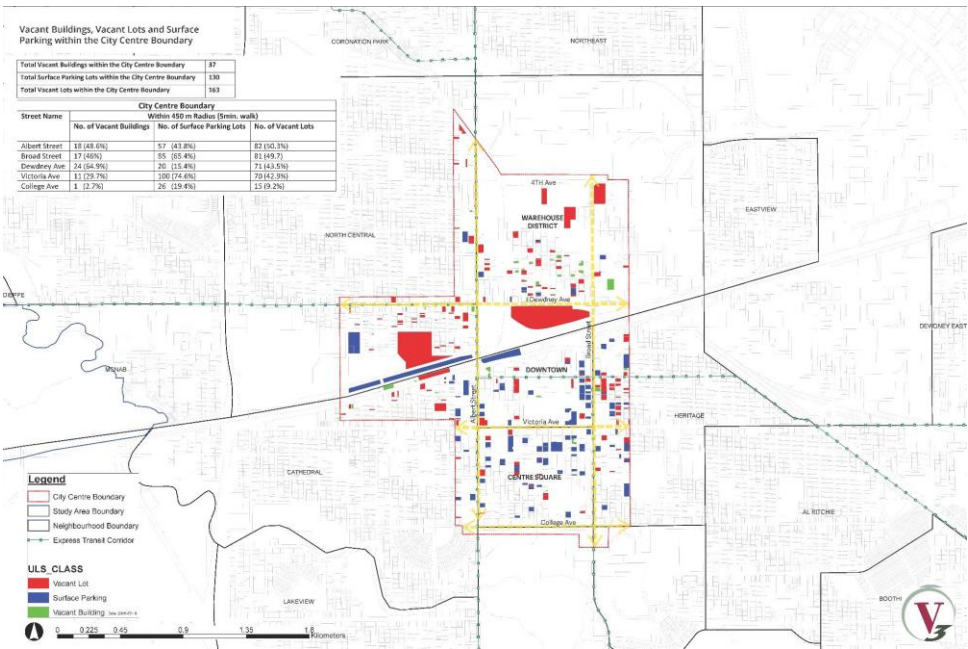


Figure 2: Underutilized Lands in City Centre (Underutilized Land Study, 2018)

Strategy Goals

The overall context for this work is to support overall implementation of Design Regina, the OCP, including the Community Priorities and fostering achievement of the intensification target in the OCP.

Advancing the ULIS successfully will result in redevelopment of existing sites, capitalizing on the use of existing infrastructure, linking back most directly to the Community Priorities to achieve long-term financial viability, improving environmental sustainability, and fostering economic prosperity.

The Strategy is intended to be implemented over approximately ten years, with regular reviews to ensure efforts are meeting stakeholder needs and programs can be refined and adjusted. The Strategy will utilize initiatives that are already underway as a base with additional efforts to address more specific barriers over time. As such, the Strategy is intended to evolve as conditions change.

Collectively, these goals are the intended outcomes of this Strategy and are used to develop and guide the strategic actions to address barriers and result in an increase in the redevelopment of underutilized sites. They help organize action and it is recognized that they are inter-related and support one another.

Goal	Explanation	Barriers to Development of Underutilized Lands (as per ULS)
1. RULES The regulatory frameworks (e.g. Zoning, Neighbourhood Plans) support redevelopment of underutilized lands.	<ul style="list-style-type: none"> Review and update City regulations to consider feedback received through ULS and implications to the City and broader community. 	<ul style="list-style-type: none"> Regulations are felt to be restrictive and stakeholders would prefer more flexibility when dealing with infill sites given how different they are from one another. Parking regulations for infill, in particular, were identified as being too inflexible. Suggestion to consider development alternatives to buildings on vacant lots (such as parking lots, which are a low-risk alternative).
2. PROCESS Information for redevelopment applications is readily available and the	<ul style="list-style-type: none"> Improve processes and clarify roles and responsibilities associated with development of underutilized sites. 	<ul style="list-style-type: none"> Lack of clarity on where to find information on regulations and requirements Perception that City departments are not aligned, and builders receive inconsistent information Approval process is not intuitive.

process is coordinated.		<ul style="list-style-type: none"> • Timelines for approval can be too long. • Uncertainty on process for undertaking development of infill sites; • Lack of coordination between City business areas in terms of providing information through development application process.
3. FINANCIAL Private investment in the redevelopment of underutilized properties is fostered through strategic public investment.	<ul style="list-style-type: none"> • Consider incentives, reinvestment in infrastructure generally • Respond to financial concerns and associated risks of infill development raised by stakeholders • Seek to ensure financial viability of the City is considered 	<ul style="list-style-type: none"> • Infill development has a higher cost (and level of risk) than greenfield development: <ul style="list-style-type: none"> ◦ Screening (and associated clean-up) must be undertaken on existing sites (all sites are brownfields) which makes infill development more expensive and time consuming than greenfield; ◦ Consideration of surrounding existing land uses (and neighbours), infrastructure capacity constraints, condition of visible infrastructure and other community amenities (i.e. perception of the City's lack of care can deter private investment), etc. • City's current investment strategy appears to be scattered and untargeted.
4. PROMOTION Collaboration with others is fostered and development opportunities within existing communities is promoted.	<ul style="list-style-type: none"> • Work with others to address barriers and encourage intensification • Consider opportunity to post information online about sites to highlight and promote the value of intensification, and development on underutilized sites within existing communities. • Seek to respond to concerns about not having access to information about properties and brownfield remediation. 	<ul style="list-style-type: none"> • Low interest and demand for development within existing areas due to: <ul style="list-style-type: none"> ◦ lack of understanding of what is involved (including what is involved with remediation of sites); ◦ lack of understanding of the value of building in existing areas; ◦ perception that there are more safety concerns in existing areas; ◦ limited demand for downtown living; ◦ commuting times are still reasonable from periphery; and ◦ overbuilding in greenfield through to inhibit infill development.
5. MONITORING Through implementation, progress is monitored and reported regularly and informs refinements to the Strategy over time to respond to barriers.	<ul style="list-style-type: none"> • Ensure reflection is planned, progress is measured, and refinements are made over time. • Target are set and are measurable • Ensure that efforts are meeting desired outcomes. 	<ul style="list-style-type: none"> • Not applicable directly • Generally, it is in the public interest to regularly review and develop opportunities to refine plans and strategies to City investments are meeting intended outcomes • Review whether the barriers are changing over time.

Framework for Action

Upon City Council approval of this framework for addressing barriers to the redevelopment of underutilized sites, implementation of the Strategy will begin. That said, some actions have been underway already as part of existing projects; these will continue as planned, but their relationship to this Strategy addressing the barriers associated with the redevelopment of underutilized lands will be made clear.

For each Strategic Action, start dates have been identified, using the guiding principles. As well, some projects once started, will continue to be implemented and even grow over time as Regina evolves and grows.

The timing for implementation is identified as follows:

Immediate start actions:	Immediate start / Planned or Underway (2019)
Short-term start actions:	1-2 years start (2020-2021)
Medium-term start actions:	3-5 years start (2022-2024)
Long-term start actions:	5-10 years (2025-2030)
Ongoing actions:	Once initiated, these actions are intended to continue to proceed over the long-term.

As noted previously, this Strategy is not a commitment for future investment. This direction will guide Administration’s actions and decisions that are made by Council as part of the defined budget process. It is expected that actions from this strategy, as implemented, will require funds and that this would be sought through the City of Regina’s regular annual budget process where Administration’s proposed budgets are vetted through a public consultation process. Only after Council adopts the budget will investments be approved.

The Strategic Actions

Recommendations from the Underutilized Land Study (ULS), lessons learned from other communities, and current City work plans informed the overall strategy. In that vein, there are many projects underway already at the City that, when completed, will support development on underutilized sites as a result of efforts to implement the OCP. As such, these projects, such as the implementation of the Planning and Building Software, completion of the Zoning Bylaw, and advancement of

Neighbourhood Planning, that contribute to this end have been captured within this framework.

The OCP directs 30% of growth to occur within the existing city, a change from the growth pattern that had a larger focus on the periphery. Growth within the existing city is important as it supports the achievement of multiple community priorities, including achieving long-term financial viability by making efficient use of our existing infrastructure and community amenities and supporting the completion and revitalization of our older neighbourhoods.

Shifting the growth pattern of a community is complicated and requires efforts on multiple fronts. Within Administration, cross-departmental collaboration is important given the impacts that different decisions can have on other areas and their ability to support intensification. To meet this challenge, upon approval of the OCP, the Administration created the Intensification Work Plan to coordinate projects and facilitate communication across divisions. This ensured efforts being undertaken considered one another and the overall direction of fostering intensification of existing areas. Opportunities for this intensification are also potential sites identified as underutilized through the Underutilized Land Study. As such, many of the initiatives that the City already is undertaking support the redevelopment of underutilized land sites; this Strategy helps to bring them together under a common umbrella and purpose.

This Strategy provides an approach that involves focusing efforts where they have already begun, recognizing their role in addressing barriers identified through ULS, considering short-term refinements to shape project's ability to address concerns related to underutilized sites, and then building on them with specific tactics over time. Many of the actions from the Underutilized Land Study were included within the Strategy directly or modified to coincide with City initiatives and programs.

This Strategy makes a conscious effort to see the initiatives that have started through, allow time for implementation, and reflect on what more specific is needed to address issues and barriers even more effectively. This approach fosters an environment of continuous improvement and considers the resource capacity within the organization as well as the community's ability to participate and refine their own practices based on changes being made.

As such, the Strategic Action is organized around:

- meeting the goals which were determined by reviewing the feedback on barriers provided during the Underutilized Land Study;
- focusing efforts on completing existing projects that support redevelopment of underutilized land;
- where possible, adding an underutilized land lens to address specific barriers as those projects are completed;
- building on those initiatives and filling gaps with new programs and initiatives; and
- reflecting on progress and refining initiatives regularly over time.

Additional details will be added as implementation proceeds for each of the Strategic Actions in the following tables. These Actions listed here are intended to provide an overview of steps to meet the Goals and guide the City's efforts to improve the redevelopment of underutilized lands.

Goal 1: RULES

The regulatory frameworks support redevelopment of underutilized lands.

#	Strategic Actions	Timing to 'Start'
1-1	Update Zoning Bylaw to align with the Official Community Plan (OCP).	Immediate Ongoing
1-2	Explore the range of potential temporary uses on vacant lots along with the related regulatory and policy implications.	Medium-Term
1-3	Maintain regular review schedule to ensure the Zoning Bylaw is current and ensuring development is aligned with the OCP as well as considering its impact on addressing barriers identified through the Underutilized Land Study.	Long-Term Ongoing
1-4	Consider using contract zoning where specific uses are restricted due to known contaminants to allow development to occur that is not affected by contaminants.	Immediate Ongoing
1-5	Through Neighbourhood Planning process, consider locations of underutilized lands, their viability from an intensification and redevelopment perspective, what the ultimate land uses in those locations should be, and how zoning should be applied (e.g. contextual zoning; alternative development standards). As appropriate, consider in tandem with other Strategies, including 1-6, 1-7, and 1-8.	Immediate Ongoing
1-6	Consider pre-zoning sites with an ability to add a holding component that identifies requirements to be completed by the developer; it is expected that this would be implemented as part of the neighbourhood planning processes to assign the ultimately desired land use in strategic sites, but it could also be advanced on its own.	Immediate Ongoing
1-7	Explore supporting mid-rise (6 story) developments in zoning and identify key zones where mid-rise development can occur 'as of right'.	Short-term Ongoing
1-8	Ensure consistency between OCP, Zoning Bylaw and Site Design Standards through regular review, and update accordingly.	Immediate Ongoing
1-9	Discuss the option with City Council to work with SUMA to lobby the province to provide options to address environmental liability surrounding taking title on potentially contaminated lands where taxes are in arrears. This may include a provision to allow but not require municipalities to enter a land for the purposes of conducting an environmental assessment without taking title.	Long-Term

Goal 2: PROCESS

Information for redevelopment applications is readily available and the process to apply is coordinated.

#	Strategic Actions	Timing for 'Start'
2-1	Focus implementation of new Planning and Building Software (i.e. Cityview) and review for improvements over time that support the development process on underutilized sites.	Immediate
2-2	Consider opportunities in the Planning and Building Software to prioritize development applications for underutilized sites.	Short-Term
2-3	Focus implementation of one-point of contact through the entire application process for development (generally).	Immediate Ongoing
2-4	Reflect on whether a specific role is needed for infill development of underutilized land sites given the complexity of the applications and to foster effective cross-departmental coordination.	Medium-Term
2-5	Consider the need to develop an online tool to assist developers in understanding what they can expect through the application process for development on underutilized sites.	Medium-Term
2-6	Explore opportunities to improve the internal process to support redevelopment on underutilized sites specific to the Downtown.	Short-Term Ongoing
2-7	Seek opportunities to make GIS Infrastructure Viewer available on regina.ca for use by prospective developers in developing their applications on a per-site basis to inform development proposals at the start of a project, including infrastructure and on-site servicing requirements.	Immediate Ongoing
2-8	Track the time taken for steps in the approval processes for infill development (to inform 2-9 and Goal 5).	Immediate Ongoing
2-9	Consider developing service standards for processing infill development applications as part of Planning and Sustainability Fee Reviews.	Medium-Term Ongoing

Goal 3: FINANCIAL

Private investment in the redevelopment of underutilized properties is fostered through strategic public investment.

#	Strategic Actions	Timing to 'Start'
3-1	Identify defined area(s) to focus efforts to develop specific programs and/or infrastructure improvements to encourage development of underutilized lands in a targeted way (e.g. specific blocks within a broader neighbourhood area).	Medium-Term Ongoing
3-2	Review Housing Incentive Policy (HIP) to determine options for considering the application to redevelopment of underutilized sites.	Immediate
3-3	Review incentive program options identified in the ULS (and others, as applicable, such as delaying collection of taxes on previously untaxed land, providing grants to support residential-commercial/office conversions), research their effectiveness, applicability to our community, and other considerations to inform incentive programs for defined areas (linked to 3-1), specific types of underutilized lands (e.g. gas station sites), or city-wide.	Medium-Term
3-4	Consider investment strategies to improve attractiveness of existing neighbourhoods and/or areas specifically identified for redevelopment through Neighbourhood Plans.	Short-Term Ongoing
3-5	Consider creation of a "Redevelopment Levy" where there are multiple land owners with a collective interest in upgrading local infrastructure to enable development of their sites.	Medium-Term Ongoing
3-6	Improve ability of Construction Programming & Integration to identify and prioritize opportunities to upgrade infrastructure to foster development opportunities on underutilized sites.	Short-Term Ongoing
3-7	Undertake Cost of Growth Study to understand the financial implications of growth on the City (and city) as a result of its location.	Medium-Term
3-8	Explore development of a program to invest in upsizing underground infrastructure annually.	Medium-Term
3-9	Invest in the Railyard Renewal Project with other levels of government.	Immediate Ongoing
3-10	Consider opportunities to use the Regina Revitalization Initiative as a catalyst for further redevelopment.	Long-Term Ongoing
3-11	Investigate barriers to the redevelopment of vacant buildings and options for addressing them.	Long-Term

Goal 4: PROMOTION

Collaboration with others is fostered and development opportunities within existing communities is promoted.

#	Strategic Actions	Timing
4-1	Continue to seek opportunities to coordinate utility upgrades with other organizations, including SaskEnergy, SaskPower, SaskTel and Access Communications.	Immediate Ongoing
4-2	Champion and promote development of underutilized lands and infill development internally and externally with staff and committees (link to 4-5).	Immediate Ongoing
4-3	Explore development of Infill Development Awards to publicly showcase projects and their value to the community.	Medium-Term Ongoing
4-4	Empower departments to work collaboratively on supporting the ability of intensification to occur within the existing city.	Immediate Ongoing
4-5	Develop and implement a communications strategy/campaign as a frame to prepare and provide facts about infill development and the value of fostering development on underutilized lands (linked to 4-2).	Immediate Ongoing
4-6	Support collaboration between City Council, Administration and the development community in discussing the opportunities and challenges in redeveloping underutilized sites and determining next steps.	Short-Term Ongoing
4-7	Develop and implement a demonstration project competition to encourage creative design to introduce and support new development trends (also supports Goal 3).	Medium-Term Ongoing
4-8	Explore opportunities to promote, market and enable prospective clients to be aware of available sites.	Short-Term Ongoing
4-9	Work with the Province, and others, to make information on the remediation of contaminated sites more available and accessible.	Long-Term Ongoing

Goal 5: MONITORING

Through implementation, progress is monitored, reported on regularly, and used to inform refinements to the strategy over time.

#	Strategic Actions	Timing
5-1	Update GIS vacant land inventory regularly.	Medium-Term Ongoing
5-2	Provide Underutilized Land Improvement Strategy Annual Report to City Council that includes results on the measures and progress on targets (e.g. intensification rate; change in vacant lot inventory, etc.).	Short-Term Ongoing
5-3	Reflect on strategies as they are implemented to evaluate if intended outcomes are being met; make minor refinements as needed.	Short-Term Ongoing
5-4	Consider how implementation of other City projects across the organization indirectly impact development on underutilized sites.	Medium-Term Ongoing
5-5	As part of implementation of and reflection on the strategies, consult with stakeholders to confirm where improvements have been made, identify challenges, and consider solutions.	Short-Term Ongoing
5-6	Implement survey process to determine applicant satisfaction levels and where opportunities to improve lay.	Medium-Term Ongoing
5-7	Conduct major review of Strategy every 5 years.	Medium-Term Ongoing

NOTE: The Strategies in this section were not directly related to comments received by stakeholders or recommendations from the Study. However, they are recognized as being important and aligned with the Study indirectly as their implementation ensures that Strategies that are advanced are making the intended impact as identified by stakeholders and the consultants, and if not, direct refinements to be made.

The timing of the actions is summarized as follows:

Timelines to Start Actions	Total # of Actions	# of Actions by Goal	
Immediate (2019)	15	Goal 1, Rules:	5 actions
		Goal 2, Process:	4 actions
		Goal 3, Financial:	2 actions
		Goal 4, Promotion:	4 actions
		Goal 5, Monitoring:	-
Short-Term (2020-2021)	10	Goal 1, Rules:	1 action
		Goal 2, Process:	2 actions
		Goal 3, Financial:	2 actions
		Goal 4, Promotion:	2 actions
		Goal 5, Monitoring:	3 actions
Medium-Term (2022-2024)	15	Goal 1, Rules:	1 action
		Goal 2, Process:	3 actions
		Goal 3, Financial:	5 actions
		Goal 4, Promotion:	2 actions
		Goal 5, Monitoring:	4 actions
Long-Term (2025-2030)	5	Goal 1, Rules:	2 actions
		Goal 2, Process:	-
		Goal 3, Financial:	2 actions
		Goal 4, Promotion:	1 action
		Goal 5, Monitoring:	-

Next Steps for Implementation

The City Planning and Community Development Division will coordinate and collaborate to advance activities within the corporation to implement the Strategy.

Timing and Resources

This Strategy is not a commitment for future investment. Rather it informs the work of Administration to address barriers to redeveloping underutilized lands and the decisions that are made by Council as part of the defined budget process and over the course of their ongoing deliberations.

