REVISED AGENDA - COMMITTEE OF THE WHOLE

Thursday, April 11, 2019, 9:00 A.M.

COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE

Located on the traditional territory of the Esquimalt and Songhees People

Pages

A. APPROVAL OF AGENDA

B. CONSENT AGENDA

Proposals for Consent Agenda:

- C.1 - Minutes from the meeting held March 28, 2019
- E.4 - 933 Collinson Street - Development Permit with Variances Application
- F.2 - Proclamation - National Dental Hygienists Week
- H.1 - Amendment to the AVICC Climate Emergency Declaration Motion
- H.2 - AVICC Motion - Subsidize Local Climate Action Instead of Fossil Fuels

C. READING OF MINUTES

C.1 Minutes from the meeting held March 28, 2019 — 1

D. UNFINISHED BUSINESS

E. LAND USE MATTERS

*E.1 Inclusionary Housing and Density Bonus Policy — *16*

Moved from Item F.1 to E.1

Addendum: Updated Report, Attachment A and D and Presentation

A report providing an update to Council on the Inclusionary Housing and Community Amenity Policy and to seek direction on implementation.

*E.2 1900 - 1912 Richmond Road - Rezoning Application No. 00651 and Development Permit Application No. 000531 (North Jubilee) — *136*

Addendum: Additional Correspondence and Presentation

A report providing information on a Rezoning and a Development Permit Application proposing to construct a five-storey assisted living and memory care building with ground floor commercial uses along Fort Street and Richmond Street and recommending it move forward to a public hearing.

***E.3** **2921 Gosworth Road - Rezoning Application No. 00667 and Development Permit with Variances Application No. 00096 (Oaklands)** *229*

Addendum: Updated Attachment C and Presentation

A report providing information on a rezoning and development permit with variances application to subdivide to create two small lots, retain the existing dwelling on one lot and build a new single-family dwelling on the additional lot at 2921 Gosworth Road, with a recommendation to decline.

***E.4** **933 Collinson Street - Development Permit with Variances Application No. 00086 (Fairfield)** *291*

Addendum: Presentation

A report proposing to allow the placement of a deck and stairs (existing) with proposed variances related to reducing the rear yard setback and to increase the site coverage and recommending it move forward to an opportunity for public comment.

F. STAFF REPORTS

F.1 **Revenue and Tax Policy Benchmark Monitoring and 2019 Tax Rates** 312

Addendum: Presentation

A report providing updated benchmark measures related to the City's Revenue and Tax Policy and seeking direction on 2019 tax rates.

F.2 **Proclamation - National Dental Hygienists Week** 338

A report regarding the proclamation for a National Dental Hygienists Week from April 6 to 12, 2019.

G. NOTICE OF MOTIONS

H. NEW BUSINESS

H.1 **Amendment to the AVICC Climate Emergency Declaration Motion** 343

A report seeking Council to endorse proposed amendments to the AVICC Resolution 16 Climate Emergency Declaration submitted by the Sunshine Coast Regional District.

***H.2** **Late Motion to AVICC Convention - Subsidies to Fossil Fuel Companies** *344*

Addendum: Updated Report

A report to endorse a AVICC motion to end all subsidies to fossil fuel companies and to invest the money instead in climate change.

***H.3** Attendance at the AVICC Conference, Powell River, April 12-14 *345*

Addendum: New Item

A Council member motion requesting authorization for the attendance of Councillor Potts at the AVICC Conference in Powell River, April 12-14, 2019.

***H.4** Lobbying Efforts by Big Oil Companies to Deter Climate Action *346*

Addendum: New Item

A report endorsing the information received by a non-profit organization documenting lobbying efforts by major fossil fuel corporations to deter climate action by governments.

I. ADJOURNMENT OF COMMITTEE OF THE WHOLE

CITY OF
VICTORIA

MINUTES - COMMITTEE OF THE WHOLE

March 28, 2019, 9:00 A.M.
COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE
Located on the homelands of the Songhees and Esquimalt People

PRESENT:	Mayor Helps in the Chair, Councillor Alto, Councillor Isitt, Councillor Loveday, Councillor Thornton-Joe, Councillor Dubow and Councillor Potts
ABSENT FOR PORTION OF MEETING:	Councillor Collins and Councillor Young
STAFF PRESENT:	J. Jenkyns - City Manager, C. Coates - City Clerk , P. Bruce - Fire Chief, S. Thompson - Deputy City Manager / Director of Finance, F. Work - Director of Engineering & Public Works, T. Soulliere - Director of Parks, Recreation & Facilities, B. Eisenhauer - Head of Engagement, C. Havelka - Deputy City Clerk, A. Meyer - Assistant Director of Development Services, A. Hudson - Acting Director of Sustainable Planning & Community Development, C. Mycroft - Manager of Executive Operations, T. Zworski - City Solicitor, R. Morhart - Manager, Permits & Inspections, K. Sidhu - Committee Secretary,

A. APPROVAL OF AGENDA

Moved By Councillor Loveday
Seconded By Councillor Alto

That the agenda be approved.

Amendment:

Moved By Councillor Loveday
Seconded By Councillor Alto

That the Agenda of the March 14, 2019, Committee of the Whole meeting be amended as follows:

Consent Agenda:

C.1 Minutes from the Committee of the Whole Meeting held February 14, 2019

D.2 430 Parry Street - Update Report No.2 for Rezoning Application No. 00641 and Development Permit with Variances Application No. 000528 (James Bay)

F.3 Micro Grants Application

F.4 Proclamation - Global Meeting Industry Day

CARRIED UNANIMOUSLY

Main Motion as amended:

CARRIED UNANIMOUSLY

B. CONSENT AGENDA

That the following items be approved without further debate:

C.1 Minutes from the Committee of the Whole meeting held March 14, 2019

Moved By Councillor Alto
Seconded By Councillor Loveday

That the minutes from the meeting held March 14, 2019 be adopted.

CARRIED UNANIMOUSLY

D.2 430 Parry Street - Update Report No.2 for Rezoning Application No. 00641 and Development Permit with Variances Application No. 000528 (James Bay)

Committee received a report dated March 20, 2019 from the Acting Director of Sustainable Planning and Community Development providing new information on the proposal to rezone property located at 430 Parry Street.

Moved By Councillor Alto
Seconded By Councillor Loveday

That Council consider the following motion:

1. To rescind the second reading of Bylaw No. 19-006; amend bylaw 19-006 to delete the text "allocating an additional $20,000 to the housing reserve fund" from Section 3.124.2.a; and give second reading to the bylaw as amended.

CARRIED UNANIMOUSLY

F.3 Micro Grants Application

Committee received a report dated March 15, 2019 from the Deputy Director of Finance seeking approval for the eligible Micro Grant applications.

Moved By Councillor Alto
Seconded By Councillor Loveday

That Council approve the eligible Micro Grant applications outlined in Appendix A.

CARRIED UNANIMOUSLY

F.4 Proclamation - Global Meeting Industry Day

Committee received a report dated March 19, 2019 from the City Clerk regarding a proclamation for a Global Meetings Industry Day on April 4, 2019.

Moved By Councillor Alto
Seconded By Councillor Loveday

That the *Global Meetings Industry Day* Proclamation be forwarded to the March 28, 2019 Council meeting for Council's consideration.

CARRIED UNANIMOUSLY

Motion to refer

Moved By Councillor Isitt
Seconded By Councillor Alto

To move item D.1 to after E.4, becoming item E.5.

CARRIED UNANIMOUSLY

Councillor Isitt left meeting at 9:29 a.m.

E. LAND USE MATTERS

E.1 919 and 923 Caledonia - Rezoning Application No. 00622, Development Permit with Variance Application No. 000521 and Heritage Designation Application No. 000182 (North Park)

Committee received a report dated March 14, 2019 from the Acting Director of Sustainable Planning and Community Development providing information regarding a proposal to restore and heritage-designate the existing single-family dwelling, as well as construct a new two-storey building and four-storey multi-unit residential building consisting of approximately 19 rental dwelling units on the property located at 919 and 923 Caledonia Avenue.

Moved By Councillor Loveday
Seconded By Mayor Helps

Rezoning Application No. 00622

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00622 for 919 and 923 Caledonia Avenue, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Prepare and execute a housing agreement to ensure that all dwelling units remain rental in perpetuity.
2. Prepare and execute a legal agreement to secure a 2.40m Statutory Right of Way on Caledonia Avenue.

Development Permit with Variance Application No. 000521

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00622, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variance Application No. 000521 for 919 and 923 Caledonia Avenue in accordance with:

1. Plans date stamped March 5, 2019.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
   i. reduce the required number of residential parking spaces from 12 to 11.
3. The Development Permit lapsing two years from the date of this resolution."

Heritage Designation Application No. 000182

That Council approve the designation of the property located at 919 Caledonia Avenue, pursuant to Section 611 of the *Local Government Act,* as a Municipal Heritage Site, and that first and second reading of the Heritage Designation Bylaw be considered by Council and a Public Hearing date be set.

CARRIED UNANIMOUSLY

Councillor Alto excused herself from the meeting at 9:36 a.m. due to a non-pecuniary conflict of interest with the next item.

E.2 210 Gorge Road East - Rezoning Application No. 00620 and Development Permit with Variances Application No. 00076 (Burnside)

Committee received a report dated March 14, 2019 from the Acting Director of Sustainable Planning and Community Development presenting Council with information proposing to rezone the subject property at 210 Gorge Road East to increase the density to allow for a five-storey, mixed-use building consisting of ground floor commercial and residential above.

Moved By Mayor Helps
Seconded By Councillor Loveday

Rezoning Application No. 00620

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00620 for 210 Gorge Road East, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Preparation and execution of the following legal agreements to the satisfaction of City Staff:
    a. Statutory Right-of-Way of 4.91m on Gorge Road East
    b. Housing Agreement to ensure that all residential dwelling units would remain as rental and affordable in perpetuity.

Development Permit with Variances Application No. 00076

Subject to the applicant entering into an agreement with a local car share company to secure 20 car share memberships to the satisfaction of City Staff, that Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00620, if it is approved, consider the following motion:

"That Council authorize the issuance of Development Permit with Variances Application No. 00076 for 210 Gorge Road East, in accordance with:

1. Plans date stamped March 11, 2019.
2. Development meeting all Zoning Regulation Bylaw requirements, except for the following variances:
    i. reduce the required number of visitor parking spaces from 7 to 4
    ii. reduce the required number of commercial parking spaces from 1 to 0
    iii. reduce the surface parking space setback from a street boundary from 7.50m to 2.68m
    iv. locate a gazebo in the front yard
    v. reduce the separation space between the gazebo and the principal building from 2.40m to 1.55m.
3. The Development Permit lapsing two years from the date of this resolution."

FOR (5): Mayor Helps, Councillor Dubow, Councillor Loveday, Councillor Potts and Councillor Thornton-Joe

OPPOSED (1): Councillor Young

CARRIED (5 to 1)

Councillors Alto and Collins returned to meeting at 9:58 a.m.

E.3 1888 Gonzales Avenue - Development Permit Application No. 000533 (Gonzales)

Committee received a report dated March 15, 2019 from the Acting Director of Sustainable Planning and Community Development proposing to subdivide the existing lot at 1888 Gonzales Avenue into three lots, with two lots fronting Gonzales Avenue and a separate panhandle lot with access from Gonzales Avenue.

Moved By Councillor Young
Seconded By Councillor Loveday

1. That, subject to item 2 below, Council authorize the issuance of Development Permit Application No. 000533 for 1888 Gonzales Avenue, in accordance with the following terms:
    a. Plans date stamped February 20, 2019.
    b. Development meeting all *Zoning Regulation Bylaw* requirements.
    c. The Development Permit lapsing two years from the date of this resolution.
2. That no development permit be issued until and unless the following agreements, in the form satisfactory to the City Solicitor, are registered against the title of the properties at 1888 Gonzales Avenue:
    a. An easement to provide access to proposed Lot 1 and Lot 3 through proposed Lot 2 on the terms acceptable to the Director of Engineering and Public Works and a covenant preventing discharge of this easement without the City's consent; and
    b. A restrictive covenant, on the terms acceptable to the Director of Parks, Recreation and Facilities, to establish a 3.0 metre wide no build area adjacent to Pemberton Park.

CARRIED UNANIMOUSLY

E.4 832 Fort Street - Application for a Change to Hours and Occupant Load Increase for Refuge Tap Room's Liquor Primary License

Committee received a report dated February 28, 2019 from the Acting Director of Sustainable Planning and Community Development seeking a Council resolution in accordance with the requirements of the Liquor Control and Licensing Act, regarding an application by Refuge Tap Room to increase hours of operation for a liquor license they have acquired from the LCRB.

Moved By Mayor Helps
Seconded By Councillor Collins

That Council direct staff to provide the following response to the Liquor Licensing Agency:

1. Council, after conducting a review with respect to noise and community

impacts, does support the application of Refuge Tap Room located at 832 Fort Street having hours of operation from 11:00 am to 12:00 am Sunday through Thursday and 11:00 am to 1:00 am Friday and Saturday with outdoor patio areas having hours not later than 10:00 pm on any day, and an occupant load of 66 persons.

Providing the following comments on the prescribed considerations:

1. The impact of noise on the community near the establishment was considered in relation to the request and assumptions are the noise impacts would be proportional in comparison to existing licence capacity and associated noise levels in the vicinity. The applicants original request to have closing hours common to both inside seating and outdoor patio seating has been adjusted following review and community input and the applicant supports closing their outdoor patio area by 10pm daily to minimize potential impacts on the adjacent residents. Hours requested for the interior space are similar to others in the area, and restricted outdoor hours support expectations that approval is less likely to result in a trend of significant negative impacts to neighbours and the community.
2. If the application is approved, the impact on the community is expected to be positive economically as the approval supports the business plan and long-term viability of the establishment.
3. The views of residents were solicited via a mail out to neighbouring property owners and occupiers within 100 metres of the licensed location and a notice posted at the property. The City received ten letters in response to the request that included two in support of the application and eight opposed. One letter of opposition included 52 signatures from other tenants in the authors' building agreeing with the opposition stated.
4. Council recommends the license endorsements be approved.

CARRIED UNANIMOUSLY

E.5 506 Herald Street - Application for a Lounge Endorsement to a Manufacturer's License (brewing) for Herald Street Brew Works

Committee received a report dated March 15, 2019 from the Acting Director of Sustainable Planning and Community Development providing an update on an application for a lounge endorsement to a Manufacturer's license by Herald Street Brew Works for a new brewpub at 506 Herald Street following discussions with applicant regarding proposed hours of operation and occupant loads.

Moved By Mayor Helps
Seconded By Councillor Alto

That Council direct staff to provide the following response to the Liquor Licensing Agency:

Council, after conducting a review with respect to noise and community impacts, does support the application of Herald Street Brew Works, located at 506 Herald Street, to have a lounge endorsement added to their manufacturing license, having hours of operation from 9:00 am to 1:00 am daily, and an occupant load of 178 persons.

Providing the following comments on the prescribed considerations:

1. The impact of noise on the community in the vicinity of the establishment has been considered in relation to the request and assumptions are the noise impacts would be proportional to existing licence capacity in the vicinity. The applicant and operator does not expect the establishment will have negative impacts on neighbours due to the operational concept and a commitment to minimize impacts through monitoring of, and communication to guests. The requested hours of operation and occupant load are not expected to result in disproportionately high negative impacts to the community.
2. If the application is approved, the impact on the community is expected to be positive economically as the approval supports the business plan and long term viability of the establishment. The business model is seen to align well with recent changes made to zoning bylaws which encourage this type of development. The establishment contributes to the richness, and diversity of offerings in the area.
3. The views of residents were solicited via a mail out which included 284 letters to neighbouring property owners and occupiers within 100 metres of the licensed location and a notice posted at the property. The City received nine letters in response to the request, eight expressing opposition to the application and one expressing support. The eight expressing concern or opposition included one letter from the Downtown Residents Association (DRA).
4. Council recommends the license endorsements be approved.

Amendment:

Moved By Councillor Thornton-Joe
Seconded By Councillor Young

Council, after conducting a review with respect to noise and community impacts, does support the application of Herald Street Brew Works, located at 506 Herald Street, to have a lounge endorsement added to their manufacturing license, having **~~hours of operation from 9:00 am to 1:00 am daily,~~ hours of operation from 9:00 am to midnight Sunday to Thursday and 9:00 am to 1:00 am on Fridays and Saturdays,** and an occupant load of 178 persons**.**

FOR (4): Councillor Alto, Councillor Dubow, Councillor Thornton-Joe and Councillor Young

OPPOSED (4): Mayor Helps, Councillor Collins, Councillor Loveday and Councillor Potts

DEFEATED (4 to 4)

Amendment:

Moved By Councillor Thornton-Joe
Seconded By Councillor Young

Council, after conducting a review with respect to noise and community impacts, does support the application of Herald Street Brew Works, located at 506 Herald Street, to have a lounge endorsement added to their manufacturing license, having hours of operation from 9:00 am to 1:00 am daily, and an occupant load of **~~178 persons~~** **125 persons**.

FOR (2): Councillor Thornton-Joe and Councillor Young

OPPOSED (6): Mayor Helps, Councillor Alto, Councillor Collins, Councillor Dubow, Councillor Loveday and Councillor Potts

DEFEATED (2 to 6)

On the main motion:

That Council direct staff to provide the following response to the Liquor Licensing Agency:

Council, after conducting a review with respect to noise and community impacts, does support the application of Herald Street Brew Works, located at 506 Herald Street, to have a lounge endorsement added to their manufacturing license, having hours of operation from 9:00 am to 1:00 am daily, and an occupant load of 178 persons.

Providing the following comments on the prescribed considerations:

1. The impact of noise on the community in the vicinity of the establishment has been considered in relation to the request and assumptions are the noise impacts would be proportional to existing licence capacity in the vicinity. The applicant and operator does not expect the establishment will have negative impacts on neighbours due to the operational concept and a commitment to minimize impacts through monitoring of, and communication to guests. The requested hours of operation and occupant load are not expected to result in disproportionately high negative impacts to the community.
2. If the application is approved, the impact on the community is expected to be positive economically as the approval supports the business plan and long

term viability of the establishment. The business model is seen to align well with recent changes made to zoning bylaws which encourage this type of development. The establishment contributes to the richness, and diversity of offerings in the area.

3. The views of residents were solicited via a mail out which included 284 letters to neighbouring property owners and occupiers within 100 metres of the licensed location and a notice posted at the property. The City received nine letters in response to the request, eight expressing opposition to the application and one expressing support. The eight expressing concern or opposition included one letter from the Downtown Residents Association (DRA).
4. Council recommends the license endorsements be approved.

FOR (6): Mayor Helps, Councillor Alto, Councillor Collins, Councillor Dubow, Councillor Loveday and Councillor Potts

OPPOSED (2): Councillor Thornton-Joe and Councillor Young

CARRIED (6 to 2)

Committee recessed at 10:46 a.m. and returned at 10:53 a.m.

Councillor Thornton-Joe and Councillor Young did not return to the meeting after recess.

F. STAFF REPORTS

F.1 Go Victoria Project Update and Values Workshop

Staff provided a presentation with updates on the Go Victoria Project which will set plans and priorities to invest in sustainable and transformative ways to move people, goods, and services in, out, and around the City of Victoria.

Committee discussed:

#1: New Technologies vs Traditional Mobility

- mobility needs
- solutions to benefit the most people in their everyday life

#2: Storage vs Loading

- accessibility for parking
- issue of storage of private vehicles in public space

#3: Convenience vs Safety

- safety of pedestrians
- occurrences of collisions in the City
- speed vs safety

#4: Place vs Flow

- flow for who? in terms of accessibility

#5: Current Residents vs Future Residents

- liveability of future residents in the City
- importance of Climate Change being top priority for future residents

#6: Maintaining vs Building

- maintaining existing infrastructure for less costs in the future

#7: Regional vs Local

- importance of transportation to ferries and airport
- importance of investments in public transit

Councillor Collins left the meeting at 12:12 p.m.

Councillor Thornton-Joe returned to the meeting at 12:20 p.m.

F.2 Downtown Victoria Business Association - Business Improvement Area Renewal Request

Committee received a report dated March 18, 2019 from the City Clerk seeking Council's approval to proceed with an Alternative Approval Process for a five year renewal of the Business Improvement Area managed by the Downtown Business Association.

Moved By Councillor Alto
Seconded By Councillor Loveday

That Council direct staff to:

1. Proceed on the Council Initiative basis, with the Alternate Approval Process for the Business Improvement Area.
2. Report back with results of the counter petition process, and if assent is achieved present the BIA Bylaw for introductory readings.

CARRIED UNANIMOUSLY

Committee recessed at 12:21 p.m. and returned at 12:57 p.m.

H. NEW BUSINESS

H.1 Enhancing Parkland and Community Services at 950 Kings Road

Committee received a Council members' motion dated March 22, 2019 from Councillor Ben Isitt and Councillor Sharmarke Dubow regarding enhancing parkland and community services at 950 Kings Road.

Moved By Councillor Isitt
Seconded By Councillor Dubow

That Council:

1. Places itself on record favouring the retention of parkland and community services at 950 Kings Road, to provide a neighbourhood amenity and community amenity in an area that is seeing substantial current and future densification.
   Places itself on record favouring the rapid creation of new nonmarket housing options on the Provincial government-owned parcel at 2505 Blanshard Street (Evergreen Terrace), subject to the following conditions:
   a. Early, meaningful and ongoing engagement with existing residents of Evergreen Terrace and with the Downtown Blanshard Advisory Committee on the types of housing that is desired and the phasing of redevelopment.
   b. No net loss of family townhouse units and apartment units at rent levels equivalent to existing rent levels, with a right of first refusal for existing residents to occupy newly created units at equivalent rent levels.
   c. High quality design.
2. Directs staff to engage the Downtown Blanshard Advisory Committee and the Capital Regional District / Capital Regional Hospital District and report back to Council on a priority basis with options for creating City parkland and community services at 950 Kings Road.
3. Requests that the Mayor write, on behalf of Council, to the Provincial Rental Housing Management Corporation (BC Housing), requesting a meeting between BC Housing, City Council and City Staff at the earliest opportunity to identify options for expediting the creation of new nonmarket housing options at 2505 Blanshard Street (Evergreen Terrace), subject to the conditions noted above.

CARRIED UNANIMOUSLY

H.2 Advocacy for Provincial Climate Leadership

Committee received a Council member motion dated March 27, 2019 from Councillor Ben Isitt urging Council to advocate for provincial climate leadership by directing staff to forward electronic copies to Members of the Legislative Assembly of British Columbia.

Moved By Councillor Isitt
Seconded By Councillor Potts

That Council endorses the following resolution and directs staff to forward electronic copies to Members of the Legislative Assembly of British Columbia on Friday, March 29, 2019:

Resolution: Advocacy for Provincial Climate Leadership

WHEREAS the Intergovernmental Panel on Climate Change has warned that humanity has eleven years to take action to limit global warming to 1.5 degrees Celsius in order to avoid the worst impacts of climate change;

AND WHEREAS local governments in British Columbia including the City of Richmond, City of Vancouver, City of Victoria, Town of View Royal and Capital Regional District have declared a climate emergency and committed to achieving carbon neutrality by 2030;

AND WHEREAS reducing the consumption of fossil fuels is central to limiting emissions of climate-changing greenhouse gases;

THEREFORE BE IT RESOLVED THAT that the City of Victoria calls on Members of the Legislative Assembly of British Columbia to:

1. Declare a Provincial Climate Emergency;
2. Embrace provincial taxation and natural resource policies that reduce climate changing greenhouse gas emissions; and
3. Vote against the *Income Tax Amendment Act, 2019* and proposed tax subsidies to fossil-fuel corporations, focusing instead on economic incentives to expand renewable and low-carbon sources of employment, revenues and economic development.

Amendment:

Moved By Councillor Alto
Seconded By Councillor Isitt

THEREFORE BE IT RESOLVED THAT that the City of Victoria ~~calls on~~ **urges** Members of the Legislative Assembly of British Columbia to:

1. Declare a Provincial Climate Emergency;
2. Embrace provincial taxation and natural resource policies that reduce climate changing greenhouse gas emissions; and
3. ~~Vote against~~ **Consider voting against** the *Income Tax Amendment Act, 2019* and proposed tax subsidies to fossil-fuel corporations, focusing instead on economic incentives to expand renewable and low-carbon sources of employment, revenues and economic development

CARRIED UNANIMOUSLY

On the main motion:

That Council endorses the following resolution and directs staff to forward electronic copies to Members of the Legislative Assembly of British Columbia on Friday, March 29, 2019:

Resolution: Advocacy for Provincial Climate Leadership

WHEREAS the Intergovernmental Panel on Climate Change has warned that humanity has eleven years to take action to limit global warming to 1.5 degrees Celsius in order to avoid the worst impacts of climate change;

AND WHEREAS local governments in British Columbia including the City of Richmond, City of Vancouver, City of Victoria, Town of View Royal and Capital Regional District have declared a climate emergency and committed to achieving carbon neutrality by 2030;

AND WHEREAS reducing the consumption of fossil fuels is central to limiting emissions of climate-changing greenhouse gases;

THEREFORE BE IT RESOLVED THAT that the City of Victoria urges Members of the Legislative Assembly of British Columbia to:

1. Declare a Provincial Climate Emergency;
2. Embrace provincial taxation and natural resource policies that reduce climate changing greenhouse gas emissions; and
3. Consider voting against the *Income Tax Amendment Act, 2019* and proposed tax subsidies to fossil-fuel corporations, focusing instead on economic incentives to expand renewable and low-carbon sources of employment, revenues and economic development.

CARRIED UNANIMOUSLY

I. ADJOURNMENT OF COMMITTEE OF THE WHOLE

Moved By Councillor Alto
Seconded By Councillor Isitt

That the Committee of the Whole Meeting be adjourned at 1:33 p.m.

CARRIED UNANIMOUSLY

CITY CLERK MAYOR

Committee of the Whole Report
For the Meeting of April 11, 2019

To:	Committee of the Whole	**Date:**	April 5, 2019
From:	Andrea Hudson, Acting Director, Sustainable Planning and Community Development		
Subject:	Inclusionary Housing and Community Amenity Policy		

RECOMMENDATION

That Council:

1. Adopt the Inclusionary Housing and Community Amenity Policy, 2019.
2. Direct staff to:
   a) Apply the Inclusionary Housing and Community Amenity Policy, 2019 to rezoning applications received after April 11, 2019;
   b) Issue an Expression of Interest to non-profit housing and government agencies to purchase and/or operate inclusionary housing units;
   c) Monitor the requirements for staff resources needed for policy implementation, administration and monitoring and report back in one year with requests for additional resources as needed;
   d) Report back on policy results in three years following policy implementation (2022).

EXECUTIVE SUMMARY

The purpose of this report is to present Council with an updated Inclusionary Housing and Community Amenity Policy informed by extensive stakeholder feedback, new financial analysis, an updated jurisdictional review, and recent Council direction, as well as to seek Council approval on staff's proposed implementation plan. In Canada, *Inclusionary Housing* is a type of municipal policy that encourages developers to provide a portion of their new market housing projects at affordable rates. The City of Victoria's policy provides a guide for City officials and staff, applicants, and residents to negotiate for contributions that help remedy some of the potential negative impacts created by increased residential densities in new market strata developments. Specifically the policy encourages the supply of on-site affordable units in large projects, and through cash-in-lieu contributions to the Victoria Housing Reserve Fund from small and moderately sized projects. To preserve and enhance the liveability of neighbourhoods, a portion of cash-in-lieu contributions are also targeted for local amenity reserve funds for community use.

PURPOSE

The purpose of this report is to present Council with an updated Inclusionary Housing and Community Amenity Policy, and to seek direction on implementation.

BACKGROUND

Like many municipalities in Canada and particularly in British Columbia, the City of Victoria is facing an affordable housing crisis. There is demonstrated need for more housing affordability and choice across the housing spectrum. For many people in Victoria, finding an affordable, safe and suitable rental home is becoming increasingly challenging, while saving for a down payment to enter into homeownership is even further out of reach. Rates of homelessness in the Capital Region continues to rise, with 1,525 individuals identifying as experiencing homelessness in the 2018 Point in Time Count. The City has been inundated with stories of businesses being unable to find or retain employees, as the costs of living are much higher than average incomes. The vacancy rate in the metropolitan area for primary rental market increased slightly in 2018 but remains very low at 1.1%, while the rate for three-bedroom units was unable to be determined due to the extremely limited stock. Households in their family formation years of 30 to 45 years old, continue to move outside of the City of Victoria, most likely due to the lack of affordable or attainable family appropriate housing. The barriers into entering homeownership continue to rise. In 2018, the benchmark condominium value of a condominium was $501,500, which is over 700% of the annual median household income in Victoria's metropolitan area. The limited supply and rising costs of rental housing as well as increasing barriers to entry into homeownership represent significant impediments to the social and economic well-being of the community.

New development, especially new market condominium projects, provides needed housing supply to accommodate future growth; however, it does little to address housing affordability. Additionally, residential growth in the City of Victoria exacerbates the need for new affordable housing that meets the needs of residents, as well as places increased pressures on existing community amenities. The City of Victoria has a selection of mechanisms to address housing need across the spectrum. One tool to mitigate the potential negative impacts of increased residential densities in new development includes an inclusionary housing policy that encourages the supply of new affordable housing, as a portion of the residential units in new multi-unit and mixed-use market strata developments. However, it has to also be recognized that individual projects may not be able to bear the full cost of dealing with a larger social and economic problem of housing shortage. Therefore, it is important to balance the economic viability of new development with the need for affordable housing.

On July 21, 2017, Council passed a motion to replace the City of Victoria's *Density Bonus Policy (2016)* with an Inclusionary Housing and Community Amenity Policy. On March 8, 2018, Council clarified that the City should pursue several strategic approaches in developing the new policy. The City retained Coriolis Consulting in May 2018 to update the financial analysis that informed the original *Density Bonus Policy (2016),* and to analyse the viability of developing a policy based on inclusionary housing principles.

On September 6, 2018, Council considered a draft Inclusionary Housing and Density Bonus Policy and provided the following directions:

- Consider two options for defining bonus density, either from the base density in the OCP or density in the zoning bylaw;
- Consult on the decreased project size threshold, which identifies when the city considers cash community amenity contributions in lieu of on-site affordable housing; and
- Return with a final policy to take effect no later than March 31, 2019.

On November 8, 2018, Council provided further direction on the Inclusionary Housing and Density Bonus Policy:

1. To negotiate an affordable housing component in rezoning applications for new strata housing received from that date forward, using the draft Inclusionary Housing and Density Bonus Policy as guidance.
2. That consultation on the draft policy should take the form of a working group consisting of:
    a. rental housing advocates
    b. non-market housing providers
    c. Community Association Land Use Committees, and
    d. members of the development community;
3. To request that BC Assessment provide data on land values and land appreciation in the City of Victoria over the past decade.

On November 22, 2018, Council directed staff to negotiate community amenity contributions for all strata projects in every designation in the city greater than 10 units.

ISSUES & ANALYSIS

An updated Inclusionary Housing and Community Amenity Policy has been developed for Council's consideration, appended to this report in Attachment A. Information used to update this policy is as follows:

1. Statutory Context

Like nearly all municipalities in British Columbia, the City of Victoria is legislated under the *Local Government Act* (LGA). Section 482 of the LGA allows municipalities to establish zones with two or more levels of density: a base density which is permitted as of right and higher density level(s) which can only be obtained if certain amenities are provided. The amenities that can be required as a condition of higher density may relate to provision of affordable or special needs housing, heritage preservation, or other community amenities. Exact nature and level of amenities required has to be established in the zoning bylaw and may vary depending on particular circumstances of each site or proposed project. However, a policy setting out anticipated levels of the amenities that are expected as part of each project would assist the City, developers and the community in understanding what is generally expected given the existing housing and affordability conditions in Victoria.

Smaller developments may not be able to provide in-kind amenities or affordable housing, or they may not be financially viable to be operated effectively. Therefore, in some instances it may be preferable to accept payment in lieu of amenities and affordable housing with funds allocated to appropriate reserve funds. Those funds can then be used to develop appropriate amenities and affordable housing in other locations in the neighbourhood benefiting from both the economy of scale and possibility of leveraging these funds with grants from other levels of government.

2. Jurisdictional Inclusionary Housing Policy and Best Practice Review in British Columbia

A jurisdictional review of municipal inclusionary housing policies and established best practices in British Columbia was conducted (Attachment B). This included a literature review of municipal policy documents, institutional research and publications as well as interviews with municipal staff. As of March 2019, in addition to Victoria, five municipalities in BC have drafted or enacted inclusionary housing policies: Richmond, New Westminster, the City of North Vancouver, Port Coquitlam and Vancouver. These policies are tailor-made to best suit each municipality's unique contexts, with differences including housing needs and demand, residential land values, supply of land, municipal government capacity and resources as well as length of policy implementation, among others. However, the common elements in these examples that are supported by research, publications, and legal precedent, establish inclusionary housing policy best practices that are summarized below.

Each policy defines *inclusionary housing units* as on-site affordable housing units, and establishes a targeted amount of inclusionary units expected in new developments relative to the other units. The targets range from 10-30% with various levels of affordability across municipalities, with higher targets attained in municipalities with high relative land values. Best practice appears to be to set targets that suit typical developments in the subject municipality, and for the value of the amenities not to exceed 75% of the increased land value. In most municipalities, staff noted that targets were often not met, and the number of inclusionary units actually created are relatively small compared to the overall rates of new development. In some municipalities, policies apply to rental while others apply only to strata. The biggest challenges stemmed from operational and legal agreements pertaining to affordable rental units within strata buildings. The outcomes of the policy appear to improve the longer the policy is in place, as well as when there are partnerships with non-profit organizations and senior levels of government.

An important finding of the review was the value of involving non-profit housing providers, which has reduced municipal administrative costs and increased the likelihood of achieving intended policy outcomes. Cities appear to play an important role in supporting these partnerships. Additionally, a long-term perspective should be applied to take into consideration the full life cycle costs of the units, including municipal monitoring and operational sustainability. Monitoring the units created and reporting out CACs collected increases transparency and helps residents be aware of the tangible benefits received from new development in their neighbourhood. These best practices and lessons learned have been incorporated into the updated policy wherever possible.

3. Density Bonus Policy (2016-2018) Review

The City of Victoria's *Density Bonus Policy (2016)*, which was in effect from October 2016 – November 8, 2018, set a fixed rate cash-in-lieu CAC target for small and moderate projects, while encouraging a negotiated approach and on-site affordable housing for large and non-standard developments. A review of CACs committed from completed rezonings between 2016 and 2018 showed the following benefits to the community:

Committed Community Amenity Contributions, 2016-2018:

- $1,996,392 in local amenity contributions
- $1,312,285 in cash allocated to the Victoria Housing Reserve Fund (VHRF)
- $126,990 in heritage improvements
- 553 units of secured purpose-built rental housing
- 18 on-site market rental units
- 19 on-site affordable rental units

The monetary contributions listed above have been committed to the City through the development approvals process, and are only collected once and if building permit applications are submitted. Additionally, there are currently 15 pending rezoning applications proposing approximately $11,000,000 in cash CACs, 500 purpose built rental units, and 80 on-site affordable or market rental units. However, these contributions have not been committed until rezoning approval and once committed, are only collected when and if building permit applications are submitted.

Because the policy was only in effect for 2 years, and multi-unit strata developments typically take 4 to 7 years from inception to occupancy, it is not possible to fully measure the impacts of the policy.

However, some successes and challenges have been identified. The *Density Bonus Policy (2016)* was successful in:

- The policy achieved a balance of contributions that achieved multiple objectives, by receiving commitments in the form of monetary contributions to various funds including the Victoria Housing Reserve Fund, and inclusionary units in the form of affordable and market rental units
- Preserving and enhancing heritage buildings, particularly in the downtown area
- Incentivizing the development of a significant stock of purpose-built rental by permitting additional density without requesting CAC payments
- Achieving a balance between predetermined fixed rates for small and moderate projects and a negotiated approach for large projects

The policy was limited in achieving some intended outcomes, including:

- CACs collected were spread across multiple City priorities (e.g. heritage, housing, various local amenities) and several areas in the City, resulting in a smaller impact in each fund/area.
- Fixed rates (the price per square foot charged by the City for additional density) were not regularly updated to reflect current market conditions, resulting in fixed rates that were too low; there was also limited uptake of the fixed rates until the end of 2018
- The policy set a negotiated approach for onsite affordable housing in large projects, however, affordability expectations were not clearly defined which resulted in inconsistent levels and length of affordability achieved
- The policy encouraged onsite affordable units through an incentive to consider 10% additional density above OCP limits. No proposals took up this incentive, which may be due to the limited amount of time that the policy was in place and because achieving maximum density (or higher) is often challenging due to design and zoning limitations, neighbourhood plans, and potential community opposition to higher density developments beyond the OCP.

4. BC Assessment Data

BC Assessment was asked to provide residential property values in the City of Victoria for the past ten years. This request for data requires a substantial amount of time and resources from BC Assessment, which would not have been able to be provided by March 31, 2019. However, staff have accessed the City of Victoria’s inventory of BC Assessment data that is collected and maintained annually. Further Council direction for intended outcomes of using the City’s current BC Assessment Data is needed to inform policy analysis as the policy is monitored overtime.

5. Updated Financial Analysis

Coriolis Consulting produced a draft financial analysis report for the City of Victoria in August 2018 that identified targets for inclusionary units, defined as on-site affordable housing units. The analysis assumes that the amount of on-site affordable housing that can be provided is dependent on the target rents levels, permitted rent increases over time, and the unit size and mix of the inclusionary units. Deeper levels of affordability reduces the number of inclusionary units that can be achieved. Finally, any inclusionary housing contributions negotiated will reduce or eliminate the opportunity for contributions toward other amenities. This financial analysis was updated during the consultation period to consider the following:

- market fluctuations including provincial policies that have cooled the market
- increased construction costs
- adjusted rent levels and family unit targets
- cost of property management for the inclusionary units

- uncertainty about the value of the inclusionary units given their ownership appeal is unknown

Through this analysis, Coriolis determined that the City can reasonably expect the following:

- 10% of the total units or floorspace of new strata development could be inclusionary units in Core Residential and Large Urban Villages
- $35 per square foot is a reasonable fixed rate cash contribution in the Core Residential and Large Urban Village designations, and
- $20 per square foot could be the fixed rate in Urban Residential designations

These updated fixed rates are higher than those in the Density Bonus policy that was in place from 2016-2018, which requested $12 per square foot in the Downtown Core Area and $5 per square foot outside of the Downtown Core Area.

The finalized updated analysis is available in Attachment C. Following Council direction in September 2018, Coriolis was also requested to provide a separate analysis of the two approaches for calculating bonus density: from densities above those listed in the zoning bylaw or from the base densities in the OCP. These findings are discussed in detail in Section 7, under Key Component 1 below.

6. Draft Policy Engagement and Working Group

Since August 2018, a number of meetings with a wide range of stakeholders have been held to gather information and receive valuable feedback on the draft policy. In December 2018, an Inclusionary Housing working group has been struck consisting of 11 peer-appointed individuals representing a diverse range of interests, as well as several additional stakeholders who acted as observers during the working group meetings. Working group member groups are identified in the following table:

Community Representation	Developer Representation
Condominium Homeowners Association	Aryze Developments
Downtown Residents Association	BC Housing
Generation Squeeze	Capital Regional District Housing
James Bay Community Association	Greater Victoria Housing Society
Together Against Poverty Society	Urban Development Institute / GMC Projects
Community-at-Large	

Three working group meetings were held from January to March 2019, at which participants identified priorities, concerns and recommendations related to the draft policy, (Attachment D). At the final meeting, the group workshopped a revised draft policy incorporating each group’s feedback and the updated financial analysis.

7. The Inclusionary Housing and Community Amenity Policy – Key Policy Components

The updated Inclusionary Housing and Community Amenity Policy contains several key components, each of which has options for Council consideration. This section of the report provides a policy recommendation for each key component of the policy for Council to consider, along with policy considerations and working group feedback where applicable.

Policy Component 1: Defining Bonus Density

There are two options for calculating and defining bonus density in Victoria: as additional residential density above the base residential density identified in the urban place designation in the OCP; or as additional residential density above existing zoning.

The first approach (calculating bonus density from the OCP base) is currently used by the City. An alternative approach would be to calculate bonus density from the density in listed in the zoning. Depending on the site, the zoned density could be less than, equal to or be of higher value than the base OCP density.

Considerations

Coriolis Consulting provided additional analysis to investigate these two approaches (Attachment E). The analysis looked at nine representative sites in the City that are considered viable for redevelopment and could thus be candidates for bonus density. The analysis found that:

- One site was determined to not be viable with either approach
- Five sites did not show any increased value in the land (and thus no room for additional CAC collection) when bonus density was calculated from zoning instead of OCP base
- Three out of the eight sites did show an increased value when calculating bonus density from zoning.

Overall, the analysis confirmed that calculating bonus density from the OCP base is a reasonable approach for *most* redevelopment sites, because additional opportunities for CACs only exists on some exceptional sites. While the analysis did show that some CACs may be missed with the City's current approach, following feedback from the working group, Coriolis totaled the potential CACs from the two approaches and found that there would be less CACs collected overall should the bonus density be calculated from zoning. The reasons for this are outlined below.

