

2013- 11



DISTRICT OF OAK BAY

December 10, 2012

EVENT REPORT

TO: Mayor and Council
FROM: Mark A. Brennan
Chief Administrative Officer

WATER MAIN BREAK, 2200 BLOCK BOWKER AVENUE, November 20, 2012

SUMMARY OF EVENTS, November 20, 2012

On the morning of Thursday, November 20, 2012 a Public Works crew was replacing an old fire hydrant at the corner of Bowker Avenue and Eastdowne Road. In the process of removing the old hydrant, the valve separated from the main pipe, creating a breach in the 18 inch water main. With the pressure being 80 psi, the water flowed out rapidly, heading east and flooding the 2200 block of Bowker Avenue.

The Public Works Superintendent was contacted and he immediately mobilized another seven crew members, sending two to shut off valves and the rest to the subject site. The Operations Manager directed staff on site to contain the flooding using sandbags. A Public Works leaf crew was redeployed to fill sandbags. At around 10:45 am, the Operations Manager decided to change tactics from sandbagging individual properties to containing the water and directing it to manholes. He mobilized more Public Works staff plus 7 Parks staff to fill and transport sandbags. Sometime between noon and 1:00 pm, the flow was under control (i.e. there was no more flooding), although the water continued to flow. Public Works and Parks staff set about pumping out flooded basements with gas and electric pumps.

In the meantime, the Public Works Superintendent, realizing the most critical matter was to stop the water flow, focused his efforts on identifying the valves that would shut off the water. The valves in that vicinity are old (installed in the 1960's), so it takes time to close them as they must be worked back and forth to ensure that there is a seal. However, within 40 minutes 4 valves in the surrounding area were turned, which should have stopped the water supply to the subject location. Unfortunately, the water supply was not stopped so the workers had to proceed further and further out from subject area in order to shut down valves. This continued to no avail until finally the water supply was stopped at 3:10 pm when the valves were shut at Hampshire Road & Oak Bay Avenue and Monterey Avenue & Theatre Lane.

At this point, the water on Bowker had been flowing for 6 hours. The yards and homes of 16 residences were flooded. There was varying degrees of impact – most properties had minor damage, but a few had serious damage to their basements, which included the unfortunate loss of personal items, work tools, clothing and furnishings.

A 911 call from a resident was received by the Fire Department at 11:24 am. They responded immediately with 5 members, although another 5 members were called in shortly after. They proceeded to assist at the incident site. Evacuation of the homes was commenced and BC Hydro and Fortis were notified and responded appropriately.

The Deputy Fire Chief opened the Emergency Operating Centre (EOC), initially at the Fire Hall and then at the Municipal Hall. As EOC Director the Deputy Chief coordinated the activities of the municipality's emergency response. A reception centre was set up at the Recreation Centre and staffed by Emergency Support Services (ESS). Residents affected by the flooding were directed to the reception centre where their contact information was registered and they were provided temporary shelter and refreshments. Affected residents were also advised to initiate insurance claims.

Numerous agencies were contacted, including utility companies, CRD Water, Ministry of Environment, Emergency Management BC and Oak Bay Police. The Fire Department provided emergency generators, lighting and sump pumps to assist with flooded basements.

Once the EOC was established the Municipal Clerk was appointed as the Information Officer. Front counter staff were advised of the information that was available at the time and were kept updated throughout the day. The new municipal website (only in its second day of operation) crashed, so there was a delay until IT repaired the site. From 1:30 pm onwards there were regular updates on the website. Facebook and Twitter messages were also sent out. The Mayor, EOC Director and Information Officer spoke with various media throughout the day.

By 8:30 pm the water main had been repaired and the water supply restored. Ten residents were unable to return to their homes that night. Three families were put up in hotels for the night. In all, 16 residences were flooded to some degree or another. Three homes remained without power for the night.

With all affected residents accounted for, the EOC was shut down at 9:25 pm.

POST EVENT

On November 21, 2012 municipal staff was involved in the following:

- Removing sandbags
- Cleaning up and sweeping the street
- Completing hydrant and valve work
- Directing affected residents to the Fire Department for information on next steps for claims and concerns.