Investments will be reviewed each year through the City of Regina's annual budget process where Administration's proposed budgets are vetted through a public consultation process. Only after Council adopts the budget will investments be approved.

Some Actions identified in this Strategy are a part of business as usual while others will be undertaken as defined projects and managed accordingly. The impact will largely be within the City Planning and Community Development Division, though support will be required by others as noted above.

As Actions that are to be advanced as projects proceed, they will be undertaken using our project management processes which includes identifying resources from a staffing and budget perspective.

Monitoring and Evaluation

Measuring progress over time is important to ensure efforts are achieving the intended goals, recognizing changing conditions, supporting continuous improvement, and ensuring public investment (including staff resources, infrastructure renewal, and incentive programs) achieve intended outcomes. This information will be shared as part of the Annual Report.

Changing the pattern of growth and recognizing the value of investing in underutilized sites will not be addressed through a single action; as such, the advancement of a combination of actions will be needed to result in measurable impacts over time.

To meet this need, an approach to monitoring will be used that can evolve as actions, and combinations of actions, are moved forward. As such, it includes a mix of measures that considers the:

- advancement of strategic actions for each goal;
- direct impact of specific actions; and
- longer-term impact that implementation of collective actions has on meeting the Strategy goals and OCP priorities.

As some actions in the Strategy direct the City to explore options before proceeding in one direction or another, direct measures for each action are not reasonable to define in a meaningful way. Instead, specific measures will be developed as initiatives are completed and the Strategy is implemented. This means that measures will evolve over time to allow for effective monitoring of programs and initiatives in addressing the barriers as intended and fostering the development of underutilized sites.

The following table outlines the initial set of measures and targets that consider the actions that are to start in the 'immediate' term. Some measures have also been identified "Future" to demonstrate the types of things that will be considered as implementation advances.

Goals	Measures	Targets
1.RULES: The regulatory frameworks (e.g. Zoning, Neighbourhood Plans) support redevelopment of underutilized lands.	- # of actions started	- 100% of actions are started within timeframes identified in Goal 1
	- Approval of Neighbourhood Plans	- 4 Neighbourhood Plans are completed per year (following Year 1 - 2019)

	- Site design standards are developed and updated.	- Site design standards are completed by Jan 1, 2020.
	- Regulatory documents (i.e. OCP, Zoning Bylaw, Site Design Standards) set and meet completion and review schedules	- 100% of time
	- # of building permit applications on underutilized sites/year	- Establish baseline and set target by Q2, 2020 (reported within Annual Report)
2.PROCESS: Information for redevelopment applications is readily available and the process to apply is coordinated.	- # of actions started	- 100% of actions are started within timeframes identified in Goal 2
	- Customer experience response	- Improved ratings on customer experience survey (for Planning and Building services)
	- Time to process applications (i.e. from application to approval)	- Meet service standard
	- <i>FUTURE: Time to process applications through defined stages of the infill development application process</i>	- <i>Meet service standard</i>
3.FINANCE: Private investment in the redevelopment of underutilized properties is fostered through strategic public investment.	- # of actions started	- 100% of actions are started within timeframes identified in Goal 3
	- # of mains upsized to accommodate growth	- Determine # of mains that are undersized and establish target for upgrading by Q2, 2020 (reported within Annual Report)
	- <i>FUTURE: Public realm improvements within the Intensification Boundary</i>	- <i>Increase over time.</i>
	- % Housing Incentive Program (HIP) funding provided for development of rental units on underutilized sites	- At least 50% of incentives for rental units (grant and/or tax exemption) provided through the Housing Incentive Program are for units located within established areas
	- # of underutilized sites removed from the market/year (i.e. completion of development on underutilized sites)	- Establish baseline and set target by Q2, 2020 (reported within Annual Report)
4.PROMOTION: Collaboration with others is fostered and development opportunities	- # of actions started	- 100% of actions are started within timeframes identified in Goal 4
	- <i>FUTURE: # of website hits to intensification pages on regina.ca.</i>	- <i>To be determined upon implementation of Action 4-5</i>

within existing communities is promoted.	- <i>FUTURE: Increased number of submissions to Infill Development Awards over time.</i>	- <i>To be determined upon implementation of Action 4-3</i>
5. MONITORING: Through implementation, progress is monitored and reported regularly and informs refinements to the Strategy over time to respond to barriers.	- # of actions started	- 100% of actions are started within timeframes identified in Goal 5
	- Progress on 30% intensification target	- Meet OCP target for 30% of the city's growth occurring through intensification
	- <i>FUTURE: Change in underutilized sites</i>	<ul style="list-style-type: none"> - <i>Overall number of sites is being maintained or getting lower</i> - <i>Geographically-targeted City actions result in reinvestment of site in that location.</i>

Workshop Feedback and City Administration's Response

The City of Regina held a workshop session with stakeholders from the Downtown and Warehouse Business Improvement Districts and development community to seek feedback on the draft Underutilized Land Improvement Strategy (ULIS). The feedback was provided in-person during the workshop as well as via email shortly after the session.

Discussion 1: Use of Barriers in Drafting Goals

Barriers identified in the Underutilized Land Study (ULS) completed by V3 Consultants and Praxis were used as key inputs to create draft goals for the Strategy (ULIS). The goals are intended to guide the strategies for the City to undertake in order to effectively address the barriers to the redevelopment of underutilized sites.

The following questions were asked to start the conversation:

1. Have we been able to address the barriers that were identified effectively through the goals?
2. What do you appreciate about the goals and how they were developed?
3. What concerns do you have?
4. What else should be done to further refine the goals?

Proposed Goals	Workshop Feedback	Response from City Administration
Draft Goal 1: RULES The Regulatory frameworks, (e.g. Zoning Bylaw, Neighbourhood Plans) support redevelopment of underutilized lands.	- Concerned about the lack of attention on vacant buildings and recognition that heritage policy and the building code are sometimes at odds.	Examining this would be an example of what is referred to in 5-4: Consider how implementation of other City projects across the organization indirectly impact development on underutilized sites.
	- Noted that as part of the Underutilized Land Study, the focus seemed to be on vacant sites and not on vacant buildings and as such, barriers related to them was not a focus of the original inputs.	Added future long-term 'strategic action' that directs investigation of barriers to vacant buildings, and development of strategies to support how to address them.
Draft Goal 2: PROCESS Information for redevelopment applications is readily available and the process is coordinated.	- Biggest barriers are related to knowledge of infrastructure (i.e. what is there) and its capacity (i.e. what it can support). Felt that this is underlying theme for the Strategy that could be identified more clearly. It significantly impacts the financial viability of a project.	In the Current Conditions section, lack of information on infrastructure is a barrier that has been identified and is addressed within a number of the goals, including Process, Finance and Promotion.
Draft Goal 3: FINANCE Private investment in the redevelopment of underutilized properties is fostered through strategic public investment.	Knowledge about existing infrastructure capacity would greatly assist developers in the decision-making process. If there is enough capacity, then a project may proceed. If not, a project will not proceed, or discussions can start on how to get capacity.	Efforts to improve access to infrastructure information are underway and will be further enhanced with more specific information as neighbourhood planning proceeds, the Wastewater Master Plan is completed, and corridor studies, such as the one currently occurring along Saskatchewan Drive proceed.
Draft Goal 4: PROMOTE	Suggest that the City take a targeted approach by determining infrastructure capacity information first for the downtown and then expand it to the City Centre. A developer is unlikely to spend \$50k+ to understand whether an opportunity exists. Even high-density	

<p>Collaboration with others is fostered and opportunities within existing communities is promoted.</p> <p>Draft Goal 5: MONITOR</p> <p>Through implementation, progress is monitored and reported on regularly and informs refinements to the Strategy over time to respond to barriers.</p>	<p>redevelopment will be challenging without this information unless there are enough dwelling units to offset the due diligence cost.</p>	
	<ul style="list-style-type: none"> - Another theme of first four goals seems to be around 'Finance'. Felt like this is the biggest hurdle. If the financial hurdle can be figured out and thereby reduce risks, then the redeveloping underutilized sites will be more viable. 	<p>In the Goals section, added clarification that the goals are connected and support one another and do not stand-alone.</p>
	<ul style="list-style-type: none"> - These goals are good ideas; however, it is felt that the financial aspect is the 'paramount pillar' that will need to be focused on to be successful (+1 sticker). 	<p>The City acknowledges that each of the four action-oriented goals all contribute to the financial viability of developing underutilized lands.</p> <p>It is reiterated through Strategy that the Goals and Strategies recognize the connection of the barrier to the financial aspect of development and have intended to create a work plan that guides the City towards addressing them over time. This has been stated more clearly.</p>
	<ul style="list-style-type: none"> - There is a need to better understand the costs for all the pieces associated with infill development; all the pieces of the 'puzzle' must be available to effectively determine the costs and make an informed decision on whether to proceed or not. (+1 sticker) 	<p>Recognized that access to information and awareness of the process is important it is and addressed through a number of proposed strategies, including:</p> <p>2-5: Tool to describe application process; 2-7: GIS infrastructure viewer online; 3-1: Target areas and apply specific programs or incentives; 3-3: Explore incentive programs and initiatives; 3-5: Redevelopment Levy; 4-7: Demonstration Projects</p>
	<ul style="list-style-type: none"> - NIMBY (i.e. Not In My Back Yard) comes out when an application goes to Council which increases the risk of development projects. 	<p>Recognized and addressed through "Promotion" goal.</p>
	<ul style="list-style-type: none"> - May want to consider splitting this Strategy into two sections: residential and commercial. Rationale is that they have different issues. The focus of the residential section could be on the 30% intensification target. (+ 1 sticker) 	<p>Based on recent development challenges in the City, it is felt that most of the barriers that apply to one land use also apply to the other. If, as the Strategy is implemented, it is determined that that a different approach is needed for different land uses, it would be considered at that time.</p>
	<ul style="list-style-type: none"> - Have an annual education session with City Council and Regina Planning Commission about the value of intensification and redevelopment of underutilized land; some decisions that are made seem counter intuitive to fostering the development of underutilized sites. (+ 3 stickers) 	<p>Added as part of action under 4-2: Champion and promote development of underutilized lands and infill development.</p>
	<ul style="list-style-type: none"> - Noted that some developers when undertaking projects on underutilized sites experienced every barrier; suggestion to use this information as a case study for current state. 	<p>Recognized that numerous barriers can be experienced in a single application; next steps to focus on actions to address them and reflect over time on whether they are successfully doing so.</p>

Discussion 2: Goals and Strategies 1 (Rules) and 2 (Process)		
<p>The overall approach for the Strategy was explained and the goals and associated strategies were reviewed by timeframe of implementation.</p> <p>Identified timing is associated with the ‘start’ of the project; many will be ongoing while others are an action that will be completed and influence future work.</p> <p>Questions to encourage discussion:</p> <ol style="list-style-type: none"> 1. What do you appreciate about the goals and strategies? 2. What concerns do you have? 3. What else should be done to further refine the strategies? 		
Draft Goals and Strategies	Workshop Feedback	Response from City Administration
<p>GOAL 1: RULES</p> <p>Immediate Start (2019)</p> <p>1-1: Update Zoning Bylaw to align with the Official Community Plan (OCP).</p> <p>1-4: Consider using contract zoning where specific uses are restricted due to known contaminants to allow development to occur that is not affected by the contaminants.</p> <p>1-5: Consider locations of underutilized lands, their viability from an intensification and redevelopment perspective, what the ultimate land uses in those locations should be, and how zoning should be applied (i.e. contextual zoning). And as appropriate, use with other strategies, including 1-6, 1-7, and 1-8).</p> <p>1-6: Consider pre-zoning sites with an ability to add a holding symbol that identifies requirements to be completed by the developer; it is expected that this would be implemented as part of the neighbourhood planning processes to assign the ultimately desired land use in strategic sites, but it could also be advanced on its own.</p> <p>1-8: Ensure consistency between the OCP, Zoning Bylaw, and Site Design Standards through regular review and update accordingly.</p> <p>Short-Term Start (2020-2021)</p> <p>1-7: Explore supporting mid-rise (6-8 story) developments in zoning and identify key zones where mid-rise development can occur ‘as of right’.</p> <p>Medium-Term Start (2022-2024)</p> <p>1-2: Explore expanding Zoning Bylaw to allow a broader range of temporary uses on vacant lots.</p> <p>Long-Term Start (2025-2030)</p>	<ul style="list-style-type: none"> - Reducing time to get through the approval process is welcome (+ 1 sticker). 	<p>Appreciate support for proposed direction.</p>
	<ul style="list-style-type: none"> - Enforcing response time for development applications is needed and should meet timelines identified in the P&D Act 	<p>The implementation of the Planning and Building Software (2-1) is intended to address this concern through prompts to the reviewers and notifications to managers when deadlines are not met. It is also intended to support action 2-8 to track the time it takes to complete infill development applications. As a follow up, 2-9 identifies the need to consider setting a service standard for infill development applications.</p>
	<ul style="list-style-type: none"> - Appreciate action to have one point of contact, but this should include having it be someone’s job to track time it takes to have every department review and complete requirements and draft agreements within the time period. 	
	<ul style="list-style-type: none"> - In response to the Downtown-focused strategy (2-6), it was noted that often the Warehouse District is often forgotten and it is hoped that it can be mentioned as a future area to receive focus, in the medium-term, for example based on experience in the downtown (i.e. consider it a future step) (+1 sticker). 	<p>Identifying areas of focus is important to ensure that efforts are not spread too thin and that results have impact. The areas of focus are likely to evolve over time and are intended to be informed by the Neighbourhood Planning process, which will be undertaken as per the Sequencing Plan.</p> <p>In terms of the Warehouse District specifically, it is an area that most directly benefits from its proximity to the Railyard Renewal Project (3-9).</p>
	<ul style="list-style-type: none"> - A process barrier that does not seem to be mentioned is dealing with the challenges associated with “inspections” – there are inconsistencies and challenges with the current state (+4 stickers). 	<p>This is not directly in scope of this Strategy as inspections were not identified as a barrier through the Study. As well, the way that they are conducted in infill areas is the same as how they are done in greenfield. Inconsistencies in approach by individual inspectors has been identified and seeking ways to improve consistency are being sought. If there are immediate concerns with the Inspections for a</p>
	<ul style="list-style-type: none"> - Further on the inspections point, there are additional requests for information being made that previously were not requested, such as truss design. 	

<p>1-3: Maintain regular review schedule to ensure the Zoning Bylaw is current and ensuring development is aligned with the OCP as well as considering its impact on addressing barriers identified through the Underutilized Land Study.</p>		<p>current project, please contact the Building Standards Branch.</p>
<p>GOAL 2: PROCESS</p> <p>Immediate Start (2019)</p> <p>2-1: Focus implementation on new Planning and Building Software (i.e. Cityview) and review for improvements over time that support development process on underutilized sites.</p> <p>2-3: Focus implementation of one-point of contact through the entire application process for development.</p> <p>2-7: Seek opportunities to make the GIS Infrastructure Viewer available on regina.ca for use by prospective developers in developing their applications.</p> <p>2-8: Track the time taken for steps in the approval processes for infill development.</p> <p>Short-Term Start (2020-2021)</p> <p>2-2: Consider opportunities in the Planning and Building Software to prioritize development applications for underutilized sites.</p> <p>2-6: Explore opportunities to improve the internal process to support redevelopment on underutilized sites specific to the Downtown.</p> <p>Medium-Term Start (2022-2024)</p> <p>2-4: Reflect on whether a specific role is needed for infill development of underutilized sites given the complexity of applications to foster effective cross-departmental coordination.</p> <p>2-5: Consider the need to develop an online tool to assist developers in understanding what they can expect through the application process for development on underutilized sites.</p> <p>2-9: Consider developing a service standard for processing infill development applications as part of Planning and Sustainability Fee reviews.</p> <p>Long-Term Start (2025-2030)</p> <p>None identified at this time</p>	<ul style="list-style-type: none"> - Suggestion to create a training/education and awareness building program/exercise that helps those at the City involved in approvals experience what it feels like on the application side of a development application; this should include the impacts that are felt by delays, for example (e.g. the financial implications, Impact on the timing for a development, etc.). This could assist with future work that considers process improvements to help “get to yes”. 	<p>Recognized and this is considered within the advancement of 2-6 in the downtown which will require a deeper look into specific challenges to effectively determine specific actions to address them. As well, the City’s restructuring of its Planning functions is intended to provide an improved customer experience, which includes improving processes.</p>
	<ul style="list-style-type: none"> - Suggest a strategy be for the City to plan in the medium to long term to do the actual assessment of infrastructure’s condition and included in the evolution of a micro-model. This could be an add-on to the GIS viewer that could also include information such as the material that the pipe is constructed from (+3 stickers). 	<p>In the Current Conditions section lack of information on infrastructure is a barrier that has been identified and is addressed within a number of the goals, including Process, Finance and Promotion.</p> <p>As noted previously, efforts to improve access to infrastructure information are underway and will be further enhanced with more specific information as neighbourhood planning proceeds, the Wastewater Master Plan is completed, and corridor studies, such as the one currently occurring along Saskatchewan Drive proceed.</p>
	<ul style="list-style-type: none"> - Suggest that providing infrastructure information be thought of as a progression that the City can help make simpler: first provide the GIS viewer application that advises on what pipes and their sizes; then start to fill in capacity gaps; then the conversation with City staff is needed to demonstrate that the site can be serviced; and finally it is confirmed that there is enough capacity to support the proposed development. To assist with this, it would be nice to see the City having information that would effectively inform the likelihood of existing infrastructure to support the proposed development – can this be a part of the strategy? 	
	<ul style="list-style-type: none"> - Noted that GIS viewer online cannot replace the detailed conversation with City staff; recognized that it may be a first step of three or five (+1 sticker). 	
	<ul style="list-style-type: none"> - Currently, there are challenges with finding out information from the City’s different departments – they seem fragmented (e.g. it is has taken a long time to get information on when a temporary occupancy permit has 	<p>Recognized and addressed through Process strategic actions, particularly those focused on providing one point of contact (i.e. 2-3). As well, the City’s restructuring is intended to provide customers with an improved service experience.</p>

	been issued). Improved streamlining of this kind of a thing is suggested.	
	- When the City sells its own land, all requirements for the sale should be completed by the City before the property was listed, not after.	Outside the scope of this Strategy. Comment shared with the Land and Real Estate Management Division.
	- Appreciate seeing feedback being used to define the goals and strategies.	Appreciation noted.