Working Group Feedback

City staff and Coriolis presented information and analysis on the two approaches at all three working group meetings in order to maximize opportunities for feedback and improve the level of understanding on this complex policy component. An additional meeting was held strictly on this topic where interested working group participants could ask specific questions about the analysis. Despite the extensive consultation on this issue, there remains some division amongst stakeholders' preferred policy approach, and so staff weighed the following options that are considered to be feasible:

Option 1: Defining Bonus Density from base densities identified in zoning bylaw (zoning)

The City could move to calculating bonus density from base densities identified in the zoning bylaw, however there are several implications to this approach:

- Victoria's Zoning Regulation Bylaw has over 700 unique zones, making the task of setting targets or projecting policy outcomes challenging and arduous to administer
- The availability of sites for development is limited in Victoria and this change would limit the supply of development sites further
- Reduced development would limit the amount of CACs available for collection
- Land values would shift, decreasing values in many sites and increasing values in specific sites that remain development candidates

- These shifts could result in negative impacts on affordability overall, including reducing the supply of all new housing types in the City including rental and affordable housing
- To use a fixed rate CAC approach, the fixed rate needs to be set at a level that is viable for most rezonings, not a rate that works only for specific rezonings. However, some rezonings may be able to make a larger contribution than the fixed rate target. In order to capture the extra value between the zoning and the OCP base density that is created by some rezonings, the City could use a negotiated approach for all rezonings (determined by a land lift analysis rather than a fixed rate).
- A negotiated approach would ensure that the City is capturing the full amount of CAC's. However, it reduces the predictability of policy outcomes and is a less transparent process than fixed rate targets. Additionally it requires contracting an external consultant to conduct a land lift analysis and extends administrative timelines (rezoning applications will take longer).

Option 2: Defining Bonus Density from base densities identified in the OCP

The current density bonus system defines bonus density as the increase in residential densities above the base listed in the OCP. This density bonus system has both benefits and limitations, including:

- Due to the variety of zoning regulations throughout the City, there are some exceptional sites that garner additional value between the zoning and the OCP base. In these cases, this density bonus system would not be capturing this increase in value
- For many sites in the City, the base densities listed in the OCP do not provide an incentive to redevelop as the value of these densities match the value under their existing use. In this way, there is low to no value from the zoning to the OCP base
- This method moderately restrains the level of residential development by only encouraging redevelopment when the value of the current use is less than the potential value of redevelopment. There is a finite level of these potential development sites in a built-out city such as Victoria
- The current density bonus system allows the City to align with and set targets for OCP areas, creates simplicity in administration and predictability within the development process.

Policy Recommendation

Considering the financial analysis provided by Coriolis, the diversity of working group feedback, a comparative analysis and review of the residential densities offered in the *Zoning Regulation Bylaw* and the OCP, and analysis of the considerations listed above, the following blended approach to calculate bonus density is recommended:

1. Establish a new level of bonus density that calculates contributions from zoning to the base density established in the OCP, and apply a fixed rate contribution of $5 per square foot or less. This fixed rate contribution should not significantly affect the viability of most developments, while still providing the contributions to amenities needed to address the housing and affordability issues. This new level of bonus density ($5 per square foot or less) would be in addition to current bonus density fixed rate targets ($35 and $20 per square foot) that is requested above the OCP base densities.
2. Employ a negotiated approach for exceptional sites to ensure adequate amenities are provided on such sites as part of new development, based on the proposal's ability to pay for those amenities.

3. This approach seeks to strike a balance between following best practice of creating comparable, reasonable and predictable CAC targets and reducing risks of unintended impacts on the creation of new supply across the housing spectrum. It also considers Victoria's unique context by proactively capturing exceptional sites where the general CACs may not be reflective of their development scenarios.

Policy Component 2: Policy Approach

The Inclusionary Housing Working Group provided a significant amount of feedback on and input into an updated policy approach.

Overall, the working group was generally supportive of several policy revisions including:

- Updated targets that reflect current market conditions
- $5 per square foot fixed rate from zoning to OCP base
- Increased size threshold, where projects of 60 units or greater must contribute inclusionary units, and sites with fewer than 60 units would have the option of providing cash contributions
- The addition of an option to set inclusionary unit targets as a percentage of total floorspace ratio (FSR) rather than a percentage of total units to encourage more family sized units
- A more balanced approach whereby both cash contributions and inclusionary units are strategically targeted

Additional recommendations and concerns received by the working group include:

- Non-Profit Housing Developers would like to see a cash-in-lieu option for large projects (60 units or greater), as contributions through the Victoria Housing Reserve Fund fulfil a current unmet need in new developments and have a greater impact on affordability
- Developers expressed a concern that the fixed rates in Urban Residential were too high and may affect infill housing development. Developers also expressed a desire to see flexibility for other amenities and consideration for densities above the OCP maximums
- CALUCs expressed concern that most large projects would be built downtown, therefore reducing the amount of cash contributions for local amenities for the neighbourhood that will see the most bonus density approved.

Considerations

From consultation and analysis, staff have determined that a fixed-rate approach could be considered for most rezoning projects. However, there will be 'atypical' projects where the fixed-rate targets should not apply. In these instances, a negotiated approach involving economic analysis (a land lift) to determine the proposed development's ability to provide amenities would be expected. Examples of atypical rezoning applications include projects that involve a rezoning from a zone with no residential use, projects that are larger than a city block, or contain buildings eligible for heritage conservation, designation, or are listed on the heritage register.

Policy Context

There has recently been significantly renewed investment in affordable housing by both the federal and provincial governments, through the National Housing Strategy (released November 2017) and Homes for BC: A 30 Point Plan for Housing Affordability in BC (February 2018). The provincial plan has a target of 114,000 new affordable homes across BC over 10 years, with the first program of this plan including secured funding for five projects proposing 588 new homes in the City of Victoria.

During consultation on the draft policy, non-profit housing providers and government funders articulated the importance of municipal capital contributions to new affordable housing developments to leverage investment from senior levels of government. The City's contributions through the Victoria Housing Reserve Fund can often secure project viability. Equity contributions are vital to the creation of new affordable housing development as the funding programs offered by senior levels of government take the form of financing or operational subsidies, rather than grants. The majority of non-profit organisations do not have equity readily available either in the form of land or financial contributions. Municipal contributions in the form of grants fulfil an unmet need, and allows organisations to access more favourable financing rates, which secures the viability of the projects and deepens the levels of affordability of the unit rents as a result.

Staff completed an analysis of the value of monetary contribution allocated to affordable housing grants vs. creating inclusionary housing units to evaluate which would deliver the most affordable housing the most quickly (Attachment F). The analysis suggests that cash contributions would deliver the highest rate of return in the shortest amount of time, while inclusionary housing units would have a more moderate impact.

Consideration	**Victoria Housing Reserve Fund**	**Inclusionary Units**
Estimated development time	1 to 7 years	3 to 7 years
Estimated number of units created with $200,000 investment	6 to 20 units	1 unit
Percentage of Municipal Contribution	3-5% of total project costs	100% of CAC
Number of partners	Many partners	Some partners
Level of Affordability	Very low to moderate incomes	Low to moderate incomes
Risk	Low	Medium
Dependencies	High	Medium
Resources (Time& Cost)	Limited	High
TOTAL IMPACT	**High**	**Medium**

Despite this analysis, there remain additional benefits to requiring on-site affordable housing units in some circumstances, including:

- to empower municipalities to create affordable housing in the absence of government funding (should current investment cease),
- to create buildings with a social mix of residents, with low, moderate and high household income and tenure types, and
- to create affordability in areas of the city with high land values.

Policy Recommendation

The updated policy seeks to strike a balance where inclusionary housing targets are set for large projects and cash-in-lieu CACs are accepted for small and moderate projects.

As per the previous policy, the following projects are considered to provide public benefit and can therefore achieve additional residential bonus density without contributing CACs:

- 100% purpose-built secured market rental projects
- 100% non-market residential projects owned by a non-profit or government agency
- Projects with heritage conservation contributions of equal or greater value to that of the community amenity contribution

Policy Component 3: Inclusionary Housing Options and Expectations

The Inclusionary Housing Policy defines the City's expectations for the number of inclusionary housing units expected to be included in new multi-unit or mixed-use strata residential developments of a certain size seeking bonus density. These inclusionary housing targets assume that:

- The amount of affordable housing that can be provided is dependent on the amount of bonus density achieved, the area of the City, unit tenure, rents and permitted increases, and the unit size and mix.
- The deeper the affordability in the inclusionary units, the lower the number of units that can viably be achieved through this policy.
- Any inclusionary housing contributions negotiated will reduce, or eliminate, the opportunity for contributions toward other amenities.

Inclusionary Housing Targets

Current financial analysis of the Victoria market revealed that the City could reasonably require 10% of the total units or total FSR of the building to be dedicated to inclusionary housing units in the Urban Core, Town Centre and Large Urban Villages in buildings proposed to be 60 units or greater. The threshold of 60 units is higher than previously contemplated unit thresholds for requiring inclusionary units but is deemed important because the City will be able to:

- Capture larger cash in lieu contributions from the density bonus system to have a meaningful impact to the funds the dollars are allocated to;
- Ensure there are a minimum number of inclusionary units in developments, as economies of scale increase the long-term viability of inclusionary units, decrease property management costs, and allow non-profit housing organizations to purchase and/or manage the units
- Improve alignment with senior government funding programs

Affordability

There are demonstrated needs for more housing affordability and diversity across the housing spectrum. It is recommended that inclusionary units target the following rents that are affordable to *low to moderate* and *moderate-income* single and family households in Victoria, as outlined below:

	Studio	**1 Bed**	**2 Bed**	**3+ Bed**
Monthly Shelter Costs	$875	$1,050	$1300	$1,750
Household Income	$35,000	$42,000	$50,000	$70,000

These rent levels allow for:

- Long term viability of units
- Partnership with non-profit housing operators
- Fulfils housing needs for low to moderate income groups that is not served by other programs

- Avoiding conflict with direct funding programs or rent supplement programs from senior government to very low and low income groups
- Partnerships with other funding programs for low to moderate income households by aligning with BC Housing's low income threshold (Housing Income Limits 2018) and 100% of CMHC average rents in the Victoria CMA in 2018

Tenure

The new policy contemplates affordable homeownership units that are targeted to the moderate income range of the City's Housing Targets ($55,000 to $85,000 depending on household size). Partnerships with non-profit housing providers or government agencies are required. Staff recommend leaving these targets flexible, in order to align with other funding programs, such as BC Housing new affordable homeownership programs. Applicants would be required to carry out an economic analysis to determine the number of units provided based on the affordability targets identified by the City.

For both tenure options, family appropriate units are prioritized (10% 3 bed and 20% 2 bed), particularly by allowing applicants to provide a lesser total number of units should they achieve more family sized units that account for 10% of the total FSR in the building.

Working Group Feedback

The revised policy integrated many of the working group's recommendations including:

- Addition of an affordable homeownership option, that allows for flexibility for partnerships with multiple programs while ensuring long term public benefits are achieved
- The option to provide rental units was retained, and the rent levels have been adjusted to:
    - accommodate higher operating costs for both private and non-profit operators
    - align with the City's affordable housing targets
    - align with BC Housing's programs, by aligning with the Housing Income Limits (HILS), a widely used indicator to determine income levels of low income households

Policy Component 4: Community Amenity Allocation

When considering cash in lieu contributions, staff evaluated feedback and City goals and presented to the working group a proposed approach of allocating 50% of cash contributions allocated to the Victoria Housing Reserve Fund, and 50% to amenities, either to the local amenities fund or the Downtown Core Area Public Realm Improvements Fund. In all cases staff recommended including an option for Council to reallocate at their discretion on a case-by-case basis. This allocation will support both affordability and livability as the City grows. The revised policy no longer allocates contributions to the Downtown Heritage Buildings Seismic Upgrade Fund, which has been accruing slowly given only 25% of funds have been directed there. Given the other successful heritage incentives the City currently offers, including the Heritage Tax Incentive Program, heritage grants and considerations for bonus density and zoning variances for heritage conservation, it is recommended that while housing remains a priority, that funds not be directed here for the short term. This reduction will enhance policy outcomes by reducing the number of funds in which contributions are dispersed.

All members of the working group expressed support, in principle, for achieving a mix of cash and inclusionary housing units. CALUC members expressed concern that the allocation in the revised policy would substantially reduce the amount of funding for community amenities in neighbourhoods, and particularly in the Downtown Core Area, which will see the most inclusionary housing units based on the size and location of development. CALUC members expressed additional concern for the proposal to not direct funds to the Downtown Heritage Buildings Seismic Upgrade Fund. The working group also suggested that more information be provided to clarify how amenities such as parks and recreation centres are funded by the City and how this relates to the policy.

Policy Component 5: Option for Economic Analysis

The draft policy from September 2018 included a "hardship clause", which has been revised to a section titled "Option for Economic Analysis", which provides an option to negotiate a different contribution target where site-specific considerations compromise viability, for example when:

- The existing zoning permits a density that is higher than the base OCP density
- The land value under existing zoning is higher than the base OCP land value
- The proposed density is significantly lower than the maximum permitted OCP density**.**

The cost of the land lift analysis in these circumstances is now proposed to be covered by the applicant rather than deducted from the CAC contribution.

It has to be noted in this context that while it is intended that the new Inclusionary Housing and Community Amenity Policy would be applied to most new developments, it remains a policy rather than a legislative instrument and Council retains discretion when dealing with each proposal on a case by case basis.

Implementation Actions

The following actions related to the Inclusionary Housing and Community Amenity policy will be taken to implement it, should the policy be adopted by Council:

- Issue an Expression of Interest to invite non-profit housing organizations and government agencies to purchase and/or operate inclusionary housing units. This action will allow the City to facilitate partnerships between non-profits, governments and private developers.
- Direct staff to revise the Downtown Core Area Plan (DCAP) as this plan outlines density bonus opportunities and will need to refer to the Inclusionary Housing and Community Amenity policy to ensure alignment.
- Direct staff to monitor the requirements for staff resources for policy implementation, administration and monitoring and report back in one year with requests for additional resources if needed.
- Upon enactment, apply the Inclusionary Housing and Community Amenity policy to all new applications received after April 11, 2019.
- Direct staff to report back on policy results in three years following policy implementation (2021).

OPTIONS & IMPACTS

<u>Option 1</u>: Adopt the Inclusionary Housing and Community Amenity Policy as presented, and Implementation Actions (Recommended)

Staff recommend that Council endorse the Inclusionary Housing and Community Amenity Policy as drafted to come into effect following the April 11, 2019 Council meeting and direct staff to undertake the policy implementation actions outlined in this report.

<u>Option 2</u>: Adopt the Inclusionary Housing and Community Amenity Policy, but allow an option for monetary contributions to be provided in large projects with 60 units or greater

Given feedback from the non-profit housing representatives on the working group, the information provided in this report, and the shifting political economic context, Council may wish to consider accepting monetary contributions in large projects in order to enhance contributions to the Victoria Housing Reserve Fund. Non-profit housing developers assert that municipal grant contributions to new affordable housing development will better achieve Council's intended policy outcomes of creating the most amount of affordable housing, most quickly.

<u>Option 3:</u> Adopt the Inclusionary Housing and Community Amenity Policy, but with amendments to thresholds

Given feedback from the CALUC representatives on the working group, Council may wish to revise the percentage allocations for the cash-in-lieu contributions. The CALUC representatives had recommended 20-40% be directed to the Victoria Housing Reserve Fund and 60-80%, respectively, be directed to community amenity contribution funds to maintain liveability and off-set impacts of density within neighbourhoods.

2019 – 2022 Strategic Plan

This work fulfils an action in the 2019-2022 Strategic Plan, under Strategic Objective #3: Affordable Housing, to develop a community amenity contribution policy.

Impacts to Financial Plan

Council allocated a budget to support this work as part of the 2018 budget process. As this policy will require ongoing monitoring and up-to-date market analysis, there will be an annual impact to future financial plans in the amount of $35,000 starting in 2020.
Should the annual monitoring require additional policy analysis and/or engagement with stakeholders, this amount would need to be increased.

Collection of cash-in-lieu payments will support the Victoria Housing Reserve Fund applications and community amenities. The specific amount is market and development dependant and is unknown that this time. Given typical development cycles, reporting on actual impacts could be undertaken after the policy has been in effect for a minimum of two years.

Accessibility Impact Statement

The *Local Government Act* permits density benefits for amenities, affordable housing and special needs housing. As Council's objective for this policy has been focused on achieving affordability, this policy does not pursue bonus density for units adapted for special needs. Council could direct further work on this if there is a desire to include special needs housing as part of future policy updates.

Official Community Plan Consistency Statement

The proposal is consistent with the OCP, particularly Chapter 13, Housing and Homelessness; and the Density Bonus policies (19.7 – 19.9).

CONCLUSIONS

Council has directed staff to replace the *City of Victoria's Density Bonus Policy* (2016) with a new policy that will better meet the City's affordable housing objectives. Staff have developed a recommended policy that will fulfil Council's objective of delivering on-site affordable housing through residential strata rezoning in cases where additional density is being sought.

Respectfully submitted,

Hollie McKeil, Housing Planner
Community Planning Division

Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager: Jocelyn Jenkyns

Date: April 5, 2019

List of Attachments:

- Attachment A: Inclusionary Housing and Community Amenity Policy
- Attachment B: Jurisdictional Inclusionary Housing Policy and Best Practice Review
- Attachment C: Coriolis Consulting Corp - City of Victoria - Financial Analysis for Density Bonus and Affordable Housing Policy - Aug 2018 - Final Version
- Attachment D: Inclusionary Housing Policy and Working Group Consultation Summary
- Attachment E: Coriolis Consulting Corp - Memorandum - Fixed Rate CAC on Rezonings to Base OCP Density
- Attachment F: Assessment of Policy Impacts on Affordability

Inclusionary Housing and Community Amenity Policy

1. Policy Purpose

This policy sets out the City's expectations regarding Community Amenity Contributions (CACs) and provides a guide as part of the rezoning process for new multi-unit or mixed-use strata residential developments. The City of Victoria is facing an affordable housing crisis and increasing residential densities in market strata developments can exacerbate the need for affordable housing and increase pressures on community amenities. This policy seeks to mitigate these impacts by encouraging the supply of new affordable housing, through the creation of *inclusionary housing units*, defined as on-site secured rental or homeownership units that meet the City's housing affordability targets, as part of new multi-unit or mixed-use strata residential developments. When delivered in small numbers, inclusionary housing units can be challenging and costly to administer, operate and monitor overtime. Therefore, for small and moderately sized projects, monetary contributions to municipal reserve funds in lieu of inclusionary housing units are considered as these contributions can accrue over time to more effectively deliver local amenities and affordable housing that provide greater public benefits. This policy balances the need for new inclusionary housing units or payments in lieu against the proposed development's ability to provide the CACs. This is done by limiting the value of expected CACs to a reasonable fixed amount per square foot of increased density or a negotiated CACs amount equal to 75% of the value of the increased density.

2. Rezoning Proposals for Bonus Density

Proposals for rezoning will be considered on their merits based on the policies of the Official Community Plan (OCP), informed by relevant neighbourhood plans, other adopted City plans, and unique characteristics of the site. It should not be assumed that a rezoning proposal will be approved simply because amenity contributions are proposed in accordance with this policy. (See OCP 6.3).

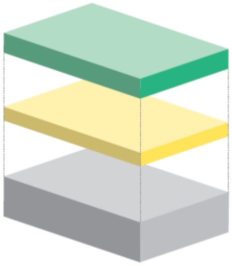
3. Alternative Amenities Provided as Policy Exemptions

The following development proposals are exempt from this policy:

- 100% rental projects (or mixed-use projects where the residential portion is 100% rental) and tenure is secured by legal agreement for the greater of 60 years or the life of the building;
- 100% non-market projects owned by non-profit or government agency, secured by legal agreement;
- Projects with heritage conservation contributions of equal or greater value to that of the community amenity contribution are exempt as determined through an economic analysis;
- Projects that do not include residential use.

4. Levels of Bonus Density

This policy establishes two levels of residential bonus density, outlined below. One or both of the Bonus Density Levels 'A' or 'B' may apply to specific developments if amenity is provided:



Level 'B' : OCP Base Density to Proposed Density
An increase in residential density from the OCP base density to the Proposed Density if Community Amenity Contribution is provided.

Level 'A': Existing Zoning to OCP Base Density
An increase in residential density from the Zoning Regulation Bylaw to the OCP base density if Community Amenity Contribution is provided.

As of Right Zoning: Amount of residential density permitted on an outright basis in the Zoning Regulation Bylaw. No Community Amenity Contributions or affordable housing provided.

5. Amenity Contribution Targets & Approach

The following tables outlines two approaches for either typical or atypical rezoning applications:

APPROACH 1: FOR TYPICAL REZONING APPLICATIONS

This table describes the City's affordable housing and amenity contribution targets that are appropriate for typical rezoning scenarios:

Levels of Bonus Density (One or both may apply)	**Areas**	**Project Size**	**Affordable Housing & Amenity Contribution Targets**	
Level 'A' Bonus: Existing Zoning to OCP Base Density	Urban Core*, Town Centre, Large and Small Urban Villages, Urban Residential	N/A	Cash-in lieu contribution	\$5/ ft^2 of bonus floor space
Level 'B' Bonus: OCP Base Density (or zoning whichever is higher) to Proposed Density	Urban Core* Town Centres Large Urban Villages	Large Projects (≥ 60 units)	Inclusionary Housing Units	10%** of the project's total FSR or total units
		Small and Moderate (≤ 59 units)	Cash-in-lieu contribution	\$35/ft^2 of bonus floor space
	Urban Residential	N/A		\$20/ ft^2 of bonus floor space
	Small Urban Villages	N/A		\$5/ ft^2 of bonus floor space

*Urban Core includes the following OCP urban place designations: Core Business, Core Historic, Core Employment, Core Songhees, Core Residential, and Core Inner Harbour/Legislative

**This target is to be met for the delivery of on-site inclusionary rental units. This target should be exceeded for Affordable Home Ownership units to be determined by economic analysis.

APPROACH 2: FOR ATYPICAL REZONING APPLICATIONS

Identifies unique projects whereby an economic analysis is requested and the fixed-rate targets in Table 1 will not apply. The economic analysis will calculate the land value created by the rezoning proposal beyond the land value under existing zoning to identify CACs levels that can be provided while the project remains economically viable. Atypical rezoning applications are defined as one or more of the following:

1. Requires an amendment to the urban place designation in the OCP;
2. Involves a rezoning from a zone with no residential use (e.g. industrial, general employment, shopping centre) to a zone which allows for residential use;
3. Requires significant on-site circulation or public amenities specified in a City plan;
4. Is larger than a half city block;
5. Contains a building which is eligible for heritage conservation and/or heritage designation, or listed on the heritage register;
6. Is subject to a Master Development Agreement (MDA) at the time the application is made

Please refer to Section 7 in this policy for further guidance on the use of an economic analysis.

6. Cash-in-lieu Community Amenity Contributions

Cash-in-lieu contributions collected from bonus density will be allocated to the Victoria Housing Reserve Fund or for community amenities via the following funds, according to the following schedule or on a case-by-case basis at Council discretion:

Allocation	Priority	Fund Descriptions
50%	**Affordable Housing**	**Victoria Housing Reserve Fund** provides grants to assist in the development and retention of affordable housing for low or moderate income households within the City of Victoria.
50%	**Community Amenities**	Monetary amenity contributions provided by projects within the Downtown Core Area will be directed to the **Downtown Core Area Public Realm Improvement Fund**. Monetary amenity contributions for projects outside of the Downtown Core Area will be directed to the **Local Amenities Fund** and earmarked for the neighbourhood or local area where the density is realized. Decisions on what community amenities the funds will support will be at Council's discretion and guided by local area or neighbourhood plans.

7. Option to Determine CACs Using an Economic Analysis

An economic analysis conducted at the applicant's expense may be used to determine the amount of CAC an approvable project can support. The City considers 75% of the increase in land value from existing zoning to be a reasonable balance between the need for CACs and a project's economic viability. This analysis is to be completed by an independent third-party consultant agreed upon by the developer and the City of Victoria, and engaged by the City. Alternatively, at the City's determination the study may be undertaken by an agent or employee of the City qualified to perform such analyses. Examples of when an applicant may opt to use an economic analysis include but are not limited to:

- The existing zoning permits a density that is higher than the base OCP density;
- The land value under existing zoning is higher than the base OCP land value;
- The proposed density is significantly lower than the maximum permitted OCP density.

The applicant is required to provide key information to support the analysis, such as detailed hard and soft cost estimates for the project (from a third party contractor or quantity surveyor), an appraisal (or valuation) supporting any valuations under existing use and existing zoning as well as any other information that the City (or its consultant) thinks is required.

Schedule A: Inclusionary Housing Expectations 2019

The following section outlines the options and expectations for inclusionary housing units created through this policy.

Inclusionary Housing Unit Ownership: The developer can retain ownership or sell.

Affordable Homeownership Option: Partnership with a non-profit organization and/or government agency is required; however, affordability will remain flexible to align with existing or emergent programs:

- The shelter costs should not exceed 30% of total household income
- The unit purchase prices should be near the City's moderate household income targets that range from $55,000 to $85,000 per year depending on unit size
- Units will be owner occupied as secured through legal agreements
- Owners will be income tested to verify eligibility
- The City retains long term benefits either in the form of restrictions on resale; or the collection of CACs upon resale as part of BC Housing's Affordable Homeownership Program
- Records of ownership and resales reported to the City upon request.

Affordable Rental Units: Partnership with a non-profit housing provider and/or government agency is strongly encouraged and the affordability thresholds listed below should be achieved and maintained:

- The monthly housing costs should include all fees and charges and not exceed 30% of total household incomes, including utilities and other strata fees or other charges. This will be secured via a legal agreement and may be subject to monitoring.
- The monthly housing costs should align with the low to moderate and moderate-income households in the City's Housing Targets, listed below (based on 2018 levels):

	Studio	1 Bed	2 Bed	3+ Bed
Monthly Housing Costs	$875	$1,050	$1,300	$1,750
Annual Gross Household Income	$35,000	$42,000	$50,000	$70,000

- Tenancies are to be regulated under the Residential Tenancy Act (RTA)
- The affordability and tenure will be secured for the greater of 60 years or for the life of the building through legal agreements
- The owners of the inclusionary housing units may renegotiate the legal agreements should the operating costs and taxes exceed the restricted inclusionary unit rent increase over time
- Reporting of current rent rolls to the City of Victoria is required upon request.

Unit Size Options and Family Sized Unit Prioritization (Applicants may elect either option):

A. **10% of Total Units:** These projects strive to achieve the target percentage listed to the right, in order to provide a range of unit sizes.

B. **10% of Total FSR:** These projects prioritize family units by dedicating 10% of the FSR to the provision of 2 & 3 bedroom units.

Target (%)	Unit Size
35%	Studio
35%	1-Bedroom
20%	2-Bedroom
10%	3-Bedroom

Schedule B: Inclusionary Housing and Community Amenity Policy Administration

1. Securing Amenity Contributions

Amenity contributions may generally be secured in one of three ways:

- Rezoning to a zone which specifies: a base density; one or more additional densities which may be achieved with the provision of community amenities; and the number, extent and kind of amenities;
- A legal agreement that will detail the amenity contribution to be delivered,
- Where the amenity includes affordable housing, an executed housing agreement, and adoption of a Housing Agreement Bylaw.

Where the amenity is a monetary contribution, it will include an escalator equal to the annual change in the Victoria Area as measured by Consumer Price Index (CPI) or to construction cost as measured by a rate determined through an economic study commissioned by the City of Victoria on an annual basis. Monetary amenity contributions will be due prior to issuance of a building permit. In a phased project, the amenity contribution may be divided proportionately between different phases of the development.

2. Administrative Notes

- Refer to the Downtown Core Area Plan (DCAP) for further detail on base and maximum densities for residential or commercial use within the DCAP boundaries.
- Where the OCP indicates only one density outside of the Downtown Core Area (Industrial, General Employment), the base density for residential uses is assumed to be zero as these Urban Place Designations do not support residential use.

Jurisdictional Review of Inclusionary Housing and Bonus Density Policies in British Columbia, 2018-2019

This jurisdictional review reviews municipal inclusionary housing policies and established best practices in Southwestern British Columbia. The scope of work includes a literature review of municipal policy documents, institutional research and publications as well as interviews with municipal staff. As of March 2019, in addition to Victoria, five municipalities in BC have drafted or enacted inclusionary housing policies: Richmond, New Westminster, the City of North Vancouver, Port Coquitlam and Vancouver (Table 2 below). These policies are tailor-made to best suit each municipality's unique contexts, with differences including housing needs and demand, residential land values, supply of land, municipal government capacity and resources as well as length of policy implementation, among others. However, the common elements in these examples that are supported by research, publications, and legal precedent, establish inclusionary housing policy best practices that are summarized below in Table 1 below.

Table 1: Summary of Jurisdictional Review

Common Elements & Policy Outcomes:		Best Practices & Policy Recommendations
Inclusionary Housing Targets	Inclusionary Housing Targets are defined as the policy's expected portion of affordable units in relation to the project's total units. • These targets are not always met and the number of inclusionary units created are relatively small compared to the overall rates of new development • The targets varied from 10% to 30% of total units or total residential floor space of the project • The targets increased in relation to the land values	• Best practice was found to create comparable targets that suit typical developments in the municipality, in order to reduce the potential for unintended impacts such as the reduction in the supply of new development across the housing spectrum • Best practice to recapture 75% of the increased value from rezoned bonus density to mitigate the impacts of the increased residential densities, while not impacting project viability
Affordability	• The affordability of the inclusionary housing units varied from or included a combination of social housing, affordable or market rental rent levels • All of the policies targeted rental tenure for the inclusionary housing units • Most policies target low to moderate income households, who aren't served by social housing but aren't able to access market housing	• Best practice to ensure that the affordability of the inclusionary housing units are aligned with existing funding programs from senior levels of government • Ensure that the affordability meets the needs of the residents in the community • Set clear affordability expectations, but allow flexibility to enhance partnership opportunities and ability for applicants to meet and exceed the targeted number of inclusionary units onsite

ATTACHMENT B

	• Deeper affordability and higher targets achieved with senior government partnerships	
Application	• Applied to either strata or rental projects or industrial, large green/brownfield sites • Bonus density systems are defined in different ways, including by densities in Official Community Plans, zoning bylaws, and/or pre-zoned large areas or scattered sites	• Apply the policy and develop bonus density system that best suit the unique municipal contexts

Management & Ownership Scenarios	• Various inclusionary housing management and ownership models:
	  • *Ownership:* varies from developers/investors, municipality, or non-profit organisations
	  • *Management:* varies from landlord/building owner/property manager, or non-profit
	• If managed by a private property manager, units are often not rented or resold to tenants with the target income and/or household size and policy outcomes are generally decreased
	• Onerous administrative burden on City staff to oversee policy implementation
		• Encourage the management, lease or sale of units by non-profit housing organisation to increase probability of achieving policy outcomes
		• City can play an important role in facilitating private and non-profit partnerships
		• Allow for flexibility for applicants to sell, lease or contract property management of units to non-profit organisations or private investors

Unit size, distribution and location	• Without policy guidance or staff oversight, the majority of inclusionary housing units created are small, studio units, or poorly designed units • Scattered rental units in strata developments can be challenging to manage, but can also be preferred by some non-profit or private property managers, as well as achieves higher levels of social equity in mixed income and tenure projects • Clustered units often allow for efficient management and the opportunity for airspace parcel sale of units	• Set unit mix targets (studio, 1, 2 and 3 bedroom) • Allow for flexibility to provide clustered or scattered units in strata developments to best meet unique project specifications, while allowing for a diversity of inclusionary units created • Include free access to amenities in strata development for tenants of the inclusive units in legal agreements • Ensure staff oversight of inclusionary unit size and design when reviewing development applications
Implementing the policy	• Requires onerous City administration to oversee policy implementation and monitoring	• Annual monitoring of targets ensures relevance to market realities is a best practice

	• Administrative burden on City is reduced when non-profits own or manage the units • Grace and/or phased-in periods (increase targets over time) reduce negative impacts • Policy outcomes increased with the length of time that it has been in effect	• Reporting out CACs and inclusionary units created increases transparency and helps residents be aware of benefits received from new development in their neighbourhood • Encourage non-profit partnerships to reduce administrative burden
Risks	• Identify potential CACs and anticipate the full life cycle costs, including the annual operational costs and long-term repair and replacement costs of the amenities • Amenity contributions such as cash in lieu and/or inclusionary housing targets are vulnerable to market fluctuations • Changes to policy targets can negatively impact development viability and availability of development sites for all housing projects, including rental and affordable developments	• Consideration for how target contributions that do not reflect typical developments may affect housing supply and housing prices is strongly encouraged. This issue is of particular concern in areas where land is in short supply, where market fluctuations and land values are felt more acutely. • The number and levels of affordability of inclusionary housing units achieved through these policies are vulnerable to market fluctuations, reducing and/or increasing these outcomes on an annual basis • The request for inclusionary housing units in new projects reduces or eliminates the ability to acquire other amenity contributions • Ensure that the targets are updated regularly in order to ensure that affordability and liveability are preserved and enhanced for future generations

Table 2: Summary of Municipal Policies

Municipality and Policy	Policy Application	Inclusionary Target	Affordability Target	Occupancy Management	Outcomes
City of Richmond, Low End of Market Rental (LEMR) Policy 2007 (rev 2016 and 2018)	>60 unit apartments and mixed use developments	10% of total FSR minimum of 4 units, Previously 5%, increased in 2017	10% below CMHC annual average market rent	Developer/Investor but moving to non profit	499 LEMR units have been secured as of August 2018 175 these units are built and occupied
City of New Westminster, *Draft* Inclusionary Housing Policy for Multi-unit Strata Residential Development, 2018	Mid-rise strata residential developments	3 Options: 10% of total units below market; 7.5% as non-market; ≥ 20% of total units as non-market with BC Housing partnership	Below Market: Households earning $30,000 to $70,000/year, rents set at 10% of CMHC annual average market rents Non-Market: very low incomes <$30,000 /yr	Owned by City of non profit and managed by non profit	Draft Policy under consultation
City of North Vancouver 10 10 Perpetuity Policy (2016, rev 2018)	New 100% rental; $20 sf - Zoning to OCP Base Density; $140 sf - OCP Base to Max Density in limited locations	10% of total units	Mid-market rental units. 10% below CMHC annual average market rent in perpetuity (changed from 10%)	Mix of Developer/ Investor/ Landlord; and non profit operators	41 Mid-market rental units secured as of July 2018 with first occupancy in 2019. 14 units operated by YMCA
City of Port Coquitlam Inclusionary Zoning Policy (2018)	Any application to amend OCP or Zoning Bylaw that would result in more dwelling units or floor area than achieved under current regulations	Minimum 10% of additional units as secure non-market rental units or 10% of additional FSR, whichever is greater.	Rents set at BC Housing Income Limits (HILS) (attributed to 100% of CMHC average market rents)	Developer or contracted to a non-profit	To be determined
City of Vancouver, Rezoning Policy for	Development Applications	30% of residential floor area adopted	30% to consist of 10% social housing	Turn Key Units, the City purchases and	Opportunities for 1,700 social

Large Developments (1988, rev 2010, 2014 and 2018	exceeding 484, 375 sf.	July 25, 2018 (formerly 20%)	and 10% affordable to households earning between $30,000 to $80,000 / year	sells/contracts non profits to operate	housing units and 1,300 secure rental units. Some achieved 20%, others did not and/or included market units
City of Vancouver, Moderate Income Rental Housing Pilot Program, 2016	New 100% rental	10% of total units (previously 5%)	Affordable to households earning between $30,000 to $80,000 / year	Landlord/Building Owner	20 proposals at pre-application stage
City of Vancouver, Affordable Housing Choices Interim rezoning Policy, 2012 rev. 2017	New 100% rental; Ground-oriented up to 3.5 storeys ~ 100 m arterial; Mid-rise up to 6 storeys ~500m to neighbourhood centre	Range	Sold at 20% below market that is secured over time; OR Innovative housing forms, eg. Co-op, Community Land Trust	Mix of non profit partnership for social and supportive housing units and secure market rental housing	Max 20 rezoning apps accepted with interim policy – currently prescribed

City of Victoria Density Bonus and Affordable Housing Policy: Summary of Findings of Financial Analysis

August 2018

Prepared for:
City of Victoria

By:
coriolis
CONSULTING CORP.

Table of Contents

1.0 Introduction

1.1 Background

Prior to 2016, the City of Victoria negotiated Community Amenity Contributions (CACs) from rezonings on a site-by-site basis, using financial analysis and direction from the Official Community Plan (OCP) and local area plans to determine the appropriate contribution from each project. Negotiations focused on providing a range of potential amenities including heritage rehabilitation, public realm improvements and other benefits to offset the impact of additional density.

In October 2016, the City of Victoria updated its Density Bonus Policy to establish a fixed rate CAC target for specific types of projects. The fixed rate approach was intended to provide greater transparency and cost predictability to the development process by allowing developers to calculate the cost of the contribution up-front. While developers continue to have the option of negotiating the CAC, the fixed rate approach offers the opportunity for a more efficient CAC process. Funds generated by the fixed rate CAC are directed to public realm improvements and heritage seismic upgrades.

CACs from larger rezonings in the Downtown Core Area continue to be negotiated, with the amount of the negotiated contribution directed to affordable housing. The City requires larger rezonings in the Core Area to negotiate for on-site affordable housing units. Alternatively, developers can make a cash-in-lieu contribution to an affordable housing fund.

Our understanding is that, since 2016, a small number of applicants have elected to use the fixed rate approach and there have been limited funds generated for affordable housing initiatives from negotiated CACs. As a result, the City is revisiting the existing Density Bonus Policy. Since the provision of affordable housing has become a top priority, the City is considering requiring on-site affordable housing units or cash-in-lieu as the amenity contribution for all rezonings.

As input to the policy analysis, the City retained Coriolis Consulting Corp. to analyze the financial performance of different types of rezonings in the City to determine whether it is financially viable for strata residential rezonings to include affordable housing units and, if so, the share of total units that is likely viable.

This report provides a summary of the analysis that we completed and identifies the key findings. All of the financial analysis contained in this report is based on market conditions as of Q1 2018. Because market conditions change over time, the results of this analysis should be updated annually to ensure that City policies reflect changes in market conditions.

1.2 Professional Disclaimer

This document may contain estimates and forecasts of future growth and urban development prospects, estimates of the financial performance of possible future urban development projects, opinions regarding the likelihood of approval of development projects, and recommendations regarding development strategy or municipal policy. All such estimates, forecasts, opinions, and recommendations are based in part on forecasts and assumptions regarding population change, economic growth, policy, market conditions, development costs and other variables. The assumptions, estimates, forecasts, opinions, and recommendations are based on interpreting past trends, gauging current conditions, and making judgments about the future. As with all judgments concerning future trends and events, however, there is uncertainty and risk that conditions change or unanticipated circumstances occur such that actual events turn out differently than as anticipated in this document, which is intended to be used as a reasonable indicator of potential outcomes rather than as a precise prediction of future events.

Nothing contained in this report, express or implied, shall confer rights or remedies upon, or create any contractual relationship with, or cause of action in favor of, any third party relying upon this document.

In no event shall Coriolis Consulting Corp. be liable to the City of Victoria or any third party for any indirect, incidental, special, or consequential damages whatsoever, including lost revenues or profits.

2.0 Scope and Assumptions

The City is interested in determining the share of affordable housing units that can be provided by strata residential rezonings based on the increase in land value created by the bonus density available through rezoning. Therefore, we analyzed the financial performance of a variety of hypothetical strata residential rezonings in the City to estimate the increase in land value associated with the bonus density and the number of affordable rental units that could likely be supported by the increased land value.

There are a number of key assumptions underlying our approach and analysis:

1. The City wants to ensure that any new affordable housing unit requirement does not impact the viability of new development. The financial ability of new projects to provide affordable units is created by the value of any additional density that is available under the City's Density Bonus Policy. The greater the value of the additional density, the greater the amount of affordable housing that can be provided by a project. Therefore, our analysis focuses on projects that are in OCP designations where additional bonus density can be achieved through rezoning. We assume that projects which proceed under existing zoning or without any bonus density would not be expected to include affordable housing units. If affordable housing units were required at projects that are not seeking bonus density, it would significantly reduce the number of sites that are financially viable for redevelopment. This would likely reduce the amount of new housing supply in the City which, in the face of continued demand, can lead to market wide price increases for housing.
2. The estimated affordable housing potential from rezonings is based on the value of the increase in density between the OCP base density and the maximum OCP density, not on the increase in permitted density beyond existing zoning. There are a variety of different reasons that the City should use the base OCP density, not existing zoning, to determine the amount of affordable housing that is supportable from rezonings. Some of the key reasons include:
    - Many properties in the City that are identified in the OCP for increased height or density are not financially viable for redevelopment at the densities permitted under existing zoning. The additional density permitted at the base OCP density (beyond existing zoning) is often required to make sites financially viable for redevelopment. If amenity contributions (and affordable housing contributions) are based on the increase in land value from existing zoning to the maximum OCP density, then it will reduce the number of sites that are financially viable for redevelopment. This could reduce the pace of new housing development which would mean less new supply of all housing types in the City, including affordable housing.
    - The City's existing amenity contribution system calibrates amenity contributions based on the value of bonus density between the base OCP density and the maximum OCP density, not on the value of the increased density beyond current zoning. Therefore, the value of development sites in Victoria is calibrated to the base density permitted in the OCP. If there was a requirement to make an additional amenity (or affordable housing) contribution based on any increased density between current zoning and the base OCP density, it would negatively affect owners of development sites, particularly owners who have purchase land since the current base densities were adopted.
    - Each of the OCP designations that provide the opportunity for bonus residential density include a variety of existing zoning districts, each with different existing permitted densities. If amenity contributions (and affordable housing) are calculated based on the increased value created by

additional density beyond current zoning, then the amount of affordable housing potential within each OCP designation will vary by zoning district. This will limit the ability of the City to introduce an affordable housing policy that identifies a uniform target across an OCP designation. The City would need different affordable housing targets for each zoning district in each OCP designation, which would be complex to administer and update over time.