Most residents had returned to their homes by the next day. By the end of the week, everyone had returned to their homes, with the exception of one family that occupied a basement.

In the days following the event the street was cleaned up by removing sandbags, removing some fill, and sweeping the street. Parks staff went to each residence to assist with yard/garden restoration.

The Emergency Program Manager contacted every affected resident to follow up and provide assistance. This assistance ranged from directing a resident to the nearest laundromat to providing advice on making insurance claims.

Police continued to monitor the area every evening until all properties were re-occupied.

LEFT TURN/RIGHT TURN VALVES

In past years, some valves were "right turn" and some were "left turn". In more recent years, all new valves are "right turn" only. Prior to the flooding incident, Public Works staff were aware of only 3 or 4 "left turn" valves in the entire Oak Bay system (out of approximately 1600 valves). Therefore, when attempting to shut off the water on November 20th, the issue of "left turn" valves was not contemplated.

The first four valves were turned within 45 minutes, and this should have shut off the water supply. However, one of the valves was in fact a "left turn" valve (not indicated on any cards or maps) and was initially in the

closed position. In attempting to close this valve, Public Works staff unknowingly *opened* it. As staff moved further out in their attempt to shut off the water supply, this scenario actually occurred again at another intersection. It is this complication that resulted in the delay in finally shutting off the water.

EVENT REVIEW – RECOMMENDATIONS

Based on the information provided by the Deputy Fire Chief, once the Fire Department was contacted the municipality's emergency response was, for the most part, good. However, the event did serve to highlight some shortcomings in process, policy and information management. The following is a synopsis of those concerns with their associated corrective actions as determined by municipal staff.

Issue 1: Cause of Break

The hydrant being replaced was on an asbestos concrete pipe containing a "push-on" water valve. Although not used anymore, "push-on" valves were common in the 1960's. These types of valves are not affixed to the main and need to be held in place. The crew was following a well-established procedure for replacing a hydrant on a live line (i.e. with the water supply turned on). A trench is dug and bracing is installed in order to hold the valve in place while the hydrant is being replaced. In this instance, the bracing gave way causing the valve to slide off the main.

Although it has been a long-established procedure in Oak Bay, it has been discovered that this is not the norm in several other municipalities.

Corrective Action:

Future hydrant changes will require a shut down of the water supply on both sides of the valve prior to replacement.

Issue 2: Left turn Valves

As previously mentioned, it took a long period of time to shut off the water in this incident because of complications caused by unknown "left turn" valves.

Corrective Action:

a) There will be a major effort to 'fast-track' the overall integrity and accuracy of our corporate Geographic Information System (GIS)-water network. This will involve ensuring that all components of the water system are a known entity in terms of their:

i) Function [e.g. valve, hydrant, pressure reducing valve, pump station etc.]

ii) Location [accurate locations are essential particularly if ground is covered with snow - geo-referencing these components (so they can be located with GPS) will be investigated.]

b) All Public Works field staff will be provided with a portable data device (probably an iPad or similar) that will enable them to compare that what they witness in the field with the information on the corporate GIS-water network. In the event that variations are noted a work-order will be issued for further checking by Public Works water staff who will ensure the GIS-water data matches exactly with the field installs.

c) Public Works water staff will positively proof each valve in the system in terms of direction on/off and this data will be upgraded in the GIS-water network. All other components in the system will be checked for overall condition and functionality.

Issue 3: Timing of Arrival of Fire Department

The breach in the water main occurred at 9:05 am, but the Fire Department was not contacted until a resident made a 911 call at 11:24 am. In situations where there is a water main break causing flooding it is not common practice to contact emergency services as the Public Works department is normally able to deal with the situation. However, in this instance a coordinated effort between departments and outside agencies was required. Furthermore, affected residents were left without information or direction. Public Works staff was unable to assist in this regard as they were fully occupied with the water flow itself. The Superintendent's natural focus was to shut down the water, having determined that this was the top priority.