Discussion 3: Draft Goals and Strategies 3 (Finance), 4 (Promote), and 5 (Monitor)		
Continued discussion from Discussion 2 to the other Goals and Strategies.		
<p>Questions to encourage discussion:</p> <ol style="list-style-type: none"> 1. What do you appreciate about the goals and strategies? 2. What concerns do you have? 3. What else should be done to further refine the strategies? 		
Draft Goals and Strategies	Workshop Feedback	Response from City Administration
<p>GOAL 3: FINANCE</p> <p>Immediate Start (2019)</p> <p>3-2: Review Housing Incentive Policy (HIP) to determine options for considering the application to the redevelopment of underutilized sites.</p> <p>3-9: Invest in the Railyard Renewal Project with other levels of government.</p> <p>Short-Term Start (2020-2021)</p> <p>3-4: Consider investment strategies to improve the attractiveness of existing neighbourhoods and/or areas specifically identified for redevelopment through Neighbourhood Planning.</p> <p>3-6: Improve ability of the Construction Programming and Integration group to identify and prioritize opportunities to upgrade infrastructure to foster development opportunities on underutilized sites.</p> <p>3-8: Explore development of a program to invest in upsizing underground infrastructure annually.</p> <p>Medium-Term Start (2022-2024)</p> <p>3-1: Identify defined area(s) to focus efforts to develop specific programs and/or infrastructure improvements to encourage development of underutilized lands in a targeted way (e.g. specific blocks within a broader neighbourhood area).</p> <p>3-3: Review incentive program options identified in the Study, research their effectiveness, applicability to our community, and other considerations to inform development of a more specific incentive program for defined areas (linked to 3-1), specific types of underutilized lands (e.g. gas stations sites), or city-wide.</p> <p>3-5: Consider creation of a ‘redevelopment levy’ where there are multiple land owners with a collective interest in upgrading local infrastructure to enable development of their sites.</p>	<ul style="list-style-type: none"> - Recommend doing Cost of Growth Study sooner than medium-term as it is linked to the facts about infill, 4-5 which is an immediate item (+1 sticker). 	<p>This Study requires cross-departmental coordination for staffing and data and informational resources which are not anticipated to be available until 2021 or 2022.</p> <p>In the meantime, efforts are planned to begin to improve infill awareness in 2019 and be built on over time with the Cost of Growth Study among other resources as they become available. Education and outreach are intended to be ongoing.</p>
	<ul style="list-style-type: none"> - Consider impact of the Intensification Levy and how it relates to underutilized sites and consider grants to offset costs in order to encourage infill development. 	<p>This was considered through development of the Levy. The Levy is applied to cover the costs of growth for major infrastructure servicing associated with intensification.</p> <p>Credits are applied where a structure existed on the site in the last ten years.</p> <p>Consideration of options to mitigate the impact on the redevelopment of sites for residential uses is starting through the Housing Incentive Policy (HIP) Review; consultation on that project is planned for later this spring.</p>
	<ul style="list-style-type: none"> - Along with identifying RRP and RRI, also identify the Saskatchewan Drive Corridor Study and subsequent work as a project to use as a catalyst for further intensification and redevelopment of underutilized sites; this Strategy can help support this. 	<p>Captured within actions to be undertaken as part of Neighbourhood and Corridor Planning.</p>
	<ul style="list-style-type: none"> - Recommend that the process of developing Neighbourhood Plans is used to have the conversation with the community about intensification and use of underutilized sites (i.e. proactively address NIMBY) and that the website not be the only place that information 	<p>The Neighbourhood Planning process is intended to be an important way to start communities thinking about intensification. This will be supported by a number of actions under the Promotion goal.</p>

<p>3-7: Undertaken the cost of growth study to understand the financial implications of growth on the City (and community) depending on its location.</p> <p>Long-Term Start (2025-2030)</p> <p>3-10: Consider opportunities to use the Regina Revitalization Initiative as a catalyst for further redevelopment.</p> <p>GOAL 4: PROMOTE</p> <p>Immediate Start (2019)</p> <p>4-1: Continue to seek opportunities to coordinate utility upgrades with other organizations, including SaskEnergy, SaskPower, SaskTel and Access Communications.</p> <p>4-2: Champion and promote development of underutilized lands and infill development (link to 4-5).</p> <p>4-4: Empower departments to work collaboratively on supporting the ability of intensification to occur within the existing city.</p> <p>4-5: Develop and implement a communications strategy/campaign as a frame to prepare and provide facts about infill development and the value of fostering development on underutilized lands (linked to 4-2).</p> <p>Short-Term Start (2020-2021)</p> <p>4-6: Support collaboration with City Council, Administration, and the development community in discussing the opportunities and challenges in redeveloping underutilized sites and determining next steps.</p> <p>4-8: Explore opportunities to promote, market, and enable prospective clients to be aware of available sites.</p> <p>Medium-Term Start (2022-2024)</p> <p>4-3: Explore development of Infill Development Awards to publicly showcase projects and their value to the community.</p>	is provided. This could include putting up signs on vacant sites during the Plan development process that say, "What could this lot be?" and use that to initiate the generation of ideas.	
	- In developing Neighbourhood Plans, use pictures to help people think about what the development could be like.	Efforts to improve education and awareness are planned to begin immediately as part of the actions under the Promotion goal, with the use of videos and graphics. Being able to visually present ideas is considered an important element.
	- Consider adding working with the Province and Wascana Centre Authority to consider opportunities for Wascana Park (for 5-4).	Considered out of scope of this Strategy.
	- Work on improving the targeting and filtering of messages about incentive programs. For instance, messages about current programs are sent out to people whose developments do not qualify.	Comment shared with the Tax and Assessment Department to consider as part of future communications.
	- Property tax incentives may help with the utilization of underutilized buildings/lands; this includes not immediately taxing land that was not previously contributing taxes until such time as a home is built and the purchaser takes possession and require the services that taxes fund (+ 4 stickers).	Added for consideration as part of action 3-3 to research incentive programs to better understand options, their application, and impact.
	- Vacancy rates may create a barrier to private investment in underutilized lands/buildings in the downtown.	This is outside the scope of this Strategy. A review of the Office Policy in the OCP is underway. To mitigate downtown vacancy, the office policy in the OCP currently states that the vacancy rate, as interpreted by the City, pertaining to medium office and major office development in the downtown does not exceed 6.5%.
	- Grants for downtown commercial conversions to rental/condo units may help utilize underutilized commercial property (+1 sticker).	To be considered as part of action 3-3 to research incentive programs to better understand options, their application, and impact.

<p>4-7: Develop and implement a demonstration project competition to encourage creative design to introduce and support new development trends (also supports Goal 3).</p> <p>Long-Term Start (2025-2030)</p> <p>4-9: Work with the Province, and others, to make information on the remediation of contaminated sites more available and accessible.</p> <p>GOAL 5: MONITOR</p> <p>Immediate Start (2019)</p> <p>None identified at this time.</p> <p>Short-Term Start (2020-2021)</p> <p>5-2: Provide Underutilized Land Improvement Strategy Annual Report to City Council that includes results on the measures and progress on targets (e.g. intensification rate; change in vacant lot inventory; etc.).</p> <p>5-3: Reflect on strategies as they are implemented to evaluate if intended outcomes are being met; make minor refinements as needed.</p> <p>5-5: As part of implementation of and reflection on the strategies, consult with stakeholders to confirm where improvements have been made, identify challenges, and consider solutions.</p> <p>Medium-Term Start (2022-2024)</p> <p>5-1: Update GIS vacant land inventory.</p> <p>5-4: Consider how implementation of other City projects across the organization indirectly impacts redevelopment of underutilized sites.</p> <p>5-6: Implement a survey process to determine applicant satisfaction levels and where opportunities to improve lay.</p> <p>5-7: Conduct a major review of the Strategy every five years.</p> <p>Long-Term Start (2025-2030)</p> <p>None identified at this time.</p>	<p>- Consider the opportunity for public investment in infrastructure in the downtown (e.g. sidewalks, roads, green space) (+2 stickers with a note that this is very important).</p>	<p>Recognized and addressed through a number of actions in the Strategy, including: 3-1 in developing programs for specific areas; 3-4 in considering investment strategies to improve neighbourhood attractiveness; and 3-6 to improve the ability of the Construction Programming and Integration team to identify and prioritize opportunities to upgrade infrastructure; and 4-4 to empower departments to work collaboratively to support intensification. As well, investing in infrastructure improvements in the downtown is underway through various projects, including the Sask. Dr. Corridor Study and improvements being made to Victoria Avenue.</p>
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Targets and Measures	
Feedback sought on: <ul style="list-style-type: none">• How the City measure the success of the strategy?• What kinds of targets could be set to work towards?	
Workshop Feedback	Response from City Administration
<ul style="list-style-type: none">- Make sure goals are measurable- Use a mix of quantitative and qualitative (e.g. social aspects; developer satisfaction; impact on NIMBY) measures- Develop a measure to evaluate change for each strategy (e.g. # of requests for information; time to process applications; etc.)- Use the Intensification target that is already set in the OCP- Record and track questions asked at RPC and Council around infill- Go back 10 years and see who was doing infill development and inquire as to why they are no longer doing projects.	<p>This feedback will be considered in the development of the targets and measures.</p>

Q&A Through Workshop Session	
Question	Response from City Administration
What is “vacant residential” referring to?	It is understood that it would typically refer to lots in residential areas/with residential zoning that are vacant.
How is heritage preservation as it relates to “vacant heritage buildings” considered through Strategy?	It is not directly; preservation of built heritage is identified in the OCP and in the Cultural Plan. Long term action (3-11) added that directs an investigation into the barriers to vacant buildings, and development of strategies to support how to address them.
Can contract zones be used for something other than contaminated sites?	As per the OCP, contract zones can be used for unique situations, and for the purposes of this strategy, it would be contaminated sites. Through the proposed Zoning Bylaw, a time limit for use of a contract zone on a site has been recommended.
Is the organization being changed to implement the building software?	<p>The City Administration is currently going through a reorganization; it has not yet been completed, but one of the first changes was bringing the Planning and Development Services Departments together into a single Department.</p> <p>The organization is evolving to consolidate departments to bring functions together, improve service delivery, and enhance customer experiences.</p>
For 2-6, why is downtown referred to and not “City Centre”?	We need to start somewhere and be targeted with our efforts. Advice received from the City of Saskatoon that is currently implementing a program of this nature is that there are things that they can do in the downtown (i.e. make assumptions) that are more difficult elsewhere. That said, it is possible that subsequent areas would be looked at through future refinements to the Strategy.
What Neighbourhood Plans are being done and in what order?	<p>The neighbourhoods are identified to start this year are: Al Ritchie and Hillsdale.</p> <p>A full list of neighbourhoods and when their plans will be started can be found here: http://reginask.igm2.com/Citizens/Detail_LegiFile.aspx?Frame=&MeetingID=4591&MediaPosition=&ID=3771&CssClass= </p>
What are the end points for the Sask. Drive Corridor Study?	Princess Street to Winnipeg Street

June 20, 2019

To: Members
Priorities and Planning Committee

Re: Asset Management - Introduction and Progress Update

RECOMMENDATION

That this report be received and filed.

CONCLUSION

A requirement of the Federal Gas Tax Fund (GTF) agreement between the Government of Saskatchewan, the Government of Canada and the City of Regina (City) is to provide City Council a status update on the improvement and monitoring of the City's Asset Management Program by June 30, 2019. This report fulfils a requirement to maintain eligibility for the GTF.

The practice of asset management is a growing priority for the City. An asset management system provides beneficial decision-making tools that embeds level of service sustainability with affordability. This is a value-add, which supports the City's administrative effort for better decision making, by coordinating and improving its day-to-day processes, while planning for reliable customer service delivery and cost savings in the long-term.

BACKGROUND

At a high level, the practice or discipline of asset management is to translate an organization's objectives into asset-related decisions, plans and activities using a risk-based approach to support service delivery. The City's objectives are captured in the organization's overarching documents, including *Design Regina: The Official Community Plan Bylaw No. 2013-48* (OCP), the *2018-2020 Strategic Plan - Making Choices Today to Secure Tomorrow: Advancing the Official Community Plan* (Strategic Plan), as well as Master Plans and other documents.

The need to grow asset management maturity has been recognized as a priority by both the federal and provincial governments. It's becoming regular practice that infrastructure grants from other levels of government require readiness assessments or have targets that determine eligibility for future grant funding.

For example, FCM determines eligibility through a readiness assessment, with the understanding that projects should increase the municipality's capabilities in at least one of the five competencies, including policy and governance, people and leadership, data and information, planning and decision-making and contribution to asset management practice. GTF has set out several measures to assess municipalities progress in asset management and requires the City to report annually on progress.

DISCUSSION

History

Like all municipalities, the City has managed their assets since the first asset was acquired and/or created. The City does this through the lifecycle of every asset, including budgeting, planning, design, delivery, operations, maintenance and decommissioning. These assets provide services that support economic growth, transportation of goods, land development, community culture and health and safety. Like all asset-intensive organizations, the overall performance of municipalities depends on the performance of critical assets, such as water and wastewater treatment plants and pipe networks, roads and bridges and emergency response vehicles and facilities. These assets are spread across a wide geographic area, are subject to the physical elements and environmental stresses and require large capital expenditures to acquire and sustain.

Historically, municipalities across Canada have built infrastructure and acquired assets with insufficient consideration for depletion, depreciation and amortization. As a result, elected officials and citizens have not been provided a clear understanding of the cost implications of maintaining and renewing existing infrastructure. What communities are finding with a growing level of responsibilities, challenges to sources of new or expanded funding and the long-time practice of short-term decisions through the annual budget process about investment, is the maintenance and renewal of a municipality's assets are not sustainable if continuing to respond and react in this manner.

Value of Asset Management

Asset management is an integrated business approach that minimizes the lifecycle costs of owning, operating and maintaining assets at an acceptable level of risk, while continuously delivering established levels of service for present and future residents. Asset management provides communities with a better understanding of trade-offs by providing a structured way of tracking performance, cost and risks to meet service objectives in the most efficient and effective manner to achieve the organizational strategic plan.

Although managing assets is not new to the City, there is difference between managing assets and asset management:

Managing assets focusses on:	Asset management focusses on:
<ul style="list-style-type: none">• Lifecycle activities and asset care - availability, reliability, dependability and safety.• Asset location, condition, life extension and/or interventions.• Asset databases, System and Information Technology (IT) and performance.• People, skills and work management.• Budgets and key performance indicators (KPIs)/cost of maintenance and current performance.	<ul style="list-style-type: none">• The purpose of City assets and what assets are needed and why.• Value, purpose and long-term outcomes.• Risk and context.• Holistic approach to different funding streams. e.g. capital and operating.• Collaborative behaviors - breaking down silos.• How assets contribute to organizational value.

In 2015 an Asset Management Branch was established to facilitate the alignment of managing assets and asset management. The Asset Management Branch provides support for business units, facilitates communication and ensures consistency and integration across the organization. The goal is to provide holistic information to understand impacts of decision both in the short and long-term.

Since the establishment of the Asset Management Branch, work has begun to develop a corporate approach to asset management. Work includes but not limited to:

- Maturity assessment of asset management across the organization.
- Development of an Asset Management Governance Model, Policy, Framework and Strategy.
- Development of an asset management roadmap consisting of prioritized improvement initiatives to build maturity in asset management.

Specific projects include underway

- Asset Corporate Condition Index (ACCI), which determines the overall condition of assets to facilitate development of a Corporate State of the Infrastructure Report and a Corporate Asset Management Plan.
- Levels of Service (LOS) assessment of current LOS to better understand the cost of providing services that will contribute to the City's long-term financial viability
- Asset Management Plans (AMPs) are being develop in the City's ten asset service areas. An AMP tells a complete story about the City's assets, the purpose in supporting service delivery and how it continues to fulfill that purpose over the long-term. First generation asset management plans have been developed in water, wastewater, facility, roadway and bridge service areas. Parks & Open Space, Fleet, Solid Waste, Stormwater are planned for the near future. These service area AMPs will contribute the City's corporate AMP.

In addition to the ACCI project, a white paper was published and co-presented by the City and Consultant GHD at the Institute of Asset Management (IAM) conference in London, England. The ACCI looks at overall condition (OAC) to change the perspective from the traditional asset-centric view to a customer-focused approach to asset management. The OAC considers the asset condition from three perspectives: i) physical ii) functional and iii) demand condition. This approach helped to develop the options as described in *CR18-120 Residential Road Renewal Program Alternative Treatment Options*.

Funding Opportunities

A catalyst for the development of asset management in Saskatchewan is GTF Agreement signed between the Government of Saskatchewan and the Government of Canada. It provides predictable long-term funding for municipalities. The City signed the Municipal Gas Tax Fund Agreement (MGTF), committing the City to make progress in developing and implementing an AM program. The GTF established asset management targets that municipalities are required to meet to remain eligible for funding. Appendix A highlights the requirements in place to meet the funding requirements for the GTF.

The Federation of Canadian Municipalities (FCM) Municipal Asset Management Program (MAMP) is also a funding source for asset management initiatives and training. In the 2019 federal budget, a renewal of the existing program provided an additional \$60 million over the next five years for municipalities to increase their capacity in asset management to make the most of new infrastructure investments.

In order to be eligible for FCM funding or training resources, there is a requirement to make progress on asset management, which is assessed through a readiness assessment. MAMP supported activities range from collecting data and analyzing asset management needs, developing policies and training staff. One of the competencies measured in the readiness assessment is people and leadership and setting up cross-functional groups with clear accountability and ensuring adequate resourcing and commitment from senior management and elected officials to advance asset management. A workshop is being organized for the fall for City Council, Senior Administration and Asset Managers to increase readiness in people and leadership at the City.

Next Steps

Designing a robust asset management program will continue to be a focus for Administration to improve the information available to support the sustainable delivery of services and long-term financial viability. The Asset Management roadmap provides administrative guidance on initiatives to be undertaken to further develop the City's Asset Management Program. These initiatives include, but are not limited to:

- Education opportunities for all areas of the organization including senior leadership within City Council and Administration.
- An overall sustainable approach to service delivery by developing long-term plans that evaluate and address financing needs of defined service levels, over the lifecycle of City assets and infrastructure.
- Providing members of City Council focused education on asset management, which will lead to a request to approve the Asset Management Policy for the City.
- Providing City Council with a City-Wide State of the Infrastructure Report, which includes asset specific report cards to communicate sustainability and provide a high-level holistic view on the condition of City-owned assets.
- Completing a City-Wide Asset Management Plan that aligns with the future Long-Range Financial Plan in support of achieving what is set out in the Master Plans, both completed or under development.
- Developing and maturing specific AMPs that clearly articulate levels of service, the cost of delivering the service (both operating and capital) and the associated risks.

RECOMMENDATION IMPLICATIONS

Financial Implications

Long-term financial viability and service sustainability is a key challenge facing the City due to numerous contributing factors, including external influences, increased demand for services beyond those traditionally provided, aging infrastructure and constraints on revenue growth. While some of these challenges are not unique to Regina, they will continue to require strong

financial management, decision making, and understanding community priorities to achieve long-term financial viability, service level sustainability and achievement of the long-term objectives of the OCP.

For the organization, asset management is a building block for long-term financial sustainability. As such, it is critical that the tools and plans created by Financial Services and the Asset Management Branch are complementary and cohesive.

Future GTF obligations require the City to have asset management plans in place and it is anticipated that other future capital grant funding opportunities will hinge upon municipalities having asset management plans in place, so it is paramount to continue with the initiatives identified in the Asset Management Roadmap.

Environmental Implications

None with respect to this report.