- There will be some types of rezonings where the land value under existing zoning is higher than the land value at the base OCP density. In these cases, the rezoning may not be able to support the full affordable housing contribution[1].

3. The cost of the affordable housing contribution is based on a maximum of 75% of the increase in land value generated by the bonus density. This is consistent with the City's approach to negotiated amenity contributions.

4. The City's affordable housing targets for individual projects are based on a percentage of units in each project rather than floorspace. If the affordable housing units are smaller than the market units, the affordable housing will make up a smaller share of floorspace than units.

5. The amount of affordable housing that is supportable at each project will be influenced by factors that affect the cost of creating the units, such as the size of the affordable housing units and the mix of affordable housing units (studio, 1BR, 2BR, 3BR). Based on information provided by the City of Victoria, our analysis makes the following assumptions about unit mix and size.

Exhibit 1: Affordable Housing Unit Sizes and Distribution by Unit Type

Unit Type	Share of Units	Average Size (sf)
Studios	45%	450
1-Bedroom	35%	575
2-Bedroom	15%	775
3-Bedroom	5%	1000
Total	100%	570

6. The amount of affordable housing that is supportable at each project will be influenced by factors that affect the value of the completed affordable units, such as rents. Based on information provided by the City of Victoria, our analysis includes an assessment of three below market rental rate scenarios. These include:

- 80% of average 2017 CMHC rents for purpose built rental units.
- 100% of average 2017 CMHC rents for purpose built rental units.
- 120% of average 2017 CMHC rents for purpose built rental units.

Exhibit 2: Affordable Housing Unit Rents by Unit Type

Unit Type	Scenario 1: 80% of CMHC Average Rents	Scenario 2: 100% of CMHC Average Rents	Scenario 3: 120% of CMHC Average Rents
Studios	$684	$855	$1,026
1-Bedroom	$793	$991	$1,189
2-Bedroom	$1,058	$1,323	$1,588
3-Bedroom	$1,374	$1,718	$2,062
Total	**$813**	**$1,016**	**$1,219**

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[1] For example, a site may have an existing value that is higher than the land value supported by the base OCP density (due to the value of existing improvements or due to a high land value under existing zoning).

7. The affordable housing units can be retained by the developer or sold to another party (investor or non-profit operator). The value of these units would be based on the net income generated by the units and/or the mortgage that could be supported by the income from each unit. Because the rents will be low, these units will have a much lower market value than strata units. We assume that the affordable housing units will not be dedicated to the City as this would mean that the developer cannot realize any value from these units. This would significantly increase the net cost of the affordable housing units to the developer and decrease the amount of affordable housing that can be provided by a project.
8. The annual rents for the affordable units will be permitted to increase at CPI plus 2 percentage points (which is the same as permitted under the Residential Tenancy Act at the time of this report[2]). It is possible that the annual operating costs and property taxes for the affordable units will increase at a faster rate than rents. If this continues over a long period of time, the income generated by the affordable units could decrease. The City should consider a mechanism to ensure that the owners of the affordable units can apply for rent increases (beyond the permitted RTA rent increases) when there are extraordinary unanticipated capital costs associated with ownership or if operating costs increase faster than rents for a protracted period of time. This should be addressed in any housing agreements that regulate the provision and operation of the affordable units.
9. The affordable housing units use all of the financial room available for amenity contributions. Therefore, our analysis assumes there are no other amenity contributions expected from a project.
10. Purpose-built rental projects will not be required to provide affordable rental units. Under current market conditions, most (or all) market rental projects cannot support a contribution toward community amenities (or affordable) housing at the maximum densities permitted in the OCP. Therefore, if market rental projects are required to include affordable units, it will negatively affect the financial viability of rental development and reduce the pace of new rental housing development in the City. The only possible exception would be market rental projects that are rezoned to allow densities beyond the current OCP maximum.
11. Heritage projects and non-residential projects will also be exempt from any affordable housing requirement.

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[2] After our analysis was completed, the Provincial government changed the rent regulations in the Residential Tenancy Act to restrict annual rental increases to a maximum of the CPI.

3.0 Study Area and Existing Density Bonus System

This section identifies the study area for our analysis and provides an overview of the existing City of Victoria density bonus policy.

The study area is separated into two areas:

- **Downtown Core Area.** In the Downtown Core Area, there are eight specific subareas in the Core Area Plan and OCP which identify base densities and discretionary additional (bonus) density.
- **Outside the Downtown Core Area.** Outside the Downtown Core Area, there are four specific OCP Urban Place designations which identify base densities and discretionary additional (bonus) density.

3.1 Downtown Core Area

The study area for our analysis of rezonings inside the Core Area includes:

- The locations identified in the Density Bonus Area in the Downtown Core Area Plan.[3] The Plan identifies seven different subareas which have a base density of 3.0 FSR with the opportunity for increased density up to a range of 4.5 FSR to 6.0 FSR depending on the subarea. The bonus density can only be used for increased commercial floorspace in two of the subareas (A-1 and A-2). In the other five subareas (B-1, B-2, C-1, C-2, C-3) it can be used for increased residential floorspace (or commercial in some instances). These seven subareas are shown on Map 1. The maximum density for residential in these locations is 5.5 FSR.
- After the Core Area Plan was adopted, an additional location in the Core was designated for density bonusing. Sites located immediately east of Cook Street and immediately south of Meares Street that are adjacent to density bonus subareas C-1, C-2 and C-3 are designated in the Official Community Plan (OCP) as Core Residential with base densities of 2.0 FSR and the opportunity for increased density up to approximately 3.5 FSR. The OCP indicates permitted heights in the range of 6 to 8 storeys depending on the location. The bonus density at these sites can be used for residential floorspace.

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[3] Map 15 on page 39 of the Downtown Core Area Plan identifies the locations included in the density bonus system.

Exhibit 3: Density Bonus Subareas in the Core Area Plan

MAP 15

Areas for Density Bonus System

Location	Eligible Uses	Base Density (Non-Cumulative)	Maximum Density (Non-Cumulative)
A-1	commercial	4:1	6:1
	residential*	3:1	3:1
	mixed use [1,2]*	4:1	6:1

1 The base density for mixed use development is 4:1 FSR of which the residential portion shall not exceed 3:1 FSR

2 The maximum density for mixed use development is 6:1 FSR of which the residential portion shall not exceed 3:1 FSR

A-2	commercial	3:1	5:1
	residential*	3:1	3:1
	mixed use [3,4]*	3:1	5:1

3. The base density for mixed use development is 3:1 FSR

4 The maximum density for mixed use development is 5:1 FSR of which the residential portion shall not exceed 3:1 FSR

B-1	commercial	3:1	5:1
	residential*	3:1	5:1
	mixed use [5,6]*	3:1	5:1

5. The base density for mixed use development is 3:1 FSR

6 The maximum density for mixed use development is 5:1 FSR

B-2	commercial	3:1	4.5:1
	residential*	3:1	4.5:1
	mixed use [7,8]*	3:1	4.5:1

7. The base density for mixed use development is 3:1 FSR

8. The maximum density for mixed use development is 4.5:1 FSR

Location	Eligible Uses	Base Density (Non-Cumulative)	Maximum Density (Non-Cumulative)
C-1	commercial	3:1	5.5:1
	residential*	3:1	5.5:1
	mixed use [9,10]*	3:1	5.5:1

9. The base density for mixed use development is 3:1 FSR

10. The maximum density for mixed use development is 5.5:1 FSR

C-2	commercial	1:1	3:1
	residential*	3:1	5.5:1
	mixed use [11,12]*	3:1	5.5:1

11 The base density for mixed use development is 3:1 FSR of which the commercial portion shall not exceed 1:1 FSR

12 The maximum density for mixed use development is 5.5:1 FSR of which the commercial portion shall not exceed 3:1 FSR

C-3	commercial	1:1	1:1
	residential*	3:1	5.5:1
	mixed use [13,14]*	3:1	5.5:1

13 The base density for mixed use development is 3:1 FSR of which the commercial portion shall not exceed 1:1 FSR

14 The maximum density for mixed use development is 5.5:1 FSR of which the commercial portion shall not exceed 1:1 FSR

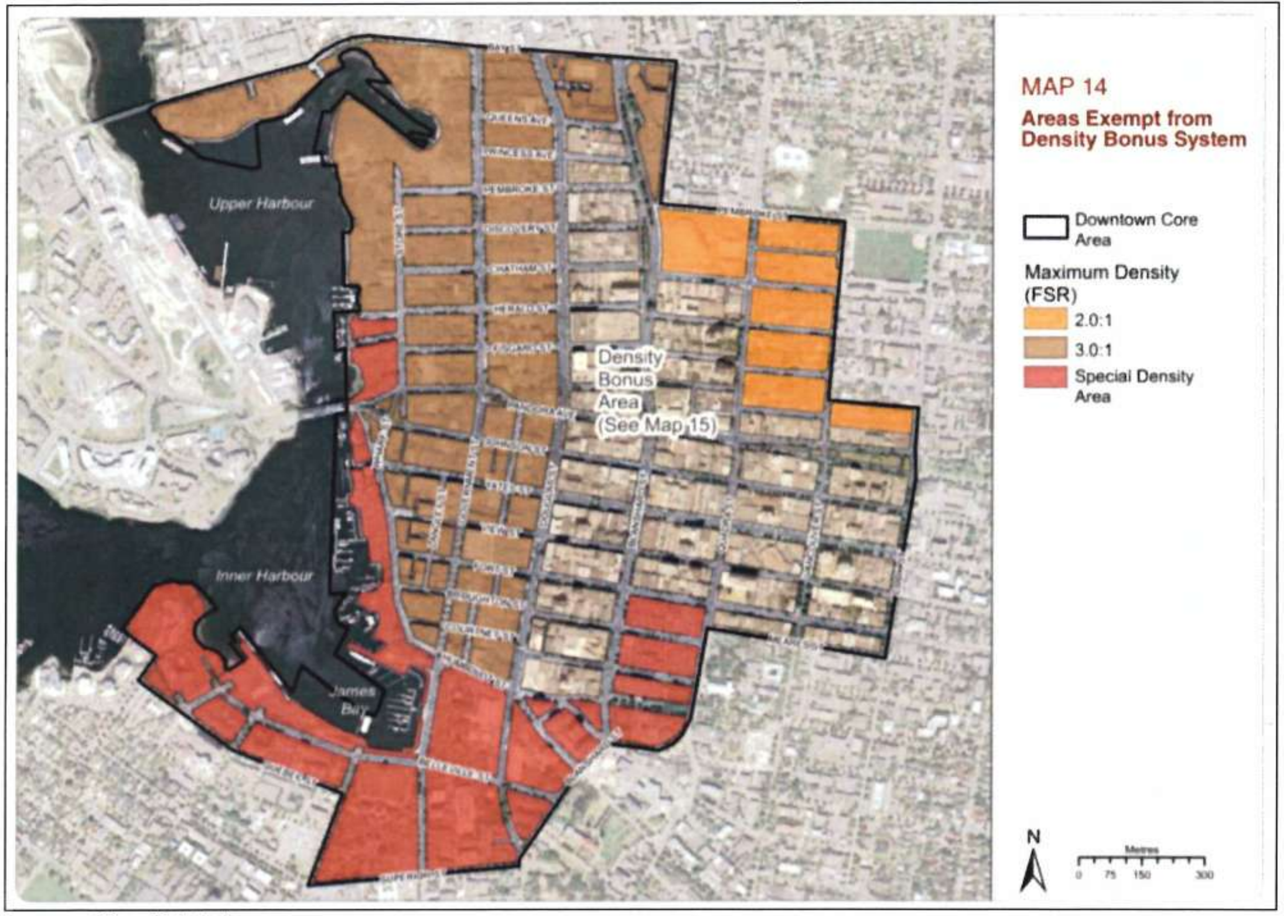
* Projects which provide on site non-market housing consistent with the City's Density Bonus Policy may be considered for an additional 10% floor space bonus above the maximum indicated on Map 15 Density Bonus Areas. The total amenity and affordable housing contribution should be equivalent to 75% of the increase in land value resulting from density above the base density (see Policy 4.19)

Source: City of Victoria

It should be noted that the study area excludes a large portion of the Downtown Core Area including the Historic Commercial area, the Inner Harbour area and most of Rock Bay. The City instructed us to assume that any rezonings (and associated amenity contributions, heritage agreements, or affordable housing contributions) in these areas will continue to be negotiated on a site-by-site basis.

Exhibit 4 (below) shows the locations that are excluded from density bonusing and are not part of our analysis.

Exhibit 4: Areas Inside the Core Area Plan Excluded from Study Area



Source: City of Victoria

The amenity contribution schedule for standard rezonings in the Core Area is summarized in Exhibit 5.

For rezonings in the Core Area requesting less than 30,000 square feet of bonus density, the applicant has the option of paying the fixed rate target or negotiating an amenity contribution, with the negotiated contribution equivalent to 75% of the additional land value created by the rezoning. Negotiation for on-site affordable housing is not expected for rezonings with less than 30,000 square feet of bonus density.

Exhibit 5: Amenity Contribution Schedule - Downtown Core Area

	Type of Amenity Contribution for Standard[4] Rezonings	Fixed Rate Target	On-Site Affordable Housing Negotiation Contribution Expected
Core Residential and Core Business requesting less than 30,000 square feet of bonus density	Fixed Rate or Negotiated CAC	$12 per square foot of bonus density	No
Core Residential and Core Business requesting more than 30,000 square feet of bonus density	Negotiated CAC	n/a	Yes

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[4] City of Victoria Density Bonus Policy. October 27, 2016 (2) Amenity Contribution Schedule.

For rezonings requesting more than 30,000 square feet of bonus density, a negotiated amenity contribution is required based on 75% of the increased land value created by the bonus density. It is currently expected that the negotiated contribution will be used for on-site affordable housing or cash-in-lieu.

3.2 Outside of the Downtown Core Area

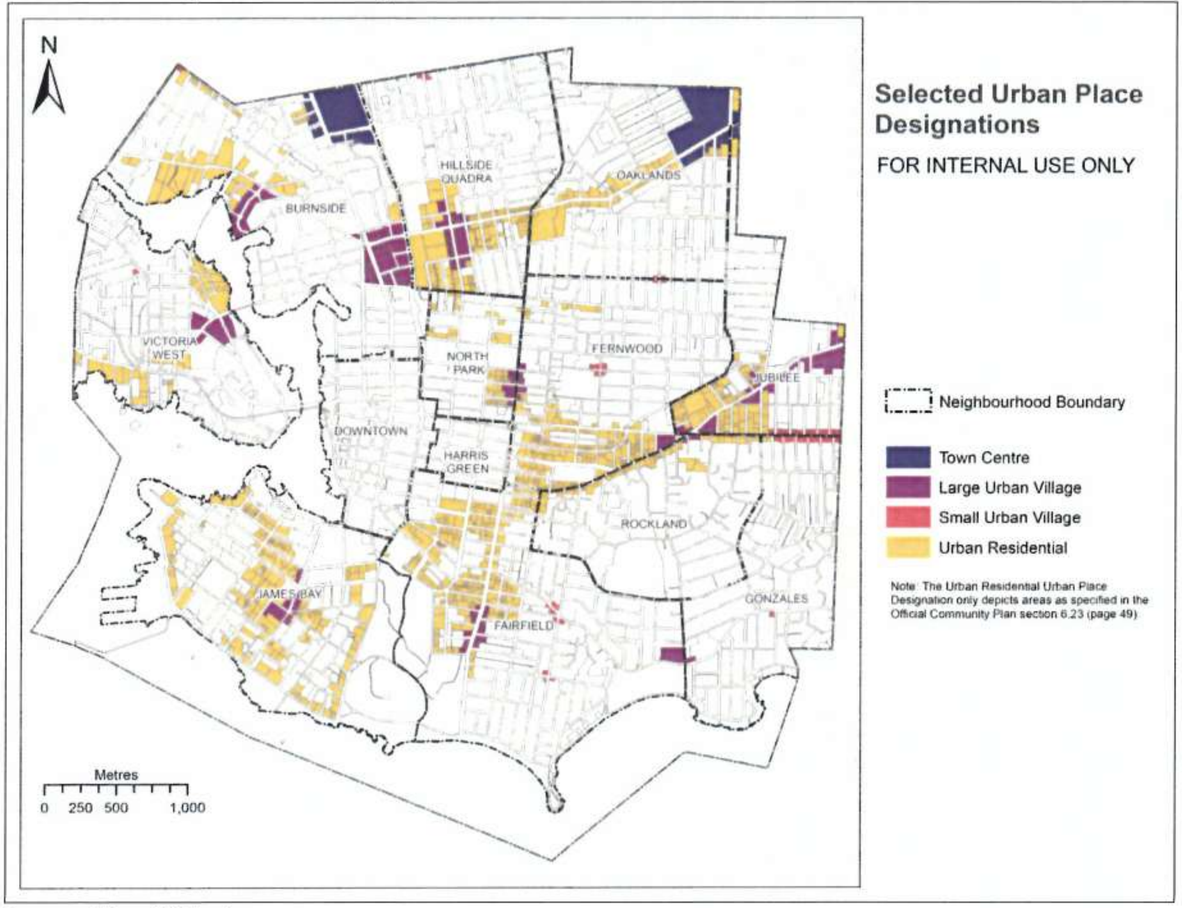
There are four urban place designations outside the Core Area with the opportunity for bonus density:

1. Town Centre, with base densities of up to 2.0 FSR and the opportunity for increased density up to approximately 3.0 FSR.
2. Large Urban Village, with base densities of up to 1.5 FSR and the opportunity for increased density up to approximately 2.5 FSR.
3. Small Urban Village, with base densities of up to 1.5 FSR and the opportunity for increased density up to approximately 2.0 FSR.
4. Urban Residential, with base densities of up to 1.2 FSR and the opportunity for increased density up to approximately 2.0 FSR.

The location of the four OCP land use designations is shown in Exhibit 6.

For this analysis, we have focused on case studies located in the Urban Residential and Large Urban Village designation as these have been the focus of rezonings outside the Core Area.

Exhibit 6: Study Area for Analysis Outside of the Core Area



Source: City of Victoria

The amenity contribution schedule for standard rezonings in the four land use designations outside of the Core Area is summarized in Exhibit 7.

For rezonings in the Urban Residential and Large Urban Village designations, the applicant has the option of paying the fixed rate target CAC or negotiating an amenity contribution, with the negotiated contribution equivalent to 75% of the additional land value created by the rezoning. The fixed rate target is $5 per square foot. No on-site affordable housing contribution is expected from rezonings in these areas.

No amenity contribution is sought for rezonings in the Small Urban Village designation. For rezonings in the Town Centre designation, a negotiated amenity contribution is required based on 75% of the increased land value due to the bonus density. It is anticipated that the negotiated contribution will be for on-site affordable housing or cash-in-lieu.

Exhibit 7: Amenity Contribution Schedule - Outside of Downtown Core Area

	Type of Amenity Contribution for Standard Rezonings	Fixed Rate Target	On-Site Affordable Housing Contribution Negotiation Expected
Urban Residential	Fixed Rate or Negotiated CAC	$5 per square foot	No
Small Urban Village	n/a	No Amenity Contribution	No
Large Urban Village	Fixed Rate or Negotiated CAC	$5 per square foot	No
Town Centres	Negotiated CAC	n/a	Yes

4.0 Approach to Analysis

This section outlines the urban land economics rationale for the inclusion of affordable rental housing in new projects and then describes the approach we used for the financial analysis for each case study site.

4.1 Urban Land Economics Rationale

The reason that development projects are able, in financial terms, to provide amenities, such as affordable housing, in exchange for additional development rights is that the additional development rights achieved via rezoning (or bonus density zoning) have value. Otherwise, a developer could not absorb the cost of the affordable housing.

When a developer acquires a development site, the developer is buying land of course, but in land economics terms the developer is buying the development entitlements that go along with the land (in the form of zoning). The amount a developer is able to pay for a property is in large part a function of the type and amount of development likely to be approved and the anticipated financial performance of that development.

To illustrate the impact of an affordable housing requirement in land economics terms, Exhibit 8 shows simplified financial analysis for a hypothetical development project (in this case a strata apartment development) under four different scenarios:

- The first scenario assumes the site is zoned for 75 strata apartment units.
- The second scenario assumes the site is up-zoned to allow 100 strata apartment units with no affordable housing.
- The third scenario assumes the site is up-zoned to allow 100 apartment units with a requirement that 10% of the units are affordable housing units.
- The fourth scenario assumes the site is up-zoned to allow 100 apartment units with a requirement that 15% of the units are affordable housing units.

The site is assumed to be improved with an existing commercial building that has a market value of about $11.5 million based on the net income generated by the building (i.e. the value of the property if sold to an investor). In all four scenarios, the site size, the assumed average selling price of individual units (measured in dollars per square foot), and the assumed construction cost (measured in dollars per square foot) are the same.

Please note that all of the figures shown in the exhibit are for illustrative purposes only and are not intended to be reflective of actual market values or costs. The figures in the exhibit are not the figures used in our analysis and are provided simply to illustrate the impact of an affordable housing contribution on the economics of development and on land values. The actual figures used in the analysis are summarized in the attachments in Section 9.0 and vary on a site by site basis.

Exhibit 8: Redevelopment Economics for Hypothetical Apartment Project (Illustrative only)

	Scenario 1	Scenario 2	Scenario 3	Scenario 3
	Site zoned for 75 unit apartment project	Site up-zoned to 100 units, no affordable units	Site up-zoned to 100 units with 10% affordable units (10 units)	Site up-zoned to 100 units with 15% affordable units (15 units)
Revenue				
Strata Units ($660K per unit)	$49,500,000	$66,000,000	$59,400,000	$56,100,000
Affordable Units ($240K per unit)	$0	$0	$2,400,000	$3,600,000
Total Revenue	$49,500,000	$66,000,000	$61,800,000	$59,700,000
Less Costs				
Marketing/commissions (5% of strata revenue)	$2,475,000	$3,300,000	$2,970,000	$2,805,000
Cost of rezoning	0	$150,000	$150,000	$150,000
Hard & soft costs strata units ($400K per unit)	$30,000,000	$40,000,000	$36,000,000	$34,000,000
Hard & soft costs for affordable units ($260K per unit)[5]		$0	$2,600,000	$3,900,000
Less Profit Allowance (15% of costs)	$6,454,800	$8,606,400	$8,058,700	$7,784,900
Equals Land Value Supported by Development	**$10,570,200**	**$13,943,600**	**$12,021,300**	**$11,060,100**
Value under existing use	$11,500,000	$11,500,000	$11,500,000	$11,500,000
Increase over existing value	-$929,800	$2,443,600	$521,300	-$439,900
Viable for redevelopment	no	yes	yes	no

Scenario 1 is the base case and shows how this project performs, in financial terms, under existing zoning. The developer in this case earns a typical profit margin (calculated as a margin of 15% of total costs), if the developer pays a maximum of $10.6 million for the site. However, the existing use supports a value of about $11.5 million (if sold to an investor) so the site is not attractive for redevelopment at the required profit margin. It is important to note that this is not always the case as some sites are financially attractive for redevelopment under existing zoning. However, this result is often the situation for existing low density commercial buildings in Victoria.

Scenario 2 shows how the project would perform if the site is rezoned to allow a higher density project without providing any affordable housing (or a community benefit/amenity contribution). The project is bigger so the total revenue from unit sales, total cost, total profit, and total supportable land value are of course higher (proportionately). However, it is important to note that the profit margin is the same (15% of costs). The

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[5] The affordable units are assumed to cost less to construct than the strata units because the affordable units are smaller, have less parking, and include less costly appliances and fixtures. In addition, affordable units could have fewer bathrooms in 2 and 3 bedroom units than the strata units.

developer's ability to pay for the property increases to $13.9 million (or $2.4 million more than the existing value of $11.5 million) because it allows a larger project (more density). This is higher than the site's value under existing use as a commercial investment property, so there is an incentive for the existing owners to sell and the site is now financially attractive for redevelopment.

In this case, the rezoning creates additional density and value which makes a site viable for redevelopment that was not viable for development under existing zoning (Scenario 1). The question now is whether the project can also support affordable housing (or an amenity contribution).

Scenario 3 shows how the project would work if the site is rezoned with a requirement for 10% of the units to be affordable housing units. The project is now the same size as in Scenario 2, but the value of the affordable housing units is lower than the strata units so the total revenue in Scenario 3 is lower. This illustrates that:

- The project is still financially viable to the developer.
- The project includes 10 affordable housing units (10%).
- The developer can afford to pay $12.0 million, which is higher than the $11.5 million existing property value. This still creates the opportunity for the developer to offer an incentive ($500,000) to the existing property owner to make their property available for redevelopment.

Scenario 4 shows how the project is no longer viable when the amount of affordable housing units is increased to 15% of total units. The project is the same size as Scenarios 2 and 3, but the additional 5 affordable units reduces the value the developer can pay to acquire the site to less than the existing value of the site.

These scenarios illustrate key points about rezonings and affordable housing requirements:

1. With the affordable housing requirement, the rezoning is still attractive to the developer in Scenario 3, who earns the same profit margin in Scenarios 2 and 3 (15% of costs). The difference is that the developer cannot pay the same amount to the land owner in Scenario 3 as in Scenario 2.
2. The amount of the affordable housing is limited by the value created by the additional bonus density.
3. Land owners often require an incentive to sell their property (particularly if the site is not vacant). The financial impact of the affordable housing requirement should be less than the additional value created by the rezoning to create an incentive for the property owner to sell to the developer.
4. In Scenario 4, the addition of 5 affordable housing units reduces the value the developer can pay below the existing value of the site so the site is no longer attractive as a development site. This shows how the amount a developer can pay for a site is highly sensitive to the number of affordable housing units that are required at a project.
5. The additional land value created by the bonus density:
    - Can make redevelopment of a site financially viable when it is not viable under existing zoning.
    - Creates the potential for the inclusion of affordable housing units or the potential for a community benefit/amenity contribution (or both).
    - Creates an incentive to the existing owner to sell the property for redevelopment, if the affordable housing requirement is set appropriately.
6. The inclusion of the affordable units does not change the price of the market strata units (the market units in Scenario 3 and 4 sell for the same price as in the other scenarios) because strata prices are set by supply and demand in the marketplace.

7. The affordable units will have a much lower value than the market strata units.

4.2 Approach to Financial Analysis for Case Study Sites

To estimate the share of affordable housing units that are supportable at new strata apartment projects, we analyzed the financial viability of redevelopment of different case study sites in select OCP Urban Place designations. Some projects will have the financial room to provide a greater share of affordable units than other projects due to the amount of bonus density permitted under the OCP and/or the cost of creating the affordable units (for example, creation costs will be lower for woodframe projects than concrete projects). Therefore, we tested several case studies that represent a cross-section of the different land use categories, locations, zoning districts and existing uses in the City. We evaluated the affordable housing potential at three case studies in the Downtown Core Area and four case studies outside of the Downtown Core Area. In total, we examined seven case study sites for the financial analysis.

The three case studies in the Downtown Core Area are in the Urban Core Residential designation and the four case studies outside of the Downtown Core Area are in the Urban Residential and Large Urban Village designations. The sites are improved with older, low density improvements, similar to the types of properties that have been the focus of redevelopment in the City.

The three case study sites in the Downtown Core Area are summarized in Exhibit 9.

Exhibit 9: Case Study Sites in the Downtown Core Area

Case Study #	Site Address	Neigh-bourhood	Total Assembled Site Size (SF)	Zoning	OCP Designation	Base OCP Density (FSR)	Maximum OCP Bonus (FSR)	Total Maximum Density (FSR)
1	800 Block Fisgard Street	Downtown Core	20,426	R3-C	Urban Core Residential	3.0	2.0	5.0
2	1800 Block Blanshard Street	Downtown Core	21,780	S-1	Urban Core Residential	3.0	2.0	5.0
3	1100 Block Yates Street	Downtown Core	16,554	C-1	Urban Core Residential	2.0	1.5	3.5

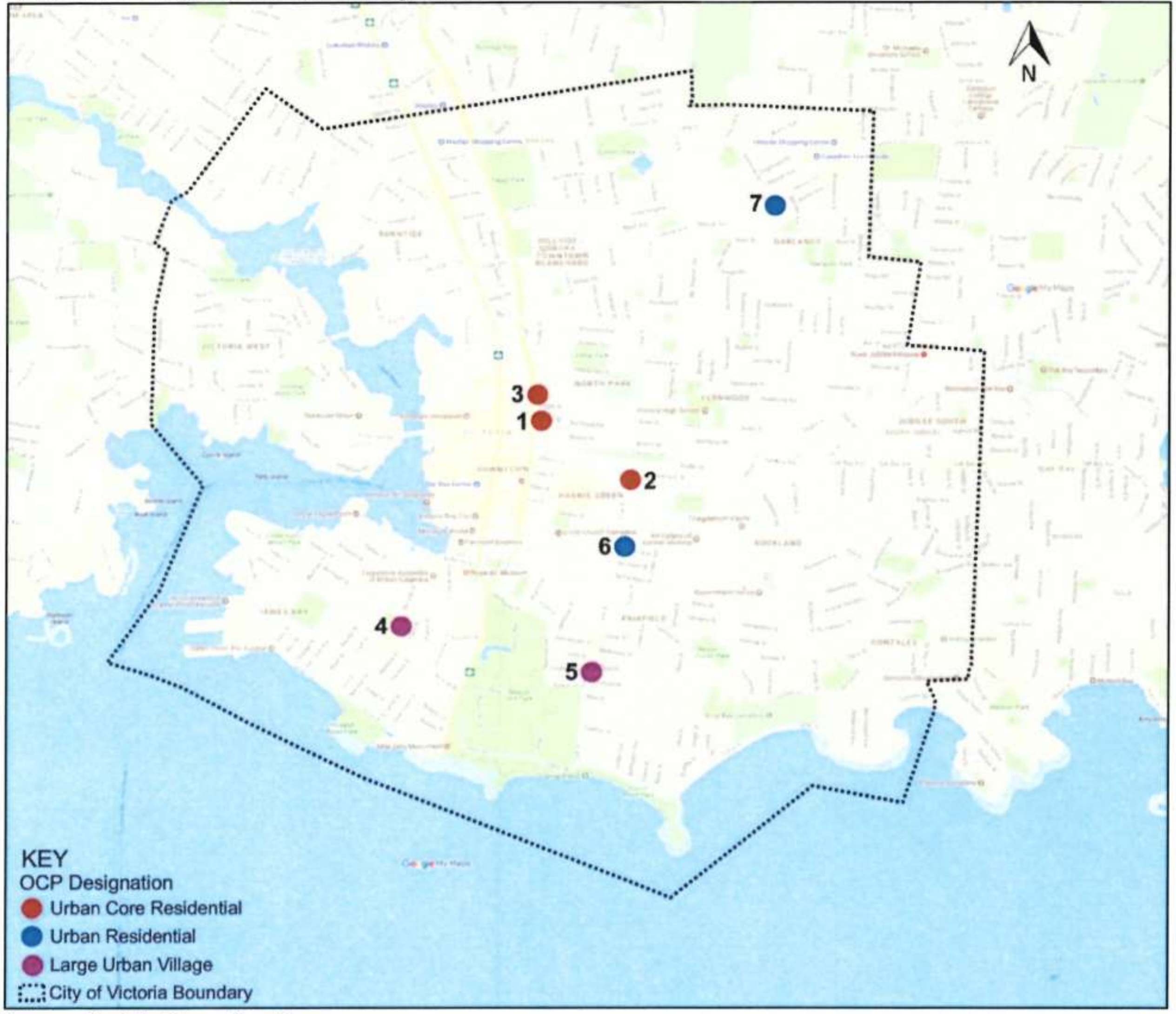
The four case study sites outside of the Downtown Core Area are summarized in Exhibit 10.

Exhibit 10: Case Study Sites Outside of the Downtown Core Area

Case Study #	Site Address	Neigh-bourhood	Total Assembled Site Size (SF)	Zoning	OCP Designation	Base OCP Density (FSR)	Maximum OCP Bonus (FSR)	Total Maximum Density (FSR)
4	1400 Block Hillside Avenue	Hillside	24,100	R1-B	Urban Residential	1.2	0.8	2.0
5	1100 Block Burdett Avenue	Fairfield	12,120	R1-B	Urban Residential	1.2	0.8	2.0
6	200 Block Menzies Street	James Bay Village	12,947	C1-S	Large Urban Village	1.5	1.0	2.5
7	200 Block Cook Street	Cook Street Village	34,872	CR-3M	Large Urban Village	1.5	1.0	2.5

The location of each site is shown in Exhibit 11.

Exhibit 11: Location of Case Study Sites



Source: Coriolis Consulting Corp.

4.3 Approach

Using proforma analysis, we analyzed the financial performance of rezoning and redevelopment of each case study site to estimate the amount of affordable housing that could be supported from rezoning to the maximum densities identified for each OCP Urban Place designation.

Our analysis was completed using the following main steps:

1. We identified case study sites for the financial analysis. Sites were improved with older, low density commercial/service buildings or older single family homes, similar to the types of properties that have been the focus of development in the density bonus policy areas over the past several years. The sites were selected to represent a cross-section of the different land use categories, locations, zoning districts and existing uses in the City.
2. We estimated the existing value of each case study in the absence of any bonus density. For this estimate, we considered three different values:
    a. The value supported by the existing use:
        - For income producing properties (commercial uses), this is the capitalized value of the net income stream generated by the existing improvements. This is the value that an investor would be willing to pay for the property to retain the existing improvements and collect rent for the long term. This is the minimum price that a developer would need to pay for the site to acquire it for redevelopment purposes.
        - For existing single family (or duplex) properties, this is the value of the property as an existing residence. For residential properties that require assembly, we assume that the developer would also need to pay a premium over existing value in order to create an incentive for the existing home owner to sell for redevelopment. The amount of the required assembly premium would vary from property to property. Our analysis assumes that an additional 20% to 25% of value is ample to create an incentive for existing home owners to sell for redevelopment. Some owners may require less and some may not be interested in selling even at a higher premium (which suggests the site is not yet a development candidate.

    b. The land value under existing zoning.

    c. The land value under the base OCP density.

    The highest of these three indicators is the existing market value of the site. The higher of (b) or (c) is the existing land value of the site. The existing City of Victoria density bonus policy seeks amenity contributions based on the increase in land value supported by the rezoning so we used the higher of (b) or (c) as the base value in the amenity contribution calculation.[6]
3. We estimated the rezoned land value at the maximum density identified in the OCP, with all the permitted bonus density but without any amenity contribution (or affordable housing).
4. We calculated the increase in land value associated with the rezoning and the amount of the potential amenity contribution at 75% of the estimated increase in land value. For most of the case study sites, the land value (2b or 2c) is higher than the value supported by the existing use (2a) so these sites are

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[6] City of Victoria Density Bonus Policy. October 27, 2016. (3) Base and Maximum Densities.

financially viable for redevelopment. For the sites where the existing use value (2a) is higher than the land value, we still calculated the supportable affordable housing contribution based on the estimated increased land value due to the bonus density as this is consistent with the City's amenity contribution policy. However, it should be noted that these sites may not be financially viable for redevelopment with the affordable housing component until such time as the land value under the base density equals (or exceeds) the value supported by the existing use.

5. We estimated the amount of affordable housing that could be funded by the total value of the amenity contribution for each of the below market rent scenarios (i.e. 75% of the estimated increase in land value associated with the bonus density). The affordable housing component is assumed to replace space that would otherwise have been used for strata residential. Because the affordable housing has less value per square foot than the strata residential space, it negatively impacts the financial performance of the overall project and reduces the estimated increase in value associated with the bonus density. We completed this in two steps:

    - First, we determined whether each rezoning could support a 25% share of affordable housing units because this was the City's target for the share of affordable units to be delivered at strata residential rezonings.
    - Second, because none of the case studies could support a 25% share of affordable housing units, we calculated the maximum share of affordable housing units which could be supported at each strata residential rezoning. We calculated the amount of affordable housing which would reduce the supportable land value of the rezoning by an amount equal to the calculated amenity contribution. The target land value for the affordable housing scenarios is equal to the base density land value plus a 25% share of the increased land value associated with rezoning (assuming no amenity contribution or affordable housing).

    This report focuses on the second estimate. Our estimates assume that all of the calculated amenity contribution value is used to fund affordable housing, leaving no room for contributions toward other amenities.

6. Because the calculations are sensitive to changes in assumptions about market variables (revenues and costs) and building design (efficiency, maximum density), we completed sensitivity analysis which tested how the share of affordable housing units supported by the rezoning would change if key assumptions changed at select case study sites. We tested changes to key market variables that could realistically occur over a relatively short time period (say one year). Changes that could occur over a longer time period would be addressed by the periodic updates to the policy that should be completed by the City. These scenarios tested include:

    - An increase in hard construction costs.
    - A reduction in the value of the affordable rental units.
    - An increased developer's profit margin.
    - A reduction in the net saleable to gross buildable area of a building (i.e. efficiency).
    - A reduction in the achievable rezoned density.
    - A reduction in strata unit sales prices.

5.0 Summary of Base Case Financial Analysis

For each case study site this section summarizes:

- The address/neighborhood.
- The site size.
- The current use and current zoning.
- The base OCP density and maximum OCP density.
- The estimated value of the existing use.
- The estimated land value under existing zoning and/or base density. The higher of the two is the existing land value of the site and is bolded in Exhibit 12 & 13.
- The estimated land value at the maximum OCP density.
- The estimated target land value for the affordable housing scenarios which is the existing land value plus 25% of the estimated increase in land value associated with the rezoning (in the absence of any CAC or affordable housing). This assumes the remaining 75% of the increase in land value (or the amount of the amenity contribution) is supporting the affordable housing contribution.
- Affordable housing unit potential expressed in two ways, (a) the maximum number of affordable housing units supportable by the project and (d) the maximum share of affordable housing units in the total project.

This section summarizes the results of our base case financial analysis.

Because of the large number of sites and scenarios analyzed, we have not included the detailed proformas for each site and each scenario in this summary report.

5.1 Case Study Analysis

5.1.1 Downtown Core Area

Exhibit 12 summarizes our findings for the three case sites that we examined in the Downtown Core Area.

Exhibit 12: Summary of Financial Analysis for Downtown Core Area Sites

Site/Scenario	1	2	3	3
Address	800 Block Fisgard	1100 Block Yates	Blanshard	Blanshard
Location/Neighbourhood	Downtown	Downtown	Downtown	Downtown
Site Size (sf)	20,426	16,554	21,780	21,780
Current Use	1 & 2 storey office	1 Storey Retail	1 Storey Retail	1 Storey Retail
Zoning	R3-C	C-1	S-1	S-1
Density Assumed Under Existing Zoning	2.5***	1.4	1.5	1.5
OCP Designation	B2	Core Residential	C3	C3
Base OCP Density (FSR)	3.0	2.0	3.0	3.0
Maximum OCP Density (FSR)	5.0	3.5	5.0	5.5

Estimated Values					
1	Existing Use Value	$2,288,107	$2,829,867	$1,796,200	$1,796,200
2	Land Value Under Existing Zoning	***$7,456,701***	$2,707,041	$1,286,698	$1,286,698
3	Land Value at Base OCP Density	$4,096,029	***$3,686,182***	***$4,397,546***	***$4,397,546***
4	Land Value at Max OCP Density*	$8,559,875	$6,116,977	$9,086,806	$9,086,806
5	Target Land Value for AH Scenarios**	$7,732,494	$4,293,881	$5,569,861	$5,569,861

Estimated Maximum Achievable AH Units (Units)				
Affordable Housing Scenario 1	2	9	15	21
Affordable Housing Scenario 2	3	11	18	26
Affordable Housing Scenario 3	4	14	21	31

Estimated Maximum Achievable AH Units (Share)				
Affordable Housing Scenario 1	2%	16%	13%	17%
Affordable Housing Scenario 2	3%	19%	16%	20%
Affordable Housing Scenario 3	4%	24%	18%	24%

* assumes no CAC/DB contribution

**includes 25% of the land lift between Base OCP Density and Max OCP Density

***assumes maxiumum FSR in 6 storey woodframe is 2.5

****assumes woodframe construction

<u>800 Block Fisgard Street</u>

The site in the 800 Block of Fisgard is designated Core Residential – B2 which permits a base OCP density of 3.0 FSR and a maximum OCP density of 5.0 FSR. The site is financially viable for redevelopment under existing zoning.

If 75% of the additional land value created by the bonus density is allocated to affordable housing, the maximum estimated share and number of affordable units which can be supported in each scenario is:

- Scenario 1: 2% or 2 units.
- Scenario 2: 3% or 3 units.
- Scenario 3: 4% or 4 units.

The low share of affordable units supported by this rezoning is due to the high land value under existing zoning (higher than base OCP land value). The existing R3-C zoning permits residential development up to

3.0 FSR depending on site coverage. However, because of the site coverage limitations specified in this zoning district, a building would need to be 10 storeys tall to achieve the full 3.0 FSR. Therefore, for the existing zoning scenario, we assumed the site would be redeveloped as a 5 or 6 storey woodframe apartment building at 2.5 FSR[7]. This supports a higher land value than a 10 storey 3.0 FSR building due to the lower construction costs associated with woodframe. If the site is being rezoned to 5.0 FSR (the maximum OCP density), the project would need to be concrete at the base OCP density of 3.0 FSR so the base OCP land value is lower than the existing zoning land value. The high land value under existing zoning means there is less increase in property value associated with rezoning to the maximum OCP density and a smaller potential affordable housing contribution.