Although it may not have been immediately apparent, by about 10:00 am it should have been obvious that the water flow was out of control and creating a property damage and potential safety issue. The Fire Department should have been contacted by this time. However, the flooding of properties had already occurred well before 10:00 am. An earlier arrival of the Fire Department would not have prevented property damage but firefighters could have provided earlier assistance to affected residents.

Corrective Action:

The Fire Department is to be notified to assist with water main breaks and flooding as soon as it is apparent that property damage has or is likely to occur and/or if there are personal or public safety issues.

Issue 4: Communications

Communications were problematic throughout the event. Examples include: affected residents left uninformed, conflicting information reaching the media, media being uncertain as to which individual should be approached for information. In some instances staff members were unfamiliar with the section of the Emergency Preparedness Manual dealing with communications, and in other instances it was clear that amendments need be made to the manual.

Corrective Action:

That the Emergency Preparedness Manual section dealing with communications be reviewed in light of this recent event and amendments made where required. All staff must be made aware of the communications issues covered by the Manual.

Issue 5: Police Attendance at Incident

The Oak Bay Police Department was requested to attend the scene at 1:45 pm. It is recognized that the presence of the Police is valuable at an emergency scene as they can deal with crowd control, protect residents, and address disruptions such as violence or looting.

Corrective Action:

Police Department is to be notified immediately in order to attend the scene.

Issue 6: Follow Up

In the days following the incident some residents felt "abandoned", especially those that were severely affected by the flooding. Although affected residents were personally contacted by the Deputy Chief, Public Works and Parks staff, the Mayor and Council members, it was felt that there should be a "point person", i.e. a person that keeps in contact with affected residents during and after the incident to provide information, direction and assistance as required. On Monday, November 26th, the Deputy Chief appointed the Emergency Program Manager as this "point person", at which time she contacted all affected residents and followed up on their concerns.

Corrective Action:

In all emergency incidents the Emergency Program Manager is to be the contact “point person” for all affected residents from the moment that the incident occurs.

At the reception centre and in subsequent communications affected residents were advised to contact their insurers as soon as possible. As far as can be determined, all affected residents did this and their insurers responded. However, questions remained as to how much responsibility remained with the municipality, especially for matters not covered by insurance. It is recognized that respective responsibilities will vary depending on the circumstances surrounding an incident.

In the days following the incident, municipal staff provided assistance to residents in cleaning up affected private properties. However, there were still some who felt that the municipality should have done more in assisting affected residents.

Corrective Action:

Material will be created that clearly sets out the respective responsibilities of the municipality, private property owners, other affected residents, and insurers in the event of private property damage due to an emergency incident, which will depend on the circumstances surrounding the particular event.

CONCLUSION

By March 31, 2013, the Chief Administrative Officer will provide a report to Council, giving an update of the status of the Corrective Action items listed in this report.

2013- 13

December 6, 2012

TO: Mayor and Council
FROM: Municipal Clerk
SUBJECT: **Business Improvement Association - Request to Maintain Storage Containers on Public Property**

Background

At its meeting held October 9, 2012, Council considered a request from the Oak Bay Business Improvement Association (BIA) to place two steel storage containers (9'x9'x20'), containing supplies from the "Pumpkin Art Display", on the municipal property on which the Scout Hall sits.

Inasmuch as staff advised that the type of use proposed is not currently permitted in the Zoning Bylaw for that property, which is zoned P1, General Institutional Use, Council requested a staff report outlining the implications of amending the Zoning Bylaw to accommodate the request.

Discussion

There are two different approaches that might be considered to allow the storage of community event supplies in the P1 Zone. One would be to amend the definition of General Institutional Use (the principal permitted use in the zone) to include the storage of community event supplies. The other would be to add the storage of community event supplies as a secondary permitted use for the Scout Hall land only.