Policy and/or Strategic Implications

The OCP directly calls out the following actions on asset management:

- Section B - Financial Policies
 - Goal #2 - Sustainable Services and Amenities
 - 1.3: Optimize the use of existing services/amenities:
 - 1.3.1 Establish an asset management framework and program;
- Section D4 - Infrastructure
 - Goal #2 - Asset Management and Service Levels
 - 6.3: Prepare and implement an asset management strategy for infrastructure to:
 - 6.3.1 Guide City planning and operations;
 - 6.3.2 Establish a service framework and levels of service for existing and new assets; and
 - 6.3.3 Focus resources for managing and investing in infrastructure.
 - 6.4 Adopt a continuous improvement framework to address the current infrastructure gap and ensure that future requirements for infrastructure are aligned with the priorities, goals and policies of this Plan.
 - 6.5 Determine requirements to upgrade and finance existing infrastructure to service new development at defined service levels.

The Strategic Plan includes five targeted outcomes, which highlights making choices today to secure tomorrow. To achieve these outcomes, asset management supports the following plan objectives identified:

- Community Perspective
 - Objective 2: Improve Service Financial Sustainability - Ensure the community has services today and in the future that meet everyone's needs at a price they can afford.

- Objective 3: Increase Understanding of the Cost of Services - Provide information about the cost of services and engage the community in making level of service choices.
- Objective 4: Improve our Use of Resources - Practice prudent fiscal management of existing resources by ensuring that financial and human capital are used efficiently. Ensure services have cost recovery levels that are consistent with the benefits model.
- Objective 5: Increase Understanding of Service Costs and Revenues Relative to Levels of Service - Develop a stronger understanding of the unit cost of each service and the impact of level of service changes on revenues and expenses.
- Objective 7: Improve Decision-Making - Make data-driven decisions based on commonly understood priorities.
- Objective 8: Improve Integrated Planning - Collaborate and plan at the departmental, service and project level while considering others' plans.
- Objective 10: Enhance Employee Performance - Develop employees through training that supports their ability to deliver service to the community.

Other Implications

None with respect to this report.

Accessibility Implications

None with respect to this report.

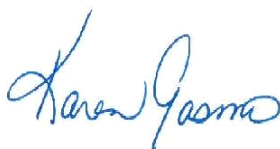
COMMUNICATIONS

None with respect to this report.

DELEGATED AUTHORITY

None with respect to this report.

Respectfully submitted,



Karen Gasmu, Director
Sustainable Infrastructure

Respectfully submitted,



Diana Hawryluk, Executive Director
City Planning & Community Development

Federal Gas Tax Fund

Asset Management: Making Progress



Guide to GTF Agreement Requirements

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Introduction

A catalyst for the development of asset management (AM) in Saskatchewan is the Gas Tax Fund (GTF) Agreement (the Agreement) signed between Saskatchewan and the Government of Canada. It provides predictable long-term funding for municipalities. The total value of the Agreement is approximately \$613.5 million over 10 years.

When your municipality signed its Municipal Gas Tax Fund Agreement (MGTF), your municipality committed to make progress in developing and implementing an AM plan for your community.

Creation of an Asset Management Subcommittee

Acknowledging that progress had varied greatly and work was required to ensure continued progress is made, the GTF Oversight Committee (OC) created an Asset Management Subcommittee (AMSC). The AMSC includes members from:

- Saskatchewan Ministry of Government Relations;
- Ministry of Infrastructure, Communities and Intergovernmental Affairs, Government of Canada;
- Saskatchewan Association of Rural Municipalities;
- Saskatchewan Urban Municipalities Association;
- New North;
- Rural Municipal Administrators' Association;
- Urban Municipal Administrators Association of Saskatchewan; and
- City Managers Group.

The subcommittee was asked to establish a baseline to measure progress as well as to develop a tiered approach to the establishment of AM.

All Saskatchewan municipalities participating in the GTF contributed to the baseline by completing a 2016 survey on AM.

The baseline survey showed that **54.1%** of reporting municipalities had begun to develop and implement asset management plans.

Based on the information you provided in the survey and information collected during AMSC workshops and meetings, the subcommittee developed recommendations for tiers, measures and targets for approval by the OC Co-Chairs.

General Guidance

This *Guide to GTF Agreement Requirements* expands on the approved recommendations for tiers, measures and targets and provides general guidance to assist you as you work towards achieving the measures targeted for June 30, 2018 (see page 4). The content of this guide will continually evolve to include information on measures targeted for later completion; your municipality will be informed of updates as they occur.

There is no prescribed format for your AM plans; your municipality may select the approach to AM planning that best meets its needs. Where capacity exists, your municipality is encouraged to implement best practices and expand on information contained in your AM plans.

The AMSC strongly encourages your municipality to leverage the many AM resources available. This guide will identify several resources you can use; you may also want to look at the [Asset Management Resources](#) page on saskatchewan.ca which is regularly updated. Other organizations such as the Federation of Canadian Municipalities, your local municipal associations, communities of practice, and other municipalities are also good resources.

Periodic reporting on the status of your AM progress will be required. Your municipality will need to complete a short “check-in” questionnaire during the fall of 2017, with a lengthier reporting requirement to be submitted in late 2018.

Note The OC determined that completion of AM progress reports and questionnaires is a substantial term and condition of the MGTF and subject to the [Municipal Compliance Strategy](#). Failure to complete and submit this information will result in GTF funds being withheld until your municipality becomes compliant.

Understanding Asset Management

Obtaining an understanding of what is AM, how it works and what are its benefits, and getting buy in by both elected officials and administration is important to its success in your municipality.

What is Asset Management?

AM is a municipality’s plan for how to manage municipal infrastructure in order to provide services to residents and other users in a way that meets their expectations, and is financially sustainable into the future.

Simply put, AM involves:

- Understanding the assets that you manage – what assets do you own and what condition are they in.
- Understanding the life cycle costs of what you own – what costs do you anticipate to occur during the ownership of the assets – such as costs of operating, maintenance, major repair or renewal, disposal.
- Understanding the level of service currently provided and future requirements – what is expected, what does it cost and what are ratepayers willing to pay for, what are risks associated with not providing.
- Understanding the cost and timing of future expenditures – which may include the need to prioritize assets that need to be fixed or replaced first or if a different asset should be obtained to better meet the need.
- Understanding the availability of funding for all life cycle costs – what is affordable and sustainable, what are the funding sources.

There are lots of practices and principles that make up AM. The *International Infrastructure Management Manual* outlines the following seven key components:

1. Life Cycle Approach
2. Cost-Effective Management Strategies
3. Defined Level of Service
4. Demand Management
5. Risk Management
6. Sustainable Use of Physical Resources
7. Continuous Improvement

More information on these components may be found in the [Asset Management Getting Started Guide](#).

Benefits of Asset Management

AM is an important tool because it helps your municipality maintain and operate its infrastructure in the most effective way so critical services can be provided to your community. There are several potential benefits from developing and implementing AM plans, including:

- Helps in writing grant and funding applications – clearly identifies your infrastructure needs.
- Improves long-term sustainability – it considers your community’s priorities developed through an understanding of the trade-offs between the available resources and the desired services.
- Maximizes the effectiveness of public investment in municipal Infrastructure.
- Improves the capacity for, and quality of, local decisions with respect to the acquisition, operation and maintenance of your municipal infrastructure.
- Brings an additional layer of accountability and transparency to decision making and helps make informed budget decisions based on priorities and needs.
- Helps in setting your user fees/tax rates through evidence-based decision-making as municipalities have a clear picture of what it costs to operate infrastructure and sustain it into the future.
- Provides the opportunity to leverage service agreements and partnerships with other municipalities.

Undertaking AM planning will also help you meet the requirements under your MGTF.

Meeting the GTF Requirements

Establishment of Tiers

The Agreement recognizes that Saskatchewan has a vast range of municipal sizes and capacity. It also acknowledges municipalities may be at different stages in development and/or implementation of their AM plans. These are the reasons why multiple tiers were developed for GTF requirements.

The AMSC determined population would be used as the basis for the tiers. Population is easy to understand, complies with the terms of the Agreement, is consistent with current tiers used in other areas of the Agreement, and reflects the relationship between population and capacity.

Knowing your tier level (shown below) will be important as you work towards meeting the measures and targets set out in the next section:

- Tier 1: Population up to 500
- Tier 2: Population from 501 to 1,500
- Tier 3: Population from 1,501 to 5,000
- Tier 4: Population over 5,000

Measures and Targets

The subcommittee developed measures and targets that reflect the need to build a foundation for asset management planning before requiring more challenging tasks.

The chart below summarizes these measures and targets, as well as the target dates for completion.

- **Measures**

Measures were established to assess your municipality's progress concerning AM. Beginning on page 5 of this guide, you will learn more about the first three measures required by June 30, 2018 (*Getting Educated*, *Developing a Policy and Strategy*, and *Developing an Asset Register*).

- **Targets**

Targets list the municipal tiers and what each tier will be required to accomplish during that period. The number of asset classes to complete under the Target column is based on the ideal and will be used for measuring progress. Failing to achieve your target is not failure to progress. However, all municipalities are expected to undertake AM planning and show progress in developing and implementing their AM plan.

The "Asset Management Making Progress - GTF Agreement Requirements Factsheet" is a quick reference sheet that summarizes the tiers, measures and targets, and reporting requirements.

By	Target		Measures
June 30, 2018	All Tiers		Municipalities participating in the federal Gas Tax Fund Program are required to: <ul style="list-style-type: none"> • Get educated in AM. • Develop and approve a policy and a strategy on how the municipality will approach AM. • Develop an asset register for all asset classes.
June 30, 2019	Tier	Number of Asset Classes to Complete	Municipalities are required to: <ul style="list-style-type: none"> • Add the current condition of assets to the asset register. • Document the desired condition of assets listed in their register.
	1	1	
	2	2	
	3	3	
	4	4	
	All Tiers		All municipalities are required to have a progress check in with council on the status of improving/monitoring the AM plan.
June 30, 2020	Tier	Number of Asset Classes to Complete	Municipalities are required to identify the funding gap between the current and desired asset condition for completed asset classes.
	1	1	
	2	2	
	3	3	
	4	4	
June 30, 2022	All Tiers		Municipalities are required to report back to council on monitoring and improving their AM plan moving forward.

Some municipalities may have more asset classes than identified under Targets in the chart above and may be wondering about the timeline to complete their remaining asset classes. It is anticipated that as municipalities complete their initial asset classes, they will gain momentum and proceed to complete all their asset classes.

If future GTF questionnaires and reports identify municipalities have not gained momentum, the AMSC may recommend to the OC Co-Chairs the establishment of further measures and targets to achieve compliance.

Saskatchewan will report to Canada on progress made to date in March 2018 and again in March 2023.

Note It is not a requirement to have COMPLETED your AM plan by March 31, 2018. It is a requirement that you have STARTED and are making progress on developing and implementing your AM plan.

Measures for Asset Management Planning

1. Get Educated

Courses will help your municipality develop the internal resources to make AM more meaningful.

Introductory training on AM provides information to enhance awareness of AM, including concepts, organizational context and affect, and value of AM to the organization. Advanced AM training can be undertaken on specific components of the AM development process.

There are several organizations and businesses that offer training courses, as well as a number of online resources. Further information on available resources may be found on saskatchewan.ca under [Asset Management](#). Links to AM resource pages for other organizations are also located here.

The baseline survey showed for reporting municipalities:

73% Staff members are aware of AM

19% Staff members are trained in AM

66% Council is aware of AM

4% Council is trained in AM

You may find the following two videos valuable in raising awareness of AM with your council and others in your organization:

1. [Asset Management in Saskatchewan](#) (14 minutes). This video can also be viewed as four shorter chapters (2 to 6 minutes each).
2. [FCM: Why Invest in Asset Management?](#) (4 minutes)

Note You may use your GTF funding for capacity building purposes, which includes AM. Training may qualify, if it results in a tangible outcome (for example, if you have established your condition rating matrix after taking a course on condition ratings).

2. Develop a Policy and Strategy

Governance is a key factor in successful AM planning. Two components of the governance model are the AM policy and strategy. You can develop these components as individual documents or combine them into one document.

Together, the policy and strategy give the needed direction for both municipal staff and council to start the AM journey.

Policy

Your municipality should develop and implement an AM policy. The policy will express your council's commitment to AM and provide policy statements to guide staff in carrying out business strategies, plans and activities.

The process of developing and adopting a policy takes time. Municipalities are encouraged to start their process as soon as possible. A great time to advance an AM policy is during the annual budget process.

Your municipality can approach the development and implementation of its AM policy in various ways. AM policies should be tailored to the size, complexity, and nature of your organization. A basic template, based on one developed by The Local Government Asset Management Working Group of British Columbia, is attached as Appendix A. Other examples are provided as links in the Potential Resources box.

When you look at the example in Appendix A, you will see some of the elements that your AM policy may include:

- Policy statement or purpose of policy
- Definition of AM
- Council's objectives (high level policy statements) to guide the organization in developing and implementing AM (refer to Section 1 for examples)
- Council's vision and goals for infrastructure assets and why AM is important; can tie to overall organizational objectives and policies
- Council's commitment to AM
- Responsibilities of council and senior administration with respect to AM; may also designate resources to develop and maintain AM systems
- Key principles to be followed. For example, pursue best practices where available; consult with stakeholders where appropriate; manage assets to be sustainable; etc. (refer to Section 3 in Appendix A for further examples)
- General guidelines for the use of an AM strategy and AM plans; providing guidance on what should be included in the AM plans and for which assets they are to be completed
- Clear outline on how AM is to be integrated within the organization and includes references and linkages between corporate documents
- Council's role and authority for establishing, updating and rescinding the policy
- Timeline and responsibility for implementing, reviewing and reporting back on the policy

Your AM policy should include a schedule for "checking-in" periodically to review its implementation, the work that has been accomplished and the relevancy of the policy. Two "check-in" points for Saskatchewan municipalities are set out in the measures and targets described on page 4: one is by June 30, 2019 and the other is by June 30, 2022. Municipalities may establish "check-in" timelines considering these requirements.

Potential Resources

How To

- A Guide to Developing a Municipal Asset Management Policy: (*This is the resource for Appendix A*)
https://www.civicinfo.bc.ca/Library/Asset_Management/Tools_and_Resources/Guide_to_Developing_a_Municipal_Asset_Management_Policy_DRAFT--LGAMWG--October_2009.pdf
- Town of Penetanguishene (*policy based on sample in guide*)
<https://penetanguishene.civicweb.net/document/168792>
- Asset Management for Municipalities in Alberta:
<https://www.assetmanagementbc.ca/wp-content/uploads/AAMDC20-20AM20Report20-20Final20-20Web20Version.pdf>
- International Standards for Asset Management: ISO 55000, 55001 and 55002
<https://www.iso.org/news/2014/01/Ref1813.html>

Sample Policies

- The City of Ottawa's Asset Management Framework Policy:
http://documents.ottawa.ca/sites/documents.ottawa.ca/files/documents/cam_policy_en_1.pdf
- The City of Regina Asset Management Policy: <https://cityconnect.regina.ca/opencms/export/sites/cityconnect/city-of-regina/corporate-services/strategy-asset/.galleries/policies/Asset-Management-Policy.pdf>
- The District of North Vancouver Asset Management Policy:
<http://app.dnv.org/OpenDocument/Default.aspx?docNum=2611275>

Strategy

The International Infrastructure Management Manual defines an asset management strategy as “a strategy for asset management covering the development and implementation of plans and programs for asset creation, operation, maintenance, rehabilitation/replacement, disposal and performance monitoring to ensure that the desired levels of service and other operational objectives are achieved at optimum costs.”

Where an AM policy sets out the vision and principles for AM within a municipality, the AM strategy defines the actions through which this vision will be achieved. These actions form the basis for developing a more specific AM plan.

Your AM policy will tend to be more static, while your AM strategy will evolve over time. You would refine or modify your AM strategy to respond to internal and external factors. It is recommended that you annually report on the progress on the municipality's AM strategy to council, and senior leadership for larger organizations.

The baseline survey showed for reporting municipalities:
15% AM Policy in place
10% AM Strategy in place

The following chart summarizes some components that may be included in your AM strategy:

Component	Information may Include	Questions to Ask
Current State of Assets	<ul style="list-style-type: none"> • Summary of assets by class with replacement value • Background narrative on current state (e.g. age, general condition, current maintenance and renewal practices, etc.) 	What is the current state of assets (e.g., class, value, replacement value, etc.)? How do we presently manage the assets?
Factors that Impact Asset Needs	<ul style="list-style-type: none"> • May consider growth, demographic changes, environmental impacts (climate change), new technologies or infrastructure advancements, etc. • Current financial picture and future financing and funding options • Desired state of assets, target levels of service and critical risks to manage 	What are some of the factors that impact on infrastructure and service delivery? Consider emerging issues. What is the current financial picture? Finance and funding availability? Options to deal with shortfalls? What is the desired state of the assets and the target service levels? What critical risks need to be managed?
Current Status of Asset Management	<ul style="list-style-type: none"> • Outline of current AM practices • Summary of AM planning actions taken to date • Council vision (from policy summarized) and need for AM 	What is the current state of AM in the organization? What has been done to date to advance AM in the organization? What AM tools have been created?
Strategy to Align AM Practice with AM Policy (Directions Going Forward)	<ul style="list-style-type: none"> • Actions needed to align AM practice with objectives and goals set out in the policy • Key actions needed to advance AM with respect to each of these areas • May reiterate vision and guiding principles 	What are the objectives? What actions will bring AM practice in line with the objectives and principles (goals) in the policy? What is the state of the procedures, systems and training?
Goals to Support Implementation Strategy	<ul style="list-style-type: none"> • Tactics and activities required to achieve the key actions (development of a more specific AM plan) • Final outcomes identified 	Who will do what, when, where and how for each of the key action items (i.e., application of strategy to the management of assets)? What business improvements are needed? What are the resource requirements?
Relationship to Other Corporate Documents	<ul style="list-style-type: none"> • Identification of how other corporate plans are linked to AM plans • Identification of how AM decision-making is integrated into the organization 	What other municipal documents exist e.g. budget, strategic plan, OCP, etc.? How do they relate to AM? How will decisions affecting the management of assets be reflected in other processes and documents?
Stakeholder Identification and Role	<ul style="list-style-type: none"> • Identification of stakeholders (individuals and groups) internal and external to the organization that will be impacted by AM • Identification of how the stakeholder will be impacted and how they will be effectively engaged, including any supports required 	How will the actions in the strategy impact stakeholders? How can the municipality effectively engage with these groups? What expectations are there of the stakeholders? What supports are required?
Roles and Responsibilities	<ul style="list-style-type: none"> • Set out the governance structure • Clarify roles and responsibilities of the AM team (including council, administrative leadership and groups within the organization). 	Who is responsible for what? How do responsibilities align with actions and policies? What resource requirements are necessary to develop and implement AM plans?
Reviewing and Monitoring	<ul style="list-style-type: none"> • The approach to reviewing, monitoring, and updating the strategy. 	Who is responsible for reviewing, monitoring, and updating the strategy? How often will this be done? How often will it be communicated to council and stakeholders?
Definitions	<ul style="list-style-type: none"> • Definitions to support common understanding and application 	What words or phrases require explanation to ensure all participants in AM planning have a common understanding?