1100 Block Yates Street

The site in the 1100 Block of Yates Street is designated Core Residential. It is in the area immediately east of Cook Street and immediately south of Meares Street and allows base densities of 2.0 FSR and a maximum OCP density of 3.5 FSR. The site is financially viable for redevelopment at the base OCP density.

If 75% of the additional land value created by the bonus density is allocated to affordable housing, the maximum estimated share and number of affordable units which can be supported in each scenario is:

- Scenario 1: 16% or 9 units.
- Scenario 2: 19% or 11 units.
- Scenario 3: 24% or 14 units.

Redevelopment of this site supports a significant on-site affordable housing contribution as we assume the site is redeveloped using woodframe construction at the base and maximum OCP density. Based on input from City staff, our understanding is that 3.5 FSR could be achieved in 6 storeys in this location. If concrete construction was required to achieve 3.5 FSR, the number of affordable housing units supported by the maximum OCP density would be much lower.

1800 Block Blanshard Street

The site in the 1800 Block of Blanshard Street is designated Core Residential – C3 which permits a base OCP density of 3.0 FSR[8] and a maximum OCP density of 5.0 FSR. The site is financially viable for redevelopment at the base OCP density.

If 75% of the additional land value created by the bonus density is allocated to affordable housing, the maximum estimated share and number of affordable units which can be supported in each scenario is:

- Scenario 1: 13% or 15 units.
- Scenario 2: 16% or 18 units.
- Scenario 3: 18% or 21 units.

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[7] Densities higher than 2.5 FSR are achievable at 6 storeys using woodframe construction, but the site coverage restrictions in this zoning district limit the maximum achievable density.

[8] Our analysis assumes the site would be constructed using concrete at the base OCP density of 3.0 FSR. It is possible that an applicant could seek rezoning to 6 storeys and 2.5 to 3.0 FSR under the base OCP density. This would support a higher land value than we have estimated for the base OCP value which would reduce the calculated affordable housing potential contribution. However, we assume the City would not support rezoning to 6 storeys in the base case because the OCP identifies this site for high density development.

We also tested the impact of increasing the maximum OCP density to 5.5 FSR for this site because some sites in the Core Area have the opportunity for bonus density up to a maximum of 5.5 FSR.

If 75% of the additional land value created by the bonus density is allocated to affordable housing at 5.5 FSR, the maximum estimated share and number of affordable units which can be supported in each scenario is:

- Scenario 1: 17% or 21 units.
- Scenario 2: 20% or 26 units.
- Scenario 3: 24% or 31 units.

5.1.2 Outside of the Downtown Core Area

Exhibit 13 summarizes our findings for the four case sites that we examined outside of the Downtown Core area.

Exhibit 13: Summary of Financial Analysis for Sites Outside of the Downtown Core Area

Site/Scenario	4	5	6	7
Address	200 Block Menzies	200 Block Cook	1100 Block Burdett	1400 Block Hillside
Location/Neighbourhood	James Bay	Fairfield	Fairfield	Hillside
Site Size (sf)	12,947	34,872	12,120	16,862
Current Use	1-Storey Retail	1-Storey Retail	2 SFD's	2 SFD's
Zoning	C1-S	CR-3M	R1-B	R1-B
Density Assumed Under Existing Zoning	1.4	1.0	n/a	n/a
OCP Designation	Large Urban Village	Large Urban Village	Urban Residential	Urban Residential
Base OCP Density (FSR)	1.5	1.5	1.2	1.2
Maximum OCP Density (FSR)	2.5	2.5	2.0	2.0

Estimated Values					
1	Existing Use Value	$2,420,768	$6,310,895	$2,709,641	$2,419,136
2	Land Value Under Existing Zoning	$2,031,434	$6,642,169	$2,143,210	***$1,508,700***
3	Land Value at Base OCP Density	***$2,182,660***	***$8,697,968***	***$2,519,242***	*$1,476,596*
4	Land Value at Max OCP Density*	$3,695,461	$12,244,030	$3,303,341	$2,182,045
5	Target Land Value for AH Scenarios**	$2,560,860	$9,584,483	$2,715,267	$1,677,036

Estimated Maximum Achievable AH Units (Units)				
Affordable Housing Scenario 1	4	12	2	2
Affordable Housing Scenario 2	5	15	3	3
Affordable Housing Scenario 3	6	19	3	4

Estimated Maximum Achievable AH Units (Share)				
Affordable Housing Scenario 1	13%	14%	8%	5%
Affordable Housing Scenario 2	16%	17%	11%	8%
Affordable Housing Scenario 3	19%	22%	11%	11%

* assumes no CAC/DB contribution

**includes 25% of the land lift between Base OCP Density and Max OCP Density

***assumes maxiumum FSR in 6 storey woodframe is 2.5

****assumes woodframe construction

200 Block Menzies Street

The site in the 200 Block of Menzies Street in James Bay Village is designated Large Urban Village which permits a base OCP density of 1.5 FSR and a maximum OCP density of 2.5 FSR. The site is not yet financially viable for redevelopment at the base OCP density of 1.5 FSR. The existing value of the site is the value supported by the existing use which is higher than the land value under existing zoning or the base OCP density.

However, we calculate the amount of the contribution based on the increase in land value supported by the rezoning as per City of Victoria density bonus policy. If 75% of the additional land value created by the bonus density is allocated to affordable housing, the maximum estimated share and number of affordable units which can be supported in each scenario is:

- Scenario 1: 13% or 4 units.
- Scenario 2: 16% or 5 units.
- Scenario 3: 19% or 6 units.

This may overstate the affordable housing contribution which is supportable by the project under current market conditions as the increase in property value (taking into account the value that the existing improvements add to current value) associated with the rezoning is less than the increase in land value. As a result, our affordable housing contribution estimate implies that the project is allocating more than 75% of the increased property value to affordable housing.

200 Block Cook Street

The site in the 200 Block of Cook Street in Cook Street Village is designated Large Urban Village which permits a base OCP density of 1.5 FSR and a maximum OCP density of 2.5 FSR. The site is financially viable for redevelopment at the base OCP density.

If 75% of the additional land value created by the bonus density is allocated to affordable housing, the maximum estimated share and number of affordable units which can be supported in each scenario is:

- Scenario 1: 14% or 12 units.
- Scenario 2: 17% or 15 units.
- Scenario 3: 22% or 19 units.

1100 Block Burdett Avenue

The site in the 1100 Block of Burdett Avenue is designated Urban Residential which permits a base OCP density of 1.2 FSR and a maximum OCP density of 2.0 FSR. The site is close to being financially viable for redevelopment at the base OCP density.

If 75% of the additional land value created by the bonus density is allocated to affordable housing, the maximum estimated share and number of affordable units which can be supported in each scenario is:

- Scenario 1: 8% or 2 units.
- Scenario 2: 11% or 3 units.
- Scenario 3: 11% or 3 units.

1400 Block Hillside Avenue

The site in the 1400 Block of Hillside Avenue is designated Urban Residential which permits a base OCP density of 1.2 FSR and a maximum OCP density of 2.0 FSR. The property is more valuable under its existing use than at the maximum OCP density so this site is not a development site.

However, we calculated the amount of the potential affordable housing contribution based on the increased land value supported by the rezoning as this is consistent with the City of Victoria density bonus policy.

If 75% of the additional land value created by the bonus density is allocated to affordable housing, the maximum estimated share and number of affordable units which can be supported in each scenario is:

- Scenario 1: 5% or 2 units.
- Scenario 2: 8% or 3 units.
- Scenario 3: 11% or 4 units.

However, this site is not a viable development site as the value of the existing use is higher than the land value at the maximum OCP density. Under current market conditions this site could not support the calculated affordable housing contribution.

5.2 Summary of Findings

5.2.1 Downtown Core Area

1. In the Downtown Core, rezonings to the maximum OCP density can generally support on-site affordable housing contributions in the range of:[9]
    - 13% to 17% of total units if rents are 80% of CMHC average rents.
    - 16% to 20% of total units if rents are 100% of CMHC average rents.
    - 18% to 24% of total units if rents are 120% of CMHC average rents.
2. However, some sites cannot support a significant share of on-site affordable housing in the Downtown Core. This includes sites which have a high land value under existing zoning (or high value under existing use) so rezoning does not create significant additional land value. This is illustrated by case study site 1 in our analysis. If the City establishes a specific target for affordable housing outside of the Core, these types of sites will not be financially viable for rezoning until the land value under the base OCP density increases, due to changes in market conditions, to equal or exceed the value under existing zoning or existing use. If the City establishes a specific target for affordable housing from rezonings in the Core, it should consider a mechanism that allows developers of these types of sites to negotiate a smaller affordable housing contribution. Otherwise, rezonings of these sites will not be financially viable.

5.2.2 Outside of the Downtown Core Area

1. In the Large Urban Village designation, rezonings to the maximum OCP density can generally support on-site affordable housing contributions in the range of:[10]
    - 13% to 14% of total units if rents are 80% of CMHC average rents.
    - 16% to 17% of total units if rents are 100% of CMHC average rents.
    - 19% to 22% of total units if rents are 120% of CMHC average rents.

---

[9] These shares assume the unit size and mix outlined in Section 2.0.

[10] These shares assume the unit size and mix outlined in Section 2.0.

2. In the Urban Residential designation, rezonings to the maximum OCP density can generally support on-site affordable housing contributions in the range of:[11]
   - 5% to 8% of total units if rents are 80% of CMHC average rents.
   - 8% to 11% of total units if rents are 100% of CMHC average rents.
   - 11% of total units if rents are 120% of CMHC average rents.
3. However, some sites are not financially viable for redevelopment or cannot support a significant share of on-site affordable housing due to the high value of the existing use. If the City establishes a specific target for affordable housing outside of the Core, these types of sites will not be financially viable for rezoning until the land value under the base OCP density increases, due to changes in market conditions, to equal or exceed the value under existing use. Alternatively, the City could establish a low target for affordable housing units outside the Core to increase the number of sites that are financially viable for redevelopment.

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[11] These shares assume the unit size and mix outlined in Section 2.0.

6.0 Sensitivity Analysis

Our base case financial analysis indicates that many rezonings could provide a significant share of units as affordable rental units. However, the results of the analysis are sensitive to a number of key variables. Therefore, we completed sensitivity analysis to test the impact of changes to six different key variables on the estimated amount of affordable housing that is supportable due the bonus density. The testing was based on comments we received from the representatives of the Victoria development industry. Each scenario was tested individually (not cumulatively).

6.1 Analysis

We considered the following sensitivity scenarios:

1. Scenario 1: Increased hard construction costs. One of the main comments we received from developers is that construction costs in Victoria have been increasing rapidly. Increased costs reduce the amount of affordable housing that a project can provide. Costs will vary from project to project depending on project specifics (height, parking, quality of finishings/fixtures, unit sizes, and other details). Our base case financial analysis uses construction cost estimates that are in the middle of the range of the different cost indicators we reviewed in early 2018. However, according to some developers, costs could be higher than we assumed. Therefore, we tested the impact of a $40 increase in hard costs, bringing the assumed construction costs to about $310 per square foot for woodframe projects and $395 to $400 per square foot for concrete projects (plus demolition, servicing, and landscaping). These higher cost assumptions are at the upper end of the range of construction cost estimates provided to us from developers who are active in the Victoria multifamily residential market. Other developers we contacted indicated costs are lower.

2. Scenario 2: Reduced value of affordable rental units. Our base case analysis assumes that the affordable units would have values in the range of $217 to $395 per square foot when completed (depending on the rental rate scenario). This is based on the estimated net operating income that would be generated by the average unit and the assumption that there would be purchasers interested in acquiring the units (either investors or non-profit operators). However, it is possible that the units will have a lower value if:

    - Operating costs are higher than we have assumed. This could be the case if there are only a small number of affordable units in a project resulting in inefficient management and increased operating costs. Alternatively, if the units are part of a strata corporation, the strata corporation could increase strata fees over time resulting in higher operating costs for the affordable units.
    - There is limited market interest from potential purchasers of the affordable units, including private investors and non-profit operators. A lack of interested buyers would push down prices for these units.

    Therefore, we tested a scenario that assumes:

    - Operating costs are about $1,500 per unit per year higher than we assumed (due primarily to higher management costs associated with managing a small number of units in a project) and
    - The purchase price of an affordable unit is equal to the mortgage that could be supported by the estimated net income (i.e., the purchaser does not invest any equity into the acquisition of the units and relies completely on mortgage financing).

Based on these changes, our sensitivity scenario assumes that the affordable rental units would trade at about a 40% discount to our base case value estimate. We would characterize this is a very conservative assumption, but we tested it to illustrate the impact of reduced affordable rental unit values.

3. Scenario 3: Increased required profit margin. Our base case analysis assumes that developers will require a 15% profit margin on total project costs (including land cost). However, developers indicated that a higher profit margin may be required from lenders if projects include affordable rental units due to the uncertainty about the value that will be generated by the affordable units. Therefore, we tested a scenario that assumes a project would require a profit margin of about 17.5% of project costs in order to obtain financing. It should be noted that a higher profit margin should not be required if conservative assumptions are used to value the affordable units, which is already assumed in Scenario 2.
4. Scenario 4: Reduced achievable density. Our base case analysis assumes that each project rezones to the maximum density permitted in the OCP. However, this may not always be possible due to community opposition to height and density and due to specific site characteristics (size, dimensions, topography, geotechnical conditions). Therefore, we tested the impact of a 10% reduction in the maximum assumed density (10% less than the maximum OCP density).
5. Scenario 5: A reduction in average strata unit sales prices of $25 per square foot. Market conditions vary over time which affects achievable sales prices at new projects. Our base case assumptions are consistent with sales prices in early 2018. However, our sensitivity analysis examines the impact of a $25 per square foot reduction in achievable strata unit sales prices.
6. Scenario 6: A reduction in the net saleable to gross buildable floor area of the apartment project. The ratio of net saleable (or rentable) area to gross buildable area varies from project to project. Most apartment projects can achieve a ratio of about 85% net to gross (and sometimes higher). However, our analysis tests the impact of a reduction in the net to gross ratio from 85% to 83%.

We tested the impact of these six variable on three of the case study sites:

1. A Core Residential site (1800 Block Blanshard).
2. A Large Urban Village site (200 Block Cook).
3. An Urban Residential site (1100 Block Burdett).

For each site, we tested the impact on the supportable number of affordable housing units using the rents assumed in affordable housing scenario 2 (100% of CMHC average rents).

The results of the analysis are shown in Exhibit 14. It should be noted that the impacts shown in the exhibit would be additive if multiple scenarios occurred simultaneously.

Exhibit 14: Summary of Sensitivity Analysis (assuming CMHC average rents for affordable units)

		1800 Block Blanshard Core Residential Site		200 Block Cook Large Urban Village Site		1100 Block Burdett Urban Residential Site	
		Estimated Maximum Affordable Housing		Estimated Maximum Affordable Housing		Estimated Maximum Affordable Housing	
		Units	Share of Units	Units	Share of Units	Units	Share of Units
	Base Case	**18**	**16%**	**15**	**17%**	**3**	**11%**
1	Increased Construction Costs	11	10%	8	10%	0	0%
2	Reduced Affordable Unit Value	15	13%	11	13%	1	4%
3	Higher Required Profit Margin	12	11%	9	11%	1	4%
4	Reduced Rezoned Density	14	14%	10	13%	0	0%
5	Lower Strata Sales Revenue	13	12%	10	12%	0	0%
6	Reduced Saleable Floor Area	16	15%	11	13%	1	4%

For the Core Residential site:

- The estimated number of affordable units that can be supported in the base case scenario is 18 units or about 16% of the total number of units in the project.
- With increased construction costs as assumed in Scenario 1, the supportable affordable housing share declines by 6 percentage points to 10%.
- With the reduced value of the affordable rental units as assumed in Scenario 2, the supportable affordable housing share declines by 3 percentage points to 13%.
- With the requirement for an increased profit margin as tested in Scenario 3, the supportable affordable housing share declines by 5 percentage points to 11%.
- With a decline in the achievable rezoned density as tested in Scenario 4, the supportable affordable housing share declines by 2 percentage points to 14%.
- With a decline in the average strata sale price per square foot as assumed in Scenario 5, the supportable affordable housing share declines by 4 percentage points to 12%.
- If a reduction in the net saleable area as tested in Scenario 6, the supportable affordable housing share declines by 1 percentage points to 15%.

For the Large Urban Village site:

- The estimated number of affordable units that can be supported in the base case scenario is 15 units or about 17% of the total number of units in the project.
- With increased construction costs as assumed in Scenario 1, the supportable affordable housing share declines by 7 percentage points to 10%.
- With the reduced value of the affordable rental units as assumed in Scenario 2, the supportable affordable housing share declines by 4 percentage points to 13%.
- With the requirement for an increased profit margin as tested in Scenario 3, the supportable affordable housing share declines by 6 percentage points to 11%.
- With a decline in the achievable rezoned density as tested in Scenario 4, the supportable affordable housing share declines by 4 percentage points to 13%.

- With a decline in the average strata sale price per square foot as assumed in Scenario 5, the supportable affordable housing share declines by 5 percentage points to 12%.
- If there is a reduction in the net saleable area as tested in Scenario 6, the supportable affordable housing share declines by 4 percentage points to 13%.

For the Urban Residential site:

- The estimated number of affordable units that can be supported in the base case scenario is 3 units or about 11% of the total number of units in the project.
- With increased construction costs as assumed in Scenario 1, the supportable affordable housing share declines to zero.
- With the reduced value of the affordable rental units as assumed in Scenario 2, the supportable affordable housing share declines by 7 percentage points to 4%.
- With the requirement for an increased profit margin as tested in Scenario 3, the supportable affordable housing share declines by 7 percentage points to 4%.
- With a decline in the achievable rezoned density as tested in Scenario 4, the supportable affordable housing share declines to zero %
- With a decline in the average strata sale price per square foot as assumed in Scenario 5, the supportable affordable housing share declines to zero %
- If a reduction in the net saleable area as tested in Scenario 6, the supportable affordable housing share declines by 7 percentage points to 4%.

6.2 Key Findings

This analysis shows that the calculated share of affordable housing that is supportable by each rezoning is highly sensitive to changes in the variables that we tested.

Our view is that the biggest risks that should be considered when determining any affordable housing requirement are:

- Upward pressure on construction costs as cost have been rising in the Victoria market.
- Uncertainty about the likely value of the affordable rental units as this will be an untested product in Victoria and it is unclear whether there will be interest from potential purchasers (non-profit operators and private investors).

The other variables we tested could also have an impact on the amount of affordable housing that can be supported by a rezoning. However, we assume that the impact of significant changes in strata sales prices can be addressed by periodic updates to any affordable housing requirement implemented by the City. The other variables we tested will likely vary from project to project making them difficult to address within a policy approach that specifies a fixed contribution. These variables could be better addressed if the contribution was negotiated on a site-by-site basis.

Exhibit 15 summarizes the likely maximum impact of increased construction costs and reduced affordable rental unit values on the calculated supportable share of affordable rental units at projects in the different OCP designations (assuming CMHC average rents for the affordable units). We would characterize the impacts outlined in Exhibit 15 as the maximum anticipated impact. The actual impact could be smaller.

Exhibit 15: Maximum Impact of Increased Costs and Reduced Affordable Unit Values (Assumes CMHC Average Rents)

OCP Designation	Base Case	1: Maximum Impact of Increased Construction Costs	Revised Share of Affordable Housing With Higher Costs	2: Maximum Impact of Reduced Affordable Rental Values	Revised Share of Affordable Housing With Higher Costs and Lower Affordable Unit Value
Core Residential	16% to 20%	6 percentage points	10% to 14%	3 percentage points	7% to 11%
Large Urban Village	16% to 17%	7 percentage points	9% to 10%	4 percentage points	5% to 6%
Urban Residential	8% to 11%	More than 11 percentage points	zero	7 percentage points	zero

We think that the revised supportable affordable housing shares shown in Exhibit 15 likely overstate the total impact of these two items because:

1. Construction costs will not necessarily be as high as assumed in our sensitivity analysis.
2. The City can mitigate the uncertainty about the affordable housing unit values by:
    - Including a provision in any housing agreements to allow rents to increase if operating costs and taxes increase at more than CPI for an extended period of time. Otherwise, it is possible that the income generated by the affordable rental units will decline over time, making it difficult to obtain mortgage financing and/or maintain the units.
    - Encouraging non-profit operators to purchase units, either through grants from the City's housing reserve fund or other municipal incentives.
    - Allowing affordable ownership instead of affordable rental.

6.3 Implications for Policy

Taking into account our base case financial analysis and the sensitivity testing, we think that:

1. Rezonings in the Core Residential and Large Urban Village designations could be considered for an affordable housing requirement. Even with a large increase in construction costs, our sensitivity analysis indicates rezonings in these designations can support an affordable housing component in the range of about 10% to 15% of all units. If affordable rental units have lower values than assumed in our base case, it would further reduce the estimated supportable share of affordable units (however, as outlined in Section 6.2, this impact can be mitigated by the City). Given that this is would be a new product in the market, the City should monitor the value of the affordable units over time and revise the policy as-needed.

2. Rezonings in the Urban Residential designation should not be required to provide affordable rental units. These types of rezonings cannot support any material affordable housing component under any of the scenarios we tested in the sensitivity analysis. The results are particularly sensitive to increased construction costs. Rezonings in the Urban Residential designation should provide cash amenity contributions rather than affordable units.

7.0 Other Factors to Consider

In addition to the results of the case study financial analysis, there are other factors that the City should consider when deciding whether to require on-site affordable housing from rezonings, including:

1. **Minimum affordable housing threshold**. The inclusion of on-site affordable rental units will require negotiation with developers about unit sizes, mix and location and will increase the administration and legal load on the City (and create management issues for developers of the units). In addition, if a project only includes a small number of affordable rental units, management of the units will be inefficient and costly. Therefore, the City should establish a minimum project threshold, below which projects would provide a community amenity contribution rather than affordable units. The CAC could be allocated to the City's affordable housing reserve fund.
2. **Preference of non-market housing providers.** Non-market housing providers typically prefer to own and manage affordable rental units in stand-alone buildings rather than units within a mixed market and non-market building, particularly if the building only includes a small number of non-market units. There are a few reasons for this:
   - Management of a small number of units in a building is inefficient and costly.
   - Non-profit operators would not control decisions about building operations and maintenance so decisions by the strata corporation could negative affect the non-profit from a financial perspective. For example, operating costs could increase faster than rents which reduces income from the units. This could create constraints on obtaining financing and/or maintaining the units without a government subsidy.
   - The non-profit does not control decisions about the long term use of the overall property (which can be important when it is time to renovate, expand or redevelop).
3. **Preference of private developers**. Private developers would prefer to make cash contributions to help fund affordable housing throughout the community rather than build a small number of affordable rental units within a strata project.
4. **Administration and enforcement**. If the City requires on-site affordable housing units as an amenity contribution, there will be an increased administrative and legal load on City staff to ensure that the affordable units are being rented at the correct rental rates and that the units are being made available to the intended income groups. There will also be a need to negotiate with developers during the rezoning process about the location of the affordable housing units in the project, the mix of bedroom types, and unit sizes.
5. **Potential exceptions**. Every project is unique and it may not be financially viable for some projects to provide affordable units due to unique circumstances (such as limited opportunity for bonus density or unusual/unique development costs associated with the project). Therefore, the City should consider a mechanism to consider approval of projects that cannot meet the targeted affordable housing requirement.
6. **Impact on strata development site land values**. We would expect an affordable housing requirement to have a downward influence on the value of existing strata development sites in the City. The amount of the contribution assumed in our analysis equals 75% of the estimated increase in land value associated with the bonus density. This is significantly higher than the fixed rate contribution that rezonings currently have the option of paying. The existing fixed rates were established based on market conditions in

2014/2015 and have not been updated so they are significantly lower than 75% of land lift under current market conditions. Therefore, any introduction of a new requirement should include a grace period for projects that are currently being planned. The City should ensure that all stakeholders (property owners, real estate industry professionals, developers, etc.) are aware of any proposed changes to the existing policy. In addition, developers should be given significant notice before any changes are implemented. This will give applicants that have already purchased property the opportunity to make an application under the existing policies without facing the financial impact associated with an increased affordable housing or community amenity contribution.

7. **Availability of development sites in Victoria**. It is difficult to acquire development sites (particularly in the Core) as there are a relatively small number of sites designated for high density development and the sites are often held by long term owners with little interest in selling. The higher the affordable housing requirement, the less developers will be able to offer for development sites. This will make it increasingly difficult to acquire development sites and may slow development in the City. If the affordable housing requirement is too high, there will be little interest from developers in rezoning properties in Victoria for a period of time.

8. **Changes in market conditions**. Our sensitivity analysis illustrates that increases in construction costs or decreases in unit values reduce the amount of affordable rental that can be provided by rezonings. Therefore, the impact of any affordable housing targets on the viability of development should be monitored over time.

8.0 Conclusions

8.1 Key Findings

1. It is financially viable for some types of strata residential projects seeking bonus density to provide on-site affordable rental housing units instead of contributions toward other amenities.
2. The amount of affordable rental housing that can be provided by rezonings will depend on:
   - The amount of bonus density provided.
   - The required rents for the affordable housing units. The lower the rents which are required, the less affordable housing which can be provided as a contribution.
   - Permitted increases in rents over time.
   - The unit size and mix of the affordable housing units. The larger the affordable units, the fewer units which can be provided as a contribution.
   - Market conditions (achievable revenues and costs) at the time the project is being considered.
3. The amount of affordable housing that is viable (as a share of total units) is higher at rezonings in the Core Residential designation and the Large Urban Village designation than at Urban Residential sites, primarily because the Urban Residential designation provides less bonus density and the value of most Urban Residential sites under existing zoning (single family) is relatively high (per square foot). In addition, the smaller sized rezonings in the Urban Residential designation are more sensitive to changes in construction costs and other key financial variables than the larger projects in the Core or at Large Urban Village sites.
4. Any affordable housing requirements will reduce or eliminate the opportunity for contributions toward other amenities.
5. Given that there are significant administrative, legal and enforcement issues that will be associated with any affordable housing requirements and that non-profit operators have little interest in managing a small number of units in a building, the City should accept cash CACs from projects that can only provide a small number of total affordable housing units.
6. The density bonus opportunity at some sites supports a low share of affordable housing units (i.e. sites that have a land value under existing zoning that is higher than the land value under the base OCP density). If the City sets a specific target or requirement for affordable housing units from projects seeking bonus density, there should be a mechanism that allows applicants an opportunity to negotiate a lower affordable housing contribution if site specific circumstances mean the project cannot meet the affordable unit target. Otherwise, the affordable housing target will reduce the number of sites in the City that are financially viable for rezoning and redevelopment.

8.2 Affordable Housing Recommendations

Requiring affordable rental units within strata projects is not preferred for a variety of reasons:

- It will result in a small number of affordable units within a larger strata project which is inefficient from a management perspective, creating increased management costs for the affordable units.

- Affordable rental units will face increased operating costs if the strata corporation increases strata fees over time. Over the long term, this could impact the financial viability of operating the affordable units. For example, operating costs could increase faster than rents which reduces income from the units. This could create constraints on obtaining financing and/or maintaining the units without a government subsidy.
- It will increase the complexity of decisions that need to be made over the long term about renovating or redeveloping properties.
- It will create administrative and enforcement costs for the City.
- It will use up all of the potential room for other amenity contributions that could be generated by rezonings.

However, if the City wants to proceed with requiring affordable rental units within new projects, we have the following suggestions:

1. The City should identify the types of rezonings that will be required to provide affordable housing units. We recommend that this be limited to strata residential rezonings that are seeking the bonus density available in the OCP. Rental projects, heritage projects and non-residential projects should not be required to provide affordable housing units (assuming the project is not seeking density beyond the current OCP maximum).

2. If the City wants strata residential projects seeking bonus density to deliver affordable housing, the City should clearly define the type of affordable housing that is required, including tenure (affordable rental or affordable ownership), maximum rents by unit type, the mix of unit types, and minimum unit sizes.

3. The City should exclude smaller projects (say 60 units or less) from the affordable rental unit requirement. Instead, smaller projects should provide a cash CAC based on the increased permitted density over the base OCP density. The City should identify the circumstances in which a cash CAC will be considered and the amount of the cash CAC.

4. Based on the final definition of affordable housing, the City should set a specific target for the amount of affordable housing for each project. There are at least two different ways this could be expressed:

    - As a share of total units in the project (as outlined in this report).
    - As a share of total bonus floorspace allocated to the affordable housing. This would help mitigate any impact on rezonings that are only seeking part of the bonus density that is permitted.

5. We would suggest considering maximum affordable rental housing targets of:

    - Up to 10% of total units at rezonings in the Core Residential designation (if the project is over the threshold size identified for an affordable housing unit requirement).
    - Up to 10% of total units at rezonings in the Large Urban Village designation (if the project is over the threshold size identified for an affordable housing unit requirement).
    - Zero for rezonings in the Urban Residential designation.

    This is based on the unit size and unit mix provided by the City for this analysis and assumes affordable rents are set at 100% of current CMHC average rents in the City (Scenario 2 in this analysis), The suggested shares would need to be adjusted if the target rents are different than assumed or the mix and size of affordable units is changed.

6. The required housing agreements should create the ability for the owner of the below market units to increase rents to off-set increases in operating costs and taxes over time to ensure the long term viability of the affordable units.
7. The City should allow developers to pool affordable unit requirements and provide the units at one site. This will make management of the affordable units more efficient. This would require a mechanism to ensure all of the units are delivered as intended.
8. The City should determine the approach to monitoring the affordable housing units over time to ensure that the units are being made available to the intended income groups.
9. Developers should still be able to choose to negotiate the affordable unit contribution (or CAC) at their expense. The housing or amenity contribution should still be based on 75% of the increased property value due to the bonus density. The circumstances where this should be considered include (but are not limited to):
    - Proposals where the applicant provides affordable ownership units rather than affordable rental units. The number of affordable ownership units to be provided would depend on the definition of affordable and the terms governing the long term affordability of the units.
    - The existing zoning permits a density that is higher than the base OCP density.
    - The proposal includes a public benefit other than affordable housing (for example a day care or other similar facility).
    - The land value under existing zoning is higher than the base OCP land value.
    - The existing use of the property supports a market value that is higher than base OCP land value.
    - The proposed density is significantly lower than the maximum permitted OCP density.

    In the case of a negotiated contribution, the applicant should be required to provide key information to support the analysis that will be required, such as detailed cost estimates for the project (from a contractor or quantity surveyor), an appraisal (or similar estimate of value) supporting any valuations under existing use and existing zoning plus any other information that the City (or its consultant) thinks is required as input to the analysis.
10. The City should ensure that all stakeholders (property owners, real estate industry professionals, developers, etc.) are aware of any proposed changes to the existing policy. In addition, developers should be given significant notice before any changes are implemented. This will give applicants that have already purchased property the opportunity to make an application under the existing policies without facing the financial impact associated with the affordable housing requirement.
11. The City should to work with non-profit providers to help ensure there a large number of providers interested in acquiring below market rental units.
12. The City should monitor the impact of any affordable housing requirement on the pace of development and make changes as-needed if the requirement is negatively affecting the viability of new projects. In addition, the City should monitor changes in market conditions and adjust any affordable housing requirements as-needed on a regular basis (i.e. annually). For example, if strata residential land values increase, the City could consider increasing the affordable housing target or CAC amount over time (and vice versa).

9.0 Attachments - Financial Analysis

The following attachment summarizes the main assumptions that we used in our case study financial analysis.

9.1 Key Assumptions for Financial Analysis

The key assumptions used in our case study financial analysis are summarized below. Some assumptions vary on a property by property basis (to reflect building form, property assessments and servicing costs).

The key assumptions for the redevelopment scenarios are as follows:

1. Average sales price assumptions vary by form of construction:
   - Woodframe strata apartment projects are assumed to achieve average sales prices of $725 to $750 per square foot in the Downtown and in the Fairfield and James Bay neighbourhoods and $615 to $625 per square foot in the Hillside neighbourhood. This is consistent with projects currently marketing near the case study sites.
   - Concrete strata apartment projects are assumed to achieve average sales prices of $800 to $825 per square foot depending on building height, consistent with projects currently marketing near the case study sites.

   Our sensitivity analysis tests the impact of a $25 reduction in these sales prices.

2. Average lease rates for new retail space are assumed to be in the $30 to $40 per square foot net range depending on the area (the upper end is for Cook Street Village where rents are comparatively high). Net operating income from retail space is capitalized at 5.0% to estimate total market value. However, it should be noted that the estimated commercial rents and value do not affect the results of our analysis as the same amount of commercial space is assumed to be included in projects at the base OCP density scenario as well as the maximum OCP density scenario.

3. The cap rate used to estimate the value of the affordable housing units is 4.25% which is higher than the cap rate for new market rental properties. The estimated value of the affordable rental units is:
   - $217 per square foot in Scenario 1 (80% of CMHC average rents).
   - $306 per square foot in Scenario 2 (100% of CMHC average rents).
   - $395 per square foot in Scenario 3 (120% of CMHC average rents).

   These values assume that operating costs total about $4,100 to 4,200 per unit per year plus property taxes. Property tax are lower than new rental units due to the rent rate restrictions.

   Our sensitivity analysis tests the impact of higher operating costs of $6,200 per unit per year (due to higher management costs). We also test a reduced value based on the estimated mortgage that could be supported by the net income (with the higher operating costs).

4. Residential commissions are assumed to be 3% of sales revenue.

5. Marketing costs are assumed to total 3% of sales revenue.

6. Leasing commissions on the commercial space are set at 17% of Year 1 lease income.

7. Rezoning costs (application fees, architects, consultants, management, disbursements) are assumed to total $150,000. This assumes that rezoning is consistent with the OCP plan, otherwise the cost would

likely be higher. This assumption does not affect the results of our analysis as the same rezoning cost is assumed at the base OCP density scenario as well as the maximum OCP density scenario.

8. Construction cost assumptions are as follows:
    - All-in hard costs for woodrame buildings including underground parking range from about $270 to $275 per square foot (plus contingency) in our base case analysis. Our sensitivity testing assumed hard costs of about $310 per square foot.
    - All-in hard costs for concrete buildings including underground parking range from about $355 to $360 per square foot (plus contingency) in our base case analysis. Our sensitivity testing assumed hard costs of about $395 to $400 per square foot.
    - A separate landscaping cost allowance of $20 per square foot of site area is included.
    - An allowance of $2,500 per lineal metre of site frontage is included for upgrades to the adjacent sidewalks, boulevard, street trees, lighting, and road to centre line.

    The construction costs are based on information published by BDC Development Consultants, Altus Group, BTY Group and discussions with contractors and developers who are active in the Victoria multifamily residential market.

9. Soft costs and professional fees (permits, engineering, design, legal, survey, appraisal, accounting, new home warranties, insurance, deficiencies and other professional fees) and development management total 13% of hard costs. This excludes the soft costs and professional fees associated with the rezoning process.
10. A contingency allowance of 5% of hard and soft costs is included.
11. Interim financing is charged on all costs (including land) at 5% per year. In addition, a financing fee equivalent to 1.5% of total projects costs is included.
12. Residential and commercial DCCs are included at current rates.
13. Property taxes are based on 2018 mill rates and our own estimate of the assessed value during development.
14. Developer's profit margin is set at 15%, which is the typical minimum profit margin target for new multifamily development in Victoria. Our sensitivity analysis tests the impact of a 17.5% profit margin in scenarios that include affordable rental units.

9.2 Approach to Affordable Housing Analysis

Our analysis was completed using the following main steps:

1. We identified case study sites for the financial analysis. Sites were improved with older, low density commercial/service buildings or older single family homes, similar to the types of properties that have been the focus of development in density bonus policy areas over the past several years. The sites were selected to represent a cross-section of the different land use categories, locations, zoning districts and existing uses in the City.
2. We estimated the existing value of each case study in the absence of any bonus density. For this estimate, we considered three different values:
    a. The value supported by the existing use:

- For income producing properties (commercial uses), this is the capitalized value of the net income stream generated by the existing improvements. This is the value that an investor would be willing to pay for the property to retain the existing improvements and collect rent for the long term. This is the minimum price that a developer would need to pay for the site to acquire it for redevelopment purposes.
- For existing single family (or duplex) properties, this is the value of the property as an existing residence. For residential properties that require assembly, we assume that the developer would also need to pay a 25% premium over existing value in order to create an incentive for the existing home owner to sell for redevelopment.

b. The land value under existing zoning.

c. The land value under the base OCP density.

The highest of these three indicators is the existing market value of the site. The higher of (b) or (c) is the existing land value of the site. The City of Victoria density bonus policy seeks amenity contributions based on the increase in land value supported by the rezoning so we used the higher of (b) or (c) as the base value in the amenity contribution calculation.[12]

3. We estimated the rezoned land value at the maximum density identified in the OCP, with all the permitted bonus density but without any amenity contribution (or affordable housing).

4. We calculated the increase in land value associated with the rezoning and the amount of the potential amenity contribution at 75% of the estimated increase in land value. For most of the case study sites, the land value (2b or 2c) is higher than the value supported by the existing use (2a) so these sites are financially viable for redevelopment. For the sites where the existing use value is higher than the land value, we still calculated the supportable affordable housing contribution based on the estimated increased land value due to the bonus density as this is consistent with the City's amenity contribution policy. However, it should be noted that these sites may not be financially viable for redevelopment with the affordable housing component until such time as the land value under the base density equals (or exceeds) the value supported by the existing use.

5. We estimated the amount of affordable housing that could be funded by the total value of the amenity contribution for each of the below market rent scenarios (i.e. 75% of the estimated increase in land value associated with the bonus density). The affordable housing component is assumed to replace space that would otherwise have been used for strata residential. Because the affordable housing has less value per square foot than the strata residential space, it negatively impacts the financial performance of the overall project and reduces the estimated increase in value associated with the bonus density. We completed this in two steps:

   - First, we determined whether each rezoning could support a 25% share of affordable housing units because this was the City's target for the share of affordable units to be delivered at strata residential zonings.
   - Second, because none of the case studies could support a 25% share of affordable housing units, we tested the maximum share of affordable housing units which could be supported at each strata

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[12] City of Victoria Density Bonus Policy. October 27, 2016. (3) Base and Maximum Densities.

residential rezoning. We calculated the amount of affordable housing which would reduce the supportable land value of the rezoning project by the amount of the amenity contribution. The target land value for the affordable housing scenarios is equal to the base density land value plus a 25% share of the increased land value associated with rezoning (assuming no amenity contribution or affordable housing).

This report focuses on the second estimate. Our estimates assume that all of the calculated amenity contribution value is used to fund affordable housing, leaving no room for contributions toward other amenities.

6. We completed sensitivity analysis which tested how the share of affordable housing units supported by the rezoning would change if assumptions changed at select case study sites.

9.3 Representative Case Study Financial Analysis

Because of the number of sites and scenarios analyzed, we have not included all of the detailed proformas for each site and each scenario in this report. This section provides an example of our analysis for one site.

The case study site shown in this example is located in the Downtown Core Area. It is a 21,780 square foot site that is an assembly of two lots located in the 1800 Block of Blanshard Street and is currently improved with an older 3,849 square foot retail building. The property is currently zoned S-1, Limited Service District allowing a wide range of commercial and service uses at a maximum density of 1.5 FSR. It is located within density bonus subarea B-1 allowing mixed use development at a base density of 3.0 FSR with an opportunity for bonus density up to a maximum overall density of 5.0 FSR.

We include proformas which calculate the following:

- Existing land value at the base OCP density.
- Rezoned land value at the maximum OCP density.
- The share of affordable units supportable at 80% of CMHC rents.
- The share of affordable units supportable at 100% of CMHC rents.
- The share of affordable units supportable at 120% of CMHC rents.

Exhibit 16 summarizes our findings for the example case study site for reference.

Exhibit 16: Representative Case Study in the Downtown Core Area

Site/Scenario	
Address	1800 Block Blanshard
Location/Neighbourhood	Downtown
Site Size (sf)	21,780
Current Use	1 Storey Retail
Zoning	S-1
Density Assumed Under Existing Zoning	1.5
OCP Designation	Core Residential - C3
Base OCP Density (FSR)	3.0
Maximum OCP Density (FSR)	5.0

Estimated Values		
1	Existing Use Value	$1,796,200
2	Land Value Under Existing Zoning	$1,286,698
3	Land Value at Base OCP Density	***$4,397,546***
4	Land Value at Max OCP Density*	$9,086,806
5	Target Land Value for AH Scenarios**	$5,569,861

Estimated Maximum Achievable AH Units (Units)	
Affordable Housing Scenario 1	15
Affordable Housing Scenario 2	18
Affordable Housing Scenario 3	21

Estimated Maximum Achievable AH Units (Share)	
Affordable Housing Scenario 1	13%
Affordable Housing Scenario 2	16%
Affordable Housing Scenario 3	18%

* assumes no CAC/DB contribution

**includes 25% of the land lift between Base OCP Density and Max OCP Density

Existing Land Value

To estimate the existing land value of the site, we examined the following indictors of potential value:

- The land value of the property as a development site under existing zoning at a density of 1.5 FSR.
- The land value of the property as a development site at the base density of 3.0 FSR.

The base OCP density land value supports the highest value at $4.4 million. The following proforma shows our calculation of the site's land value at the base density of 3.0 FSR if rezoned and redeveloped to mixed use retail and strata apartment.