Amend the Definition of General Institutional Use Applicable to all P-1 Zoned Properties

This approach would allow the storage of community event supplies on all properties zoned P-1. While the amendment to the Zoning Bylaw would be fairly straightforward, the notification process in respect to the required public hearing would be very labour intensive. Notification to all property owners and occupiers within 100 feet of each property zoned P-1 would be required. There are over 20 properties zoned P-1, so this would result in a very large number of mailed public notices in addition to the newspaper notification that would also be required.

Incorporate the Storage of Community Event Supplies as a Permitted Secondary Use on the Subject Property Only

This option would see specific regulations being implemented to allow this storage use only on the land on which the Scout Hall sits. The amending bylaw itself would be complicated, as it would have to set out the parameters under which the use is allowed, however, the required mailed notification would only be to those properties within 100 feet of the subject property, along with the newspaper advertisement.

Additional Considerations

Both options require a public hearing, with the associated newspaper and mailed notification costs, which would assumingly be borne by the Municipality.

Amending the Zoning Bylaw to allow the storage use would just be the first step. If Council was to allow the BIA to store its equipment on municipal property following the potential rezoning by either approach outlined, an agreement laying out the terms of occupancy of the land, with the requirement to provide liability insurance should be sought.

One concern that might arise is the potential for other associations to request that they also be allowed to use this or other municipal property for storage in the future, as allowing the storage of the BIA's equipment on the proposed municipal property may be seen as precedent setting.

It may be that the storage containers, if allowed to occupy municipal property, could interfere with future use of the land or the needs of the Fire or Police Departments and may not be seen as aesthetically pleasing, as they will be seen by anyone entering the Fireman's Park parking lot. Pruning of the existing hedge would be required to accommodate the bins.

Recommendation

If Council is of the opinion that the storage of the containers is an appropriate use of municipal property, and wishes to direct staff to draft an amendment to the Zoning Bylaw to permit it, the recommended approach would be to amend the regulations to allow this type of storage only on the Scout Hall property.



Lorraine Hilton
Municipal Clerk

2013- 14

January 9, 2013

TO: Mayor and Council
FROM: Municipal Clerk
SUBJECT: **Oak Bay Heritage Commission – Years of Service Limit**

Introduction

In March of 2012, Council considered a request from the Heritage Commission to review the six year limit on serving on the Commission with a view to allowing longer terms. Staff was asked to report back regarding the request, and any implications with respect to making changes as requested by the Commission.

Background

Oak Bay has had a heritage advisory body since at least 1974. The Bylaw establishing the Heritage Advisory Committee, as it was called in 1974, did not contain a limit on the number of years a volunteer could serve. After various changes it was reconstituted in 1991 and a six year limit was included in the Bylaw. That six year limit (made up of three terms of two years each) has continued since then.

Service is also limited to six years on the Parks and Recreation Commission, and the Police Board and it is likely that the limit for the Heritage Commission, in its various forms, was instituted for consistency.

It may be a reasonable rationale to limit service on a corporate board to ensure a healthy separation between the board and the management of the body that it oversees. However, as the Heritage Commission has no oversight function and it operates more as a working group with limited staff support, this line of reasoning would not apply.

Another reason for limiting the years of service would be to ensure that more members of the community get a chance to serve. While new members certainly bring with them benefits to volunteer bodies, in the case of heritage matters at least, experience is very important, and the need for knowledgeable members could be considered essential.

Recommendation

If Council wishes to make any changes to the limit on the years of service for the Heritage Commission it would require an amendment to the Heritage Commission Establishment Bylaw. Council could choose to extend the number of years or eliminate the limit entirely.

Extending the limit by 2 years (one additional term) to a maximum of eight years seems to be a reasonable approach, with the view that an effort would need to be made for perhaps more intense recruitment for experienced and knowledgeable volunteers in the next couple of years to replace some of the current volunteers when they reach the new maximum number of terms.

To pursue this option, staff should be directed to bring forward an amendment to the Heritage Commission Establishment Bylaw for formal consideration by Council.

A handwritten signature in black ink, reading "Lorraine Hilton". The signature is written in a cursive, flowing style with a large initial "L".