Potential Resources:

How To

- Asset Management for Municipalities in Alberta
<https://www.assetmanagementbc.ca/wp-content/uploads/AAMDC20-20AM20Report20-20Final20-20Web20Version.pdf>
- Alberta: Getting Started – Toolkit User Guide
http://www.municipalaffairs.alberta.ca/documents/ms/2015-11-18_Toolkit_-_FINAL.pdf
- Asset Management for Sustainable Service Delivery – A BC Framework
https://www.civicinfo.bc.ca/Library/Asset_Management/Tools_and_Resources/Asset_Management_for_Sustainable_Service_Delivery_-_A_BC_Framework--Asset_Management_BC--September_16_2015.pdf
- AssetSMART 2.0 A Tool to Assess Your Community's Asset Management Practices
http://www.ubcm.ca/assets/Funding~Programs/Asset~Management/AssetSMART_2%20-A_Local_Government_Self_Assessment_Tool--LGAMWG--September_2015.pdf

Sample Strategies

- The City of Ottawa's Comprehensive Asset Management Strategy:
<http://ottawa.ca/calendar/ottawa/citycouncil/csedc/2012/09-19/Document%203%20-%20CAM%20Strategy.pdf>
- The City of Calgary Asset Management Strategy:
<http://www.calgary.ca/CS/IIS/Documents/PDF/asset-management-strategy.pdf?noredirect=1>

3. Develop an Asset Register

One of the initial steps you can take in developing your AM plan is to create a comprehensive asset register. An asset register is a listing of assets (facilities, roadways, sewer infrastructure, etc.) that are owned by your municipality.

Types of Information Listed in the Asset Register

An asset inventory or register typically includes the following information:

- The assets you own
 - Asset type (may be by class and sub-class)
 - Asset identifier (may be an asset tag number or some other unique identifier for the asset)
 - Asset name (e.g. ABC Park)
- The location of the asset
 - Physical location (where the asset is e.g. water line – on ABC Street from 1st Ave to 2nd Ave)
 - Municipal address (if one is assigned)
 - Legal description (for land and building)
- Attributes that describe the asset
 - Quantity and size, material constructed from
 - Key dates (such as construction/installation date; date of major renovation or renewal that would extend use)
 - Age of asset
- Cost of the asset
 - Historic (cost when acquired)
 - Replacement (anticipated cost to replace the asset)
- Condition ratings (*Note: Addition of condition rating information to the register is required by June 30, 2019*)
 - Physical condition
 - Functional condition (*rating on whether it is functioning as is intended*)
 - Demand condition (*rating on whether the asset is meeting the required demand*)

- Life span of the asset
 - Expected service life
 - Remaining service life (*Estimated number of years until asset fails-may be based on the expected service life and age, or on actual renewal, performance and condition data*)
 - Remaining service life basis
- Summary of the source and accuracy of information in the register for the asset
- Other information that may be included
 - Identification of high value or core assets
 - Risks created or impacted by climate change
 - Annual operating costs

Where to Find Information for Your Asset Register

Your municipality will already have much of this information compiled as a result of the *CICA PSAB Handbook* section 3150 Tangible Capital Assets accounting reporting requirements; therefore, this document can serve as a good starting point. It's important to note that preparing your asset register for AM may require additional refinement, such as:

- Segmentation of your asset register into a more or less appropriate level of detail. Asset segments should reflect a portion of the asset that is a reasonable size and that would be replaced at the same time for a similar cost. This means that each segment should have a common year of construction, type of construction, type of materials, and expected useful life.
For example, your municipality may have constructed a park and have the whole park listed as a single asset on your register. In order to effectively use your asset register for AM planning, the individual asset "park" should be broken down and listed by its parts (segments), such as benches, pathways, irrigation and play structures.
- Additional information not required by PSAB 3150 such as replacement costs.
Replacement cost can be used to calculate future funding gaps and the cost if AM is not undertaken. There are various ways to calculate replacement values of your assets, increasing the accuracy of the value along the way. For example, inflated historical cost, insurance values, reproductions costs, and replacement costs.

As you continue to collect and update information for AM, you will further develop your asset register.

Potential Resources:

How To

- Asset Management Getting Started Guide
<http://publications.gov.sk.ca/documents/313/92459-Asset%20Management%20Guide.pdf>
- Alberta: Getting Started – Toolkit User Guide
http://www.municipalaffairs.alberta.ca/documents/ms/2015-11-18_Toolkit_-_FINAL.pdf

4. Add the Current Condition of Assets

As noted previously, the content of this guide will continue to evolve as the AM journey progresses. In the interim, if you wish to proceed with adding a condition rating to your asset register the following two resources may assist you:

- Saskatchewan: Asset Management Condition Assessment Techniques
<http://publications.gov.sk.ca/documents/313/92457--Asset%20Management%20Condition%20Assessment%20Techniques.pdf>
- Saskatchewan: Asset Management Condition Grading Standards
<http://publications.gov.sk.ca/documents/313/92458-Asset%20Management%20Condition%20Grading%20Standards.pdf>

Resources

[Province of Ontario: *Building Together: Guide for Municipal Asset Management Plans*](#)

[Local Government of Victoria: *Local Government Asset Management Better Practice Guide*](#)

[Alberta Association of Municipal Districts and Counties: *Asset Management for Municipalities in Alberta*](#)

[The Local Government Asset Management Working Group of British Columbia: *A Guide to Developing A Municipal Asset Management Policy*](#)

[*Asset Management for Sustainable Service Delivery: A BC Framework*](#)

[Alberta: *Getting Started Toolkit User Guide*](#)

APPENDIX A

EXAMPLE MUNICIPAL ASSET MANAGEMENT POLICY

Municipality Name

Policy Title: MUNICIPAL ASSET MANAGEMENT POLICY

Policy Number: Supersedes Numbers:

Authority: Council

Approval date: Last Review date:

Effective date: Next Review date:

1.0 COUNCIL ASSET MANAGEMENT POLICY STATEMENTS

Asset management is a broad strategic framework that encompasses many disciplines and involves the entire organization. The term asset management, as used in this document, is defined as "the application of sound technical, social and economic principles that considers present and future needs of users, and the service from the asset" (*or can change to municipality's definition*).

This policy document guides how staff and Council will interact with the (*Municipality Name*) Asset Management Strategy and Asset Management Plans.

To guide the organization, the following policy statements have been developed:

The *Name of Municipality* will:

- i. Develop and maintain asset inventories of all its infrastructure.
- ii. Monitor standards and service levels to ensure they meet/support community and Council goals and objectives.
- iii. Maintain and manage infrastructure assets at defined levels to support public safety, community well-being and community goals (*this can be customized to reflect specifics the municipality wishes to support*).
- iv. Establish infrastructure replacement strategies using full life cycle costing principles.
- v. Plan financially for:
 - a. The appropriate level of maintenance of assets to deliver service levels and extend the useful life of asset.
 - b. Provision of stable long-term funding to replace, renew and/or decommission infrastructure assets.
- vi. Where appropriate, consider and incorporate asset management in its other corporate plans.
- vii. Report to citizens regularly on the status and performance of work related to the implementation of this asset management policy.

2.0 BACKGROUND AND PURPOSE OF COUNCIL POLICY

Council has a mandate to provide a wide range of services. To guide staff with the effective implementation of those services, Council typically adopts policies for important issues that can be used by staff to support Council's vision, goals and objectives.

Council vision and goals for infrastructure assets

Council's vision and goal for the community is *(Insert council's vision relative to infrastructure assets. Examples: "a safe, livable, sustainable and economically vibrant community underpinned by well managed and maintained infrastructure assets that support the services as defined in consultation with the ratepayers." "to deliver the services that fall under its mandate to residents and businesses in a cost effective and creative manner.")* These assets include but are not limited to *(identify the various asset categories e.g. efficient transportation networks, economical and reliable-water distribution networks, safe and reliable sewage collection systems, reliable information technology systems, productive fleets, and accessible parks, recreation and civic facilities, etc.)*

Through the use of sound asset management practices, Council and the community can be assured that the assets meet performance levels, are used to deliver the desired service in the long-term and are managed for present and future users.

This policy is to articulate Council's commitment to asset management, and guides staff using the policy statements. In doing so, this policy outlines how it is to be integrated within the organization in such a way that it is coordinated, cost effective and organizationally sustainable. This policy also demonstrates to the community that Council is exercising good stewardship, and is delivering affordable services while considering its legacy to future residents.

Staff will implement-the policy through the development and use of asset management guidelines and practices. Since the performance of asset management is organization specific, reflective of knowledge, technologies and available tools, and will evolve over time, the responsibility for guidelines and practices are delegated to staff.

3.0 POLICY PRINCIPLES, GUIDELINES AND INTEGRATION

The key principles of the asset management policy are outlined in the following list. The organization shall:

- i. Make informed decisions, identifying all revenues and costs (including operation, maintenance, replacement and decommission) associated with infrastructure asset decisions, including additions and deletions. Trade-offs should be articulated and evaluated, and the basis for the decision recorded.
- ii. Integrate corporate, financial, business, technical and budgetary planning for infrastructure assets.
- iii. Establish organizational accountability and responsibility for asset inventory, condition, use and performance.
- iv. Consult with stakeholders where appropriate.
- v. Define and articulate service, maintenance and replacement levels and outcomes.
- vi. Use available resources effectively.
- vii. Manage assets to be sustainable.
- viii. Minimize total life cycle costs of assets.
- ix. Consider environmental goals.
- x. Consider social and sustainability goals.
- xi. Minimize risks to users and risks associated with failure.
- xii. Pursue best practices where available.
- xiii. Report the performance of its asset management program.

Guidelines and Practices

This policy shall be implemented by staff using accepted-industry guidelines and practices *(can identify the guidelines/practices will be using)* and staff shall consider the use of an asset management strategy and asset management plans.

The organization will also comply with required capital asset reporting requirements, and integrate the asset management program into operational plans throughout the organization.

Strategic asset management plans may be developed for a specific class of assets, or be generic for all assets and should outline long term goals, processes and steps toward how they will be achieved. The asset management plans should be based on current inventories and condition (acquired or derived), projected performance and remaining service life and consequences of losses (e.g. vulnerability assessments, emergency management).

Operational plans should reflect these details. Replacement portfolios and associated financial plans should consider alternative scenarios and risks, as well as include public consultation.

Context and Integration of Asset Management within Organization

The context and integration of asset management throughout the organization's lines of business is typically formalized through references and linkages between corporate documents. Where possible and appropriate, Council and staff will consider this policy and integrate it in the development of corporate documents such as *(broad list noted below, include those which apply and add others as needed)*:

- Official Community Plan
- Business plans
- Corporate strategic plan
- Corporate financial plan
- Capital Budget plan
- Operational plans and budgets (including vehicle and fleet plans and budgets)
- Neighbourhood plans
- Annual reports
- Design criteria and specifications
- Infrastructure servicing, management and replacement plans, e.g., transportation plans
- Community social plans
- Parks and recreation plans
- Facility plans

4.0 KEY ROLES FOR MANAGING THE ASSET MANAGEMENT POLICY

Policies are approved by Council. While staff, public and other agencies may provide input on the nature and text of the policy, Council retains the authority to approve, update, amend or rescind policies.

Role	Responsibility <i>(those noted are suggested)</i>
Identification of issues and development of policy updates	Council and staff
Establish levels of service	Council, staff and public
Exercise stewardship of assets, adopt policy and budgets	Council
Implementation of policy	Administrator and staff
Development of guidelines and practices	Administrator and staff
On-going review of policies	Council and staff

Implementation, Review and Reporting of Asset Management work

The implementation, review and reporting back regarding this policy shall be integrated within the organization—Due to the importance of this policy, the organization's asset management program shall be reported annually to the community, and implementation of this policy reviewed by Council at the mid-point of its term (*these timelines are at discretion of council; consider also, Gas Tax Fund requirements*)

Actions	Responsibility (<i>those noted are suggested</i>)
Adopt asset management policy	Council and Chief Administrator
Monitor and review infrastructure standards and service levels at established intervals	Council and Chief Administrator
Develop and maintain infrastructure strategies including development and service plans	Planning, Public Works, asset operation and maintenance departments, finance

Role	Responsibility (<i>those noted are suggested</i>)
Develop and maintain asset inventories	Public Works, asset operation and maintenance departments, finance
Assess infrastructure condition and service levels	Public Works, asset operation and maintenance departments
Establish and monitor infrastructure replacement levels using full life cycle costing principles	Public Works, asset operation and maintenance departments
Develop and maintain financial plans for the appropriate level of maintenance, rehabilitation, extensions and decommission of assets	Public Works, asset operation and maintenance departments, finance
Report to citizens on status of the community's infrastructure assets and asset management program	Council, administrator, communications

June 20, 2019

To: Members
Priorities and Planning Committee

Re: Regulation of Massage Parlours

RECOMMENDATION

**RECOMMENDATION OF THE EXECUTIVE COMMITTEE
- JUNE 12, 2019**

1. That an approach to massage parlours in Regina be adopted that regulates the industry as a business and that focuses on harm reduction for workers, operators and their clients.
2. That the City Solicitor be directed to prepare the necessary bylaw to amend the *Regina Zoning Bylaw No. 9250* and its successor which may be in force at the time of implementation (*The Regina Zoning Bylaw, 2019 No. 2019-19*) to:
 - (a) distinguish between massage parlours and therapeutic massage by:
 - (i) amending the definition of *Personal Service Establishment* to include *massage therapy*, defined as therapy provided by a Registered Massage Therapist within the context of the bylaws and ethics of the Massage Therapist Association of Saskatchewan, Inc. (MTAS) or the Natural Health Practitioners of Canada (NHPC); and
 - (ii) removing the term *Massage Parlour* and substituting *Body Rub Establishment* wherever it occurs; and
 - (b) allow massage parlours as a discretionary use in industrial and major arterial commercial zones (MAC or the equivalent in any new zoning bylaw). This amendment would:
 - (i) apply separation distances equal to the equivalent of one city block between massage parlours and:
 - schools;
 - churches;
 - daycares; and
 - other massage parlours; and
 - (ii) apply the separation distances in (i) to existing massage parlours as follows:
 - the separation distance between massage parlours and schools, churches and daycares would apply immediately. This will require some massage parlours to relocate or shut down as soon as the bylaw comes into force; and

- existing massage parlours that do not meet separation distances between massage parlours, but otherwise comply with zoning regulations, would be grandfathered until one of the establishments moves or shuts down.
3. That the plan to develop a licensing program for massage parlours as outlined in Option B of this report be approved. That plan requires massage parlours to:
 - (a) operate only within specified hours of operation;
 - (b) comply with health and safety standards;
 - (c) ensure workers are of legal age and legally able to work in Canada; and
 - (d) ensure that workers receive training in safe practices and community resources as determined by the City of Regina.
 4. That the Administration return to City Council with details of the licensing program in accordance with the policy intentions outlined in Recommendation 3 by March 31, 2020 to allow the City Solicitor to prepare bylaw amendments and/or new bylaws by June 30, 2020.
 5. That the implementation plan contained in Appendix A – High Level Implementation Plan be approved.
 6. That this report be forwarded to the June 24, 2019 meeting of City Council for approval.

EXECUTIVE COMMITTEE – JUNE 12, 2019

The following addressed the Committee:

- Randall Donison
- Marilyn Degelman
- Graham A. Beke, representing, International Student Assistance Association of Regina
- Janette Rieger
- Ed Smith
- Andrew Waithe, representing, Regina Evangelical Ministerial Association
- Roy Beuker
- Mira Krahn
- Terry Murphy, Regina Victory Church
- Shayna Stock, representing, Heritage Community Association
- Terri Lynne Murphy, representing, Fearlessly Me Women's Group
- Jane Gattinger
- Steve Selenski
- Logan Rohatyn
- Kristen Hill
- Devon Hill, representing, Freedom Catalyst Regina
- Rev. Glen Povey, representing, Morning Star Ministries
- Fred Hill

The Committee adopted a resolution to table this report to a future meeting to be determined by the City Clerk.

Mayor Michael Fougere, Councillors: Joel Murray (Chairperson), Lori Bresciani, Sharron Bryce, John Findura, Jerry Flegel, Bob Hawkins, Jason Mancinelli, Mike O'Donnell, Andrew Stevens and Barbara Young were present during consideration of this report by the Executive Committee.

The Executive Committee, at its meeting held on June 12, 2019, considered the following report from the Administration:

RECOMMENDATION

1. That an approach to massage parlours in Regina be adopted that regulates the industry as a business and that focuses on harm reduction for workers, operators and their clients.
2. That the City Solicitor be directed to prepare the necessary bylaw to amend the *Regina Zoning Bylaw No. 9250* and its successor which may be in force at the time of implementation (*The Regina Zoning Bylaw, 2019 No. 2019-19*) to:
 - (a) distinguish between massage parlours and therapeutic massage by:
 - (i) amending the definition of *Personal Service Establishment* to include *massage therapy*, defined as therapy provided by a Registered Massage Therapist within the context of the bylaws and ethics of the Massage Therapist Association of Saskatchewan, Inc. (MTAS) or the Natural Health Practitioners of Canada (NHPC); and
 - (ii) removing the term *Massage Parlour* and substituting *Body Rub Establishment* wherever it occurs; and
 - (b) allow massage parlours as a discretionary use in industrial and major arterial commercial zones (MAC or the equivalent in any new zoning bylaw). This amendment would:
 - (i) apply separation distances equal to the equivalent of one city block between massage parlours and:
 - schools;
 - churches;
 - daycares; and
 - other massage parlours; and
 - (ii) apply the separation distances in (i) to existing massage parlours as follows:
 - the separation distance between massage parlours and schools, churches and daycares would apply immediately. This will require some massage parlours to relocate or shut down as soon as the bylaw comes into force; and

- existing massage parlours that do not meet separation distances between massage parlours, but otherwise comply with zoning regulations, would be grandfathered until one of the establishments moves or shuts down.
3. That the plan to develop a licensing program for massage parlours as outlined in Option B of this report be approved. That plan requires massage parlours to:
 - (a) operate only within specified hours of operation;
 - (b) comply with health and safety standards;
 - (c) ensure workers are of legal age and legally able to work in Canada; and
 - (d) ensure that workers receive training in safe practices and community resources as determined by the City of Regina.
 4. That the Administration return to City Council with details of the licensing program in accordance with the policy intentions outlined in Recommendation 3 by March 31, 2020 to allow the City Solicitor to prepare bylaw amendments and/or new bylaws by June 30, 2020.
 5. That the implementation plan contained in Appendix A – High Level Implementation Plan be approved.
 6. That this report be forwarded to the June 24, 2019 meeting of City Council for approval.

CONCLUSION

The Administration recommends approval of a number of initiatives to address the regulation of massage parlours. The regulations respond to the growth the City of Regina (City) has seen in the number of massage parlours in recent years, and are intended to ensure that these establishments:

- do not unduly affect the character of a neighbourhood; and
- do not create unsafe circumstances for the surrounding neighbourhood, the workers in the establishments and their clients.

Regulatory options vary depending on the City's policy rationale for massage parlours. The Administration is recommending a regulatory framework that moderately regulates the industry instead of prohibiting it and focuses on safety and harm reduction for those working and using massage parlours. The proposed regulations will also serve to minimize the negative impacts of such establishments on the character of the neighbourhood within which it is located.