Mixed Use Development at Base OCP Density - 3.0 FSR

Major Assumptions (shading indicates figures that are inputs; unshaded cells are formulas)

Site and Building Size				
Site size	21,780	sq.ft. or	0.50	acre
Base Density	3.0			
Bonus Density	0.0			
Total Density	3.0	FSR		
Total Gross floorspace	65,340	sq.ft.		
Gross residential floorspace	58,806	sq.ft.		
Gross commercial floorspace	6,534	sq.ft.		

Concept	**Gross SF**	**Efficiency**	**Net Saleable or Rentable**	**Avg Unit Size**	**Number of Units**	**Parking Stalls per Unit or 1000 sf**	**Parking Stalls**	**Share of Units**
Strata Residential	58,806	85%	49,985	806	62	1.2	74	100%
Market Rental	0	85%	0	570	0	0.9	0	0%
Below Market Rental	0	85%	0	570	0	0.6	0	0%
Social Housing	0	85%	0	570	0	0.6	0	0%
Retail	6,534	100%	6,534	n/a	n/a	2.0	13	n/a
Office	0	95%	0	n/a	n/a	2.0	0	n/a
Total	65,340		56,519		62	7.3	87	100%
					24800			

Revenue/Value				
Strata Residential	$800	per net square foot		
Retail	$570	per net square foot including parking revenue (see separate calculations)		

Pre Construction Costs				
Allowance for Demolition of Existing Buildings	$76,980	or	$20	per sq. ft.
Site Servicing	$222,500	or	$2,500	per lineal metre of frontage
Rezoning Costs	$150,000			

Construction Costs				
Hard Construction Costs				
Hard Cost Used in Analysis	$355			
Landscaping	$217,800	or	$20	psf of site area on 50% of site
Soft costs and Professional Fees	9.0%	of hard costs, landscaping and site prep/servicing costs		
Development management	4.0%	of hard costs, landscaping and site prep/servicing costs and soft costs		
Contingency on hard and soft costs	5.0%	of hard, soft and management costs		

Government Levies				
Market Strata Residential DCCs	$4.25	per sq.ft. of floorspace		
Market Rental Residential DCCs	$4.25	per sq.ft. of floorspace		
Below Market Rental Residential DCCs	$4.25	per sq.ft. of floorspace		
Social Housing DCCs	$0.00	per sq.ft. of floorspace		
Retail DCCs	$2.88	per sq.ft. of floorspace		

Financing				
Interim financing	5.0%	assuming a	2.00	year construction period
Financing charged on	75.0%	of land and	75.0%	of construction costs
Financing fees	1.5%			

Commissions and Marketing				
Commissions on Strata Residential	3.0%	of gross strata market residential revenue		
Marketing on Strata Residential	3.0%	of gross strata market residential revenue		
Commissions on Sale of Commercial	2.0%	of gross commercial value		
Commission on Sale of Rental Units	2.0%	of value		
Initial Lease Up Costs on Market Rental Units	$2,500	per unit		
Initial Lease Up Costs on Below Market Rental Units	$2,000	per unit		
Initial Lease Up Costs on Social Rental Units	$1,000	per unit		
Leasing Commissions on Commercial Space	$5.00	per sq.ft.		
Tenant Improvement Allowance on Retail Space	$25.00	per sq.ft.		
Tenant Improvement Allowance on Office Space	$50.00	per sq.ft.		

Other Costs and Allowances				
Net GST on Market and Below Market Rental Units	5.00%	of capitalized value of rental units		
Net GST on Social Housing Units	0.00%	of capitalized value of rental units		
Property Taxes	0.520%	of assessed value		
Assumed current assessment (Year 1 of analysis)	$2,925,300			
Assumed assessment after 1 year of construction (Year 2 of analysis)	$21,856,230	(50% of completed project value)		
Developer's Profit	15.0%	of total costs or	13.0%	of gross market revenue/value

School Tax				
Tax Rate	0.0%	from $3.0 - $4.0 m	0.0%	over $4.0 million of assessed value (residential portion)
Residential Portion of Current Assessment (Year 1 of analysis)	$0			
Assumed residential Portion of Assessment after 1 year of Construction	$0	(50% of completed residential portion value)		

Speculation Tax				
Tax Rate	0.0%	of assessed value (residential portion)		
Residential Portion of Current Assessment (Year 1 of analysis)	$0			
Assumed Residential Portion of Assessment After 1 Year of Construction	$0	(50% of completed residential portion value)		

Analysis	
Revenue	
Strata Sales Revenue	$39,988,080
Gross Retail Value	$3,724,380
Total Gross Value	$43,712,460
Less Commissions on Strata	$1,199,642
Less Commissions on Commercial	$74,488
Net Sales Revenue/Value	$42,438,330
Project Costs	
Allowance for Demolition of Existing Buildings	$76,980
Site Servicing	$222,500
Rezoning Costs	$150,000
Hard Construction Costs	$23,212,680
Landscaping	$217,800
Soft costs and Professional Fees	$2,142,268
Development management	$1,037,810
Contingency on hard and soft costs	$1,353,002
Marketing on Strata Units	$1,199,642
Leasing Commissions on Commercial Space	$32,670
Tenant Improvement Allowance on Retail Space	$163,350
Market Strata Residential DCCs	$249,926
Retail DCCs	$18,794
Less property tax allowance during approvals/development	$144,172
Interim financing on construction costs	$1,133,310
Financing fees/costs	$352,743
Less Net GST (assuming builder holds units)	$0
Total Project Costs Before Land	$31,707,646
Developer's Profit	**$5,700,105**
Residual to Land and Land Carry	**$5,030,579**
Less financing on land during construction and approvals	$503,687
Less financing fee on land loan	$45,835
Less property closing costs	$83,511
Residual Land Value	**$4,397,546**
Residual Value per sq.ft. of site	**$202**
Residual Value per sq.ft. of FSR	**$67**
Residual Value per sq.ft. of gross buildable floorspace	**$67**

Estimated Land Value Assuming Mixed Use Development at the Maximum Density of 5.0 FSR

The following proforma shows our estimate of the site's value if rezoned and redeveloped to mixed use retail and strata apartment at a density of 5.0 FSR (the maximum permitted) without any amenity contribution for the bonus floorspace. As shown in the proforma, the estimated land value under this scenario about $9.1 million.

Mixed Use Redevelopment at Maximum OCP Density - 5.0 FSR

Major Assumptions (shading indicates figures that are inputs; unshaded cells are formulas)

Site and Building Size		
Site size	21,780 sq.ft. or	0.50 acre
Base Density	3.0	
Bonus Density	2.0	
Total Density	5.0 FSR	
Total Gross floorspace	108,900 sq.ft.	
Gross residential floorspace	102,366 sq.ft.	
Gross commercial floorspace	6,534 sq.ft.	

Concept	**Gross SF**	**Efficiency**	**Net Saleable or Rentable**	**Avg Unit Size**	**Number of Units**	**Parking Stalls per Unit or 1000 sf**	**Parking Stalls**	**Share of Units**
Strata Residential	102,366	85%	87,011	806	108	1.2	130	100%
Market Rental	0	85%	0	570	0	0.9	0	0%
Below Market Rental	0	85%	0	570	0	0.6	0	0%
Social Housing	0	85%	0	570	0	0.6	0	0%
Retail	6,534	100%	6,534	n/a	n/a	2.0	13	n/a
Office	0	95%	0	n/a	n/a	2.0	0	n/a
Total	108,900		93,545		108	7.3	143	100%

Revenue/Value		
Strata Residential	$825 per net square foot	
Retail	$570 per net square foot including parking revenue (see separate calculations)	
Pre Construction Costs		
Allowance for Demolition of Existing Buildings	$76,980 or	$20 per sq. ft.
Site Servicing	$222,500 or	$2,500 per lineal metre of frontage
Rezoning Costs	$150,000	
Construction Costs		
Hard Construction Costs		
Hard Cost Used in Analysis	$358	
Landscaping	$217,800 or	$20 psf of site area on 50% of site
Soft costs and Professional Fees	9.0% of hard costs, landscaping and site prep/servicing costs	
Development management	4.0% of hard costs, landscaping and site prep/servicing costs and soft costs	
Contingency on hard and soft costs	5.0% of hard, soft and management costs	
Government Levies		
Market Strata Residential DCCs	$4.25 per sq.ft. of floorspace	
Market Rental Residential DCCs	$4.25 per sq.ft. of floorspace	
Below Market Rental Residential DCCs	$4.25 per sq.ft. of floorspace	
Social Housing DCCs	$0.00 per sq.ft. of floorspace	
Retail DCCs	$2.88 per sq.ft. of floorspace	
Financing		
Interim financing	5.0% assuming a	2.25 year construction period
Financing charged on	75.0% of land and	75.0% of construction costs
Financing fees	1.5%	
Commissions and Marketing		
Commissions on Strata Residential	3.0% of gross strata market residential revenue	
Marketing on Strata Residential	3.0% of gross strata market residential revenue	
Commissions on Sale of Commercial	2.0% of gross commercial value	
Commission on Sale of Rental Units	2.0% of value	
Initial Lease Up Costs on Market Rental Units	$2,500 per unit	
Initial Lease Up Costs on Below Market Rental Units	$1,000 per unit	
Initial Lease Up Costs on Social Rental Units	$1,000 per unit	
Leasing Commissions on Commercial Space	$5.00 per sq.ft.	
Tenant Improvement Allowance on Retail Space	$25.00 per sq.ft.	
Tenant Improvement Allowance on Office Space	$50.00 per sq.ft.	
Other Costs and Allowances		
Net GST on Market and Below Market Rental Units	5.00% of capitalized value of rental units	
Net GST on Social Housing Units	0.00% of capitalized value of rental units	
Property Taxes	0.520% of assessed value	
Assumed current assessment (Year 1 of analysis)	$2,925,300	
Assumed assessment after 1 year of construction (Year 2 of analysis)	$37,754,269 (50% of completed project value)	
Developer's Profit	15.0% of total costs or	13.0% of gross market revenue/value
School Tax		
Tax Rate	0.0% from $3.0 - $4.0 m	0.0% over $4.0 million of assessed value (residential portion)
Residential Portion of Current Assessment (Year 1 of analysis)	$0	
Assumed residential Portion of Assessment after 1 year of Construction	$0 (50% of completed residential portion value)	
Speculation Tax		
Tax Rate	0.0% of assessed value (residential portion)	
Residential Portion of Current Assessment (Year 1 of analysis)	$0	
Assumed Residential Portion of Assessment After 1 Year of Constructior	$0 (50% of completed residential portion value)	

Analysis	
Revenue	
Strata Sales Revenue	$71,784,158
Gross Retail Value	$3,724,380
Total Gross Value	$75,508,538
Less Commissions on Strata	$2,153,525
Less Commissions on Commercial	$74,488
Net Sales Revenue/Value	$73,280,525
Project Costs	
Allowance for Demolition of Existing Buildings	$76,980
Site Servicing	$222,500
Rezoning Costs	$150,000
Hard Construction Costs	$38,956,280
Landscaping	$217,800
Soft costs and Professional Fees	$3,559,192
Development management	$1,724,231
Contingency on hard and soft costs	$2,245,349
Marketing on Strata Units	$2,153,525
Leasing Commissions on Commercial Space	$32,670
Tenant Improvement Allowance on Retail Space	$163,350
Market Strata Residential DCCs	$435,056
Retail DCCs	$18,794
Less property tax allowance during approvals/development	$276,012
Interim financing on construction costs	$2,119,151
Financing fees/costs	$588,948
Total Project Costs Before Land	$52,939,837
Developer's Profit	**$9,846,313**
Residual to Land and Land Carry	**$10,494,375**
Less financing on land during construction and approvals	$1,138,312
Less financing fee on land loan	$94,730
Less property closing costs	$174,528
Residual Land Value	**$9,086,806**
Residual Value per sq.ft. of site	**$417**
Residual Value per sq.ft. of FSR	**$83**
Residual Value per sq.ft. of gross buildable floorspace	**$83**

Estimated Affordable Housing Unit Contribution at 80% of CMHC Rents

The following proforma shows the supportable affordable housing contribution at 80% of CMHC rents if rezoned to the maximum OCP density. As shown in the proforma, redevelopment to the maximum OCP density can support a 13% share of affordable units or 15 units in total. The residual land value calculated in the proforma is equal to the OCP base density, plus 25% of the estimated increase in property value associated with the bonus density.

Mixed Use Redevelopment at Maximum OCP Density - 5.0 FSR

Share of Supportable Affordable Housing Units at 80% CMHC Rents

Major Assumptions (shading indicates figures that are inputs; unshaded cells are formulas)

Site and Building Size

Site size	21,780	sq.ft. or	0.50	acre
Base Density	3.0			
Bonus Density	2.0			
Total Density	5.0	FSR		
Total Gross floorspace	108,900	sq.ft.		
Gross residential floorspace	102,366	sq.ft.		
Gross commercial floorspace	6,534	sq.ft.		

Concept	**Gross SF**	**Efficiency**	**Net Saleable or Rentable**	**Avg Unit Size**	**Number of Units**	**Parking Stalls per Unit or 1000 sf**	**Parking Stalls**	**Share of Units**
Strata Residential	92,321	85%	78,473	809	97	1.2	116	87%
Market Rental	0	85%	0	570	0	0.9	0	0%
Below Market Rental	10,059	85%	8,550	570	15	0.6	9	13%
Social Housing	0	85%	0	570	0	0.6	0	0%
Retail	6,534	100%	6,534	n/a	n/a	2.0	13	n/a
Office	0	95%	0	n/a	n/a	2.0	0	n/a
Total	108,914		93,557		112	7.3	138	100%

Revenue/Value

Strata Residential	$825	per net square foot
Below Market Rental	$217	per net square foot (see separate calculations)
Retail	$570	per net square foot including parking revenue (see separate calculations)

Pre Construction Costs

Allowance for Demolition of Existing Buildings	$76,980	or	$20	per sq. ft.
Site Servicing	$222,500	or	$2,500	per lineal metre of frontage
Rezoning Costs	$150,000			

Construction Costs

Hard Construction Costs				
Hard Cost Used in Analysis	$355			
Landscaping	$217,800	or	$20	psf of site area on 50% of site
Soft costs and Professional Fees	9.0%	of hard costs, landscaping and site prep/servicing costs		
Development management	4.0%	of hard costs, landscaping and site prep/servicing costs and soft costs		
Fees, legal and survey for rental portion	$150,000			
Contingency on hard and soft costs	5.0%	of hard, soft and management costs		

Government Levies

Market Strata Residential DCCs	$4.25	per sq.ft. of floorspace
Market Rental Residential DCCs	$4.25	per sq.ft. of floorspace
Below Market Rental Residential DCCs	$4.25	per sq.ft. of floorspace
Retail DCCs	$2.88	per sq.ft. of floorspace

Financing

Interim financing	5.0%	assuming a	2.25	year construction period
Financing charged on	75.0%	of land and	75.0%	of construction costs
Financing fees	1.5%			

Commissions and Marketing

Commissions on Strata Residential	3.0%	of gross strata market residential revenue
Marketing on Strata Residential	3.0%	of gross strata market residential revenue
Commissions on Sale of Commercial	2.0%	of gross commercial value
Commission on Sale of Rental Units	2.0%	of value
Initial Lease Up Costs on Market Rental Units	$2,500	per unit
Initial Lease Up Costs on Below Market Rental Units	$1,000	per unit
Initial Lease Up Costs on Social Rental Units	$1,000	per unit
Leasing Commissions on Commercial Space	$5.00	per sq.ft.
Tenant Improvement Allowance on Retail Space	$25.00	per sq.ft.
Tenant Improvement Allowance on Office Space	$50.00	per sq.ft.

Other Costs and Allowances

Net GST on Market and Below Market Rental Units	5.00%	of capitalized value of rental units		
Property Taxes	0.520%	of assessed value		
Assumed current assessment (Year 1 of analysis)	$2,925,300			
Assumed assessment after 1 year of construction (Year 2 of analysis)	$35,161,811	(50% of completed project value)		
Developer's Profit	15.0%	of total costs or	13.0%	of gross market revenue/value

School Tax

Tax Rate	0.0%	from $3.0 - $4.0 m	0.0%	over $4.0 million of assessed value (residential portion)
Residential Portion of Current Assessment (Year 1 of analysis)	$2,925,300			
Assumed residential Portion of Assessment after 1 year of Construction	$0	(50% of completed residential portion value)		

Speculation Tax

Tax Rate	0.0%	of assessed value (residential portion)
Residential Portion of Current Assessment (Year 1 of analysis)	$2,925,300	
Assumed Residential Portion of Assessment After 1 Year of Constructior	$0	(50% of completed residential portion value)

Analysis		
Revenue		
Strata Sales Revenue	$64,740,225	
Below Market Rental Value	$1,859,017	
Gross Retail Value	$3,724,380	
Total Gross Value	$70,323,622	
Less Commissions on Strata	$1,942,207	
Less Commissions on Rental	$37,180	
Less Commissions on Commercial	$74,488	
Net Sales Revenue/Value	$68,269,747	
Project Costs		
Allowance for Demolition of Existing Buildings	$76,980	
Site Servicing	$222,500	
Rezoning Costs	$150,000	
Hard Construction Costs	$38,660,032	
Landscaping	$217,800	
Soft costs and Professional Fees	$3,532,530	
Development management	$1,711,314	
Fees, legal and survey for rental portion	$150,000	
Contingency on hard and soft costs	$2,236,058	
Marketing on Strata Units	$1,942,207	
Initial Lease Up Costs on Below Market Rental Units	$15,000	
Leasing Commissions on Commercial Space	$32,670	
Tenant Improvement Allowance on Retail Space	$163,350	
Market Strata Residential DCCs	$392,365	
Below Market Rental Residential DCCs	$42,750	
Retail DCCs	$18,794	
Less property tax allowance during approvals/development	$259,149	
Interim financing on construction costs	$2,101,929	
Financing fees/costs	$584,161	
Less Net GST (assuming builder holds units)	$92,951	
Total Project Costs Before Land	$52,602,539	
Developer's Profit	**$9,170,200**	
Residual to Land and Land Carry	**$6,497,008**	
Less financing on land during construction and approvals	$704,722	
Less financing fee on land loan	$58,647	
Less property closing costs	$107,360	
Residual Land Value	**$5,626,278**	
Base Value	**$4,397,546**	
OCP Max Rezoning Value	$9,086,806	
Increase in Value	$4,689,260	
Share of Land Lift	$1,172,315	25.0% Share
Target Rezoned Land Value	$5,569,861	
Residual Less Target	**$56,417**	
Residual Value per sq.ft. of site	**$258**	
Residual Value per sq.ft. of FSR	**$52**	
Residual Value per sq.ft. of gross buildable floorspace	**$52**	

Estimated Affordable Housing Unit Contribution at 100% of CMHC Rents

The following proforma shows the supportable affordable housing contribution at 100% of CMHC rents if rezoned to the maximum OCP density. As shown in the proforma, redevelopment to the maximum OCP density can support a 16% share of affordable units or 18 units in total. The residual land value calculated in the proforma is equal to the OCP base density, plus 25% of the estimated increase in property value associated with the bonus density.

Mixed Use Redevelopment at Maximum OCP Density - 5.0 FSR

Share of Supportable Affordable Housing Units at 100% CMHC Rents

Major Assumptions (shading indicates figures that are inputs; unshaded cells are formulas)

Site and Building Size				
Site size	21,780	sq.ft. or	0.50	acre
Base Density	3.0			
Bonus Density	2.0			
Total Density	5.0	FSR		
Total Gross floorspace	108,900	sq.ft.		
Gross residential floorspace	102,366	sq.ft.		
Gross commercial floorspace	6,534	sq.ft.		

Concept	**Gross SF**	**Efficiency**	**Net Saleable or Rentable**	**Avg Unit Size**	**Number of Units**	**Parking Stalls per Unit or 1000 sf**	**Parking Stalls**	**Share of Units**
Strata Residential	90,381	85%	76,824	792	97	1.2	116	84%
Market Rental	0	85%	0	570	0	0.9	0	0%
Below Market Rental	12,071	85%	10,260	570	18	0.6	11	16%
Social Housing	0	85%	0	570	0	0.6	0	0%
Retail	6,534	100%	6,534	n/a	n/a	2.0	13	n/a
Office	0	95%	0	n/a	n/a	2.0	0	n/a
Total	108,986		93,618		115	7.3	140	100%

Revenue/Value				
Strata Residential	$825	per net square foot		
Below Market Rental	$302	per net square foot (see separate calculations)		
Retail	$570	per net square foot including parking revenue (see separate calculations)		
Pre Construction Costs				
Allowance for Demolition of Existing Buildings	$76,980	or	$20	per sq. ft.
Site Servicing	$222,500	or	$2,500	per lineal metre of frontage
Rezoning Costs	$150,000			
Construction Costs				
Hard Construction Costs				
Hard Cost Used in Analysis	$355			
Landscaping	$1,780	or	$20	psf of site area on 50% of site
Other	$0			
Soft costs and Professional Fees	9.0%	of hard costs, landscaping and site prep/servicing costs		
Development management	4.0%	of hard costs, landscaping and site prep/servicing costs and soft costs		
Fees, legal and survey for rental portion	$150,000			
Contingency on hard and soft costs	5.0%	of hard, soft and management costs		
Government Levies				
Market Strata Residential DCCs	$4.25	per sq.ft. of floorspace		
Market Rental Residential DCCs	$4.25	per sq.ft. of floorspace		
Below Market Rental Residential DCCs	$4.25	per sq.ft. of floorspace		
Retail DCCs	$2.88	per sq.ft. of floorspace		
Office DCCs	$0.00	per sq.ft. of floorspace		
School Site Acquisition Charge	$0.00	per unit		
Financing				
Interim financing	5.0%	assuming a	2.25	year construction period
Financing charged on	75.0%	of land and	75.0%	of construction costs
Financing fees	1.5%			
Commissions and Marketing				
Commissions on Strata Residential	3.0%	of gross strata market residential revenue		
Marketing on Strata Residential	3.0%	of gross strata market residential revenue		
Commissions on Sale of Commercial	2.0%	of gross commercial value		
Commission on Sale of Rental Units	2.0%	of value		
Initial Lease Up Costs on Market Rental Units	$2,500	per unit		
Initial Lease Up Costs on Below Market Rental Units	$1,000	per unit		
Initial Lease Up Costs on Social Rental Units	$1,000	per unit		
Leasing Commissions on Commercial Space	$5.00	per sq.ft.		
Tenant Improvement Allowance on Retail Space	$25.00	per sq.ft.		
Tenant Improvement Allowance on Office Space	$50.00	per sq.ft.		
Other Costs and Allowances				
Net GST on Market and Below Market Rental Units	5.00%	of capitalized value of rental units		
Property Taxes	0.520%	of assessed value		
Assumed current assessment (Year 1 of analysis)	$2,925,300			
Assumed assessment after 1 year of construction (Year 2 of analysis)	$35,100,748	(50% of completed project value)		
Developer's Profit	15.0%	of total costs or	13.0%	of gross market revenue/value
School Tax				
Tax Rate	0.0%	from $3.0 - $4.0 m	0.0%	over $4.0 million of assessed value (residential portion)
Residential Portion of Current Assessment (Year 1 of analysis)	$2,925,300			
Assumed residential Portion of Assessment after 1 year of Construction	$0	(50% of completed residential portion value)		
Speculation Tax				
Tax Rate	0.0%	of assessed value (residential portion)		
Residential Portion of Current Assessment (Year 1 of analysis)	$2,925,300			
Assumed Residential Portion of Assessment After 1 Year of Constructior	$0	(50% of completed residential portion value)		

Analysis	
Revenue	
Strata Sales Revenue	$63,379,800
Below Market Rental Value	$3,097,316
Gross Retail Value	$3,724,380
Total Gross Value	$70,201,496
Less Commissions on Strata	$1,901,394
Less Commissions on Rental	$61,946
Less Commissions on Commercial	$74,488
Net Sales Revenue/Value	$68,163,668
Project Costs	
Allowance for Demolition of Existing Buildings	$76,980
Site Servicing	$222,500
Rezoning Costs	$150,000
Hard Construction Costs	$38,689,946
Landscaping	$1,780
Soft costs and Professional Fees	$3,515,780
Development management	$1,703,200
Fees, legal and survey for rental portion	$150,000
Contingency on hard and soft costs	$2,225,509
Marketing on Strata Units	$1,901,394
Initial Lease Up Costs on Below Market Rental Units	$18,000
Leasing Commissions on Commercial Space	$32,670
Tenant Improvement Allowance on Retail Space	$163,350
Market Strata Residential DCCs	$384,120
Below Market Rental Residential DCCs	$51,300
Retail DCCs	$18,794
Less property tax allowance during approvals/development	$258,752
Interim financing on construction costs	$2,090,984
Financing fees/costs	$581,119
Less Net GST (assuming builder holds units)	$154,866
Total Project Costs Before Land	$52,391,046
Developer's Profit	**$9,154,275**
Residual to Land and Land Carry	**$6,618,347**
Less financing on land during construction and approvals	$717,884
Less financing fee on land loan	$59,742
Less property closing costs	$109,399
Residual Land Value	**$5,731,322**
Base Value	**$4,397,546**
OCP Max Rezoning Value	$9,086,806
Increase in Value	$4,689,260
Share of Land Lift	$1,172,315
Target Rezoned Land Value	$5,569,861
Residual Less Target	**$161,461**
Residual Value per sq.ft. of site	**$263**
Residual Value per sq.ft. of FSR	**$53**
Residual Value per sq.ft. of gross buildable floorspace	**$53**

Estimated Affordable Housing Unit Contribution at 120% of CMHC Rents

The following proforma shows the supportable affordable housing contribution at 120% of CMHC rents if rezoned to the maximum OCP density. As shown in the proforma, redevelopment to the maximum OCP density can support a 18% share of affordable units or 21 units in total. The residual land value calculated in the proforma is equal to the OCP base density, plus 25% of the estimated increase in property value associated with the bonus density.

Mixed Use Redevelopment at Maximum OCP Density - 5.0 FSR
Share of Supportable Affordable Housing Units at 120% CMHC Rents

Major Assumptions (shading indicates figures that are inputs; unshaded cells are formulas)

Site and Building Size

Site size	21,780	sq.ft. or	0.50	acre
Base Density	3.0			
Bonus Density	2.0			
Total Density	5.0	FSR		
Total Gross floorspace	108,900	sq.ft.		
Gross residential floorspace	102,366	sq.ft.		
Gross commercial floorspace	6,534	sq.ft.		

Concept	**Gross SF**	**Efficiency**	**Net Saleable or Rentable**	**Avg Unit Size**	**Number of Units**	**Parking Stalls per Unit or 1000 sf**	**Parking Stalls**	**Share of Units**
Strata Residential	88,186	85%	74,958	806	93	1.2	112	82%
Market Rental	0	85%	0	570	0	0.9	0	0%
Below Market Rental	14,082	85%	11,970	570	21	0.6	13	18%
Social Housing	0	85%	0	570	0	0.6	0	0%
Retail	6,534	100%	6,534	n/a	n/a	2.0	13	n/a
Office	0	95%	0	n/a	n/a	2.0	0	n/a
Total	108,802		93,462		114	7.3	138	100%

Revenue/Value

Strata Residential	$825	per net square foot
Below Market Rental	$390	per net square foot (see separate calculations)
Retail	$570	per net square foot including parking revenue (see separate calculations)

Pre Construction Costs

Allowance for Demolition of Existing Buildings	$76,980	or	$20	per sq. ft.
Site Servicing	$222,500	or	$2,500	per lineal metre of frontage
Rezoning Costs	$150,000			

Construction Costs

Hard Construction Costs				
Hard Cost Used in Analysis	$355			
Landscaping	$217,800	or	$20	psf of site area on 50% of site
Soft costs and Professional Fees	9.0%	of hard costs, landscaping and site prep/servicing costs		
Development management	4.0%	of hard costs, landscaping and site prep/servicing costs and soft costs		
Fees, legal and survey for rental portion	$150,000			
Contingency on hard and soft costs	5.0%	of hard, soft and management costs		

Government Levies

Market Strata Residential DCCs	$4.25	per sq.ft. of floorspace
Market Rental Residential DCCs	$4.25	per sq.ft. of floorspace
Below Market Rental Residential DCCs	$4.25	per sq.ft. of floorspace
Social Housing DCCs	$0.00	per sq.ft. of floorspace
Retail DCCs	$2.88	per sq.ft. of floorspace

Financing

Interim financing	5.0%	assuming a	2.25	year construction period
Financing charged on	75.0%	of land and	75.0%	of construction costs
Financing fees	1.5%			

Commissions and Marketing

Commissions on Strata Residential	3.0%	of gross strata market residential revenue
Marketing on Strata Residential	3.0%	of gross strata market residential revenue
Commissions on Sale of Commercial	2.0%	of gross commercial value
Commission on Sale of Rental Units	2.0%	of value
Initial Lease Up Costs on Market Rental Units	$2,500	per unit
Initial Lease Up Costs on Below Market Rental Units	$1,000	per unit
Initial Lease Up Costs on Social Rental Units	$1,000	per unit
Leasing Commissions on Commercial Space	$5.00	per sq.ft.
Tenant Improvement Allowance on Retail Space	$25.00	per sq.ft.
Tenant Improvement Allowance on Office Space	$50.00	per sq.ft.

Other Costs and Allowances

Net GST on Market and Below Market Rental Units	5.00%	of capitalized value of rental units		
Property Taxes	0.520%	of assessed value		
Assumed current assessment (Year 1 of analysis)	$2,925,300			
Assumed assessment after 1 year of construction (Year 2 of analysis)	$35,116,181	(50% of completed project value)		
Developer's Profit	15.0%	of total costs or	13.0%	of gross market revenue/value

School Tax

Tax Rate	0.0%	from $3.0 - $4.0 m	0.0%	over $4.0 million of assessed value (residential portion)
Residential Portion of Current Assessment (Year 1 of analysis)	$2,925,300			
Assumed residential Portion of Assessment after 1 year of Construction	$0	(50% of completed residential portion value)		

Speculation Tax

Tax Rate	0.0%	of assessed value (residential portion)
Residential Portion of Current Assessment (Year 1 of analysis)	$2,925,300	
Assumed Residential Portion of Assessment After 1 Year of Construction	$0	(50% of completed residential portion value)

Analysis	
Revenue	
Strata Sales Revenue	$61,840,350
Below Market Rental Value	$4,667,632
Gross Retail Value	$3,724,380
Total Gross Value	$70,232,362
Less Commissions on Strata	$1,855,211
Less Commissions on Rental	$93,353
Less Commissions on Commercial	$74,488
Net Sales Revenue/Value	$68,209,311
Project Costs	
Allowance for Demolition of Existing Buildings	$76,980
Site Servicing	$222,500
Rezoning Costs	$150,000
Hard Construction Costs	$38,585,149
Landscaping	$217,800
Soft costs and Professional Fees	$3,525,790
Development management	$1,708,050
Fees, legal and survey for rental portion	$150,000
Contingency on hard and soft costs	$2,231,813
Marketing on Strata Units	$1,855,211
Initial Lease Up Costs on Below Market Rental Units	$21,000
Leasing Commissions on Commercial Space	$32,670
Tenant Improvement Allowance on Retail Space	$163,350
Market Strata Residential DCCs	$374,790
Below Market Rental Residential DCCs	$59,850
Retail DCCs	$18,794
Less property tax allowance during approvals/development	$258,852
Interim financing on construction costs	$2,094,719
Financing fees/costs	$582,157
Less Net GST (assuming builder holds units)	$233,382
Total Project Costs Before Land	$52,562,857
Developer's Profit	**$9,158,300**
Residual to Land and Land Carry	**$6,488,154**
Less financing on land during construction and approvals	$703,762
Less financing fee on land loan	$58,567
Less property closing costs	$107,212
Residual Land Value	**$5,618,613**
Base Value	**$4,397,546**
OCP Max Rezoning Value	$9,086,806
Increase in Value	$4,689,260
Share of Land Lift	$1,172,315
Target Rezoned Land Value	$5,569,861
Residual Less Target	**$48,752**
Residual Value per sq.ft. of site	**$258**
Residual Value per sq.ft. of FSR	**$52**
Residual Value per sq.ft. of gross buildable floorspace	**$52**

Attachment D

Inclusionary Housing Policy & Working Group Consultation Summary

In November 2018, Council directed staff to proceed with stakeholder engagement on the Inclusionary Housing and Density Bonus Policy, including a working group consisting of representatives of rental housing advocates, non-market housing providers, community association land use committees and members of the development community.

The Inclusionary Housing and Bonus Density Working Group was formed in December 2018 and three workshops were held at City Hall during the first quarter of 2019:

- January 23, 2019
- February 19, 2019
- March 15, 2019

The working group consisted of 12 individuals:

Community Representation (6)		**Housing Development Representation (6)**	
Community-at-Large representation	Nicole Chaland	Aryze Developments	Luke Mari *attended Feb 19 & Mar 15 only
Condominium Homeowners Association	Heidi Marshall	BC Housing	Malcolm McNaughton (Kirsten Baillie sub Jan 23)
Downtown Residents Association	Ian Sutherland (JC Scott sub Feb 19)	Capital Regional District Housing	John Reilly
Generation Squeeze	Eric Swanson	Greater Victoria Housing Society	Kaye Melliship (James Munro sub Feb 19)
James Bay Neighbourhood Association	Marg Gardiner	Urban Development Institute / GMC Projects	Jordan Milne
Together Against Poverty Society	Emily Rogers (Megan Billings sub Mar 15)	Urban Development Institute / Townline	Justin Filuk *attended Jan 23 only

Representative groups were invited to self-select a representative to sit at the Working Group table and were able to send a sub to sit in their place for meetings they were unable to attend. For the Community-at-Large representation, individuals who had presented to Council on the topic of Inclusionary Housing were invited to select a person to represent their interests. Consideration was also given to supporting a balance of community interests and development interests (both non-profit and for profit).

Recognizing the high level of interest and to support greater transparency and trust in the process, all three workshops were open to additional interested stakeholders who were able to observe the meetings and confer with Working Group representatives and staff during the meeting breaks.

Observers were given an opportunity to speak during the first meeting, however staff recognized that this created challenges in terms of supporting a balance of perspectives and to support the Working Group to work productively. For this reason, discussions for the second and third meetings were limited to the

Working Group table members. Observers were invited to listen and could confer with Working Group table participants during the breaks. Observers who attended at least one meeting are listed below:

- Megan Billings, Together Against Poverty Society
- David Biltek, community member
- Wendy Bowkett, Downtown Residents Association
- Lorne Daniel, community member
- Gene Miller, community member
- Janet Simpson, Rockland Neighbourhood Association
- Tim Van Alstine, James Bay Neighbourhood Association
- Jayne Bradbury, Fort Properties
- Byron Chard, Chard Developments
- Dave Chard, Chard Developments
- Adam Cooper, Abstract Developments
- Katy Fabris, Makola Housing Society
- Justin Gammon, Christine Lintott Architects
- Kathy Hogan, Urban Development Institute (UDI)
- Yolanda Meijer, Habitat for Humanity

Input from the Working Group

During the meetings with the Working Group, participants noted many priorities, concerns and recommendations related to the draft policy.

The section below provides a summary of key themes and feedback staff received from the Working Group. Working Group participants were given an opportunity to review and provide clarification for the summary in advance of finalizing this for Council's consideration.

Policy Section 1: Policy Principles

Throughout the first two working group meetings, participants discussed their key concerns and recommendations for the draft policy. From these discussions, staff identified a number of key policy principles where there was alignment in perspectives amongst representatives. The principles were workshopped during the third meeting. These policy principles identify a set of fundamental values that underpin the Working Group's policy recommendations and can inform Council's policy decisions.

- Preserve and create livable, inclusive and affordable communities throughout the City
- New developments that seek bonus residential density contribute to the affordability, diversity and livability of the City of Victoria
- The creation of affordable and attainable housing is supported by onsite inclusionary units and/or cash-in-lieu amenity contributions
- Onsite inclusionary units are able to be monitored and operated effectively over the long term
- Applicants and the community have clear information regarding municipal expectations
- Requirements for City resources and risks are minimized

Policy Section 2: Defining Bonus Density

As per Council direction, staff have investigated two approaches for defining density bonus, including the current system, which defines bonus density as requested densities above the OCP base densities; and an alternative system, which defines it as requests for densities above those listed in the zoning bylaw.

There remains a range of preferences for both approaches amongst working group stakeholders.

Policy Options

Economic analysis shows that there are only a few sites that see a community amenity contribution (CAC) from zoning to OCP base density.

1. **Define Bonus Density by Existing Zoning in one of two ways:**
    a. Negotiated approach to capture the exceptional sites: uncertain results, difficult to administer, could impact land values for some sites (increases and decreases)

    b. Create a nominal fixed rate for bonus residential density from zoning to OCP base density city-wide to capture exceptional sites

2. **Continue to Use OCP Base definition:** Works with a fixed rate, simplified process, creates certainty, may leave room for some CACs in some projects

What We Heard

Non-Profit Housing Developers:

- It's important to use the approach that creates the best incentives for new development
- The City needs a good baseline of what is being achieved under current approach
- There are two ways to create affordability: reduce land value for property owner or [allow] additional density

Developers:

- Bonus density should be calculated from property value not OCP Base density
- OCP base density makes the most sense, otherwise you might not see projects come forward
- Concern about going from zoning, as the zoning bylaw does not consider the future growth and housing needs of the City
- Land transacts at the OCP maximum densities as land is in limited supply, this change could have negative impacts

CALUCS:

- Bonus density should be calculated from zoning not Official Community Plan (OCP) base density
- For downtown, most zones are at OCP threshold. A small number of zones show substantial lift between zoning and OCP base that could be captured with nominal fixed rate
- More transparency is needed with how CACs are determined and allocated
- Option for developers to provide land should be included
- Concern that bonus density is not captured in traditional residential neighbourhoods, and that this policy focuses on high value areas of the city alone

Community-at-Large:

- Amenity contributions should provide visible and tangible benefits to neighbourhoods
- Real estate development has lost considerable social license in the past 4 years and projects will continue to create conflict if they are not affordable to local households or providing the community with what the community needs
- Every rezoning should have sufficient level of CAC to offset the losses associated with the new development whether it is a requirement to replace low cost rental housing (and right of first refusal for displaced tenants at existing rents) or loss of green space
- CACs should be designed to incentivize neighbourhoods to embrace new density and ensure that the public enjoys some of the wealth created through up zoning
- Coriolis memo did not investigate which option for defining base density would provide more CAC. It asked what level of CAC could be required which does not interfere with the viability of the majority of real estate developments. We do not know which approach would generate more CAC. It tells us which approach will generate the most real estate developments. Therefore we do not know which approach follows council's direction 'to generate the most affordable housing, the quickest'.
- Bonus density should be calculated from existing zoning, and nominal fixed rate is the only option
- Interim policy with 10-15% is working well: we are seeing affordability coming forward

Condominium Homeowners Association:

- When we consider density it's important to consider the outcome that will create the most amount of affordable housing

Generation Squeeze

- City should pursue a policy that achieves the most amount of affordable housing overall without sacrificing all other amenities
- The City needs to determine what and how much should be asked of the development community

TAPS

- There is extreme hardship felt by many who are unable to access affordable housing
- Want to see the greatest amount of wealth put back to public good
- Important for public trust that calculations are done for public good

Policy Section 3: Approach and Targets

Many participants noted that cash in lieu was valuable for many reasons: it’s clear, easier to administer, and valuable to development of affordable housing to leverage other government funding. Inclusionary housing was also seen as valuable in the event other government funding is no longer available. The group also discussed challenges with project size threshold being too low and need for updated targets to market conditions. Overall, there was support for the strategic approach of new policy direction amongst most stakeholders.

Policy Direction

- Inclusionary Housing contributions sought in large projects
- Cash in lieu contributions sought in small and moderately sized projects, with updated fixed-rate targets
- Nominal fixed-rate between zoned density and OCP base density

Bonus Density Category	Areas	Project Size	Targets	
A: **Bonus density above base in OCP**	Urban Core & Large Urban Villages	Large Projects (>60 units)	Affordable Housing Contribution	10% of total FSR or total units
		Small and Moderate (<60 units)	Cash in lieu contribution	$35/sf of bonus floor space
	Urban Residential	N/A		$20/sf of bonus floor space
B: **Bonus density above zoned density to base in OCP**	City-wide UPDs with residential use	N/A		$5/sf of additional density from zoning to OCP base density

What We Heard

Non-Profit Housing Developers

- Cash in lieu is preferred as it can be used to leverage additional funding from other levels of government, creating more affordable housing overall with deeper levels of affordability
- Mixed interest from non-profits for owning or managing the units
- This project threshold is more reasonable. If project size threshold is too low, the costs of operating the units will be more than the unit rents, causing long-term risks and liabilities for these affordable units
- Support for the targets as they’re geared to % of total units and % of total Floorspace Ratio (FSR) to incentivize family sized units
- Support for the $5/sf fixed rate from zoning to OCP base
- Support for the balance between onsite affordable units in larger projects and cash in lieu for small and moderate projects

Developers

- Cash in lieu is preferred because it is clear, creates better certainty and is easier to administer

- Desire to see mechanism around creativity/flexibility if someone comes forward with affordable home ownership, daycare or another amenity
- Would like to see the flexibility to allow Council to consider densities above OCP if they advance Council's objectives
- New approach seems fair and balanced compared to the previous draft policy
- Urban residential at $20/sqft is too high
- Work needs to be done to unlock additional upper end of bonus density near roads, urban villages etc.