Lorraine Hilton
Municipal Clerk

2013- 15

To: Mayor and Council
From: Municipal Treasurer
Date: January 8, 2013
Re: Heritage Foundation Grant

We have received a cheque from the Victoria Foundation in the amount of \$720.00, which is actually a distribution to the Heritage Foundation. The cheque has come to the Municipality because of a rule that the Victoria Foundation has that distributions of money must only be made to organizations with Canada Revenue Agency charitable status. The Oak Bay Heritage Foundation does not have this status, and therefore the money has been sent to us. While we do not have charitable status, as a municipal government we can issue official receipts for tax purposes and this meets the Victoria Foundation's guidelines.

I am therefore requesting Council's approval that we receive this money, and in turn issue a grant to the Oak Bay Heritage Foundation for the same amount.



Patricia Walker
Municipal Treasurer

2013-16

To: Mayor and Council
From: Municipal Treasurer
Date: January 10, 2013
Re: Request for Early 2013 Capital Approval

As in previous years, we are requesting early spending approval of some of the capital project money that is included in the 2013 provisional budget. This is done to ensure that the crews are kept busy during the months before the final adoption of the 2013 budget, and to spread the work over the entire year.

The following is a listing of the projects that we are requesting early approval for, along with the total amount included in the budget and the amounts given early approval in 2012 for the same projects.

	<i>2013 Early Approval</i>	<i>Total in 2013</i>	<i>2012 Early Approval</i>
Fire hydrant replacement	\$20,000	\$45,000	\$20,000
New storm drain manholes	\$17,500	\$17,500	\$17,500
Sidewalk replacement	\$20,000	\$53,000	\$40,000
Sidewalk ramps	\$5,000	\$29,000	\$5,000
New sewer manholes	\$17,500	\$17,500	\$17,500
Catch basin lid replacement	\$10,000	\$24,500	\$10,000
Water main replacements	\$75,000	\$275,000	\$75,000
Water main cleaning & lining	\$75,000	\$270,000	\$75,000

In addition, we are requesting early approval to replace seven pieces of equipment. The cost will be covered by the Equipment Replacement Fund.

1 greens mower (replaces 2004 mower)	\$ 15,500
1 pickup truck (replaces 1994 truck)	\$ 28,000
1 garbage truck (replaces a 2003 truck)	\$134,000
1 fork lift (replaces a 1980 unit)	\$ 34,000
1 truck with dump box (replaces a 1992 unit)	\$ 60,000
1 chipper (replaces a 2001 unit)	\$ 53,000
1 utility van (replaces a 1992 van)	\$ 44,800

\$366,300

I recommend that Council gives early spending approval for the capital projects and equipment replacement purchases as detailed in this memorandum.



Patricia A. Walker
Municipal Treasurer

2013-17

To: Mayor & Council
From: Director of Parks & Recreation
Subject: Early Capital Approval – Online Registration
Date: January 14, 2013



www.recreation.oakbay.ca

PURPOSE

Staff are requesting early approval for a capital project – Online Registration – as part of the 2013 capital plan for the Parks & Recreation Department. Early approval is being requested to enable the new module to be functional prior to May 1, 2013 and the start of the busy Spring/Summer program season.

BACKGROUND

Online program registration has become an expected service given today's technology. The majority of Recreation Departments in the Greater Victoria area already provide this service. Thus, Oak Bay has fallen behind. This project would entail adding a module through our current CLASS software, and would keep us competitive and improve service to our patrons.

Staff consider this project a high priority and it is near the top of the priority list for 2013 capital requests. Significant "clean up" of our CLASS accounts and databases has taken place over the past two years to prepare for this project.

FINANCIAL IMPACT

The capital cost of the project is \$15,000. There will be no additional annual operating expense for software support/maintenance. In the long run it is anticipated that there will be less receptionist time required to process registrations.

The funding source for the project has been identified as taxes.

RECOMMENDATION

THAT Council give early approval to establish an online registration system in the Parks & Recreation Department at a cost of \$15,000.

A handwritten signature in black ink, appearing to read "Ray Herman".

Ray Herman
Director of Parks & Recreation