The recommendations were arrived at after extensive engagement with the public, workers and operators of massage parlours, with other cities regarding their regulatory approaches, with the Regina Police Service (RPS) Vice Unit, and with academics with expertise in criminology and sex work.

BACKGROUND

This report responds to the Executive Committee's direction in December 2018 that Administration implement an engagement plan on the options to regulate massage parlours (*E18 – 35 Plan to Engage the Public and Stakeholders on the Regulation of Massage Parlours*).

This report summarizes the results of that engagement plan and recommends a regulatory framework.

The historic decisions related to this issue are outlined in Appendix B – Historical Background.

Engagement Results

Administration undertook extensive engagement and consultations with the general public, community interest groups, workers and operators. A full report of the engagement process is provided in Appendix C – Summary of Engagement on Regulating Massage Parlours. Highlights of the results are outlined below.

Participants

- 50 residents participated in the public meetings; 46 residents provided written responses; and 4 engaged in private interviews. As well, two community organizations provided written comments.
- 6 operators participated in a workshop session, 1 provided a written response and 4 agreed to private meetings.
- 3 interviews with front-line workers were conducted by proxy through a trusted service organization, the Regina Sexual Assault Centre.
- An information session was conducted with 2 academics, and representatives from the City of Edmonton and with the Regina Police Service Vice Unit, to provide additional context.

Key engagement findings include:

- The vast majority of residents consulted want massage parlours banned, based on their perceptions that they contribute to trafficking and sexual exploitation and that they are immoral and illegal. A minority of participants recognized the risk in banning massage parlours entirely. Participants agreed with the need to distinguish between licensed registered massage therapy and other services. Most agreed on the need for resources to support workers leaving the sector.
- Operators said they want their businesses to stay where they are. A map of the suspected locations of massage parlours in Regina can be found in Appendix D – Map of Suspected Massage Parlours. They expressed concerns about licensing one type of sex worker and not others, such as escorts, and suggested an outright ban would put workers at risk. Operators indicated they are willing to be licensed, subject to regular inspections and with appropriate separation distances.
- Front line workers indicated they support a zoning and licensing framework, with requirements for age, photo identification and eligibility to work in Canada, health and safety standards and training on how to leave the sector.

- Industry academics and the City of Edmonton support a harm reduction approach where the work is regulated, not banned. They cautioned against creating a system so onerous that workers would not be willing to participate.
- The RPS Vice Unit suggested that licensing fees should be affordable but with tough penalties for non-compliance to make it in the businesses’ interest to comply.

DISCUSSION

There are four options for regulating massage parlours discussed below, along with their advantages and disadvantages. A full description of the issues and choices associated with each option is included in Appendix E – Issues and Choices.

All options discussed below require amendments to the *Regina Zoning Bylaw No. 9250* (Zoning Bylaw) and its successor (*The Regina Zoning Bylaw, 2019 No. 2019-19*) which may be in force at the time of implementation, to change the term *massage parlours* to *body rub establishments* (the term most commonly used in other jurisdictions) and to specifically define *massage therapy* as therapy provided by a Registered Massage Therapist within the context of the bylaws and ethics of Massage Therapist Association of Saskatchewan (MTAS) or the Natural Health Practitioners of Canada (NHPC). These amendments will improve the City’s ability to enforce its current or any future zoning for massage parlours by distinguishing them from establishments providing therapeutic massage.

A. Status Quo (with definitions clarified)

This option assumes that the *Zoning Bylaw* is amended as described above to distinguish between therapeutic massage and other forms of massage. Massage parlours would continue to be a discretionary use in industrial zones with no required separation distances, but not allowed in other areas of the City.

Pros	Cons
<ul style="list-style-type: none"> + Addresses concerns about the character of neighbourhoods. + Responds to community input preferences on location if massage parlours are not banned. 	<ul style="list-style-type: none"> – Would likely require intensive enforcement efforts at the outset to ensure massage parlours operating outside of industrial zones are shut down or moved. – Does not address safety concerns for workers or clients – work would take place in low traffic, unpatrolled areas with few public transportation options. – Only two suspected massage parlours currently operate in the industrial zone. All other operations would be required to shut down or move. – Ignores CPTED (for more background see Appendix E) principles regarding the location of massage parlours,

Pros	Cons
	<p>requiring them to operate in an area that most workers consider unsafe and is difficult for the RPS to patrol.</p> <ul style="list-style-type: none"> – Isolating massage parlours will likely contribute to greater stigmatization of sex workers.

B. Expand zoning of massage parlours as a *discretionary use* in major arterial commercial (MAC or the equivalent in any new zoning bylaw) with separation distances, and license massage parlours (RECOMMENDED OPTION).

This option combines the regulatory force of both zoning and licensing to achieve the dual objectives of safety for workers and clients and protecting the character of the neighbourhoods within which massage parlours are located. Crime Prevention Through Environmental Design (CPTED) principles are generally more evident in MAC zones than in industrial. There is more consistent street lighting, pedestrian and vehicular traffic, as well as routine police patrols, improving safety for both clients and workers. Licensing can also be used to enhance safety features with requirements for building entrances, windows, and lighting.

This option would allow most massage parlours to continue to operate in their current locations provided they meet the required separation distances from schools, churches and daycares (see map in Appendix D). With the Zoning Bylaw changes, Development Control Officers could order massage parlours to comply with separation distances from schools, churches and daycares under the authority of *The Planning and Development Act*. Since none of the current massage parlours are fully compliant with existing zoning regulations, they would not be considered to be non-conforming should the zoning requirements change. While separation distances would apply between massage parlours, existing businesses that are otherwise compliant with zoning and licensing requirements would be grandfathered until such time as the non-compliant business moves or closes.

The Administration is recommending that massage parlours be a discretionary, rather than a permitted, use consistent with the current regulation. Making the use discretionary allows Council to consider the land use effects of each location individually. However, Section 53 of *The Planning and Development Act* provides that, if a council passes a bylaw that makes a particular use a *discretionary use*, council is deemed to have approved the use if the use exists at the time of passing of the bylaw. Any existing massage parlour that is compliant with the amended zoning bylaw would be deemed to have been approved at the time the amending bylaw is approved. For any future massage parlours, every discretionary use application will need to be approved by Council. Given the separation distances and licensing requirements related to business hours and lighting, Council may determine that it prefers to rely on those requirements rather than assess each location individually. If so then the use should be amended to permitted.

This option would license massage parlours, and not workers, but with licence requirements that would apply to both businesses and workers. This is the same approach used to regulate establishments that serve alcohol under provincial legislation, which require businesses to ensure workers are of legal age and have training so that customers are not over-served. Note that

licensing allows for routine compliance inspections. It is recommended that Regina follow Edmonton's example in this regard and treat inspections as outreach and relationship building opportunities with the sector, with a focus on harm reduction rather than strict enforcement. Accordingly, most inspections would be conducted by City employees rather than the RPS.

This option provides an appropriate balance between best practice (as described by academics) and the interests of those consulted through the engagement process. Those who are calling for a ban were most concerned about the safety of sex workers. This option addresses that concern but avoids the risk of further victimization that might arise from a ban. It also avoids the potential legal implications that might arise from imposing a ban.

Pros	Cons
<ul style="list-style-type: none"> + The onus is on operators to ensure that the business is operating within the regulations. + Protects the privacy of workers. + Minimizes the impact of massage parlours on adjacent properties and the surrounding neighborhood through licence requirements for signage, hours of operation, and property appearance. + Increases the safety of workers and clients. + There are some suspected massage parlours that currently operate in residential areas. These would be required to move or shut down. + With fewer than 20 licences per year expected, the City would not require new licensing software. If workers were licensed, new software would be required to allow licence information to be searched by police outside of normal business hours. + Applies CPTED principles to the location of most current massage parlours while still allowing the one suspected business operating in the industrial zone to continue to do so. 	<ul style="list-style-type: none"> – Creates an expectation on the operator to ensure workers meet criteria, which may be vulnerable to falsification on the part of workers. – Because of the low number of licences, only a small proportion of the costs will be recovered by licence fees. – Treats massage parlours differently than other businesses doing 'body' work.

C. Expand zoning of massage parlours as a *discretionary use* to include major arterial commercial zones (or the equivalent in any new zoning bylaw) with separation distances, and license both massage parlours and workers.

This option is similar to Option #B except it licenses both operators and workers. While this is the most common approach used by other jurisdictions, Administration is not recommending it due to privacy concerns. Saskatchewan's privacy laws consider licence information to be public information, which means it cannot be protected except in limited circumstances. During the engagement process, workers expressed fears that public disclosure would violate their right to privacy and potentially expose them to life-threatening consequences, including violence, eviction, and social shaming.

Pros	Cons
<ul style="list-style-type: none"> + The onus is on both operators and workers to ensure that the business is operating within the regulations. + Minimizes the impact of massage parlours on adjacent properties and the surrounding neighborhood through licence requirements for signage, hours of operation, and property appearance. + Increases the safety of workers and clients. + There are some suspected massage parlours that currently operate in residential areas. These would be required to move or shut down. + Consistent with the City's jurisdiction and Supreme Court of Canada rulings regarding the regulation of sex work. + Applies CPTED principles regarding the location of most current massage parlours while still allowing the one suspected business operating in the industrial zone to continue to do so. + May recover a higher proportion of the licensing costs because more licenses will be issued, although it is still not likely to recover all costs. 	<ul style="list-style-type: none"> – Does not protect the privacy of workers. – Would require new licensing software to allow licence information to be searched by police outside of normal business hours. This would increase the costs and delay the implementation. – Treats massage parlour workers differently than other businesses doing 'body' work, adding to the stigmatization of the work.

D. Ban massage parlours.

This is the preferred option for the majority of residents who participating in the public engagement process. This option does not support the stated goal of protection of workers. In 2013 the Supreme Court of Canada found that the criminal laws prohibiting the sale of sexual services from a building violated of the Charter rights of the workers to security of the person. This case and others present significant jurisdictional and constitutional risks as further outlined in Appendix E, Issues and Choices.

Pros	Cons
+ Responds to significant community input.	<ul style="list-style-type: none"> – Is likely to result in sector workers moving to more high-risk sex work such as street prostitution or moving to other cities where massage parlours are not banned, potentially increasing their vulnerability. Does not result in harm reduction. – While improvements to the definition of therapeutic massage in the Zoning Bylaw would help in enforcing a ban, enforcement challenges remain. Without additional enforcement resources, a ban may result in massage parlours simply continuing to operate and is unlikely to reduce the amount of sex work in Regina.

RECOMMENDATION IMPLICATIONS

Financial Implications

Resources to implement the recommendation would be required as part of the 2020 and 2021 budget processes. Personnel costs would include costs related to the transition and implementation of the new program in 2020, including outreach to massage parlours. Ongoing costs beginning in 2021 relate to personnel costs for zoning approvals and enforcement, licensing, and RPS support for criminal record, property ownership and business ownership checks. Additional costs for training of body rub practitioners, in partnership with a community organization, through an annual grant, may also be incurred.

The estimated annualized cost of the program is \$310,000 plus any grant provided to a community partner organization for training of workers.

	2020	2021
Development Officer	\$ 100,000	\$ 100,000
Licensing Officer	90,000	90,000
RPS Personnel	0	120,000
Annual Costs	\$ 190,000	\$ 310,000

From a cost recovery perspective, the City is allowed to recover a percentage of the administrative and enforcement costs of a licensing system. However, full cost recovery is seldom achievable because it makes the cost of licensing prohibitive. Indeed, Edmonton found that prohibitive licence costs simply lead to non-compliance. Taking a harm-reduction approach

to the sector has more effect from the perspective of safety and neighbourhood impact. This makes the program heavily subsidized by tax-revenues.

Environmental Implications

None related to this report

Policy and/or Strategic Implications

The recommended option is consistent with the City's vision as outlined in *Design Regina: The Official Community Plan, Bylaw No 2013-48* on pages 5-6:

"Some of the key considerations in the development of the Plan are outlined as follows:

** * **

- ***Harmony*** – *Empathy and understanding come from, and lead to, being safe in our homes and neighbourhoods; building strong social networks throughout the community creates synergy and sense of belonging."*

And on pages 55-57:

"Social Development

** * **

Goal 3 – Community Security

Ensure that Regina is a safe community where everyone feels secure in their homes and neighbourhoods.

** * **

Policy 13.12: Promote health and safety by embracing the principles of Crime Prevention through Environmental Design (CPTED)."

Other Implications

An implementation plan has been developed and is attached to this report as Appendix A. It will require significant resources and oversight during the implementation phase. The financial implications above do not attempt to cost these resources but assumes they will come from current resources. This suggests that other work may need to be deferred to achieve the timeline.

Accessibility Implications

None related to this report

Legal Implications

The legal implications of the options presented in this report are discussed Appendix E, Issues and Choices.

COMMUNICATIONS

The key message of the recommended option is: *The City of Regina is committed to protecting the character of neighborhoods while still ensuring the safety of its most vulnerable.*

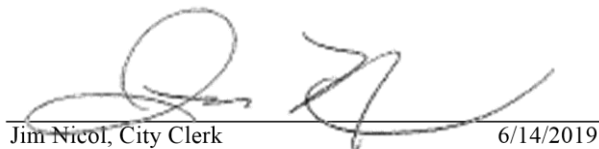
Significant cross jurisdictional research has been undertaken in the development of this report. Engagement has occurred with the following:

- City of Saskatoon
- City of Edmonton
- Saskatchewan Health Authority
- Regina Police Service (which participated in the project team developing these recommendations)
- Residents
- Workers and operators from massage parlours

DELEGATED AUTHORITY

The recommendations in this report require City Council approval.

Respectfully submitted,



Jim Nicol, City Clerk

6/14/2019

Appendix A

High Level Implementation Plan

Note: Each of the deliverables below is significant enough that it may require its own project for implementation. This simply represents a high level critical path that provides some indication of the resources required and where the weight of implementation will fall.

Deliverables	Date
City Council approves recommendations and High Level Implementation Plan.	Jun 2019
Implementation project including detailed change management plan launched.	Sep 2019
Adult Services Licensing Bylaw developed.	Mar 2020
Zoning Bylaw amendments developed.	Mar 2020
Engagement with massage parlours to ensure proposed changes are understood.	Jun 2020
Licensing Bylaw and Zoning Bylaw amendments approved.	Jun 2020
Processes for issuing body rub establishment finalized; service providers trained; phase-in plan complete.	Sep 2020
Inspection protocols for licensing program developed and documented.	Sep 2020
Enforcement protocol with RPS completed.	Sep 2020
Body rub establishments and workers notified of new censing program through direct contact.	Sep 2020
Licensing Bylaw comes into force and licensing program takes effect.	Dec 2020
Ongoing review and process adjustments as required.	Ongoing as part of an annual review.

Appendix B

HISTORICAL BACKGROUND

- In January 2014 the province amended *The Alcohol Control Regulations, 2016* to allow strippers to perform in licensed establishments.
- In February 2014 the Administration proposed amendments to the *Regina Zoning Bylaw No. 9250* (Zoning Bylaw) to change definitions related to adult entertainment in response to the changes to *The Alcohol Control Regulations, 2016*. At the time, a single delegation appeared representing burlesque dancers who provide burlesque dance performances locally from time to time for local events. They sought clarification regarding the permitted land use for adult entertainment, which was limited to industrial zones. Council approved the amendment to the Zoning Bylaw, but referred the question of occasional burlesque events to Administration. No response has been provided to City Council since that time. This remains the only outstanding formal referral on the issue of adult services.
- In December 2013 the Supreme Court of Canada found several sections of the *Criminal Code* unconstitutional on the basis that the laws jeopardized sex workers' *Charter* rights to life, liberty, and security of the person (the *Bedford* decision). The prohibition against keeping a bawdy house was struck down as unconstitutional on the basis it denied sex workers the ability to operate within a building. The prohibition on operating within a building was found to be unconstitutional because it had a serious impact on the sex workers' safety, which was not outweighed by the objective of combatting neighbourhood disruption. The prohibition against living off the avails of prostitution was struck down as overbroad because while it targeted exploitative people, it also punished people that were hired for the sex workers' protection (i.e. security guards, receptionists, drivers).
- In December 2014 the federal government amended the *Criminal Code* in response to the *Bedford* decision. The amendment made it legal to sell one's own sexual services but retained the laws making the purchase of sexual services illegal as well as the sale of the sexual services of another person.
- In January 2015 City Council considered a recommendation to approve a discretionary use application to locate a strip club in the industrial area of the city. The proposed club met all zoning requirements of the Zoning Bylaw. When the recommendation was considered, twenty delegations appeared and petitions with over 2,500 signatures were received opposing the approval of the application.

In denying the recommendation, City Council cited the following concerns:

- The legal uncertainty arising from recent changes to federal criminal legislation provincial liquor regulations.
- Public health and safety concerns, notably as expressed by the public, the lack of regulation and licensing of workers, as well as the potential for increased costs of law enforcement.

- Insufficient parking for the proposed development.
- Lack of collaboration among agencies to ensure worker health and safety.
- Lack of information regarding the building ownership and/or corporate structure of the applicant.
- Adverse impact on adjacent properties and the related negative impact on the overall neighbourhood.

The minutes of the January 2015 meeting include no referral to the Administration for an additional review of adult entertainment. However, the Administration undertook to investigate the licensing of adult services. This report is a follow-up to that undertaking.

- In April 2015, after briefly permitting strippers in licensed establishments, the Saskatchewan government amended the liquor regulations to ban strippers where alcohol is served (including special event permits). The regulations provide for an exception for charitable events once a year. This represents the only provincial regulation of adult services.

Appendix C

Summary of Engagement on Regulating Massage Parlours

Contents

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Process

Resident Engagement: Residents were asked to register on the Regina.ca website if they were interested in participating in engagement on the issue of massage parlours. Two hundred and seventy-four people registered. All registrants have been included in the Interested Parties List on this issue.

- **Discussion Workshops:** Email invitations were sent out to all registrants inviting them to sign up for one of three sessions. Fifty people attended these meetings. Participants were divided into small groups, each with a facilitator. Participants were provided background and then were asked to explore the benefits and risks of two options (enforce current Zoning Bylaw; Establish a licensing program and expand zoning). They were also asked to provide alternate options for the City to consider.

A summary of the input from the meetings is provided later in this report (see **Resident Discussion Workshops**). A local group opposing human trafficking, Freedom Catalyst, had strong participation at each meeting. As a consequence, there was a strong majority of participants who advocated for a ban of all massage parlours in the city.

- **Written Responses:** Residents were also provided contact information to submit written responses. In total, 46 written responses were received. A summary of the input from those responses is provided later in this report (see **Resident Written Responses**), but similar to the Discussion Workshops, a strong majority of respondents were in favour of a ban.
- **Private Interviews:** Four residents asked for and received the opportunity to have a private interview with the project lead. All of these residents had participated in the Discussion Workshops and simply wanted another opportunity to restate their perspective (which was to ban massage parlours).