CALUCS

- Amenities are essential for complete communities. Cash in lieu that can be directed towards amenities that support an increasing population is important
- Large projects greater than 60 units will be downtown: potential for CAC will be absorbed for affordable housing leaving no contribution for community amenity
- How will the city fund additional amenities (parks, crosswalks etc) to support quality of life with increased density when there are no rezonings required or amenities contributions are all going to housing?
- Max OCP downtown is already very generous and there is no real need to go beyond max
- Concern there will be challenges with the strata management/control through the creation of a large voting block with one organization having 10-15% of ownership in a building

Community-at-Large

- More rezonings need to generate amenity contributions
- Not sure inviting densities more than OCP is something we should do
- Support for the updated fixed rate targets and strategic approach

Generation Squeeze

- The City should pursue a policy that achieves the most amount of affordable housing overall, without sacrificing all other amenities

TAPS:

- The development community needs to be seen as contributing to affordability

Condominium Homeowners Association:

- Cash in lieu is supported as it can be used to leverage additional funding from other levels of government, potentially creating a higher number of affordable housing units

Policy Section 4: Exemptions

Policy exemptions have not changed from the previous 2016 policy.

Policy Direction

Policy Exemptions include:

- Heritage conservation costs
- 100% purpose built rental buildings secured by legal agreement
- Non-profit housing developments
- Non-residential use developments

What We Heard

- Support for these exemptions from stakeholders
- **CALUC:** Large corporations should not receive exemptions

Policy Section 5: Inclusionary Housing Options and Expectation

Stakeholders recommended that the rent levels be adjusted, as they were somewhat arbitrary in the former draft, without providing alignment with other funding programs. Additionally, rents are too low for long-term viability or non-profit partnerships. Mixing rental and strata units creates project viability and long-term operational challenges, and affordable homeownership option may be more viable.

In the revised policy, rents have been adjusted to align with City of Victoria's housing targets and BC Housing's Housing Income Limits (HILs). An affordable home ownership option has been added, unit size minimum removed for greater flexibility and family units have been prioritized.

Overall, stakeholders were generally supportive of these changes.

Policy Direction

- Inclusionary unit rents defined by City's Housing Targets for low to moderate households and align with BC Housing's Housing Income Limits, 2018
- Affordable homeownership option added:
  - City's moderate-income households target
  - Flexibility for diverse program alignment
  - Land lift analysis required to determine % of units delivered
- Unit sizes removed for flexibility, but livability of units still a consideration
- Family units prioritized (10% 3 bed & 20% 2 bed)

What We Heard

Non-Profit Housing Developers:

- Use caution when talking about affordability as there are numerous definitions, which each create limitations on policy outcomes. Don't confuse moderate and middle income limits.
- One tool cannot fix all things. This policy creates some affordability while continuing to have the market produce units.
- Support for affordable homeownership option and adjusted rent levels
- Support for CRD providing fee for service administration of affordable homeownership units on a case by case basis

- Support for prioritization of family sized units
- Add in some flexibility where the City pursues deeper levels of affordability through partnerships with upper levels of government such as BC Housing, CRD and CMHC

Developers:

- Mixing rental and strata units creates project viability and long-term operational challenges, supportive of affordable homeownership option
- Alignment with BC Housing programs very important and should be ensured with final policy

Community-at-Large:

- Pleased to see an Affordable Home Ownership option because it addresses the problems with mixing strata and rental
- Support for aligning rent levels and income levels to those established by the City's Housing Targets
- The impact of not having affordable housing is homelessness, we need to build housing people can afford

TAPS:

- This policy can't fix the fact that people still can't afford housing, particularly very low and low income residents, but it's one tool that can help the low to moderate income earners
- A slower rate of development is okay
- We can't keep building housing that no one can afford
- More interested in seeing more affordable rental over affordable home ownership

Generation Squeeze:

- It's important to tie affordability to the income limits of people who live here
- Supportive of affordable home ownership option
- The City needs a rental incentive policy and a formal affordable home ownership program

Condominium Homeowners Association

- The operation of rental units in strata developments is challenging
- Supportive of affordable homeownership option

CALUCS

- Proposed inclusionary housing component would likely be a profound disappointment due to the lack of potential to produce any significant numbers of units. Suggest looking back 5 years and coming up with hard numbers of what a similar policy would have produced.
- Support cash-in-lieu as non-profits can leverage perhaps 25 times the funding from senior government and produce real numbers of units
- Concern there will be challenges with the strata management/control through the creation of a large voting block with one organization having 10-15% of ownership in a building

Policy Section 6: Allocating Cash-in-lieu Amenity Contributions

All participants noted the importance of amenities for supporting the livability of neighbourhoods for future generations and expressed concerns about having all amenity contributions directed towards affordable housing. Additionally, Cash in lieu that is directed to a housing fund can leverage other funding opportunities resulting in more affordable housing overall. Updated draft policy divides bonus density contribution 50/50 between housing and community amenity.

Policy Direction

- 50% Victoria Housing Reserve Fund
- 50% Local Amenities Reserve Fund or Public Realm Improvement Fund

What We Heard

Non-Profit Housing Developers:

- Cash in lieu that is directed to a housing fund can leverage other funding opportunities
- Support for 50/50 split between housing and amenities. Would also support 60% amenities / 40% housing but would not widen that any further

CALUCS:

- Allocation of CACs should be higher downtown (80% CAC/20% housing). 80-20 split is proposed to balance the total absorption of CAC by development over 60 units. Most development downtown will be more than 60 units leaving virtually no funds for essential amenities. Proposed 80-20 is to balance inequity. North Van uses 80-20 split for all CACs (not just projects over 60 units).
- Support cash-in-lieu as non-profits can leverage perhaps 25 times the funding from senior government and produce real numbers of units
- Concern heritage no longer receiving sufficient funding with loss from CAC. Tourist come to see heritage buildings, not new buildings downtown
- 80/20 ratio for CACs is also important for other neighbourhoods outside of downtown
- Concern that new development is intended for the higher land value residential areas of James Bay, Fairfield, Rockland and Gonzales. Residents in those areas should be notified of development intent. Further, the intent does not meet the avowed objectives of carrying out a policy “throughout the City” and providing “clear information regarding municipal expectations”. In addition, due to current zoning many areas of the City can density without any rezoning.

Developers:

- CAC through cash in lieu can leverage other money and are important for the community

Community-at-Large:

- Support for allocating Cash contributions to both amenities and housing
- More information is needed on how amenities are funded

Generation Squeeze

- Cash in lieu that supports the livability of neighbourhoods and affordable housing is good

TAPS

- Interested in seeing units actually being built. There is a risk of money siting in a fund if no land available to build affordable housing

Condominium Homeowners Association:

- No comments specific to cash-in-lieu

Policy Section 7: Option for Economic Analysis

There were some discussions that the term "hardship" with reference to real estate development was inappropriate. This policy section is now titled, Option for Economic Analysis, which better reflects its intention, with more details added regarding when and how it's used.

Policy Direction

- Changed title from Hardship to Option for Economic Analysis
- The City will consider negotiating a different inclusionary housing target % or fixed rate cash-in-lieu CAC in cases where site-specific considerations compromise the development viability, including but are not limited to:
    - The existing zoning permits a density that is higher than the base OCP density
    - The land value under existing zoning is higher than the base OCP land value
    - The proposed density is significantly lower than the maximum permitted OCP density
    - Cost of land lift analysis is covered by the applicant, no longer deducted from the CAC

What We Heard

Non-Profit Housing Developers:

- Need to consider negotiating for flexible levels of affordable rents –eg: 10 units at $25 or $50 above rent level, which will see more units created overall
- Developers need to show full information in their proformas to validate the land lift results
- The City could consider building a proforma baseline – to show the costs within comparable projects and compare with land lift analysis costs – to ensure that they are accurate / reasonable

Developers:

- The value of existing use higher than OCP base should be on the list
- Support for more clarity in the use and purpose of this option

TAPS:

- Could be reasonable for applicant to make cash contribution if significant hardship can be demonstrated. How will applicant's hardship be determined?

CALUCS:

- The value of existing use higher than OCP base should not be considered a hardship

Generation Squeeze:

- No comments specific to hardship/economic analysis

Condominium Homeowners Association:

- No comments specific to hardship/economic analysis

Working Group Feedback on Strengths and Recommended Improvements

After sharing with the Working Group revised draft policy directions, participants were asked to each note their final feedback on the draft policy direction’s strengths and recommended areas for improvement:

Stakeholder	Draft Policy Strengths	Recommendations for Additional Improvements:
Aryze Developments	It provides flexibility and ongoing monitoring	Allow policy to consider densities above the OCP if the affordability or amenity goals of the city are advanced
BC Housing	Providing some certainty to the development community	Utilize/align with BC Housing affordable definitions for rental and affordable home ownership projects
Capital Regional District Housing	Support for the balance between onsite affordable units in larger projects and cash in lieu contributions in small and moderate projects	Add in flexibility where the City pursues deeper levels of affordability through partnerships with upper levels of government such as BC Housing, CRD and CMHC
Community-at-Large representation	Affordable home ownership needs to be made more clear	Concerned that Council will continue to ask for affordable housing from every project if the policy doesn't require affordable housing from every project which requests a rezoning
Condominium Homeowners Association	Provides an opportunity for cash in lieu that can be leveraged for additional funding opportunities and partnerships	With the goal of increasing the total number of affordable rental units in Victoria consider various types of incentives and options – do not exclusively look to mandating a certain percentage of rental units in new strata developments
Downtown Residents Association	That it moves away from the previous draft policy [100% inclusionary housing] to allow opportunities for cash in lieu	Cash in lieu ratio should be 80/20 for Downtown

Generation Squeeze	Admirably it incorporated most of the working group's feedback. The policy itself is a strength and it provides extra info for Council on real world potential	Add more clarity for how amenities are funded by the City and how this policy relates. Ensure there isn't a net loss of units in redevelopment from the secondary rental market that provides relatively affordable units.
Greater Victoria Housing Society	That cash in lieu will be allowed for some projects	Allow large projects to make cash in lieu
James Bay Neighbourhood Association	Standardizes, hence creates predictability for development community. Partnership and alignment with BC Housing and CRD programs	CAC divide should be 80% CAC, 20% housing. Outside downtown core area (DCAP) $5 too low and needs to start from existing zoning
Together Against Poverty Society	Affordability: cost is tied to city's low- and moderate-income targets	Does this policy align enough with the goals of council and provide affordable housing through every new development?
Urban Development Institute / GMC Projects	Providing an opportunity for community amenity contributions to produce cash that can be levered up to 25-1 to create the most affordable units the fastest	Remove unit threshold so all projects can pay. Undertake a capacity assessment to determine where growth can go. Need more incentives.

The consultation period for the development of the Inclusionary Housing and Community Amenity Policy took place from September 2018 to April 2019, and included consultation with diverse stakeholders in addition to those included in the Working Group. All of the consultation that took place outside of the working group meetings is outlined below, and includes additional meetings that took place in advance of September 2018:

Stakeholder Group	Consultation	Date and location
BC Assessment	Phone Meeting and Email Correspondence	Between January 2019 and March 6th, 2019
BC Housing	Meetings	January 15, 2019 and March 20, 2019 at City Hall
Canada Mortgage and Housing Corporation	Meetings and Email Correspondence	June 25, 2019 at City Hall
CALUCs	Presentation and meeting	November 29, 2018, at City Hall and January or February TBD
Condominium Home Owners Association	Conference call and meeting	December 12, 2018 conference call and January 25, 2019 at City Hall
Interested Community Members	Meetings	December 21 and 27, 2018 at City Hall
Habitat for Humanity	Meeting	December 20 at City Hall
Heritage Advisory Panel	Presentation and meeting	October 9 2018 at City Hall
Members of the Development Community	Two workshops, and one meeting with the City of Victoria planning staff and the Coriolis Consultant, Blair Erb	August 1 at City Hall (1.5 hours) October 2 at the UDI office (2 hours) February 22, 2019 at City Hall (1 hour)
Non profit housing developers	A two-hour meeting where feedback on the Inclusionary Housing and Density Bonus Policy and Victoria Housing Reserve Fund Guidelines	October 26, 2018 at City Hall (2 hours)
Private Property Managers	Phone Meetings & Email Correspondence	October 2019
VanCity Credit Union	Email Correspondence	Between February and April 2019
Victoria Heritage Trust	Presentation and meeting	October 30 2018 at City Hall

MEMORANDUM

coriolis
CONSULTING CORP.

DATE: 2 November 2018

TO: Jessie Tarbotton, City of Victoria

FROM: Blair Erb, Coriolis Consulting Corp.

Andrea Renney, Coriolis Consulting Corp.

RE: Fixed Rate CAC on Rezonings to Base OCP Density

1.0 Introduction

The City of Victoria Official Community Plan (OCP) and Density Bonus Policy provides the opportunity for applicants to seek bonus density in five different Urban Place Designations, including:

- Town Centre, with base densities of 2.0 FSR and the opportunity for increased density up to approximately 3.0 FSR.
- Large Urban Village, with base densities of 1.5 FSR and the opportunity for increased density up to approximately 2.5 FSR.
- Small Urban Village, with base densities of 1.5 FSR and the opportunity for increased density up to approximately 2.0 FSR.
- Urban Residential, with base densities of 1.2 FSR and the opportunity for increased density up to approximately 2.0 FSR.
- Core Residential. There are a variety of subareas in this designation with base densities ranging from 2.0 to 3.0 FSR and the opportunity for increased residential density up to approximately 3.5 to 5.5 FSR.

Under the current Density Bonus Policy, rezonings are expected to provide Community Amenity Contributions (CACs) based on the increased density (and increased land value) above the base OCP density.

The City currently uses two different approaches to determining CACs depending on the type of rezoning:

- A target fixed rate CAC per square foot of bonus floorspace is used for Urban Place designations outside of the Core. The fixed rate approach provides transparency and cost predictability to the development process by allowing developers to calculate the cost of the contribution up-front.
- For sites in the Core Residential designation, the City uses a target fixed rate approach for projects seeking less than 30,000 square feet of bonus floorspace and a negotiated approach for rezonings seeking 30,000 square feet or more of bonus floorspace.

The City is currently considering a draft policy where rezonings inside and outside of the Core would provide a fixed amount of affordable housing (rather than an amenity contribution) for all rezonings.

There are a large number of zoning districts in the five Urban Place designations that provide the opportunity for bonus density. Some of these zoning districts permit densities that are equal to or higher than the base OCP density. However, for some zoning districts, the existing permitted density is lower than the base OCP density. For sites in these zoning districts, the existing Density Bonus Policy does not seek an amenity contribution for the additional permitted floorspace between existing zoned density and the base OCP density. As part of the Density Bonus Policy update, the City wants to know if it would be practical to establish a target fixed rate CAC that could be applied to any increase in permitted floorspace between the existing zoning and the base OCP density.

Therefore, the City retained Coriolis Consulting Corp. to:

1. Complete financial analysis for a sample of the different types of rezonings that involve an increase in density from existing zoning to the base OCP density to determine:
    - Whether the increase in density from existing zoning to the base OCP density increases the value of the site.
    - The implications for establishing a fixed rate CAC for any increase in permitted floorspace up to the base OCP density.
2. Comment on other factors that the City should consider when determining whether to seek a CAC on the increase in permitted floorspace up to the base OCP density.

This memo summarizes our findings.

2.0 Approach to Financial Analysis

1. We selected nine case study sites for the analysis, including five in the Core Residential designation, two in the Large Urban Village designation and two in the Urban Residential designation. The selected sites include a variety of different existing zoning districts (and existing permitted densities) and are representative of the types of properties that are likely redevelopment candidates in each designation. Each of the case study sites is improved with older, low density commercial/service buildings or older single family homes, similar to the types of properties that have been the focus of development in density bonus policy areas over the past several years.
2. We examined two indicators of the existing value under existing zoning for each case study site:
    a. The value supported by the existing use. For income producing properties, the value supported by the existing use is the capitalized value of the net income stream generated by the existing improvements. For single family or duplex properties, the value supported by the existing use is the value of the property as a residence. For residential properties that require assembly, we add an assembly premium, assuming that a developer would also need to pay a 25% premium over existing value in order to create an incentive for the existing home owner to sell for redevelopment.

    b. The land value under existing zoning.

    We determined which indicator supported the highest value, which is the market value of the site under existing zoning.
3. We estimated the rezoned land value at the base OCP density and determined whether the rezoned land value is greater than the value of the site under existing zoning (the higher of 2a and 2b). For case study sites where there is an increase in value due to the rezoning, we calculated the increase in value per square foot of additional permitted floorspace between the existing zoned density and base OCP density.
4. We estimated the amount of any potential amenity contribution at 75% of the estimated increase in value (this is the City's current practice for negotiated CACs and the methodology used to determine the existing and proposed fixed rate CACs) per square foot of additional permitted floorspace between the existing zoned density and base OCP density.

3.0 Results of Financial Analysis

The results of the case study financial analysis are separated by location:

- **Downtown Core Area.** In the Core Residential designation, there are eight specific subareas in the Core Area Plan and OCP which identify base densities and discretionary additional (bonus) density. We tested case studies in four of these subareas (Core Residential B1, B2, C2, C3).
- **Outside of the Downtown Core Area.** Outside the Downtown Core Area, there are four specific OCP Urban Place designations which identify base densities and discretionary additional (bonus) density. We tested case studies in two of these subareas (Large Urban Village and Urban Residential).

For each case study site this section summarizes:

- The address/neighborhood.
- The site size.
- The current use and current zoning.
- The density assumed under existing zoning.
- The estimated value of the existing use (a).
- The estimated land value under existing zoning (b).
- The estimated value of the site under existing zoning (higher of a or b).
- The estimated land value at the base OCP density.
- If applicable, the increase in value from rezoning to the base OCP density.
- If applicable, the increase in value from rezoning to the base OCP density per square foot of additional permitted floorspace.
- If applicable, the potential fixed rate CAC at 75% of the increase in value from rezoning to the base OCP density per square foot of additional permitted floorspace.

3.1 Downtown Core Area Case Studies

Exhibit 1 summarizes our findings for the five case sites that we examined in the Downtown Core Area.

Exhibit 1: Summary of Financial Analysis for Downtown Core Area Sites

Scenario - OCP Designation	Core Residential B1	Core Residential B2	Core Residential C2	Core Residential C3	Core Residential
Address	1800 Block Blanshard	800 Block Fisgard	900 Block Pandora	1700 Block Blanshard	1100 Block Yates
Location/Neighbourhood	Downtown	Downtown	Downtown	Downtown	Downtown
Site Size (sf)	21,780	20,426	28,837	8,150	16,554
Current Use	1 Storey Retail	2 storey Office	1 Storey Industrial	1 Storey Retail	1 Storey Retail
Zoning	S-1	R3-C	CA-1	C-1	C-1
Density Assumed Under Existing Zoning	1.5	2.5	2.0	1.4	1.4
Base OCP Density (FSR)	3.0	3.0	3.0	3.0	2.0

Estimated Values						
1	Existing Use Value	$1,796,200	$2,288,107	$2,888,362	$1,429,914	$2,829,867
2	Land Value Under Existing Zoning	$1,286,698	$7,456,701	$7,532,073	$1,448,497	$2,707,041
3	Value Used in Analysis (Higher of 1 and 2)	**$1,796,200**	**$7,456,701**	**$7,532,073**	**$1,448,497**	**$2,829,867**
4	Land Value at Base OCP Density	$4,397,546	$4,096,029	$3,485,259	$1,421,520	$3,686,182
5	Increase in Value to Base OCP Land Value	$2,601,346	n/a	n/a	n/a	$856,315
6	Increase in Permitted Floorspace from Rezoning	32,670	10,213	28,837	13,040	9,932
7	Increase in Value PSF of Increased Floorspace	$80	n/a	n/a	n/a	$86
8	Potential CAC PSF at 75% of Increased Value from Rezoning	$60	n/a	n/a	n/a	$65

1800 Block Blanshard

The site in the 1800 Block of Blanshard is zoned S-1 and is designated Core Residential - B1. The value of the existing use is higher than the land value supported by the existing zoning, which permits commercial development up to a density of 1.5 FSR.

Rezoning to the base OCP density of 3.0 FSR would increase the property value by $2.6 million, or $80 per square foot given an increase in permitted density of 32,670 square feet. The potential fixed rate CAC equal to 75% of the increased value supported by the rezoning up to the base OCP density is $60 per square foot.

800 Block Fisgard

The site in the 800 Block of Fisgard is zoned R3-C and is designated Core Residential - B2. The existing R3-C zoning permits mixed use development and the achievable FSR depends on site coverage. We assume the site would be redeveloped as a lowrise apartment building at 2.5 FSR and built using woodframe construction. This supports a land value which is significantly higher than the value of the existing use.

Rezoning to the base OCP density of 3.0 FSR does not increase the value of the site. This is because the site would be redeveloped as a concrete apartment building which supports a lower land value due to the high cost of concrete construction. There is no increase in property value associated with rezoning to the base OCP density and no financial room for a CAC on the increase in permitted floorspace between the existing zoning and base OCP density.

900 Block Pandora

The site in the 900 Block of Pandora is zoned CA-1 and is designated Core Residential - C2. The existing CA-1 zoning permits mixed use residential development up to 2.0 FSR. Based on existing zoning, we assume the site would be redeveloped as a lowrise apartment building at 2.0 FSR and built using woodframe construction. This supports a land value which is significantly higher than the value of the existing use.

Rezoning to the base OCP density of 3.0 FSR does not increase the value of the site. This is because the site would be redeveloped as a concrete apartment building which supports a lower land value due to the high cost of concrete construction. There is no increase in property value associated with rezoning to the base OCP density and no financial room for a CAC on the increase in permitted floorspace between existing zoning and the base OCP density.

1700 Block Blanshard

The site in the 1700 Block of Blanshard is zoned C-1 and is designated Core Residential – C3. The existing C-1 zoning permits mixed use development up to 1.4 FSR. This supports a similar value as the value of the existing use.

Rezoning to the base OCP density of 3.0 FSR supports a similar value as the value under existing zoning. Since there is no increase in property value associated with rezoning to the base OCP density there is no financial room for a CAC on the increase in permitted floorspace between existing zoning and the base OCP density.

1100 Block Yates

The site in the 1100 Block of Yates is zoned C-1 and is designated Core Residential. The value of the existing use is higher than the land value supported by the existing zoning, which permits mixed use development up to 1.4 FSR.

Rezoning to the base OCP density of 2.0 FSR would increase the property value by $0.9 million, or $86 per square foot given an increase in permitted density of 9,932 square feet up to the base OCP density. The potential fixed rate CAC equal to 75% of the increased value supported by the rezoning up to the base OCP density is $65 per square foot. This assumes the project is built using woodframe construction at the maximum OCP density of 3.5 FSR. If the project is built using concrete construction, rezoning to the base OCP density of 2.0 FSR would not increase the value of the site above the value supported by the existing zoning.

3.2 Outside of Downtown Core Area Case Studies

Exhibit 2 summarizes our findings for the four case sites that we examined outside of the Downtown Core Area.

Exhibit 2: Summary of Financial Analysis for Sites Outside of the Downtown Core Area

Scenario - OCP Designation	Large Urban Village	Large Urban Village	Urban Residential	Urban Residential
Address	200 Block Menzies	200 Block Cook	1100 Block Burdett	1400 Block Hillside
Location/Neighbourhood	James Bay	Fairfield	Fairfield	Hillside
Site Size (sf)	12,947	34,872	12,120	16,862
Current Use	1-Storey Retail	1-Storey Retail	2 SFD's	2 SFD's
Zoning	C1-S	CR-3M	R1-B	R1-B
Density Assumed Under Existing Zoning	1.4	1.0	0.65	0.65
Base OCP Density (FSR)	1.5	1.5	1.2	1.2

Estimated Values					
1	Existing Use Value	$2,420,768	$6,310,895	$2,709,641	$2,419,136
2	Land Value Under Existing Zoning	$2,031,434	$6,642,169	$2,503,750	$1,762,500
3	Existing Property Value (Higher of 1 or 2)	**$2,420,768**	**$6,642,169**	**$2,709,641**	**$2,419,136**
4	Land Value at Base OCP Density	$2,182,660	$8,697,968	$2,519,242	$1,476,596
5	Increase in Value to Base OCP Land Value	n/a	$2,055,799	n/a	n/a
6	Increase in Permitted Floorspace from Rezoning	1,295	17,436	6,666	9,274
7	Increase in Value PSF of Increased Floorspace	n/a	$118	n/a	n/a
8	CAC PSF at 75% of Increased Value	n/a	$88	n/a	n/a

200 Block Menzies Street

The site in the 200 Block of Menzies is zoned C1-S and is designated Large Urban Village. The value of the existing use is higher than the land value supported by the existing zoning which permits mixed use development up to a density of 1.4 FSR.

Rezoning to the base OCP density of 1.5 FSR does not increase the value of the site above the value supported by the existing use so there is no financial room for a CAC on the increase in permitted floorspace between existing zoning and the base OCP density.

200 Block Cook Street

The site in the 200 Block of Cook is zoned CR-3M and is designated Large Urban Village. The existing CR-3M zoning permits mixed use development up to 1.0 FSR which is higher than the value of the existing use.

Rezoning to the base OCP density of 1.5 FSR would increase the property value by $2.1 million, or $118 per square foot given an increase in permitted floorspace of 17,436 square feet. The potential fixed rate CAC equal to 75% of the increased value supported by the rezoning up to the base OCP density is $88 per square foot.

1100 Block Burdett

The site in the 1100 Block of Burdett is zoned R1-B and is designated Urban Residential. This assembly is currently improved with older single family dwellings. The value of the existing single family dwellings is higher than the land value supported by the existing zoning which permits single family development.

Rezoning to the base OCP density of 1.2 FSR does not increase the value of the site above the value supported by the existing use so there is no financial room for a CAC on the increase in permitted floorspace between existing zoning and the base OCP density.

1400 Block Hillside

The site in the 1400 Block of Hillside is zoned R1-B and is designated Urban Residential. This assembly is currently improved with older single family dwellings. The value of the existing single family dwellings is higher than the land value supported by the existing zoning which permits single family development.

Rezoning to the base OCP density of 1.2 FSR does not increase the value of the site above the value supported by the existing use so there is no financial room for a CAC on the increase in permitted floorspace between existing zoning and the base OCP density.

3.3 Summary of Findings

Most case studies sites cannot support a CAC on the increased floorspace between the existing zoning and the base OCP density. Out of the 9 case sites we tested in density bonus policy areas, 6 case studies cannot support a CAC up to the base OCP density. These include:

- 4 case study sites which cannot support a CAC due to the high land value under existing zoning, so rezoning to the base OCP density does not create additional land value. While the OCP base density is higher than the density permitted under existing zoning, the increase in density requires a shift from redevelopment with woodframe construction to redevelopment with concrete construction which supports a lower land value due to the higher cost of concrete construction.
- 2 case study sites which cannot support a CAC due to the value of the existing use. These sites are not development sites at the base OCP density and require bonus density beyond the base OCP density to be development candidates.

For the 3 case study sites we tested which can support a CAC, the calculated supportable CAC rate varies from $60 to $88 per square foot of increased permitted floorspace up to the base OCP density.

The rezoning up to the base density of most properties in the City that are identified in the OCP for increased height or density does not result in an increase in value. Therefore, most rezonings cannot support any material amenity contribution for the additional permitted floorspace between existing zoning and the base OCP density.

In fact, for many properties, the additional floorspace permitted at the base OCP density (beyond existing zoning) is required to make sites financially viable for redevelopment and to create an incentive to rezone. If amenity contributions are sought for the increased floorspace up to the base OCP density, then it will reduce the number of sites that are financially viable for redevelopment. This could reduce the pace of new housing development which would mean less new supply of all housing types in the City (including affordable housing). Reduced new housing supply in the face of continued demand will result in market-wide increases in housing prices.

Because most rezonings cannot support an amenity contribution on the increased permitted floorspace up to the base OCP density, it is not practical to establish a target fixed rate CAC on this increased permitted floorspace. However, for some rezonings, there will be an increase in land value due to the additional permitted floorspace between the existing zoning and the base OCP density. If the City wants to seek amenity contributions for the increase in permitted floorspace, it would need to negotiate amenity contributions for each rezoning application.

4.0 Other Factors to Consider

In addition to the results of the case study financial analysis, there are other factors that the City should consider when deciding whether to charge a fixed rate CAC up to the base density, including:

- The City's existing Density Bonus system calibrates amenity contributions based on the value of bonus density between the base OCP density and the maximum OCP density, not on the value of the increased density beyond current zoning. Therefore, the current market value of development sites in Victoria is calibrated to the base density permitted in the OCP. If there was a requirement to make an additional amenity contribution on any increased floorspace between current zoning and the base OCP density, it would negatively affect owners of development sites, particularly owners who have purchased land since the current base densities were adopted.
- Each of the Urban Place designations that provide the opportunity for bonus residential density include a variety of existing zoning districts, each with different existing permitted densities. If amenity contributions are calculated based on the increased value created by additional density beyond current zoning, then the CAC potential within each Urban Place designation will vary by zoning district. This will limit the ability of the City to introduce a CAC policy that identifies a uniform target across an Urban Place designation. The City would need different CAC targets for each zoning district in each Urban Place designation, which would be complex to administer and update over time.
- The City updated its Density Bonus Policy in 2016 to include target fixed rate CACs for many types of rezonings. In addition, it is currently considering new draft policies that would target a fixed amount of affordable housing for projects seeking bonus density rather than negotiating amenity contributions. The City has been moving toward the fixed rate approach to provide greater transparency and cost predictability to the development process by allowing developers to calculate the cost of the contribution up-front. If the City wants to seek amenity contributions for the increased floorspace up to the base OCP density, our evaluation indicates this will require site by site negotiations. This is inconsistent with the City's move towards a fixed rate approach.

5.0 Implications for Establishing a Fixed Rate CAC

1. Because most rezonings cannot support an amenity contribution on the increased permitted floorspace up to the base OCP density, it is not practical to establish a target fixed rate CAC on the increased permitted floorspace up to the base OCP density. However, for some rezonings, there will be an increase in site value due to the additional permitted floorspace between the existing zoning and the base OCP density. If the City wants to seek amenity contributions for this increased permitted floorspace, it would need to negotiate amenity contributions for each rezoning application. This will increase the administrative load on the City and make the rezoning process more complex for the City and for applicants. It is important to note that the City is considering draft policies where rezonings from the base OCP density to the maximum OCP density would provide a fixed affordable housing amenity contribution. Negotiating CACs is not consistent with this draft policy.
2. If the City decides to negotiate amenity contributions for the increase permitted floorspace up to the base OCP density, it should include a grace period for projects that are currently being planned. The City should ensure that all stakeholders (property owners, real estate industry professionals, developers, etc.) are aware of any proposed changes to the existing policy. In addition, developers should be given significant notice before any changes are implemented. This will give applicants that have already

purchased property the opportunity to make an application under the existing policies without facing the financial impact associated with an increased community amenity contribution.

Assessment of Policy Impacts on Affordability

The table below is the full analysis of the value of cash-in-lieu allocated to affordable housing vs. creating inclusionary housing units to evaluate which would deliver the most affordable housing the most quickly. The analysis showed that cash contributions would deliver the highest rate of return in the shortest amount of time, while inclusionary housing units would have a more moderate impact:

Impacts	Victoria Housing Reserve Fund		Inclusionary Housing Units	
Amount of time until affordable units are occupied	Applicants may apply at any stage and may built units in 1 to 7 years. Developers pay contributions at building permit, so sustained VHRF balances is important fund's impact.	**1 to 7 years**	Development cycle may take 3 to 7 years. 2 to 4 years, drafting application to Council decision, and 1 to 3 years from construction to occupancy	**3 to 7 years**
Amount of units created	A $200,000 contribution to the Victoria Housing Reserve Fund could support a range of 6 to 20 units in total depending on bedroom sizes.	**6 to 20 units**	A $200,000 contribution may be able to support the creation of one inclusionary housing unit, depending on market fluctuations.	**1 unit**
Percentage of Municipal Contribution	An average, 3-5% of the total development costs.	**3-5% of the total costs**	100% of the CAC to creating inclusionary housing units.	**100% of CAC**
Number of partners	Leveraged by senior government funding and equity from non-profit organisation.	**Many partners**	Encourages non-profit partners and aligns with senior government funding.	**Some partners**
Level of Affordability	Achieves a range of affordability, including units with deep subsidy and mixed income projects.	**Very low to moderate**	Dependent upon market conditions, and is limited to low to moderate-incomes.	**Low to moderate**
Risk & Dependencies	Established practice, with reputable housing developers. City taking on low legal risk.	**Low Risk**	Involves complex rezoning negotiations and legal agreements, with ongoing monitoring requirements.	**Medium Risk**
Dependencies	The fund contributes to new affordable housing development that relies on senior government funding.	**High**	Market changes impact outcomes. Not reliant on senior government support, but can improve outcomes.	**Medium**
Resources (Time & Cost)	Limited amounts of staff time that is accounted for in operational budgets.	**Limited**	High administration demands. May delay development approvals.	**High**
TOTAL	Achieves high level of impacts on affordability	**High**	Achieves medium level impacts on affordability	**Medium**

Despite this analysis, there remain some benefits to requiring on-site affordable housing units in some circumstances, in order to empower municipalities to create affordable housing in the absence of government funding (should current investment cease), and to create affordability and a mix of tenures within buildings and in areas of the city with high land values.

UDI
URBAN DEVELOPMENT INSTITUTE
capital region

LATE ITEM COTW
APR 11 2019
ITEM # E.1

April 10, 2019

Mayor and Council
City of Victoria
One Centennial Square
Victoria, BC V8W 1P6

Re: Inclusionary Housing and Density Bonus Policy

Dear Mayor and Council,

Over the past few months, City Staff have fostered a robust and collaborative dialogue on the City's proposed Inclusionary Housing and Community Amenity Policy, by way of an Inclusionary Housing Policy working group.

The dialogue has been focused on the important and necessary goal of creating more affordable housing units in the City of Victoria; a goal that the Urban Development Institute – Capital Region (UDI) and our broad membership support.

On behalf of the UDI Capital Region Board of Directors, I would like to sincerely thank Council for supporting Staff through this process, allowing time for in depth discussion and collaboration amongst a diverse group of stakeholders, which includes UDI. The work undertaken by Staff to bring together these stakeholders – all committed to working toward the shared goal of creating more affordable housing units in the City of Victoria – is to be commended. The process allowed for respectful debate and discussion and provided all in attendance with a broad range of valuable perspectives.

Given the successful dialogue and collaboration over the previous months, it is with dismay and disappointment that UDI must write this letter to express our concern regarding the City of Victoria's proposed Inclusionary Housing and Community Amenity Policy (the "Policy"). The current form of the Policy will not achieve the goal of increasing the supply of affordable housing units that this City so desperately needs, and it will likely discourage or even halt further development altogether.

Our common goal is clear; the challenge is finding the best path to achieve that goal.

Recommendations

Based on what we learned through our participation in the working group, and based on the draft report written by Coriolis (the "Report") concerning the Policy, we make the following recommendations:

1. Importance of Stakeholders.

   A critical stakeholder has been excluded from the discussions to date – financial institutions.

   UDI recommends further consultation and engagement with financial institutions. The importance of financial institutions to the viability of any development project cannot be understated. Development is a capital-intensive process which almost always requires a financial partner to be successful. Simply put, if financial institutions are unwilling to lend on a project, then the project will not happen. Housing units which could have been built (whether affordable or not) won't be. Our colleagues in Vancouver (and our local members) tell us that the housing model put forward by the Policy is not economically viable and may not be funded by financial institutions. The Policy makes the significant assumption that development projects will be financed and built in any event, resulting in CAC's and more affordable housing units. Receiving input from financial institutions and fact checking this assumption is critical.

2. Exemptions for Smaller Projects.

   The Report suggests smaller projects should be exempt from affordable rental unit requirements and instead should be allowed to provide a cash in-lieu CAC's.

   UDI recommends that all projects should have the option of providing cash in-lieu. This approach is the best way to leverage funding available from other sources (including the Provincial and Federal Governments). Allowing non-profits to leverage available funds and maximize their purchasing power provides the most flexibility in delivering more affordable housing. This approach also satisfies the common prerequisite to Provincial and Federal funding; municipal contribution.

3. Two-Tiered Approach.

   UDI does not recommend a two tiered approach to density bonus. This approach is unnecessary, confusing, and may have unintended consequences.

   The Report indicates that there will be less CAC's collected overall should bonus density be calculated from zoning and that doing so could further limit the supply of development sites. Yet Staff have chosen to include a nominal bonus fee from existing zoning to base OCP in an apparent attempt to address the few exceptional sites that garner additional value between the existing zoning and the base OCP.

Not only is this a significant departure from the existing approach to bonus density, it adds complexity and cost to all projects to address a few exceptional sites which may not be developed in the coming decade any event. Additional complexity and cost works against our common goal of increasing the supply of affordable housing units.

4. Rely on Current Data.

   We understand Coriolis had reached the end of their contract funding and were not able to provide final numbers in their data collection when the Report was delivered to the City of Victoria. We understand data from 2018 was used to develop the Policy. The housing market has changed dramatically over the past year and data from 2018 is already out of date.

   UDI recommends obtaining and considering current data to inform the current dialogue, before Council adopts the Policy. Current market conditions must be taken into consideration when considering inclusionary housing requirements.

   UDI also recommends that Council direct Staff to (a) update the figures underpinning an inclusionary housing policy and (b) report to Council on an annual basis the updated figures and whether the inclusionary housing policy is achieving the desired outcomes.

5. Grandfathering.

   UDI supports Staff's recommendation that if the Policy is adopted at council on April 11th, all new projects brought forward after April 11th will follow the new Policy but those projects already in process will be grandfathered under the old policy. Changing the goal posts mid-process will create uncertainty, increase costs, and be detrimental to projects under consideration as additional time and resources will need to be spend in order to comply with the new Policy. Predictability, stability, and certainty are required in order for projects to come to fruition.

6. Exemptions.

   UDI is extremely supportive and appreciative of Council's decisions to exempt purpose built rental housing projects, non-market housing projects owned by non-profits, heritage projects and projects that do not include residential. It is important that purpose built rental projects are excluded, as adding further encumbrances to the development of rental housing could result in a major stagnation of this type of housing. Further, UDI would like to see more Municipal, Provincial and Federal programs enacted that encourage the development of more rental projects. Much of today's older rental housing stock was built as the result of such programs in the 1970s, such as the Multi-Unit Residential Building (MURB) program, and reinstating such programs could result in a large increase and replenishment of Victoria's rental stock.

Conclusion

Supply is a key factor in increasing affordability housing and diversity.

Rental and condominium development not only provides new supply, but also often works to increase affordability within older housing stock – whether owned or rented – as residents move up the housing continuum. Development is a complex and risky business. In recent years, the cost of constructing housing has increased significantly as a result of increased provincial taxes, construction cost escalations, tariffs on materials, challenging site and soil conditions, adjacent site constraints, seismic enhancements, Step Code compliance, bike and parking requirements and land costs. The list is long, and simply put, housing is more expensive to build than it was only a few years ago. We hear this message loud and clear from other stakeholders and from our members.

In its current form, the Policy will make future developments even more costly and will work against our common goal of increasing the supply of affordable housing. The risk is simple – projects will become financially unviable, slowing or stopping development and resulting in less housing (affordable or otherwise).

UDI recognizes the importance of encouraging all levels of housing development within the City of Victoria and supports the City's goal of developing tools to assist with that effort. We believe strongly that it is in the interest of all Victorians to ensure an ongoing supply of housing across the entire housing continuum.

Our final recommendation is that we continue our dialogue and that, prior to the Policy being adopted in its current form, further work be undertaken in order to better understand the current market realities facing our members and the implications of the Policy in its current form.

UDI would again like to thank Mayor, Council and Staff for allowing us to be part of Inclusionary Housing Policy working group and the important discussion around affordable housing. We look forward to further dialogue in order to find the best path to achieve our common goals.

Kind Regards,

Kathy Whitcher (Hogan) – Executive Director
(on behalf of the UDI Capital Region Board of Directors)

VICTORIA
RESIDENTIAL BUILDERS
ASSOCIATION

Community Builders...
Building Communities

LATE ITEM COTW
APR 11 2019
ITEM # E.1

April 10, 2019

Mayor Lisa Helps and Council
City of Victoria
1 Centennial Square
Victoria, BC V8W 1P6

Dear Mayor and Council,

Re: Inclusionary Housing and Density Bonus Policy

The Victoria Residential Builders Association does not support the City of Victoria's proposed Inclusionary Housing and Density Bonus policy. VRBA is comprised of 200 members of which more than 100 are contractors.

The city's report says, *"All members of the working group expressed support, in principle, for achieving a mix of cash and inclusionary housing units."*

VRBA was not part of the "working group" and does not support the city's spiralling density bonus fees and inclusionary housing requirements assigned to the mortgages of new homebuyers, driving up home prices.

Since 2016, the city has collected millions of dollars from new development. The report also says, *"Additionally, there are currently 15 pending rezoning applications proposing approximately $11,000,000 in cash CACs, 500 purpose built rental units, and 80 on-site affordable or market rental units."*

But it seems it's never enough.

Social programs, including housing are the responsibility of taxpayers at large, not the mortgages of new homebuyers. BC Housing, CMHC and other government agencies have the mandate to fund affordable housing projects including partnerships with developers. In addition, the province and federal government collect billions of dollars in Property Transfer Tax and GST from new housing to provide these social programs.

The report acknowledges vacancy rentals are increasing in the CRD. One of the reasons is 60% of all new rentals and 40% of all new housing in the CRD were built in Langford in 2018, while housing starts declined in Victoria. Langford's strong performance is due to efficient development and building permit processes creating developer confidence and significantly lower costs.

Langford's efficiency and pro-supply policies are the reason for your report's statement, *"Households in their family formation years of 30 to 45 years old, continue to move outside of the City of Victoria, most likely due to the lack of affordable or attainable family appropriate housing."*

Langford is doing much more than its share for housing affordability, but one municipality out of 13 in the CRD cannot address this issue alone.

Housing prices are high because supply has not kept pace with population growth. According to Statistics Canada from 2011 to 2016, Greater Victoria's population increased 6.7% but housing grew only 3.1%, less than half of what was required.

In 2019, the population is 382,085, a rise of 10.9% since 2011. A record number of starts over the past two years boosted housing to about 183,627 or 9.8% since 2011.

Supply has not resulted in lower prices because we have been playing catch up and we're still not keeping pace with population growth. Housing must at least match growth or better to achieve a measure of affordability.

The City of Victoria can best assist supply and affordability by rezoning for higher density, improving permit processes, and avoiding unnecessary fees, taxes and regulations.

Also, the City of Victoria owns vacant property that could be developed for affordable housing with private partners. This should be another option, in addition to promoting efficient processes, rezonings and supply.

A recent study by the CD Howe Institute says government regulations add $264,000 to the cost of new homes in Victoria. The report says restrictions such as zoning regulations, development charges, and limits on housing development dramatically increase the price.

For example, the City of Victoria's adoption of the Step Code, (wisely disregarded by Langford in favour of Built Green and National Building Code diligence) has already resulted in unintended consequences and added costs for Victoria homebuyers. An NRCan study presented at the National Building Code committee reveals the Step Code metrics cause new homes in our region to be more costly than identical homes in Nanaimo, despite similar weather conditions.

Your proposed Inclusionary Housing and Density Bonus Policy only adds to the regulatory burden and costs for housing.

Thank you for consideration of our concerns and feel free to contact me for any additional information.

Yours sincerely,

Casey Edge
Executive Director

LATE ITEM COTW
APR 11 2019
ITEM # E.1

JBNA
James Bay Neighbourhood Association

jbna@vcn.bc.ca
Victoria, B.C., Canada
www.jbna.org

April 10th, 2019

Mayor and Council,
City of Victoria.

Re: Inclusionary Housing Policy

The JBNA Board is very supportive of Council's intent to encourage the creation of more social and affordable housing, and the renewal of end-of-life housing, within the City. You will be aware that James Bay not only hosts a high proportion of the City's social and cooperative housing, but will soon see the renewal of a large CRD project which will result in an additional (net) 40 units. JBNA Board members have participated in the recent Housing Summit and Inclusionary Housing and Bonus Density discussions.

Having reviewed the documents before Council this week, we have comments and specific requests for amendment to the draft policy before acceptance by Council.

Comments:

- Workshop discussions were directed, in the main, to development and developers' profit interests; resident property rights and quality of life interests were sidelined.
- The proposed policy does not satisfy one of the key Principles of the policy itself, namely to implement the program throughout the city.
- Although the expressed intent to direct developments away from areas in need of renewal to the more expensive areas of the city was not identified in the program objectives, the intent to promote development in downtown and the south-most neighbourhoods of James Bay, Fairfield, Rockland and Gonzales was expressed several times.
- The proposed policy does not necessarily complement other policy considerations such as transporting, density throughout the city, greening, urban forest, or quality of life. Examples: 1) placing higher density south of Rockland/Downtown will increase traffic congestion in or through Downtown, and 2) the stated intent is not to develop areas of higher density which have been identified through the LAP process (completed to date) and supported by residents.
- It was not until near the end of the last meeting that the traditional residential $5 level was revealed and therefore the opportunity to identify potential impacts was minimal. The proposed $5 will neither create sufficient funding to provide significant amenity to a neighbourhood nor funding to go towards public housing, regardless of the chosen share-split. **Indeed, it appears to be a 'gift' provided under the cover of an inclusionary housing policy; a gift to benefit a narrow slice of the development industry.**
- In spite of significant information developed by staff, quantitative information needed to adequately assess the issue was not available. A development community representative stated "*the desire for speed replaced duty of care for analysis*".

...2

During the Inclusionary Housing and Bonus Density sessions it was recognized that:

- Most traditional and urban residential structures are relative low level buildings and of wood frame construction, resulting in significantly lower construction costs.
- If CAC assessment starts at the OCP base line, as opposed to current zoning, there will be an inflationary impact as the expectation of property owners will be high, raising land costs.
- The proposed $5 Traditional Residential rate is, in real dollar terms, a reduction of rate. JBNA objected to the $5 level when it was introduced several years ago, realizing the impact that such a rate might create.
- Rationale for lower rates in residential areas was not provided or discussed.

The JBNA Board requests the following changes to the proposed policy:

- **That the $35/sqft rate be applied to development proposals that fall into both urban residential and traditional residential areas.**
- Property values for CAC assessments, or other like-programs, start at the existing zoning for any proposal involving Urban or Traditional Residential areas and/or R-1, R-2, and similar zonings (i.e. do not start at OCP).
- That the policy be altered to encourage developments throughout the city, especially in areas in need of renewal and revitalization or those areas where relatively new LAP plans have designated as being in need of development (Note: this may mean differential rates with lower CAC rates being applied to areas where LAP agreements reached).
- That the neighbourhood amenity and housing split of rezoning contributions be divided on an 80% amenity 20% housing share-split basis as recommended by the DRA.
- The CAC amenity share be assigned to the neighbourhoods in which a development occurs. (The proposed policy has the DCAP, which overlays neighbourhoods, as a priority over neighbourhoods. This could negatively impact James Bay in a significant way)

Our overall objective is to partner in the creation of a Housing Policy which is respectful to residents and to neighbourhoods, and which will build community while renewing areas of the City in need of redevelopment.

For your consideration,

Marg Gardiner,
President, JBNA
marg.jbna@shaw.ca

Cc: Andrea Hudson, A/Director Planning
VCAN, c/o Don Monsour

APRIL 11 2019

Inclusionary Housing and Community Amenity Policy

Purpose

- To present Council with a proposed Inclusionary Housing and Community Amenity Policy for consideration of approval and to seek direction on implementation

Background

City of Victoria Density Bonus Policy, 2016 to 2018

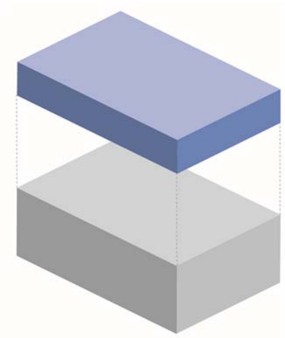
Draft Inclusive Housing and Density Bonus Policy, September 2018
- Consider two options for defining bonus density
- Consult on policy and return by March 31, 2019

Interim Policy, November 2018
- Negotiate Community Amenity Contributions (CACs) for strata projects with ≥10 units citywide, use draft policy as guidance
- Form a working group
- Invite BC Assessment to provide 10 years of land values data

Consultation Update, March 8 2019
- Draft policy that creates the most truly affordable housing units the most quickly

What is Inclusionary Housing?

A policy or land use regulation where developers provide a portion of their new market housing projects at affordable rates in exchange for bonus density. These onsite affordable units are known as inclusionary housing units.



Bonus Density: Developers can achieve higher density in exchange for Community Amenity Contributions (CACs), which can include cash or on-site amenities such as affordable housing, heritage preservation or others.

Base Density: A base density where development is permitted as of right.

Best Practices Review

Inclusionary Housing Targets	• From 10-30% inclusionary housing targets • These targets are not often achieved • Set targets that work for typical projects
Affordability	• Varies from very low to moderate incomes • Deepened with partnerships with senior governments, as well as in relation to amount of bonus density and land values
Ownership & Management	• Non profit partners improve outcomes • Challenges with private unit owners/managers
Monitoring & Reporting	• Update fixed rates regularly • Report out CACs achieved

Working Group

Three meetings were held in early 2019 with a diverse group of peer-appointed representatives:

Community

- Community-at-Large
- Condominium Homeowners Association
- Downtown Residents Association
- Generation Squeeze
- James Bay Community Association
- Together Against Poverty Society

Development

- Aryze Developments
- BC Housing
- Capital Regional District Housing
- Greater Victoria Housing Society
- Urban Development Institute / GMC Projects

Policy Principles

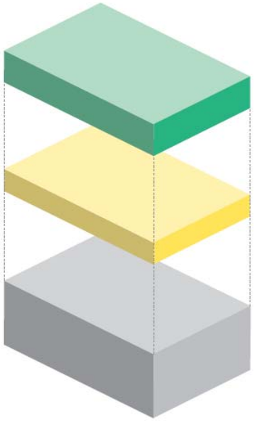
1. Preserve and create livable, inclusive and affordable communities throughout the City
2. New developments that seek bonus residential density contribute to the affordability, diversity and livability of the City of Victoria
3. The creation of affordable and attainable housing is supported by onsite inclusionary units and/or cash-in-lieu amenity contributions
4. Onsite inclusionary units are able to be monitored and operated effectively over the long term
5. Applicants and the community have clear information regarding municipal expectations
6. Requirements for City resources and risks are minimized

Achieving Affordability

	Victoria Housing Reserve Fund	**Inclusionary Housing Units**
Development timeline	1 to 7 years	3 to 7 years
# units with $200,000	6 to 20 units	1 unit
Municipal contribution	3-5% of total project costs	100% of CAC
Partnerships	Many partners	Some partners
Affordability	Very low to moderate incomes	Low to moderate incomes
Risk	Low	Medium
Dependencies	High	Medium
Resources	Limited	High
TOTAL IMPACT	**High**	**Medium**

Defining Bonus Density

A new level of bonus density is recommended:



Level 'B' : OCP Base to Proposed Density

Level 'A': Existing Zoning to OCP Base Density

- New level of bonus density created with a fixed rate of $5 per square foot applied to increases in residential density from the Zoning Regulation Bylaw to the OCP base density

As of Right Zoning

Financial Analysis

Key Assumptions:

- Inclusionary targets depend on the amount of bonus density, area, tenure, rents and the unit size and mix
- Deeper the unit affordability, the lower the number of units
- Any inclusionary housing contributions will reduce, or eliminate contributions toward other amenities

Sensitivity Testing in early 2019:

- Market fluctuations, increased construction costs
- Adjusted rents, family unit targets, property management costs

Key Finding:

- 10% of total units or floor space can be targeted for new strata developments in Core Residential and Large Urban Villages

Policy Approach

Project Size Threshold	• Urban Core, Town Centres and Large Urban Villages:
	  • ≥60 unit projects deliver inclusionary units
	  • ≤59 unit projects provide cash in lieu

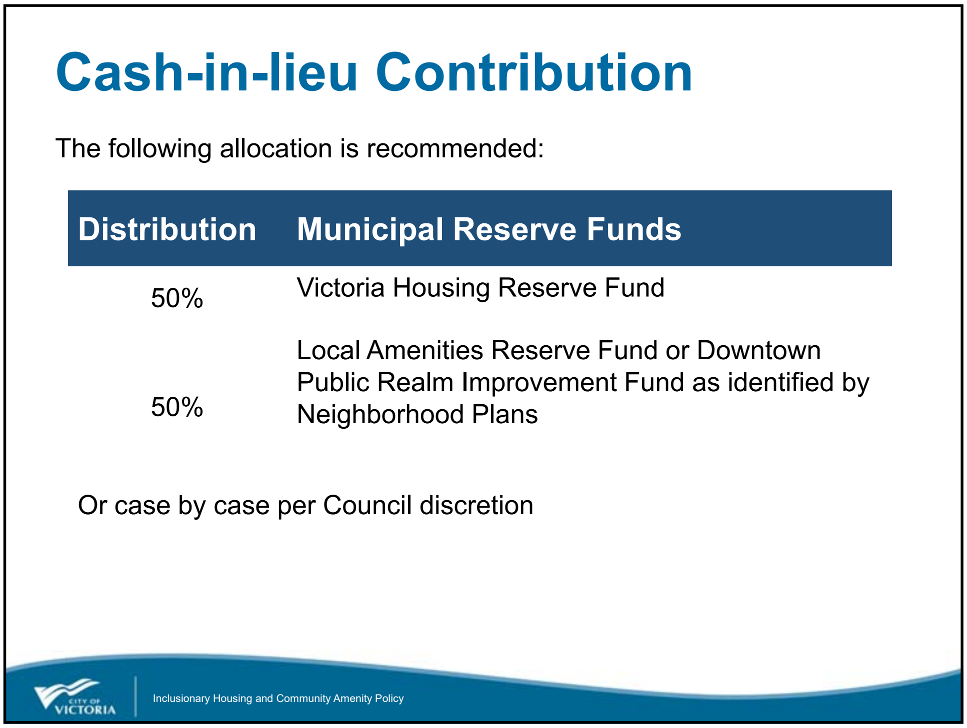
Inclusionary Target	• 10% of total units OR floorspace
Policy Exemptions	• Purpose Built Rental & Affordable Rental • Heritage Conservation Costs • Non-Residential
Updated Fixed Rates	• $5 to $35 per square foot by area

Inclusionary Housing

The 10% inclusionary housing target can be achieved with the two options below:

Affordable Rental Units:
- Low to Moderate Household Incomes ($35,000 to $70,000)
- Aligns with BC Housing's Housing Income Limits 2018 & 100% CMHC average rents
- Non profit partnerships encouraged

Affordable Homeownership:
- Moderate Household Incomes ($55,000 to $85,000)
- Flexibility
- Land lift analysis will determine amount of inclusionary housing
- Non profit partner required

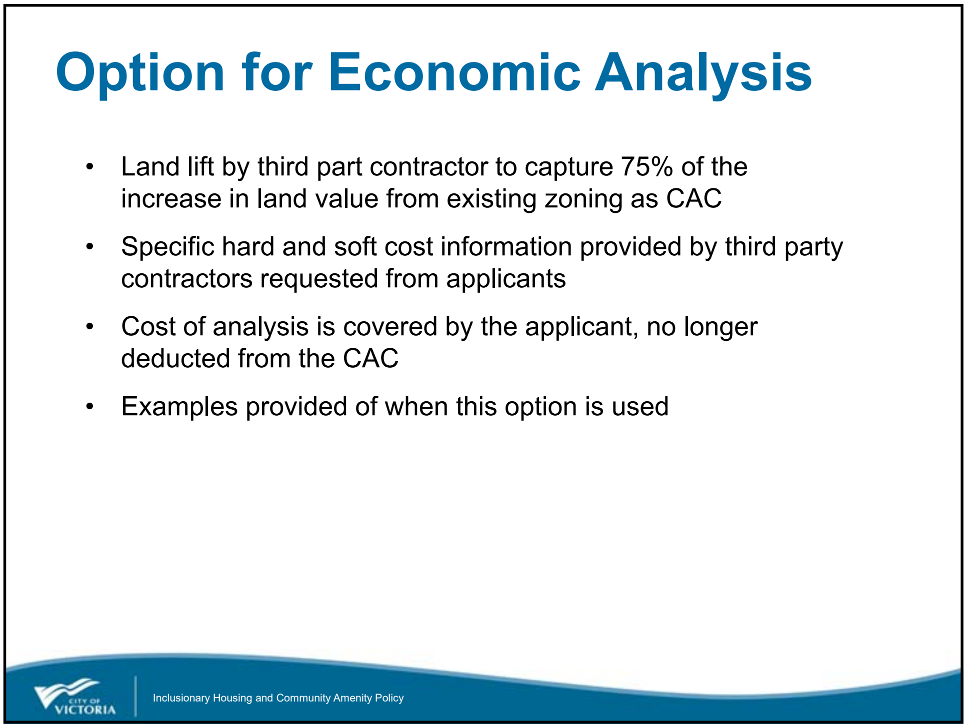


Cash-in-lieu Contribution

The following allocation is recommended:

Distribution	Municipal Reserve Funds
50%	Victoria Housing Reserve Fund
50%	Local Amenities Reserve Fund or Downtown Public Realm Improvement Fund as identified by Neighborhood Plans

Or case by case per Council discretion



Option for Economic Analysis

- Land lift by third part contractor to capture 75% of the increase in land value from existing zoning as CAC
- Specific hard and soft cost information provided by third party contractors requested from applicants
- Cost of analysis is covered by the applicant, no longer deducted from the CAC
- Examples provided of when this option is used

Implementation Actions

1. Issue an Expression of Interest to invite non-profit housing organizations and government agencies
2. Direct staff to revise the Downtown Core Area Plan (DCAP) to ensure alignment
3. Direct staff to monitor resources and report back in one year
4. Upon enactment, apply policy to all new applications received after April 11, 2019
5. Direct staff to report back on policy results in three years following policy implementation (2021)

Recommendations:

Option 1: Adopt the Inclusionary Housing and Community Amenity Policy as presented, and Implementation Actions *(Recommended)*

Option 2: Adopt the Inclusionary Housing and Community Amenity Policy, but allow an option for monetary contributions to be provided in large projects with 60 units or greater

Option 3: Adopt the Inclusionary Housing and Community Amenity Policy, but with amendments to thresholds

CITY OF
VICTORIA

Committee of the Whole Report
For the Meeting of April 11, 2019

To: Committee of the Whole **Date:** March 28, 2019

From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development

Subject: **Rezoning Application No. 00651 for 1900-1912 Richmond Road**

RECOMMENDATION

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00651 for 1900-1912 Richmond Road, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set once the following conditions are met:

1. Preparation and execution of the following legal documents to the satisfaction of the City Solicitor:
    a. Statutory Right-of-Way of 1.82m off Fort Street
    b. Statutory Right-of-Way of 1.39m off Birch Street
    c. Statutory Right-of-Way of 4.53m off Richmond Road
    d. Statutory Right-of-Way of 1.44m off Ashgrove Street
    e. Housing Agreement to secure the building as rental in perpetuity and to secure the amenity spaces as noted on plans date stamped March 14, 2019.
2. Submission of revised plans that address the parking shortfall and the slope of the driveway to the underground parking.

LEGISLATIVE AUTHORITY

In accordance with Section 479 of the *Local Government Act*, Council may regulate within a zone the use of land, buildings and other structures, the density of the use of the land, building and other structures, the siting, size and dimensions of buildings and other structures as well as the uses that are permitted on the land and the location of uses on the land and within buildings and other structures.

In accordance with Section 483 of the *Local Government Act*, Council may enter into a Housing Agreement which may include terms agreed to by the owner regarding the occupancy of the housing units and provided such agreement does not vary the use of the density of the land from that permitted under the zoning bylaw.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Rezoning Application for the property located at 1900-1912 Richmond Road. The proposal is to rezone from the R3-2 Zone, Multiple Dwelling District, and the C-1 Zone, Limited Commercial District, to a site-specific zone in order to construct a five-storey assisted living and memory care building with ground floor commercial uses along Fort Street and Richmond Road.

The following points were considered in assessing this Application:

- the proposal is consistent with the Large Urban Village and Urban Residential designations in the *Official Community Plan* (2012), which envision densities up to approximately 2.5:1 and 2.0:1 respectively and building heights up to six storeys
- the proposal is inconsistent with the policies of the *Jubilee Neighbourhood Plan* (1996) to maintain current zoning and to reduce the permissible height for properties zoned R3-2 from six to eight storeys to a maximum of four storeys
- the applicant is willing to enter into a Housing Agreement to secure the building as rental in perpetuity
- a Traffic Impact Assessment indicated that no traffic mitigation measures are required with the redevelopment of the site, and levels of service generally remain the same or will be improved at nearby intersections.

BACKGROUND

Description of Proposal

The Rezoning Application is to rezone from the R3-2 Zone, Multiple Dwelling District, and the C-1 Zone, Limited Commercial District, to a site-specific zone in order to construct a five-storey assisted living and memory care building with ground floor commercial uses along Fort Street and Richmond Road.

The following differences from the current R3-2 Zone and C-1 Zone are being proposed and would be accommodated in the new zone:

- increasing the density from 1.2:1 to 2.29:1 Floor Space Ratio (FSR) and increasing the floor area from 5637.36m^2 to 10771.30m^2
- increasing the height from 12.0m to 20.64m
- increasing the site coverage from 24% to 45.08%
- decreasing the setbacks to the street boundary, rear yard and side yards.

Affordable Housing Impacts

The applicant proposes the creation of 167 new assisted living and memory care units which would increase the overall supply in the area. A Housing Agreement is also proposed, which would ensure that the building remains rental in perpetuity and that the proposed amenity spaces are secured.

Tenant Assistance Policy

The proposal is to demolish an existing medical office building and therefore would not result in any loss of existing residential rental units.

Sustainability Features

The applicant has identified a number of sustainability features that will be reviewed in association with the concurrent Development Permit Application.

Active Transportation Impacts

The applicant has identified measures to support active transportation, which will be reviewed in association with the concurrent Development Permit Application.

Public Realm Improvements

No public realm improvements are proposed in association with this Rezoning Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Land Use Context

The area is characterized by a wide range of uses. To the south, across Fort Street, are one-storey commercial buildings and two- to four-storey multi-unit residential buildings. Immediately to the west are office and medical office buildings. Single family dwellings are located to the northwest of the subject property and immediately to the north is a four-storey multi-unit residential building. Finally, to the east is the Turner Building, a medical office building, and the Royal Jubilee Hospital property.

Existing Site Development and Development Potential

The site is presently developed as a three-storey medical office building fronting Fort Street on the southern portion of the property. The remainder of the property is a large surface parking lot. The site has two zones that apply to it, with the north and west portion in the R3-2 Zone, Multiple Dwelling District, and the south portion in the C-1 Zone, Limited Commercial District.

Under the current C-1 Zone, Limited Commercial District, the southern portion of the property could be developed as a commercial building or a mixed-residential building with commercial on the ground floor, up to a height of 12m and a density of up to 1.4:1 FSR. Under the current R3-2 Zone, Multiple Dwelling District, the western and northern portions of the property could be developed as a multi-unit residential building up to a height of 18.5m and a density of up to 1.6:1 FSR.

Data Table

The following data table compares the proposal with the existing R3-2 Zone, Multiple Dwelling District, and the C-1 Zone, Limited Commercial District. An asterisk is used to identify where the proposal is less stringent than the existing zone.

Zoning Criteria	**Proposal**	**Existing R3-2 Zone**	**Existing C-1 Zone**
Site area (m^2) – minimum	4697.80	920.0	N/A
Density (Floor Space Ratio) – maximum	**2.29:1 ***	1.2:1	1.4:1

Zoning Criteria	**Proposal**	**Existing R3-2 Zone**	**Existing C-1 Zone**
Total floor area (m^2) – maximum	**10771.30 ***	5637.36 (if entire site were R3-2)	6576.92 (if entire site were C-1)
Height (m) – maximum	**20.64 ***	18.50	12.00
Storeys – maximum	5.0	N/A	N/A
Site coverage (%) – maximum	**45.08 ***	24.0	N/A
Open site space (%) – minimum	30.45	30.0	N/A
Setbacks (m) – minimum			
Street Boundary (Birch Street)	**1.50 ***	12.00	6.00
Rear (West)	**2.69 ***	7.50 from street centreline	6.00 or ½ building height
Side (North)	**2.49 ***	3.00 or ½ building height	3.00
Side (South)	**2.00 ***	7.50 from street centreline	2.40
Vehicle parking stalls – minimum			
Vehicle parking (residential)	48	48	48
Vehicle parking (commercial based on retail)	3	3	3
Visitor vehicle parking	14	14	14
Bicycle parking stalls – minimum			
Long term	8	7	7
Short term	4	4	4

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the applicant has consulted the North Jubilee CALUC at a Community Meeting held on April 24, 2018. A letter dated October 22, 2018 is attached to this report.

ANALYSIS

Official Community Plan

The subject site is split-designated as Large Urban Village and Urban Residential in the *Official Community Plan* (OCP, 2012). The Large Urban Village designation envisions low to mid-rise mixed-use buildings up to approximately six storeys and up to approximately 2.5:1 FSR. The Urban Residential designation envisions low to mid-rise multi-unit residential up to approximately six storeys and up to approximately 2:1 FSR. The proposal is consistent with the designations, as the height is five storeys and the average FSR calculated over the entire site is 2.29:1. In addition, the OCP supports the provision of a range of seniors housing and innovative care options including assisted living.

Local Area Plan

The *Jubilee Neighbourhood Plan* (1996) policies are not completely consistent with the OCP. Map 1 of the plan identifies the subject properties as "Maintain Current Zoning". The housing policies and recommendations note that land currently zoned R3-2 Zone, Multiple Dwelling District, should be rezoned to reduce the permitted heights from six to eight storeys to a maximum of four storeys and consider townhouses.

However, the proposal is consistent with other policies in the Plan. For instance, mixed residential and commercial use is seen as a positive way to add housing and enliven buildings, and residential developments should provide sufficient parking to meet their needs.

Tree Preservation and Urban Forest Master Plan

There is one existing public maple tree on Ashgrove Street that will be retained, and ten new public trees are proposed on Richmond Avenue, Fort Street and Birch Street. There is one existing Lombardy poplar tree on private property that will be retained. Fifty-six new medium trees and twenty-two small trees are proposed on private property. There are no bylaw-protected trees associated with this application. A large Blue Atlas cedar located on the neighbouring property at 1929 Ashgrove Street will be retained and protected during construction.

Encroachment Agreement

With any project of this scale that has little to no setbacks and requires significant excavation, construction methods often require a form of underpinning which can result in material being left in the Public Right-of-Way. The resulting material (typically rock anchors) presents no concerns to the public interest and does not impact any underground infrastructure; however, an Encroachment Agreement between the City and the developer is required. The recommended motion relating to the associated Development Permit addresses this Encroachment Agreement.

Other Considerations

Staff recommend securing the following four Statutory Right-of-Ways as a condition of rezoning: 4.53m off Richmond Road, 1.82m off Fort Street, 1.44m off Ashgrove Street and 1.39m off Birch Street. These right-of-ways will be used to help fulfill Council-approved OCP objectives such as enhanced facilities for walking, cycling and boulevards.

A Traffic Impact Assessment (TIA) was submitted as part of the proposal. The TIA (attached) indicates that no mitigation measures are required with the redevelopment of this site. The existing parking lot, which is proposed to be removed as part of the development, currently generates more trips than is anticipated for the proposed development. Levels of service generally remain the same or are in fact improved at nearby intersections. The TIA also indicates the replacement of sidewalks surrounding the site and new bicycle parking facilities will support active transportation objectives.

CONCLUSIONS

The proposal is generally consistent with the OCP as it relates to multi-residential and commercial development within Large Urban Village and Urban Residential areas. While the proposal does not meet the overarching policy to maintain current zoning and lower heights within the *Jubilee Neighbourhood Plan*, it does meet other policies such as providing adequate parking and engaging the public realm at street level. It also achieves goals included in the OCP related to encouraging a range of different housing types and support services. Staff therefore recommend that Council consider moving the Application forward to a Public Hearing.

ALTERNATE MOTION

That Council decline Rezoning Application No. 00651 for the property located at 1900-1912 Richmond Road.

Respectfully submitted,

Michael Angrove
Planner
Development Services

Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager: Jocelyn Jenkyns

Date: April 2, 2019

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped March 14, 2019
- Attachment D: Letter from applicant to Mayor and Council dated October 15, 2018
- Attachment E: Community Association Land Use Committee Comments dated October 22, 2018
- Attachment F: Traffic Impact Assessment
- Attachment G: Advisory Design Panel Minutes from the January 23, 2019 meeting
- Attachment H: Correspondence (Letters received from residents).

CITY OF
VICTORIA

Committee of the Whole Report

For the Meeting of April 11, 2019

To:	Committee of the Whole	**Date:**	March 28, 2019

From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development

Subject: **Development Permit Application No. 000531 for 1900-1912 Richmond Road**

RECOMMENDATION

That Council, after the Public Hearing for Rezoning Application No. 00651, if it is approved, consider the following motion:

> "That Council authorize the issuance of Development Permit Application No. 000531 for 1900-1912 Richmond Road, in accordance with:
>
> 1. Plans date stamped March 14, 2019.
> 2. Development meeting all *Zoning Regulation Bylaw* requirements.
> 3. Council authorizing anchor-pinning into the City Right-of-Way, provided that the applicant enters into an Encroachment Agreement in a form satisfactory to the City Solicitor and the Director of Engineering and Public Works.
> 4. The Development Permit lapsing two years from the date of this resolution."

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Official Community Plan*. A Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the revitalization of an area in which a commercial use is permitted, a Development Permit may include requirements respecting the character of the development, including landscaping, and the siting, form, exterior design and finish of buildings and other structures.

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the establishment of objectives for the form and character of intensive residential development, a Development Permit may include requirements respecting the character of the development including landscaping, and the siting, form, exterior design and finish of buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit Application for the property located at 1900-1912 Richmond Road. The proposal is to construct a five-storey assisted living and memory care building with ground floor commercial uses along Fort Street and Richmond Road.

The following points were considered in assessing this Application:

- the proposal is generally consistent with the *Multi-Unit Residential, Commercial and Industrial Design Guidelines* (2012)
- the proposal is consistent with the policies for new buildings within the *Jubilee Neighbourhood Plan.*

BACKGROUND

Description of Proposal

The proposal is to construct a five-storey assisted living and memory care building with ground floor commercial uses along Fort Street and Richmond Road. Specific details include:

- a contemporary design
- commercial units that front onto and help frame Fort Street and Richmond Road
- underground parking accessed off Birch Street, visitor parking primarily accessed from Ashgrove Street and a dedicated area for vehicular pick up / drop off at the main residential entrance on Birch Street
- a common plaza on the corner of Richmond Road and Birch Street
- garden space for the residents on the northwest portion of the property
- approximately 65 new trees, predominantly around the site perimeter.

Affordable Housing Impacts

The applicant proposes the creation of 167 new assisted living and memory care units, which would increase the overall housing supply in the area. A Housing Agreement is also being proposed which would ensure that the building remains rental in perpetuity and that the amenity spaces (e.g. dining room, games library, lounges etc.) are secured so that the spaces could not be converted to additional residential units in the future.

Sustainability Features

As indicated in the applicant's letter dated May 17, 2018, the following sustainability features are being explored with this Application:

- photovoltaic panels, solar-read systems and passive solar systems
- green roof applications
- mechanical and electrical efficiencies
- building envelope systems and thermal performance
- storm water retention
- indigenous, low-water landscaping
- decreased construction waste.

Active Transportation Impacts

The Application proposes 32 long-term and 24 short-term bicycle parking stalls, which support active transportation.

Public Realm Improvements

No public realm improvements are proposed in association with this Development Permit Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Data Table

The following data table compares the proposal with the existing R3-2 Zone, Multiple Dwelling District, and the C-1 Zone, Limited Commercial District. An asterisk is used to identify where the proposal is less stringent than the existing zone.

Zoning Criteria	Proposal	Existing R3-2 Zone	Existing C-1 Zone
Site area (m^2) – minimum	4697.80	920.0	N/A
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Visitor vehicle parking	14	14	14
Bicycle parking stalls – minimum			
Long term	8	7	7
Short term	4	4	4

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the Application was presented at a Community Meeting with the North Jubilee CALUC on April 24, 2018. A letter dated October 22, 2018 is attached to this report.

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan* (OCP, 2012) identifies this property within two Development Permit Areas (DPAs): DPA 5 - Large Urban Villages and DPA 16 - General Form and Character. Design Guidelines that apply to these DPAs are the *Multi-Unit Residential, Commercial and Industrial Design Guidelines* (2012), *Advisory Design Guidelines for Buildings, Signs and Awnings* (2006), and *Guidelines for Fences, Gates and Shutters* (2010).

Staff believe the proposal is generally consistent with the key design guidelines. The roofline of the building steps down at the northern portion of the site to provide an improved transition to the adjacent multi-unit residential building. The commercial units along Fort Street and Richmond Road are visually distinct from the upper storeys, creating an approachable pedestrian scale as well as weather protection through the canopy. These commercial units transition into the active use areas for the assisted living building, such as a games room and a dining room, which increases the interactions between pedestrians and the interior spaces. The length of the building (from north to south) is split up through varying materials, as well as through a masonry brick "hyphen" located just north of the main entrance off Birch Street.

Common and private patios are used to mitigate the lack of at-grade individual entrances for the residential units along Birch Street, which are not present due to building security concerns. The plaza on the corner of Richmond Road and Birch Street provides an opportunity for users of the commercial units to intermingle with the residents of the building. Landscaping in general is sensitive to the adjacent neighbours, with much of the tree planting occurring on the interior lot lines.

Local Area Plans

The *Jubilee Neighbourhood Plan* envisions new buildings that are compatible with the character of the neighbourhood and surrounding properties, that ground floor housing should have individual unit entrances and that site planning should balance useable green space and paved areas. The proposal addresses these issues and is considered consistent with the Plan policies.

Tree Preservation Bylaw and Urban Forest Master Plan

There is one existing public maple tree on Ashgrove Street that will be retained, and ten new public trees proposed on Richmond Avenue, Fort Street and Birch Street. There is one existing Lombardy poplar tree on private property that will be retained. Fifty-six new medium trees and twenty-two small trees are proposed on private property. There are no bylaw-protected trees associated with this Application. A large Blue Atlas cedar located on the neighbouring property at 1929 Ashgrove will be retained and protected during construction.

Regulatory Considerations

There are currently two vehicle parking shortfalls for visitor and commercial stalls. The applicant has indicated that these shortfalls will be rectified through adding more spaces and making modifications to the commercial spaces. In addition, the current slope of the driveway is 20%, which is inconsistent with the 15% maximum slope within Schedule 'C'. The recommended motion for the Rezoning Application would require the applicant to address this inconsistency and the parking shortfall prior to a Public Hearing.

All other deviations from the standard zones (i.e. density, floor area, setbacks, height, site coverage) will be written into the new site-specific zone, should this Application proceed to a Public Hearing.

Advisory Design Panel

The Advisory Design Panel (ADP) reviewed this Application on January 23, 2019. A copy of the minutes from this meeting are attached. The ADP was asked to comment on the overall design with particular attention to the transition to the lower density residential areas as well as reducing the effect of the length of the building.

In response to the ADP comments, the applicant made a number of changes including:

- balconies on the west façade of the fifth storey were removed
- landscaping was increased on along the interior property lines
- the materials and articulation on the building were simplified
- a canopy was added to the lobby entrance off Ashgrove Street to increase the visual prominence of the entrance
- the rooftop mechanical equipment is screened and located away from the adjacent residential properties
- the corner plaza was revised to include additional planters and concrete patterning in an effort to provide visual interest and encourage social gatherings.

CONCLUSIONS

The proposed development is generally consistent with the relevant Design Guidelines and represents an appropriate fit in the immediate and general context. The applicant has generally addressed the items discussed by the Advisory Design Panel to further enhance the development. Therefore, staff recommend that Council consider supporting this Application.

ALTERNATE MOTION

That Council decline Development Permit Application No. 000531 for the property located at 1900-1912 Richmond Road.

Respectfully submitted,

Michael Angrove
Planner
Development Services

Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager: Jocelyn Jenkyns

Date: April 2, 2019

List of Attachments

- Attachment A: Subject Map
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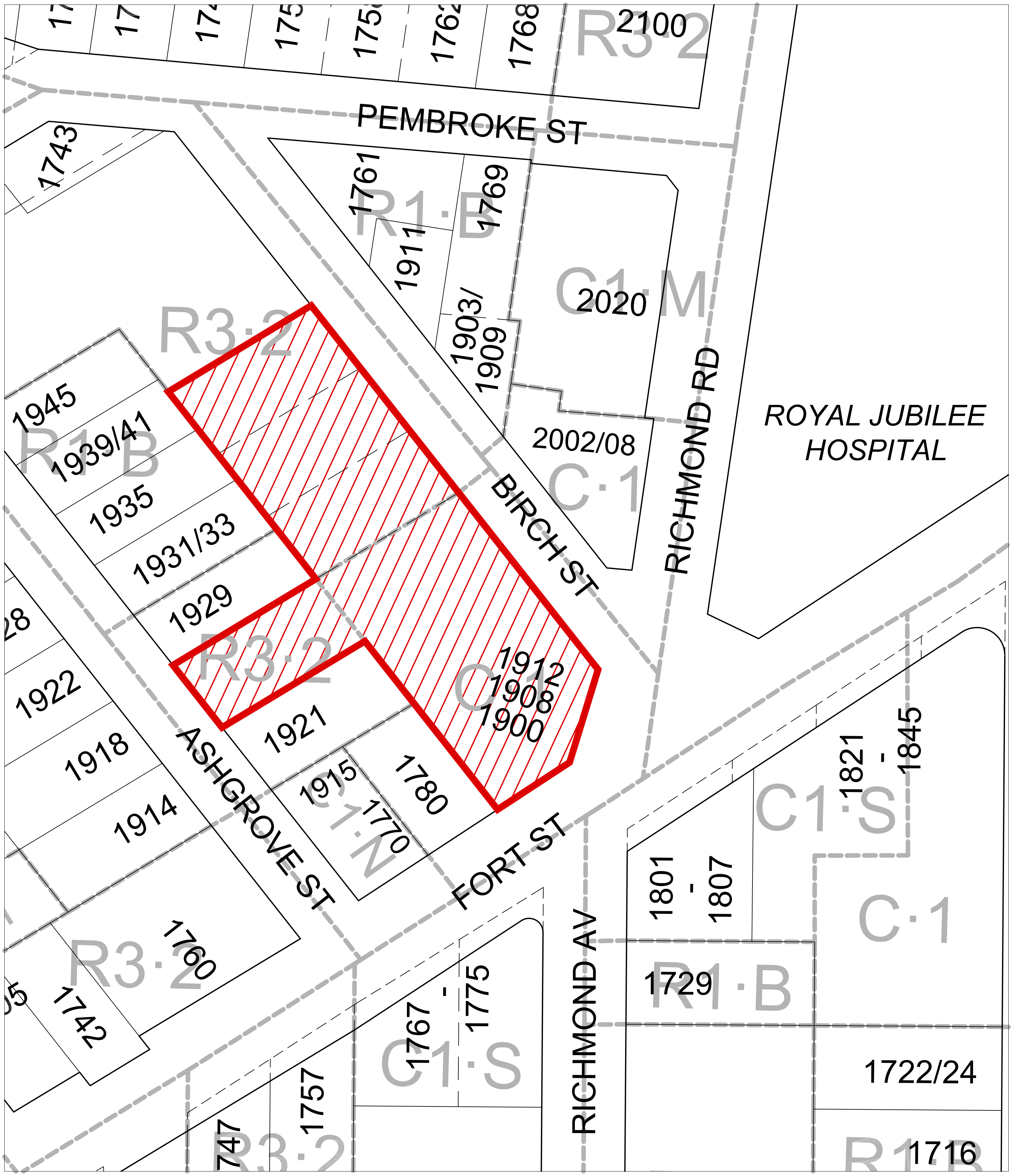

1900, 1908 & 1912 Richmond Road

Rezoning No.00651

1900, 1908 & 1912 Richmond Road
Rezoning No.00651

VIEW FACING WEST

MAISON VICTORIA SENIORS

1900 RICHMOND RD
VICTORIA, B.C

MARCH 13, 2019
NORR JOB NO: NCCA-17-0221

REVISED DEVELOPMENT PERMIT

NORR

2300, 411 - 1st Street SE,
Calgary, AB Canada T2G 4Y5
norr.com

NORR ARCHITECTS ENGINEERS PLANNERS
A Partnership of Limited Companies
[illegible]
[illegible]

Victor S... th, Architect, AAA, B Arch, MAIBC
Bruce G. Mc... le, Architect, AAA, M Arch, MAIBC
A. Silvio Baldassarra, Architect, AAA, B Arch, MAIBC
Adrian Todeila, P.Eng., APEGA
Chris Pal, P.Eng., APEGA

milliken
DEVELOPMENTS
Perfectly Urban

DISCIPLINE (SURVEY)

POLARIS LAND SURVEYING INC.
PO BOX 261
BRENTWOOD BAY, BRITISH COLUMBIA, V8M 1R3

PHONE 877-601-7398

DISCIPLINE (CIVIL)

McELHANNEY CONSULTING SERVICES LTD.
200 858 BEATTY ST
VANCOUVER, BRITISH COLUMBIA, V6B 1C1

PHONE 250-370-9221

DISCIPLINE (ARCHITECTURE)

NORR ARCHITECTS ENGINEERS PLANNERS
\# 2300 - 411 1ST ST SE
CALGARY, ALBERTA, T2G 4Y5

PHONE 403-264-4000

DISCIPLINE (LANDSCAPE)

LOMBARD NORTH GROUP (B.C) INC.
836 CORMORANT ST
VICTORIA, BRITISH COLUMBIA, V8W1R1

PHONE 250-386-3336

ARCHITECTURE

DP000	PROJECT COVER SHEET
DP001	SURVEY PLAN
DP101	SITE CONTEXT AND SHADOW STUDY
DP102	3D VIEWS
DP103	SITE PLAN AND PROJECT INFORMATION TABLES
DP104	SITE CIRCULATION WASTE RECYCLING DETAILS
DP200	OVERALL PARKADE PLAN
DP201	PARTIAL PARKADE PLAN
DP202	PARTIAL PARKADE PLAN
DP203	OVERALL FLOOR PLAN LEVEL 01
DP204	PARTIAL FLOOR PLAN LEVEL 01
DP205	PARTIAL FLOOR PLAN LEVEL 01
DP206	OVERALL FLOOR PLAN LEVEL 02
DP207	PARTIAL FLOOR PLAN LEVEL 02
DP208	PARTIAL FLOOR PLAN LEVEL 02
DP209	OVERALL FLOOR PLAN LEVEL 03
DP210	PARTIAL FLOOR PLAN LEVEL 03
DP211	PARTIAL FLOOR PLAN LEVEL 03
DP 209A	OVERALL FLOOR PLAN LEVEL 04
DP210A	PARTIAL FLOOR PLAN LEVEL 04
DP211A	PARTIAL FLOOR PLAN LEVEL 04
DP212	OVERALL FLOOR PLAN LEVEL 05
DP213	PARTIAL FLOOR PLAN LEVEL 05
DP214	PARTIAL FLOOR PLAN LEVEL 05
DP215	OVERALL ROOF PLAN