Massage Parlour Sector Engagement: Initially, the plan was for the Regina Police Service (RPS) Vice Squad to conduct interviews with people working in the sector. To prepare for this, the City developed an interview guide and prepared background material on the issue so Vice Squad interviewers would be ready to answer any questions. We also kept RPS in the loop on plans for such things as resident meetings (including one that had initially been scheduled at the Glen Cairn Community Centre until we realized the numbers of residents who were interested, after which we moved the meeting to another location and scheduled it over three nights).

The procedure that we worked on with Vice was not successful. People were either unwilling or unable to speak to them (we later learned most required Mandarin interpretation). Vice left copies of all of the materials we provided them in the massage parlours, including information about a meeting at Glen Cairn Community Centre.

We discovered later on that a number of owner operators showed up for the meeting at Glen Cairn. We were not there because we had not known that this information had been provided to them. Working with one of their representatives, we sent a letter of apology in English and Mandarin and invited people to another meeting. In addition, several operators reached out to me and asked for a private interview.

Finally, we worked with a community organization, the Regina Sexual Assault Centre, to act as our proxy to engage with front line workers. They interviewed three workers.

- **Sector Meeting:** Six individuals attended the sector meeting. Three were female owner/operators who required Mandarin interpretation (which was provided). Two were female English speaking owner/operators and one was a male English speaking associate of many of the Chinese owner operators (whose role in the businesses is unclear). One of the English speaking participants also provided a written brief.

A summary of the results of this meeting as well as the written brief is provided later in this report (see **Owner/Operator Sessions** and **Owner/Operator Written** Input).

- **Private Meetings:** Four individual owner/operators asked for and received private meetings with the project lead. Two of these meetings required Mandarin interpretation. The picture presented by each of these meetings was consistent with the picture presented at the sector meeting.

A summary of the results of these meetings is provided later in this report (see **Owner/Operator Sessions**).

- **Proxy Interviews:** The Regina Sexual Assault Centre was able to interview three front line workers in massage parlours. The results of those interviews is provided later in this report (see **Proxy Interviews with Front Line Workers**).

Other Engagement Activities: In addition to meetings with residents and the sector, the project team also met with two academics who are specialists in sex work and its regulation in Canada, the City of Edmonton, and the RPS Vice Squad. In addition, the team has reviewed a number of peer reviewed articles and studies on sex work, particularly in massage parlours as well as some leading publications on human trafficking.

Executive Summary of all Consultations

- 1) The residents that were engaged in the process strongly want these businesses to be banned however this will negatively impact worker safety which was one of the intentions behind the work.
- 2) Residents have said that their primary reasons to ban is to: increase worker safety and increase neighborhood safety and land value. However, a ban will do the opposite of that and workers will be forced underground and more vulnerable to predators
- 3) Although the majority of engaged residents, want them banned, a minority of them were supportive of other options or a combination of other options. Many recognized the complexity of the work.
- 4) Zoning them in industrial is also unsafe while the safer MAC zoning is also unpalatable to the people who were part of the process
- 5) There is a general sense from the public that these businesses are unsafe for the workers and that the majority are trafficked women. They feel like banning them would make them safer. Talking to the workers/owners, they feel like this is a misconception. They are usually the only worker in the business. They are there by choice, they are small business owners and they are safer in their businesses than in the street.
- 6) Owners would prefer just their business be required to get a license and not the workers themselves. They have privacy concerns for workers requiring to get licenses and background checks. They support any requirements for a business license including background checks for owners, separation distances and training.
- 7) Owners do not want to move to industrial, they want to stay in MAC areas
- 8) Academics caution against a licensing scheme because it makes this business “exceptional” from other businesses which further stigmatizes the workers. If workers are not bringing forward the concerns, then why is the City trying to put more regulations in place?
- 9) Other supports like a liaison role between police, city and workers could be beneficial
- 10) Make licence costs reasonable, but maximize the cost of penalties for non-compliance

Resident Discussion Workshops

Theme 1: Participants in the sessions prefer to ban massage parlours

Key Concern: They want them out of residential neighborhoods

- Concerns that they are too close to schools and churches and will entice you men to go there
- Out of residential neighborhoods will also increase land value and safety of neighborhood
- Less stigma for heritage neighborhood
- Looks better for tourists
- Feel it fuels crime
- Some were okay with going to industrial only because it is not in residential or commercial
- They don't want current businesses grandfathered in
- Invites an element of undesired tourism
- Removes organized crime from residential
- Less everyday exposure and accidental exposure to body rub

Key Concern: It is an unsafe industry for women/women are exploited

- Medically unsafe for women
- No way to prove girls are getting the money they deserve- exploited
- Research done on the damage prostitution does
- One argument is that if we ban it here, women can go to other cities or leave the sector
- Curbing exploitation of women
- Other Cities tried licensing and it did not work. Some have banned them
- Licensing them overstates the safety it provides
- The risk is with the Johns
- Only safe on the outside, not safe on the inside
- Not accessible (more access leads to more addiction)

Key Concern: By licensing or zoning, it makes the City complicit and supportive of these businesses

- Normalizes the sex trade and these businesses and makes it seem legitimate
- By banning, makes it clear that it is not acceptable and upholds current legal structure
- Intent of Canadian law should be reflected in City's approach
- Set an example for the rest of the country
- Illegal to live off of profit of sexual services
- Still illegal to buy, our job is to not promote prostitution
- Creates misconceptions of other women around the establishments
- City would earn off the illegal activity
- "broken window" theory
- By banning, Less taxes through trauma counselling and addictions
- Doesn't put the city in the position as a pimp

Key Concern: Allowing them requires more police presence which costs taxpayers

- Would need more police to enforce
- Need more police and bylaw officers
- Mandate that at least one employee is trained on the bylaw requirements including what types of services that are allowed to be performed on premises and also that another individual is present during all appointments
- Increase resources to Vice
- Report a John
- Increase public awareness to johns and potential johns
- will negatively impact City's ability to attract big events

Theme 2: Participants don't want them in industrial areas or MAC either

- Less safe for workers
 - o No eyes on the streets
 - o Surrounded by open land, no lights
 - o Nowhere to go for help
- Businesses won't want them around – damages businesses
- MAC would not make it safer
- Property value in industrial goes down
- Less police in industrial
- Gives impression it's a legal business
- Counteracts the downtown business improvement district
- Only benefit to industrial is the owner of business- free to do whatever they want
- Driving by isn't more safe- doesn't help on the inside safety
- Transportation safety in industrial areas
- Congregates other forms of illicit activity
- Might push business out of city
- Option 1: Not consistent with OCP- not industrial use
- Conflicts with plan to increase number of people living downtown
- Never would be comfortable with model in relation to MAC zones
- Ugly
- This will bring down the MAC- not right kind of traffic you want there

Only a few people were fine with option 1 as it is:

- Less demand "out of sight, out of mind"
- Know it's unsafe but don't care
- Not impacting downtown businesses and kids/families
- Reduce likelihood of attracting workers and clients from neighborhoods

Theme 3: Participants think sex workers should have more resources to support them

- Help line, ombudsmen
- Women need an anonymous way to report concerns
- Need a way to educate men as well

- If it is banned, then there should be education or retraining for people to exit the industry
- Safe house
- Shelter for exploited people
- Any funds used to decrease victimization
- Increase housing and support services
- Need safe spaces for workers

Theme 4: A minority of participants were comfortable with the licensing option, zoning option or a combination of the two proposed options

- Some like the criteria for licensing because it makes it safer for women
- Some wanted the distance requirements for businesses to be higher than 75m
- A benefit was that licensing helps cover part of the fees for increased enforcement however it may be a burden for women
- One benefit is the requirement to submit income tax
- Legally able to work helps to ensure they aren't being exploited
- Hours of operation could distinguish between body rub and RMT
- Like the education piece
- Need to limit radius between businesses
- Like that they can inspect them
- Training should be by a neutral party
- Health checks should be required
- More visibility means more accountability
- Empowers women
- Protects workers (age, names, dictate where they exist)
- Would help with missing people
- Safety/health standards
- Any funds used to decrease victimization
- Liked requirement- camera
- Licensing only as a tool to shutdown
- Putting in industrial- limits people going to the location
 - o Rent/lease for building is more expensive
 - o Bigger investments
- Support MAC
 - o See them in a busy area
 - o Protection for clients and workers
- Clients know that it is safer and that they aren't supporting trafficking
- Always a risk to workers- trafficking is still an issue even if off street/clients come to them
- Can clients get their pictures taken?
- Are the clients tracked? What happens if STDs are spread?
- Similar to marijuana
 - o People said there would be horrible consequences to legalizing which hasn't happened
 - o We need to be open to change- we are working against ourselves because it will happen anyways

- Certain amount of dedicated parking per parlour
- Licensing must finger print workers
- Signage required
- Increase corridors from body rub parlour and residential areas (homes, not just schools or daycares) to be 150m
- Only street side entrance

- *Option: licensing and in industrial- still a risk to the women*
 - o Recognizes that this is oldest profession. Can help to prevent it from going underground
 - o Keeps it out of high traffic areas
 - o City is a pimp
 - o Strictly regulated (option 2) all items

- *Option: industrial with business pays for licensing but not workers*

- *Option 1 with MAC:*
 - o Out of sight out of mind- decreases demand “johns”
 - o Opportunity to shut down?
 - o Likely fewer establishments
 - o Doesn’t stop moving the girls around
 - o What is bus schedule for work- safe travel?
 - o Johns are “hidden”- anonymous

Even those in support of licensing, had some concerns:

- Onerous requirements for licensing could lead to more underground work
- Can create an onerous process for licensing
- Offering in other languages
- How often would checks be done?
- Who pays?
- Can we measure benefit of licensing?
- Still discretionary use- residents and council will say “no” anyways so they are still illegal
- Being a discretionary use is a disincentive
- Requirements may be too high and encourage unconformity

Theme 5: A minority of participants recognized the risk in banning them entirely

- Users might pray on others if they don’t have that access
- Undocumented women are out of jobs and housing- like refugees in a way
- They could go underground – worse for workers
- No signage- harder to find them to help them, don’t know where they are
- Illegal activity may still occur, less ability to enforce
- What does the next form of exploitation take place?
- Worse for women trapped (not observable/.safety bell or monitoring)

Theme 6: A need to define formal massage therapy and require these businesses to show their RMT license

- This will clarify services of establishment
- No confusion for customer or bylaw inspector
- Risk: may only need one RMT to obtain approval - Develop criteria such as 80% services provided by RMT or threshold body rub vs massage
- Credential don't guarantee no sexual services
- Every legitimate massage therapist should be required to have a license or not allowed to work
- Massage therapy needs oversight with the ban
- strict regulations for legitimate massage businesses, any business that involves touching customers

Resident Written Responses

Theme 1: Most submissions requested a ban on body rub parlours

Key concern: they contribute to the trafficking and sexual exploitation of girls and women.

- They cost residents additional tax dollars to provide additional policing, trauma care, addictions treatment, counselling for post-traumatic stress and city enforcement;
- They create major safety concerns and problems for workers and clients
- They exploit vulnerable girls, youth and women
- They increase STDs in the community;
- While banning it wouldn't completely eliminate the sex trade, it would at least result in less exploitation
- They normalize prostitution and contribute to sex addictions
- Prostitution is a form of slavery and never voluntary
- They result in violations, abuses, neglect, trauma and damages encountered by children and youth at the hands of those who delight themselves in exploiting these girls/women victims.
- At least 96 per cent of workers are not working voluntarily in the sex trade.
- Workers are predominantly poor, visible minority women with low education coming from marginalized backgrounds.
- Workers face loss of freedoms, choices and autonomy, violations of their personal rights, harassment/assault, STDs and unwanted pregnancies, and higher mortality rates.

Key concern: they're immoral and illegal

- they undermine the stability of the family unit
- they degrade the city and its citizens
- They foster increased crime and the presence of organized crime, and send the message that buying sex is legal;
- They encourage the wrong type of tourism
- Body rub parlours are run by organized crime.
- They don't promote the right image, they lower property values, and don't promote strong families

Key concern: they devalue property and neighbourhoods

- They reduce the desirability and real estate value of the surrounding businesses and homes

Owner/Operator Sessions

Theme 1: They want to stay where they are (MAC and Industrial)

- Not safe to be in industrial – not safe to go home
- Most other massage parlors, running on main streets on other big cities
- There will be lots of issues with moving
- Transportation would be worse
- There will need to be a transition plan or grandfathered
- A big issue- there is a massage parlour right next door so not sure what the criteria would be for who to move
- Customers won't be able to find them in Industrial
- Hard to get workers
- Isolated
- Worker safety is a concern
 - o Transportation
 - o Lack of traffic/foot traffic
 - o Distance from police station
 - o Some of the girls don't speak English
- Is enabling a Red-light district
- People don't want to move
 - o Won't find workers there
 - o Die out the business
 - o Workers would move to other locations or cities

Theme 2: They prefer licensing the business over licensing the workers

- If women are only here for 1 month, it's not worth getting a license
- She only wants 19 and up workers
- Generally, they are the only worker or they bring in someone to help with covering vacations
- In the past, have had troubles getting workers with licenses in other cities.
- Privacy- workers don't want others to know they are coming here to do this work
- Temporary license?
- Worker license privacy
 - o Doesn't want to be released to the media
 - o Owners of the spas- it would be the spa business that would be licensed, name wouldn't be public for the spa owner
- They will comply with regulations- don't want to start trouble
- Background checks on owners okay
- They are okay if police were inspectors
- Language barrier with police
- Workers might be checked at airport security- find out their profession
- Hard to do business because so much competition

- Accept requirement for a reasonable distance between establishments
- Lack of agreement on overall separation distances from other establishments – schools, etc.
- As long as city doesn't move them, they will comply with the signage and other regulations
- Good to limit number of licenses – some different opinions on that
- Okay with regulations including training
- issues regarding limiting hours of operation. Ladies prefer to choose when they work; clients want privacy as well
- Divergent of views on whether to limit the number of parlours
- Would post emergency/safety contact sheets
- Zoning bylaw currently limits to no more than 5 customers at a time- satisfactory
- Any licensing needs to be supported by enforcement; welcome enforcement
- Customers pay with credit cards- Canadians want that
- Prefer 24 hours
- Okay with separation distances
- Okay with criminal record check
- They want to follow government rules- do they have support for workers? Will need mandarin translations

Theme 3: They want to be able to live and work in the same location

- More economical
- They have a full living quarters in the house
- If required to live elsewhere, they would need to find another place to live and get transportation (1500-2000 per month)
- In houses, designed for that
- Impression that women are trapped in there- there is a freedom and safety aspect, they don't have to leave with cash. It's a convenience.
- Even if they stay there overnight, they don't work after 11pm /midnight
- Perception that there are lots of girls in each one- not the case

Theme 4: There is an unfairness to licensing one type of sex worker and not another

- General unfairness - in Saskatoon, all adult workers need to be licensed and here not. There is an unfairness between spa operators and other people- escorts. Unlevel playing field. It encourage them to go underground
- Crack down on bad apples, not all of them
- City could create unsafe work- highlighting it is a cash business (burglary)
- level playing field for licensing with other types of adult entertainment businesses
- Escorts including in working in body rub business for safety. All adult entertainment
- Human trafficking?
- Body rub parlours are the safest option - licensing and regulations would make establishments safer for workers

Theme 5: If they are banned, workers are less safe

- More crime, more street crime

- There are no incidences of violence in massage parlours
- Women are not being forced to do this, they make good money
- There is demand for the service
- Customers now are long term, older, don't cause trouble
- When it goes underground to apartments or condos- the number of robberies is 10x higher. People are blackmailed, women have no option.
- Organized crime will take over
- Public is misinformed about parlours
 - o Parlours are not currently involved in organized crime
- Mistreatment increases
- Quality decreases
- They are taxpayers

Owner/Operator Written Input

- Carefully chose his/her current location in an industrial zone so as not to infringe on current city bylaw.
- Current location is very discreet, without any large displays or advertising to draw attention.
- Agrees that the number of parlours is a problem.
- His/her business is professional, clean, drug and alcohol free and safe. All staff are of a legal age and at least age 21 and legally permitted to work in Canada.
- Safety is a priority, and staff are not forced to provide any services that are unsafe or that they don't want to do. Windows and outer security doors have bars to ensure safety.
- Has no problem with licensing, but does not think workers should be licensed for privacy reasons. The concern is that information could be shared with other government agencies, such as Social Services, which may threaten a mother's custody/access to her children. Or that the information may be subpoenaed into court to be used against them in legal proceedings. The workers don't want a paper trail to come back to haunt them – they move on to become nurses, social workers, etc. They want to feel assured that this won't prevent them from getting decent jobs.
- Hours of operation should not be limited, as many services take place late at night when there's more privacy and discretion.
- Agrees with the name change.
- The underground industry has exploded in terms of individuals advertising online and providing sexual services in hotels, airbnbs, and in their own homes
- The industry is here to stay and trying to drive it underground does not protect or assist vulnerable women.
- So yes change the name.
- Yes, have them placed in industrial zones.
- Yes have the businesses licensed as adult entertainment.
- Yes, have policy enforcement.
- Do not have the worker require a license.

Proxy Interviews with Front Line Workers

The following ideas were posed to three current and former sex workers, both involved in street work and involved in body rub parlours. Their identities will be kept confidential on their request, but they were all thankful for the opportunity to share their opinion and that the city was addressing the issue to help keep them safer while at work.

Location within the City

In regard to where the “location” of the body rub parlours should be located within the city, all three women agree that the Industrial area would be an ideal host. It is made the prime location due to its distance from the general public, schools or parks in which children can be found, and is still a business-like area of the city. One woman stated this area would make the men feel more comfortable as it would be discrete in comparison to if the location were downtown and they would need to pass by a busy street in order to enter the building.

They did raise concerns however about the location being further away from their current locations which would make it difficult for them to get to work as most live in the Central area of the city. One woman offered an idea of providing a shuttle that would pick up the women from home and taking them to work and drive them home afterwards. This shuttle would maximize the safety of the women and help them feel supported and protected.

Two women also recommended the bar district as it would closer for the women to their homes, to where they are currently working, and it would not be out of the way for the men. One woman did disagree, thinking the Industrial area would be the best option because that would be all the men would go to that area for. While if the location was in the bar district there would be a greater risk that then men may come in intoxicated and the women’s safety may be put at risk.

Two women thought that the location should include some type of lighting, making it similar to a red-light district. One woman disagreed, stating that discretion would be better than advertisement for both the men and the women, providing privacy to everyone.

Licensing

All three women agreed that licensing both the facility and the women should be a necessity. Two of the women shared some terrifying stories about human trafficking that occurs all the time. They feel that licensing the women and the facility is a way to attempt to combat this, ensuring everyone who is working wants to be working.

One of the women who shared her voice has lived all over Western Canada and discussed her experiences in different cities. She wanted to make particular mention of what is being done in Calgary; they provide the women with “licenses” which have a picture of the woman and her information to ensure the women working is exactly the women who it is supposed to be. The city of Calgary then would charge each women a \$200 monthly fee to maintain the “license.”

Proof of age/identity/ability to work in Canada

All three women agreed that women should have to provide proof of age in order to work. They think this should be done to ensure that all women working would be over the required age. All of the women feel passionately that only women of age should be allowed to work and would be willing to provide ID to make sure that happens.

One of the women encouraged using real pictures of the women, telling a story of a time in which her friend posted pictures of a woman who was not herself and when the man arrived, he was disappointed and left. Providing real pictures would ensure the men knew exactly what they were agreeing to and it would protect the women's sense of self-esteem.

All three of the women agreed that proof of identity should be required to work. They could not stress enough how horrible the human trafficking scene is and feel that needing to provide proof of who you are and your willingness of being in that situation would be a way to combat this in a major way.

All three also agree that the women need to be eligible to work in Canada, preventing human trafficking should be a main priority of these establishments in the opinion of the women.

Meeting Health and Safety Requirements

All three women agreed that there should be regular STI testing for the women as well as the men. The women I spoke with are HIV positive but have all obtained a status of U=U and think some additional information and education regarding that should be readily available to the women and men. The women all understand the importance regular testing and think that it should be available at any time.

The women when asked also stated that if they had regular, free access to protection methods they would use them. These items include things such as lubricant, condoms, dental dams, etc.

All the women offered the suggestion of having security on the premises to increase overall safety for women as well as the men. One even suggested having panic buttons in each room for a woman to be able to signal for help if she were to need it at any moment.

Mandatory Training on Options to Leave the Sector

All three women agree this is important information to provide, knowing they would be supported should they ever choose to leave the profession. It is always important for a person to know they have options.

The women also suggested education be provided for the men prior to their encounters with the women. By education they mean ensuring the men know what is and what is not allowed, ensuring they are treating the women with respect and value. This will not allow for any miscommunication about what is allowed and what will be tolerated. If the men and women know the rule, they will be more likely to follow them or ask for help when they are not being followed.

One of the women also suggested ensuring everyone involved understands confidentiality, recalling a time in which she was at the grocery store with the children and had a client approaching her asking to set up another date. Confidentiality would also protect the men because the women would be unable to blackmail them for accessing the services, as apparently happens quite frequently.

Consultation with Regina Police Service Vice Squad

Sector Structure

- Some operations are relatively stable; but some of them -- it's always a different girl there, so you don't know who the owner truly is.

- There's only a few that are owner/operated from here- some we don't know owners. The owners are the ones that ultimately benefit- they are in other cities
- Women who help don't know who the owners are- they don't convey who they are helping either, evasive
- A lot of older ones in the parlours-it's a "family business"
 - o Vast majority of workers are likely coerced into the trade
 - o They feel like they are coming over to send back money
 - o Tricked into doing it- they don't realize what they need to do and then stuck in it
 - o Ashamed- cultural difference- stuck in it

Regulation

- Recognized the following:
 - o If regulation is too much work, they will shut down. They won't set up in Regina – the work will move to some other location.
 - o No matter what is done on the regulatory front, the sale of sexual services is always going to happen – the alternatives may be more risky for the workers.
- Generally agreed with the licensing recommendations, including:
 - o Criminal record checks
 - o Ownership of property and business (an actual name and not just a numbered company)
 - o Low cost for licence; High cost for non-compliance penalties

Consultation with Academics

- So pleased that the City is doing this type of analysis for framework
 - o Normally it is who is loudest, who wins- might end up being that
- The people who are in the sector face daily stigma
 - o Very unlikely they will come to city council to say their opinions
 - o Some people can come forward and some people can't
- Critique on human trafficking is getting louder
 - o Bedford charter challenge is helping it pick up in media and policy
 - o Well-meaning individuals want to stop trafficking but the evidence and policies based on anti-trafficking do a disservice to workers
 - o Increase discrimination and move it more underground
 - o Anti-trafficking picked up by anti sex work and anti immigration- racist and sexist notions, built on moralistic and religious assumptions
- Bring in women's experience that are working in the sector
 - o Community based research- sex work with non status migrants, refugees, trans people, indigenous, indoor and outdoor
 - o That policy creates a lot of problems
- Recommendations:
 - o Need to steer away from a ban approach - talked at the supreme court level (Bedford decision) - there are some nuisances to communities, but it doesn't outweigh the harm to sex workers
 - o Avoid restrictions to areas where there is less transportation and less light

- The presence of massage parlours typically doesn't harm neighbourhoods. Issues are generally limited to noise, loitering, trespassing. These are nuisances and they can be managed
- Focus on enhancing safety and protecting labour rights
- Try to avoid treating sex workers as exceptional. It only adds to the stigma of their work. For example how does the City treat workers who do other forms of "body work" (e.g. models, massage therapists, tattoo, etc.). Are they required to participate in similar licensing schemes?
- Right of access to inspect without notification can be very negative. Experiences unknown inspections were very onerous and way more than any other business. If it's too threatening, workers will not go through the licensing system. A license process can create an illicit sector- criminalizing people who choose not to take part in the licensing.
- Banning is already the law- useless
- Could possibly have a status quo option- not enforcing anything right now
- There are some benefits with doing outreach
 - City liaison position - health standards, work with agencies
 - Inspector can also be a female and act as a liaison between worker and police
- Take some care about who is chosen for regulation – don't pick groups that are already marginalized. This almost never benefits those people.

Consultation with City of Edmonton

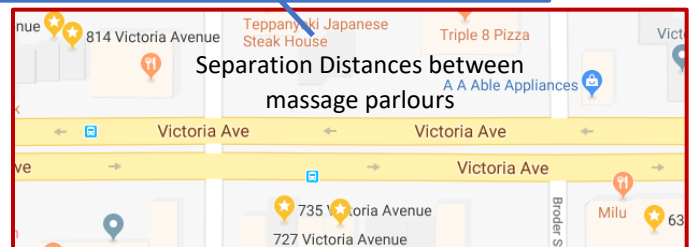
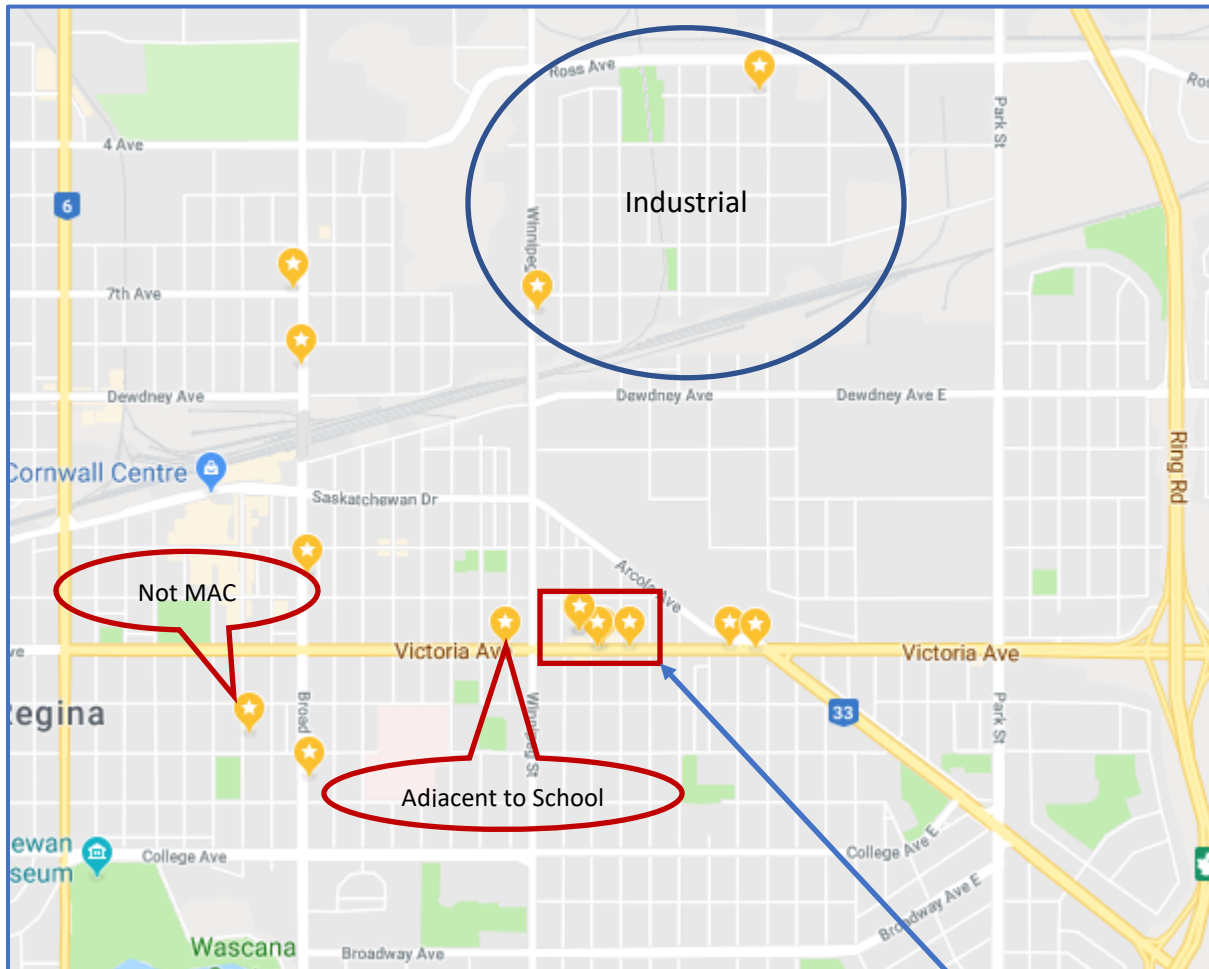
- Originally had established a very strong licensing scheme with strict enforcement:
 - Establishment licences \$6,000
 - Worker licences: \$500
- Result was many leaving the body rub sector to either more risky work (escorts; street work) or to establish a fully licensed massage therapy operation – but still did sex work. While sex work contravened the licence of a massage therapist, Edmonton was not allowed to report to the licensing body when they discovered sex work was occurring.
- Revised bylaw to establish a whole different system focused on harm reduction
 - Licences for business: \$630
 - Worker licences: no cost, but must receive a 4 hour training. Content:
 - Specifics of the bylaw
 - Where and how to access support resources (health; safety; drugs; exiting the sector)
 - Presentation on sexual exploitation (including identifying flags for human trafficking)
 - Health; including
 - STI protection
 - Administering Naloxone for overdoses
 - Team of two bylaw inspectors and a Community Safety Officer. Between these three individuals, they visit each of the 33 licensed operations at least once a week. Purpose is outreach and relationship building. Police will sometimes attend, but their role in these circumstances is also outreach. Enforcement is separate.
 - Almost none of the cost of the system is recovered through licence fees.

APPENDIX D – Map of Suspected Massage Parlours



This symbol in the map(s) below identifies the location of suspected massage parlours

As shown on the map, most suspected massage parlours are in Major Arterial Commercial (MAC) zones. Those marks enclosed in red would face restrictions if the proposed regulations were approved.



Appendix E

Issues and Choices

1. Regulation vs. Banning

There are two key elements to this question: the impact of a ban on the safety of those working in massage parlours and the legal authority to enact a ban.

Impact of a ban. Virtually all of those participating in the engagement, including those advocating for a ban, concurred that a ban on massage parlours in Regina would result in either the workers moving to another city to continue their work or the workers remaining in Regina but transitioning to more risky forms of sex work such as escort work or street prostitution. There was no suggestion that a ban would result in positive options for those working in the sector. There were occasional suggestions that workers might use the opportunity to get out of the sector, but most agreed that this was unlikely without significant interventions. Research evidence supports the conclusion that banning will result in further stigmatization of sex workers, which increases the risks they face.

Legal Authority

Municipalities do not have the authority to pass criminal laws, or laws which unjustifiably infringe the charter protected rights of individuals. Bylaws enacted for the purpose of prohibiting the sale of sex have been found to be outside the jurisdiction of a municipality and laws that made it illegal to sell sex from a building have been found to unjustifiably infringe the Charter rights of sex workers. A bylaw prohibiting the operation of body rub parlours is susceptible to challenge on the same basis that these laws were struck down.

Jurisdictional limits. While a municipality can regulate matters covered by the criminal law a municipality cannot act for criminal law purposes. Prohibiting of the sale of sex or the prevention or punishment of human trafficking are criminal law purposes. Any bylaw enacted for these purposes is likely to be struck down as invading the federal criminal law powers. In a 1983 case the Supreme Court of Canada found that a municipal bylaw which prohibited being in the street for the purposes of prostitution, enacted under a street use power, was an attempt to prohibit prostitution and therefore invaded the exclusive federal jurisdiction in relation to the criminal law.

Charter infringement. In 2013 the Supreme Court of Canada struck down the *Criminal Code* provisions which prohibited living off the avails of prostitution and operating a bawdy house (the *Bedford* decision). Three women working in the sex industry challenged these provisions on the basis that the laws made it illegal for them to take safety precautions and therefore deprived them of their *Charter* protected right to *security of the person*. The Court accepted the social science evidence presented at trial that it was far safer for the women to operate out of a building than on the street. The Court therefore found that the provisions prohibiting the operation of a bawdy house violated their *Charter* rights. The prohibition on operating within a building was found not to be justifiable because its impact on the sex workers' safety, was

not outweighed by the federal government's objective of combatting neighbourhood disruption.

2. **Confusion with Massage Therapy**

In Saskatchewan there are two bodies that regulate therapeutic massage – Massage Therapist Association of Saskatchewan, Inc. and Natural Health Practitioners of Canada. Both organizations require 2,200 hours of professional training and practice to become a Registered Massage Therapist. The ethical standards and guidelines of each of these associations prohibit sex work as part of the profession and such activity would result in a loss of recognition by the association.

The recommendations address this issue by suggesting changing the name for *massage parlours* to *body rub establishments*, the name most commonly used by other jurisdictions. The recommendations also propose changes to the *Zoning Bylaw* to specifically define massage therapy to distinguish it from other forms of massage, which will improve the City's ability to enforce its current or any future zoning for massage parlours.

Such options are not fool proof. Edmonton has enacted similar regulations, with significant success, but still has several legitimately licensed Registered Massage Therapists performing sex work in their businesses. Privacy legislation prohibits the City from reporting such activity to the registering associations, but the City is working with the associations to improve their ability to identify and regulate massage therapists performing sex work.

3. **Zoning**

Zoning is a mechanism to regulate land use within a municipality. Typically it is designed to ensure that incompatible land uses are not established adjacent to one another. It also establishes conditions that affect the character of districts and neighbourhoods, such as setbacks (the minimum distance which a building or other structure must be set back from a street or road, or other place which is deemed to need protection).

Two key zoning issues must be addressed:

- a. **Location of massage parlours.** Although the *Zoning Bylaw* restricts massage parlours to industrial zones, only two suspected massage parlours are currently operating in an industrial zone. The majority are operating on Victoria Avenue and Broad Street. One other is in a central residential neighbourhood. The reality is that no massage parlour wants to move. Based on responses gathered through public engagement, residents do not want these operations located near schools, churches or to private residences.

If the City continues to restrict massage parlours to industrial zones, all but one suspected massage parlour will have to move or shut down. If the City amends zoning to allow massage parlours in Major Arterial Commercial zones (or the equivalent in the new zoning bylaw), but creates requirements for separation distances from schools and churches, fewer establishments will be affected, but at least two suspected massage parlours would still be forced to move or shut down.

A key consideration is the Crime Prevention Through Environmental Design (CPTED) approach. CPTED principles argue that the more visible a business is, the more likely it is to be safe. Street lighting, pedestrian and vehicular traffic, as well as the frequency of routine police patrols, all play a role in adding to the relative safety of any location. In theory, allowing massage parlours to remain on Victoria Avenue or Broad Street will ensure workers are safer than if they were required to operate in industrial zones.

- b. **Discretionary vs permitted use.** Currently all adult services are a discretionary use in the *Zoning Bylaw*. Most of these services are not common in Regina (e.g. strip clubs, adult movies, etc.) and discretionary use applications seldom arise. The absence of enforcement regarding massage parlours has meant that most are not complying with location requirements and none have received discretionary use approval. If the City decides to increase the regulation of massage parlours, there will be a requirement to comply with zoning. If massage parlours remain a discretionary use in Regina all applications for massage parlours would be subject to review by both the Regina Planning Commission and City Council. However, Section 53 of *The Planning and Development Act* provides that, if a council passes a bylaw that makes a particular use a *discretionary use*, council is deemed to have approved the use if the use exists at the time of passing of the bylaw. Any existing massage parlour that is compliant with the amended zoning bylaw would be deemed to have been approved at the time the amending bylaw is approved. For any future massage parlours, a discretionary use application must be approved by City Council. Alternatively, Council has an option to establish strict zoning, including separation distances, but make massage parlours a permitted use or to delegate the authority to a Development Officer to approve discretionary use for this class of business.

4. **Licensing**

Licensing is a mechanism to regulate a business or sector. Licences are provided exclusively to those who meet the terms and conditions of the licence. *The Cities Act* provides the City with the authority to conduct routine inspections for any licensee to ensure that the terms and conditions of the licence are being met.

A key consideration in licensing is the safety of those working in the industry. There are numerous reports of financial and other forms of coercion among those who work in massage parlours, including from the RPS. While licensing is not intended to address or regulate human trafficking, its presence can limit the ability of those who use coercive techniques on vulnerable women, improving their safety while working in the sector.

Another consideration is the cost of the process to licence purchasers. Edmonton initially established a program that was cost prohibitive for both massage parlour operators and workers, and the result was low compliance. Its revised system focuses much more heavily on harm reduction. Now, operators have an annual licence fee of \$630 and workers are licensed at no charge. RPS Vice Squad agreed with this approach, but recommended that the penalties for non-compliance be significant to create a financial incentive to work within the system instead of outside it.

There are several options available regarding licensing:

- *License both massage parlours and workers.* This option provides the strictest conditions on massage parlours and their workers. The primary concern with this option relates to the workers' privacy. Licence information is not considered private and therefore is not protected by Saskatchewan's privacy laws. Many workers are opposed to documenting their work in this way. Many have indicated that this information would jeopardize their future careers or their ability to travel internationally.

Licence requirements can address many of the issues outlined in the table below:

Licence Requirements for Massage Parlours	Licence Requirements for Workers
<ul style="list-style-type: none">– Hours of operation– Signage/general appearance/CPTED principles– Compliance with provincial health standards and guidelines for personal services– Criminal record checks– Business ownership checks– Property ownership checks– Requirement to use only licensed massage parlour workers– Requirement to report any and all advertising	<ul style="list-style-type: none">– Legal age– Legally able to work in Canada– Criminal record checks– Training regarding personal health, safety, and exiting the sector– Requirement to work in only licensed massage businesses– Requirement to report any and all aliases– Requirement to report any and all personal advertising

- *License businesses only.* To address the above privacy concerns, this option considers licensing only massage parlours. This option could address most of the regulatory issues addressed by licensing workers by including them as part of the responsibility of the business operators. Thus, to qualify for a business licence, massage parlours would be responsible to ensure all workers:
 - are of legal age;
 - are legally able to work in Canada;
 - have obtained criminal record checks; and
 - have participated in training regarding personal health, safety, and exiting the sector.
- *No licensing.* This option considers the issue raised by academic researchers regarding the treatment of massage parlours in a way that is exceptional when compared to other body work such as massage therapy or tattoo. In this case, regulation would be limited to the regulation offered by zoning.