DP301	EXTERIOR ELEVATIONS
DP302	EXTERIOR ELEVATIONS
DP303	EXTERIOR ELEVATIONS
DP304	EXTERIOR ELEVATION SITE CONTEXT
DP305	EXTERIOR ELEVATIONS AVERAGE GRADE CALCULATION
DP401	BUILDING AND SITE SECTIONS

LANDSCAPE

L001	LANDSCAPE PLAN

CIVIL

18-031-DP	CONCEPTUAL SERVICING PLAN

DP00-00-00

ATTACHMENT C

VIEW FACING WEST

Received
City of Victoria
MAR 14 2019
Planning & Development Department
Development Services Division

MAISON VICTORIA SENIORS

1900 RICHMOND RD
VICTORIA, B.C

MARCH 13, 2019
NORR JOB NO: NCCA-17-0221

REVISED DEVELOPMENT PERMIT

NORR

2300, 411 - 1st Street SE,
Calgary, AB Canada T2G 4Y5
norr.com

NORR ARCHITECTS ENGINEERS PLANNERS
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[illegible]
[illegible]

Victor S [illegible], Architect, AAA, B Arch, MAIBC
Bruce G. [illegible], Architect, AAA, M Arch, MAIBC
A. Silvio Baldassarra, Architect, AAA, B Arch, MAIBC
Adrian Todeila, P Eng, APEGA
Chris Pal, P Eng, APEGA

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DISCIPLINE (SURVEY)

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PHONE 877 601-7198

DISCIPLINE (CIVIL)

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DISCIPLINE (ARCHITECTURE)

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PHONE 403-264-4000

DISCIPLINE (LANDSCAPE)

LOMBARD NORTH GROUP (B.C) INC.
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VICTORIA, BRITISH COLUMBIA, V8W1R1

PHONE 250-386-3336

ARCHITECTURE

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DP212	OVERALL FLOOR PLAN LEVEL 05
DP213	PARTIAL FLOOR PLAN LEVEL 05
DP214	PARTIAL FLOOR PLAN LEVEL 05
DP215	OVERALL ROOF PLAN

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DP401	BUILDING AND SITE SECTIONS

LANDSCAPE

L001	LANDSCAPE PLAN

CIVIL

18-031-DP	CONCEPTUAL SERVICING PLAN

DP00-00-00

ATTACHMENT C

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DIGITAL DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C

NORR

Client
MILLI[illegible]EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
SITE SURVEY

EXISTING SITE CONTEXT

Project No. NCCA-17-0221

Drawing No. DP001

Received
City of Victoria

MAR 14 2019

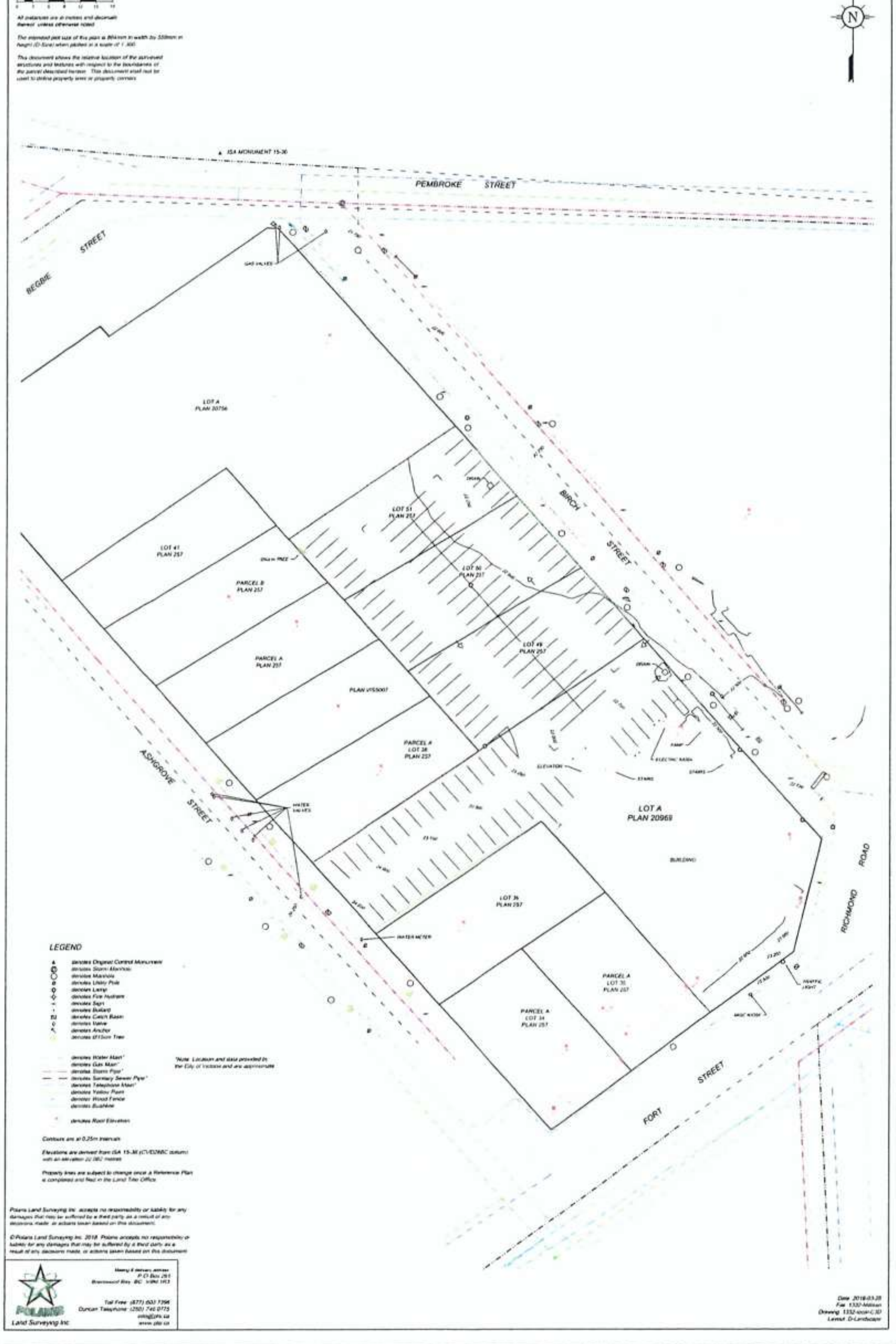
Planning & Development Department
Development Services Division

SKETCH PLAN OF EXISTING SITE FEATURES ON LOT A, PLAN 20969 AND LOTS 49, 50, AND 51, PLAN 257, SECTION 76, VICTORIA DISTRICT.

All distances are in metres and decimals thereof unless otherwise noted.

The intended plot size of this plan is 864mm in width by 559mm in height (D-Size) when plotted at a scale of 1:300.

This document shows the relative location of the surveyed structures and features with respect to the boundaries of the parcel described hereon. This document shall not be used to define property lines or property corners.



*Note: Location and data provided by the City of Victoria and are approximate.

Contours are at 0.25m intervals.

Elevations are derived from ISA 15-30 (CVD28BC datum) with an elevation 22.087 metres.

Property lines are subject to change once a Reference Plan is completed and filed in the Land Title Office.

Polaris Land Surveying Inc. accepts no responsibility or liability for any damages that may be suffered by a third party as a result of any decisions made, or actions taken based on this document.

POLARIS
Land Surveying Inc.

Mailing & delivery address
P.O Box 261
Brentwood Bay, BC V8M 1R3

Toll Free: (877) 603 7396
Duncan Telephone: (250) 746 0775
info@plsi.ca
www.plsi.ca

Date: 2018-03-28
File: 1332-Milliken
Drawing: 1332-Milliken-C3D
Layout: D-Landscape

01
DP001
ORIGINAL SURVEY
1:300

10 DP101 EXISTING SITE PHOTO FROM SOUTH□ EST
NTS

11 DP101 SITE □ONING □EY PLAN
NTS

07 DP101 EXISTING SITE PHOTO FROM SOUTHEAST
NTS

08 DP101 EXISTING SITE PHOTO FROM NORTHEAST
NTS

09 DP101 EXISTING SITE PHOTO FROM □ EST
NTS

04 DP101 SPRING EQUINOX SHADO□ STUDY 10□00 AM
NTS

05 DP101 SPRING EQUINOX SHADO□ STUDY 12□00 PM
NTS

06 DP101 SPRING EQUINOX SHADO□ STUDY 2□00 PM
NTS

01 DP101 SUMMER SOLSTICE SHADO□ STUDY 10□00 AM
NTS

02 DP101 SUMMER SOLSTICE SHADO□ STUDY 12□00 PM
NTS

03 DP101 SUMMER SOLSTICE SHADO□ STUDY 2□00 PM
NTS

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

Pro ect Co onent
Maison Victoria

ey lan

Consultants

Civil	McElhanney Consulting Services Ltd
Landsca e	Lu ard North Grou (B.C.) Inc.
Architectural	Norr Architects Engineers Planners

Seal(s)

NORR

Pro ect Manager C.A. erore le	Dra n C.Clar
Pro ect Leader C.Clar	Chec ed C.A. erore le

Client
MILLI□EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B.C. V7V 1E1

Pro ect
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C.
V8R 4R2

Dra ing Title
SITE CONTEXT

ONING PLAN
EXISTING SITE CONTEXT
PROPOSAL SHADO STUDIES

Chec Scale (ay e hoto reduced)
0 1inch 0 10

Pro ect No
NCCA-17-0221

Dra ing No
DP101

North Arro

Detail Sy ol
DETAIL□
SHEET □

PLOT DATE Fe ruary 14, 2019 TIME 10:31 AM FULL PATH AND FILENAME P:\NCCA17-0221 - MAISON VICTORIA\500-DELIV\ARCH\PROD SHEETS\DP101.D G PLOTSTYLE TABLE PNA-STD-100.ct

03 DP102 VIEW FACING NORTH

NTS

04 DP102 PERSPECTIVE FACING EAST

NTS

01 DP102 PERSPECTIVE FACING NORTHWEST

NTS

02 DP102 DETAIL- MAIN ENTRY PORTE COCHERE

NTS

North Arrow

Detail Symbol

DETAIL SHEET

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Component

Maison Victoria

Key Plan

Consultants

Civil: McElhanney Consulting Services Ltd

Landscape: Lo and North Group (B C) Inc

Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

NORR ARCHITECTS ENGINEERS PLANNERS

Project Manager: C A ecco

Drawn: C Car

Project Leader: C Car

Checked: C A ecco

Client

MILL□EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B C V7V 1E1

Project

MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

Drawing Title

AERIAL IMAGERY

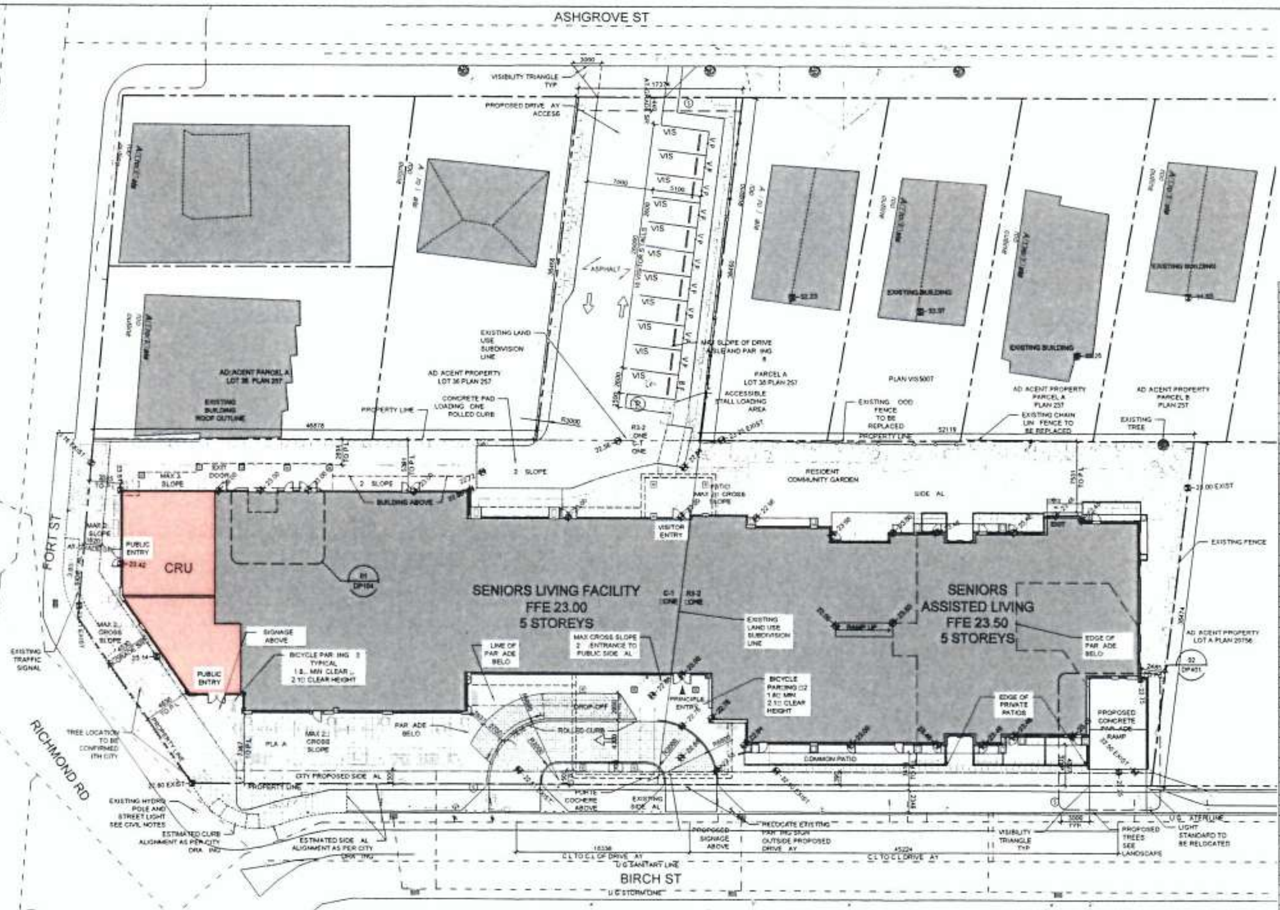
3D VIEWS

Check Scale (only if not reduced) 0 1inch 0 10

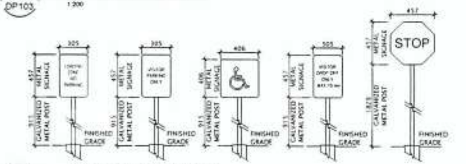
Project No NCCA-17-0221

Drawing No DP102

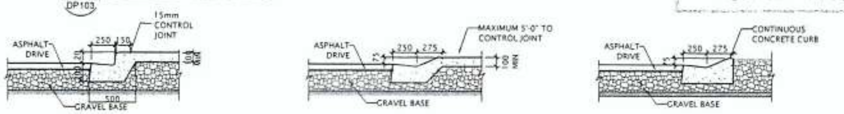
PLOT DATE March 13, 2019 TIME 11:37 AM FULL PATH AND FILENAME P NCCA17-0221 - MAISON VICTORIA 500-DELIV ARCH PROD SHEETS DP102.D G PLOTSTYLE TABLE PMA-STD-300



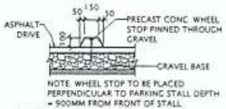
05 DP103 SITE PLAN
1:200



04 DP103 SITE SIGNAGE DETAILS



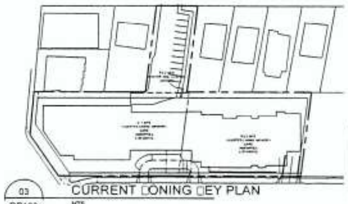
01 DP103 STANDARD CURB DETAILS
1:20



NOTE: WHEEL STOP TO BE PLACED PERPENDICULAR TO PARKING STALL DEPTH + 900MM FROM FRONT OF STALL

02 DP103 HEEL STOP DETAIL
1:20

Received
City of Victoria
MAR 14 2019
Planning & Development Department
Development Services Division



03 DP103 CURRENT ONING EY PLAN
NTS

06 DP103 PROJECT INFORMATION TABLES

SITE LEGEND

▲	PRINCIPAL ENTRY
VIS	VISITOR PAR ING
VP	VISITOR PAR ING SIGNAGE
♿	ACCESSIBLE PAR ING STALLS
AP	ACCESSIBLE PAR ING SIGNAGE
NP	NO PAR ING ANY TIME FIRELANE
LZ	LOADING ONE
DO	DROP-OFF SIGN
⇧	DIRECTION OF TRAVEL
FH	FIRE HYDRANT
▯	AL RAMP DEPRESSED CURB
	CONCRETE PAD- GARBAGE PIC UP LOADING
	DESIGNATED VISITOR DROP-OFF AREA
Ⓢ	STOP SIGN
▮	BI E RAC (CLASS 2)
🟥	COMMERCIAL RETAIL USE

PROJECT INFORMATION TABLE- C-1	
Zone (existing)	C-1
Proposed Zone "new zone"	"New Zone"
Site Area (sm)	2182.9
Total Floor Area (sm)	5891.3
Commercial Floor Area (sm)	190
Floor Space Ratio	2.7
Site Coverage (%)	52.39%
Open Site Space (%)	48.40%
Height of Building (m)	20.64
Number of Storeys	5
Parking Stalls (number) on site	61 TOTAL (50 UNDERGROUND, 11 SURFACE)
Bicycle Parking number (Class 1)	8 (TOTAL PROJECT- P1)
Bicycle Parking number (Class 2)	4
Building Setbacks * Corner Lot (m)	Closest Face of Main building to Property Line
Street Boundary (East Birch St.)	3.42m
Side Yard (south) Fort St.	2.0m
Side Yard (north)	2.49m
Internal Rear Yard (West)	2.55m
Use: Seniors Assisted Living and Memory Care	
Total Number Units	60
Unit Type	STUDIO/1 BED
Ground-oriented Units	0
Minimum Sleeping Room floor Area (sm)	31.32

PROJECT INFORMATION TABLE- R3-2 SITE	
Zone (existing)	R3-2
Proposed Zone "new zone"	"New Zone"
Site Area (sm)	2514.9
Total Floor Area (sm)	4880.0
Commercial Floor Area (sm)	190
Floor Space Ratio	1.94
Site Coverage (%)	39.42%
Open Site Space (%)	51.10%
Height of Building (m)	20.64
Number of Storeys	5
Parking Stalls (number) on site	61 TOTAL (50 UNDERGROUND, 11 SURFACE)
Bicycle Parking number (Class 1)	8 (TOTAL PROJECT- P1)
Bicycle Parking number (Class 2)	4
Building Setbacks * Corner Lot (m)	Closest Face of Main building to Property Line
Street Boundary (East Birch St.)	3.42m
Side Yard (south) Fort St.	2.0m
Side Yard (north)	2.49m
Internal Rear Yard (West)	2.55m
Use: Seniors Assisted Living and Memory Care	
Total Number Units	77
Unit Type	STUDIO/1 BED
Ground-oriented Units	0
Minimum Sleeping Room floor Area (sm)	31.32

TOTAL PROJECT AREA STATISTICS	
Site Area (sm)	4697.8
Lot width (m)	72.4
Total Floor Area (sm)	10771.3
Floor Space Ratio	2.29
Site Coverage (sm)	45.08%
Commercial Floor Area (sm)	190
Open Site Space (%)	30.45% (TOTAL SITE)

Note: Open Site Space Percentage excludes areas below roof projections, parking areas, driveways and balconies.

Note: Site Coverage includes main building footprint, raised private patios, and exit stairs. Exclusions are overhangs above main level, and covered landscape or driveways.

General Notes

All exterior site lighting to meet City of Victoria Standards.

For proposed location of exterior lighting see building elevations. Sizing is for reference only. Actual sizes and dimensions to be confirmed once specified.

Curb alignments along Birch Street, Richmond and Fort Street are estimated for design reference only, to be confirmed by the City.

Site Signage for Reference purposes.

Lot width measured based on survey property lines.

Dimensions between exterior faces of the building and the property line are for reference only. Actual sizes and dimensions to be confirmed once exterior material sizes specified.

Total floor areas have been calculated to City of Victoria Bylaw 2018 (18-072) definition, measured to inside face of main building exterior wall, including elevator cores.

North Arro
Detail Sy ol
DETAIL
SHEET

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-08-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

This dra ing has een re ared solely or the use o the CLIENT and there are no re resentations o any ind ade y NORR Architects Engineers Planners to any arty ith ho NORR Architects Engineers Planners has not entered into a contract.

This dra ing shall not e used or construction ur oses until the seal a earing hereon is signed and dated y the Architect or Engineer.

Pro ect Co onent
Maison Victoria
Key lan

Consultants
Civil: McElhanney Consulting Services Ltd
Landsca e: Lo and Nort Grou (B C) Inc
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

Pro ect Manager C A erss le	Dra n C Clar
Pro ect Leader C Clar	Chec ed C A erss le

Client
MILLI EN REAL ESTATE CORPORATION
100-2459 BELLEVUE AVE
EST VANCOUVER, B C V7V 1E1

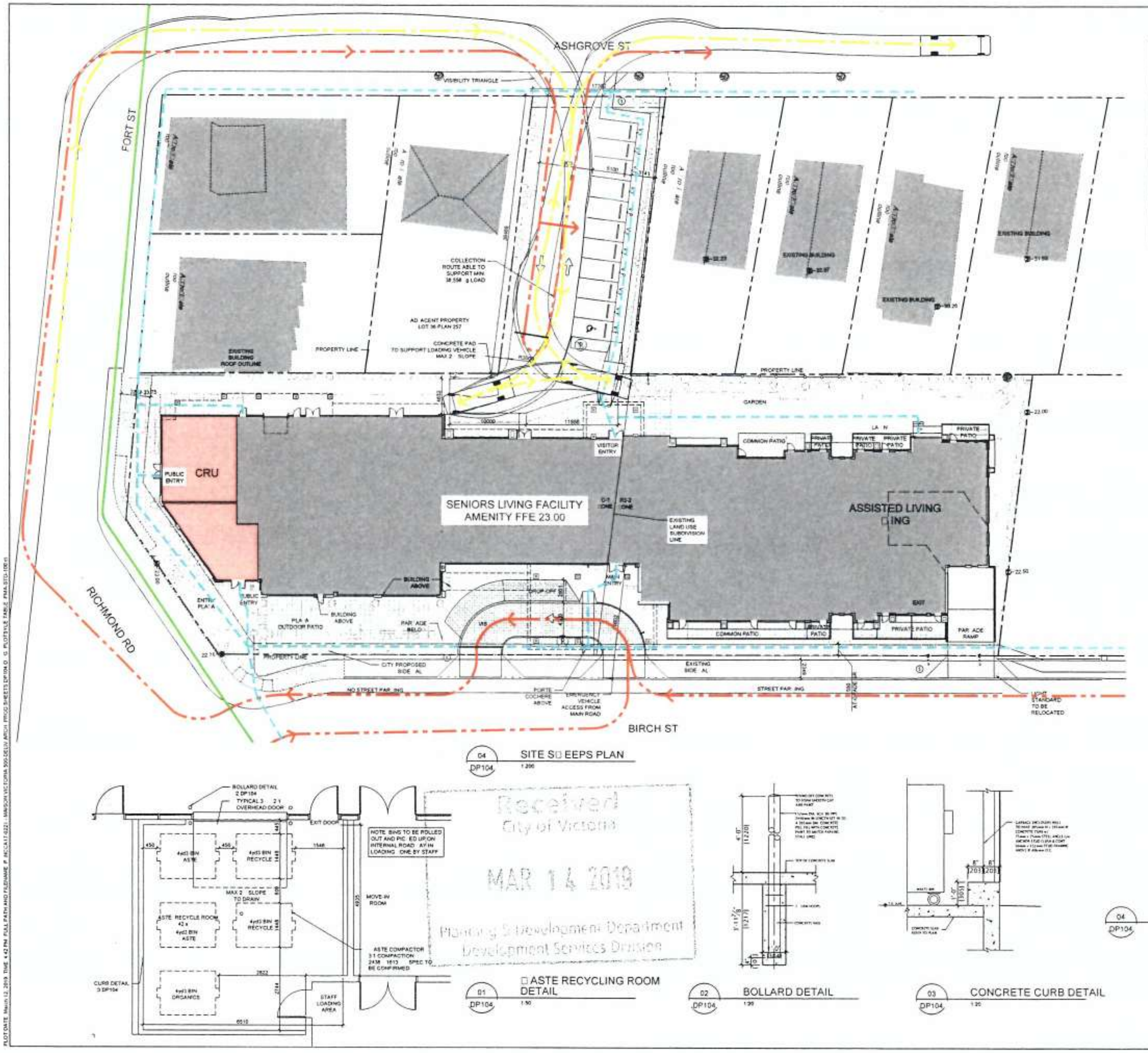
Pro ect
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

Dra ing Title
SITE PLAN AND STATISTICS

Chec Scale (ay e hala reduced)
0 1inch 0 10

Pro ect No NCCA-17-0221

Dra ing No DP103



04 DP104 SITE SWEEPS PLAN 1:200

01 DP104 WASTE RECYCLING ROOM DETAIL 1:50

02 DP104 BOLLARD DETAIL 1:20

03 DP104 CONCRETE CURB DETAIL 1:20

04 DP104 SU9 TRUCK DETAILS 1:200

Received
City of Victoria
MAR 14 2019
Planning & Development Department
Development Services Division

SITE LEGEND

- PRINCIPAL ENTRY
- VISITOR PARKING
- VISITOR PARKING SIGNAGE
- ACCESSIBLE PARKING STALLS
- ACCESSIBLE PARKING SIGNAGE
- NO PARKING ANY TIME - FIRELANE
- LOADING ZONE
- DROP OFF SIGN
- DIRECTION OF TRAVEL
- FIRE HYDRANT
- CURB RAMP - DEPRESSED CURB
- CONCRETE PAD- GARBAGE PICK UP / LOADING
- DESIGNATED VISITOR DROP-OFF AREA
- STOP SIGN
- BIKE RACK (CLASS 2)
- COMMERCIAL RETAIL USE

SITE CIRCULATION LEGEND

- VEHICLE CIRCULATION DROP-OFF VISITOR PARKING
- LOADING CIRCULATION LOADING VEHICLE WASTE RECYCLE VEHICLE
- PEDESTRIAN CIRCULATION
- BICYCLE CIRCULATION
- NOTE: EMERGENCY VEHICLE ACCESS ROUTE ON PUBLIC ROAD

WASTE & RECYCLING
BINS / AREA REQUIRED
137 UNITS / 10 x 3yd³ = 41.1 yd³ WASTE PRODUCED
41.1 yd3 / 4 yd3 BINS = 10.28 BINS REQUIRED
10.28 BINS x 9 m² = 92.48 m² ROOM SIZE
1 COMPACTOR 3:1 RATIO = 10.28 / 3 = 3.43 (4) BINS
4 BINS x 9 m² = 36 m² ROOM SIZE
BINS / AREA PROVIDED
4 x 4 yd³ BINS
2 x 4yd³ = WASTE, 1 x4 yd³ = RECYCLING, 1 x 4 yd3 = ORGANICS
42 m² WASTE & RECYCLING ROOM PROVIDED
44 m² STAGING/LOADING AREA PROVIDED

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
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2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Consultant
Maison Victoria

Key Plan

Consultants
Civil: McElhanney Consulting Services Ltd
Landscape: Lombard North Group (B.C.) Inc
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C.A. Wrobel	Drawn C Diaz
Project Leader C Diaz	Checked C.A. Wrobel

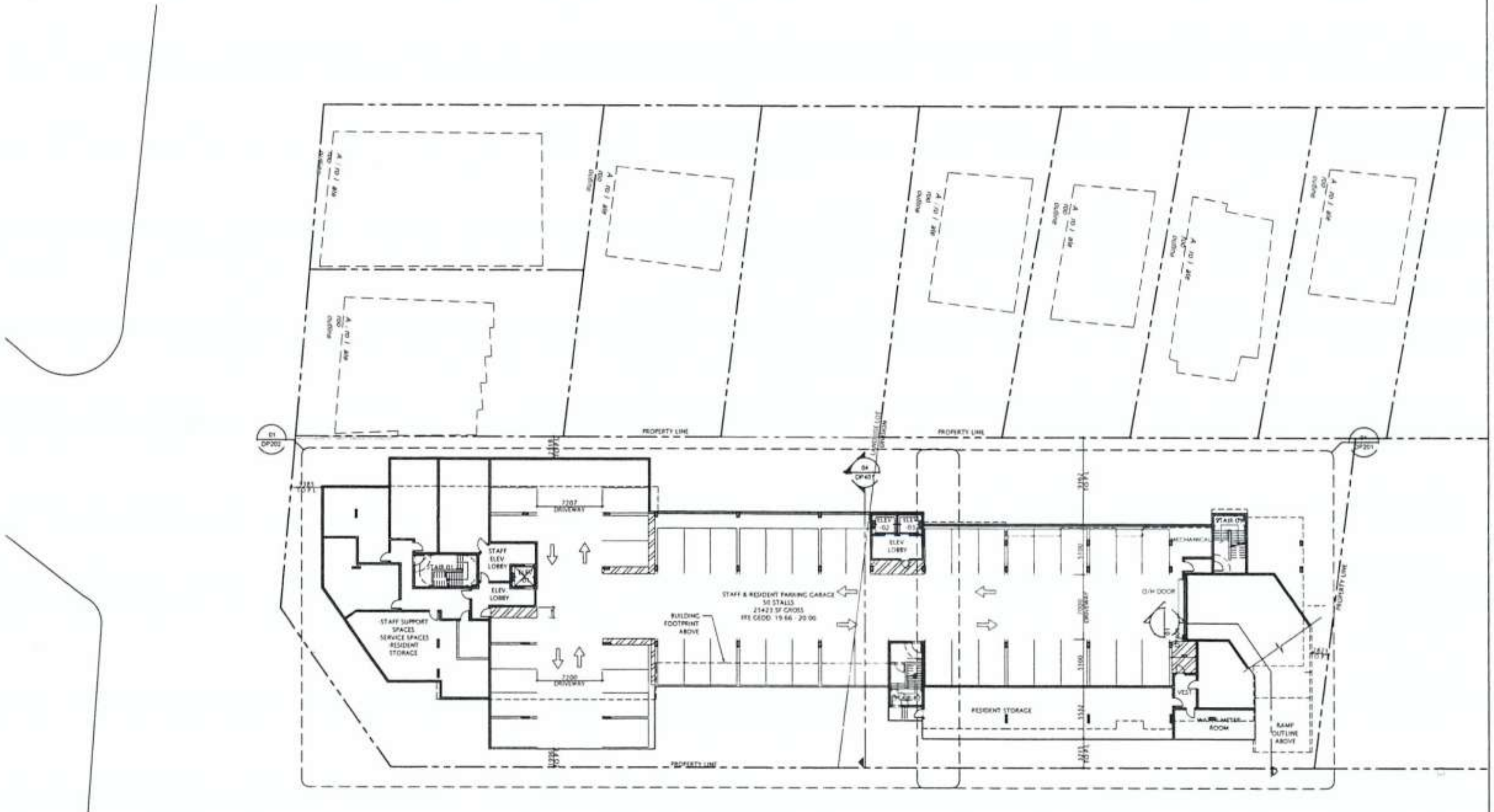
Client
MILLIKEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
SITE CIRCULATION WASTE RECYCLING DETAILS

Project No. NCCA-17-0221

Drawing No. DP104



01
DP200

FLOOR PLAN LEVEL P1

1:200

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
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Project Component
Maison Victoria

Consultants
Civil — McElhanney Consulting Services Ltd
Landscape — LADR Landscape Architects
Architectural — Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager: C.A. Ecclestone
Drawn: C.Clar
Project Leader: C.Clar
Checked: C.A. Ecclestone

Client
MILLICEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B.C. V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C.
V8R 4R2

Drawing Title
OVERALL FLOOR PLAN LEVEL P01

North Arrow

Detail Symbol
DETAIL
SHEET

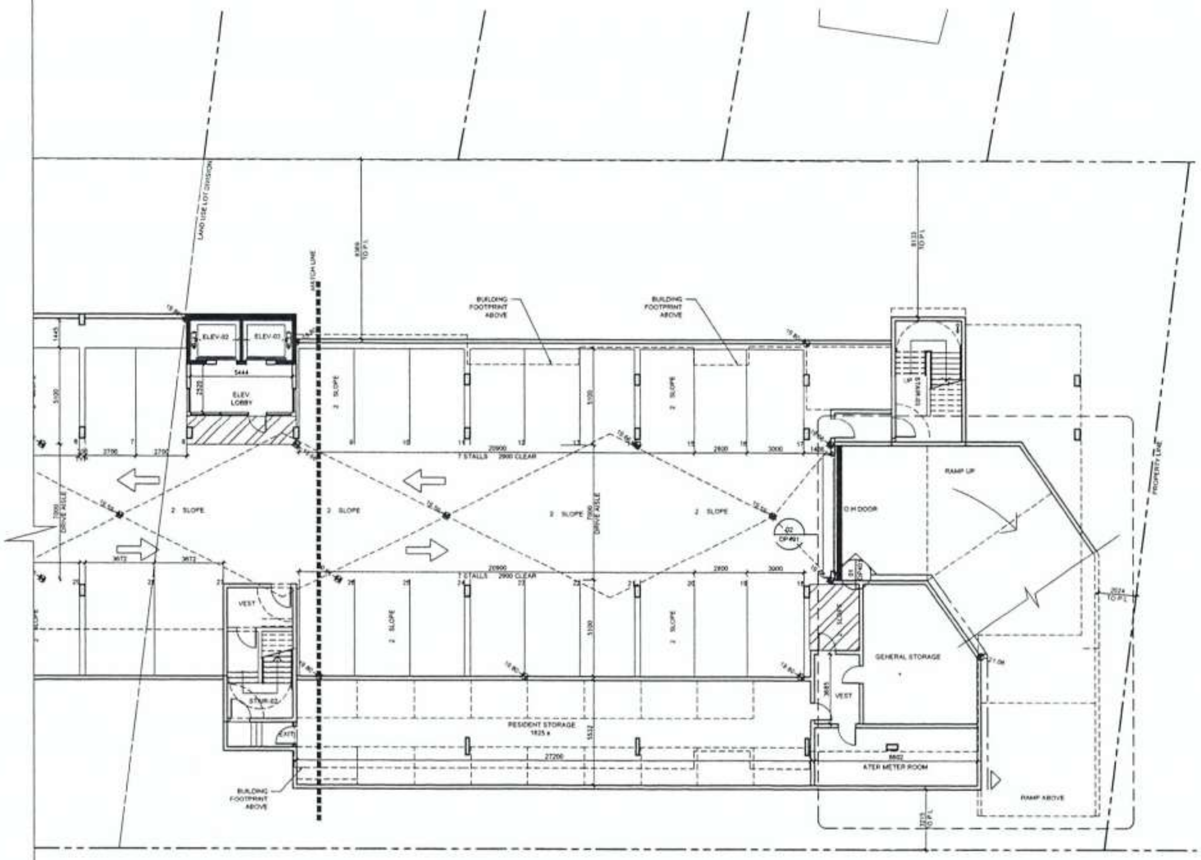
Check Scale (if any is from reduced)
0 1inch 0 10

Project No: NCCA-17-0221

Drawing No: DP200

PLOT DATE March 13, 2019 TIME 11:29 AM FULL PATH AND FILENAME P:\NCCA17-0221 - MAISON VICTORIA\550-CELIV ARCH PROG SHEETS DP200.D G PLOTSTYLE TABLE PMA STD-100.ctb

PLOT DATE: Fe ruary 14, 2019 TIME: 10:25 AM FULL PATH AND FILENAME: P: NCCA17-0221 - MAISON VICTORIA 500 DELIV ARCH PROD SHEETS DP201 D G PLOTSYLE TABLE PMA-STD-100 ct



01
DP201

PARTIAL FLOOR PLAN LEVEL P1- NORTH

1:100

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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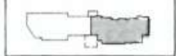
Project Co onent
Maison Victoria

Key lan



Consultants
Civil: McElhanney Consulting Services Ltd
Landsca e: Lo and North Grou (B.C.) Inc
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C.A.ancro ie	Dra n C.Clar
Project Leader C.Clar	Chec ed C.A.ancro ie

Client
MILLI EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Dra ing Title
PARTIAL FLOOR PLAN
LEVEL P1
NORTH

Chec Scale (ay a hoto reduced)
0 1inch 0 10

Project No. NCCA-17-0221

Dra ing No. DP201

North Arro

Detail Sy ol
DETAIL
SHEET

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
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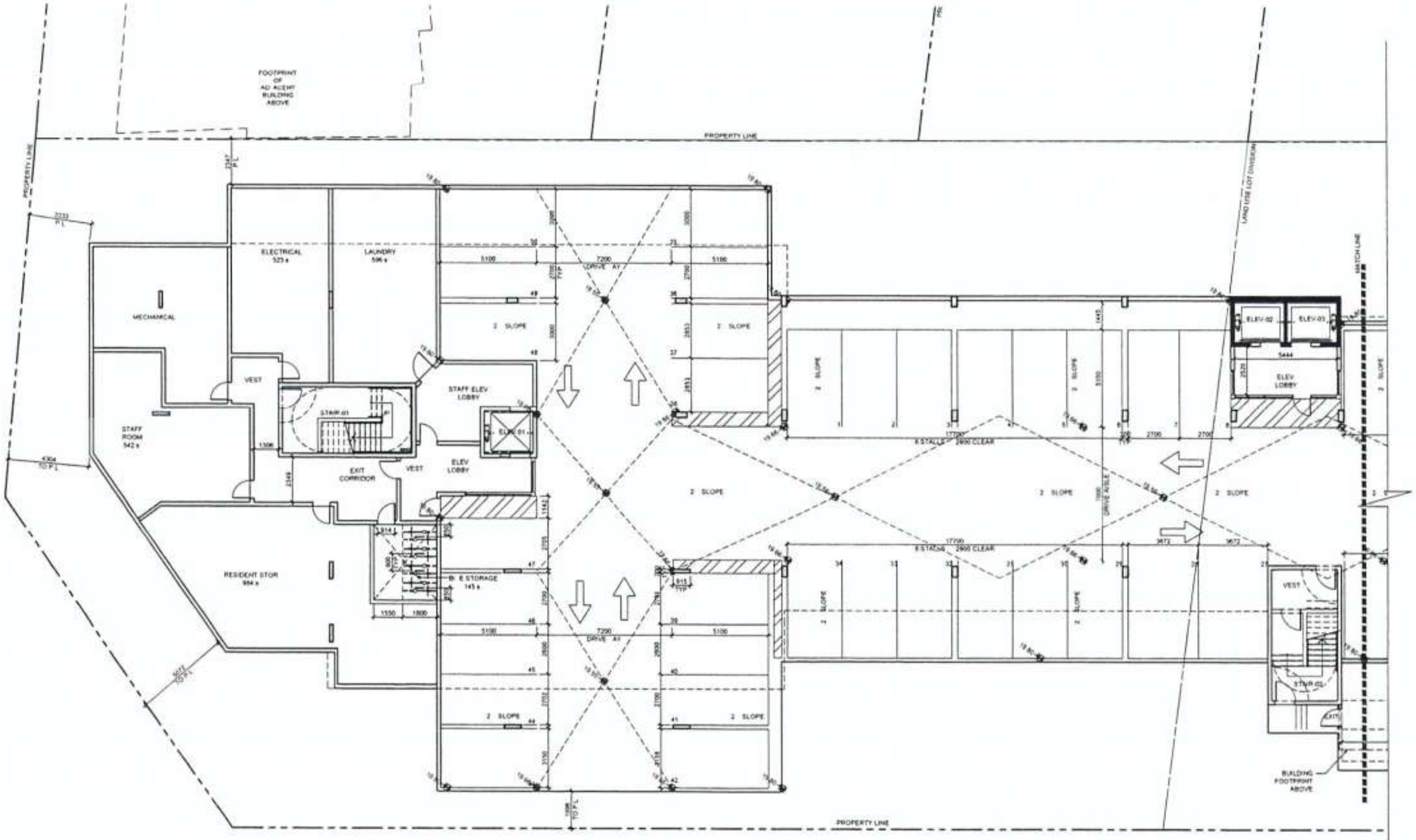
2019-02-15	REVISED DEVELOPMENT PERMIT	D



01
DP202
PARTIAL FLOOR PLAN LEVEL P01- SOUTH
1:100

North Arrow

Detail Symbol

DETAIL
SHEET

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Project Component
Maison Victoria

Key Plan

Consultants
Civil: McElhanney Consulting Services Ltd
Landscape: La and North Group (B C) Inc
Architectural: NORR Architects Engineers Planners

Seal(s)

NORR

Project Manager
C A Bro
Drawn
C Clar
Project Leader
C Clar
Checked
C A Bro

Client
MILLI□EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

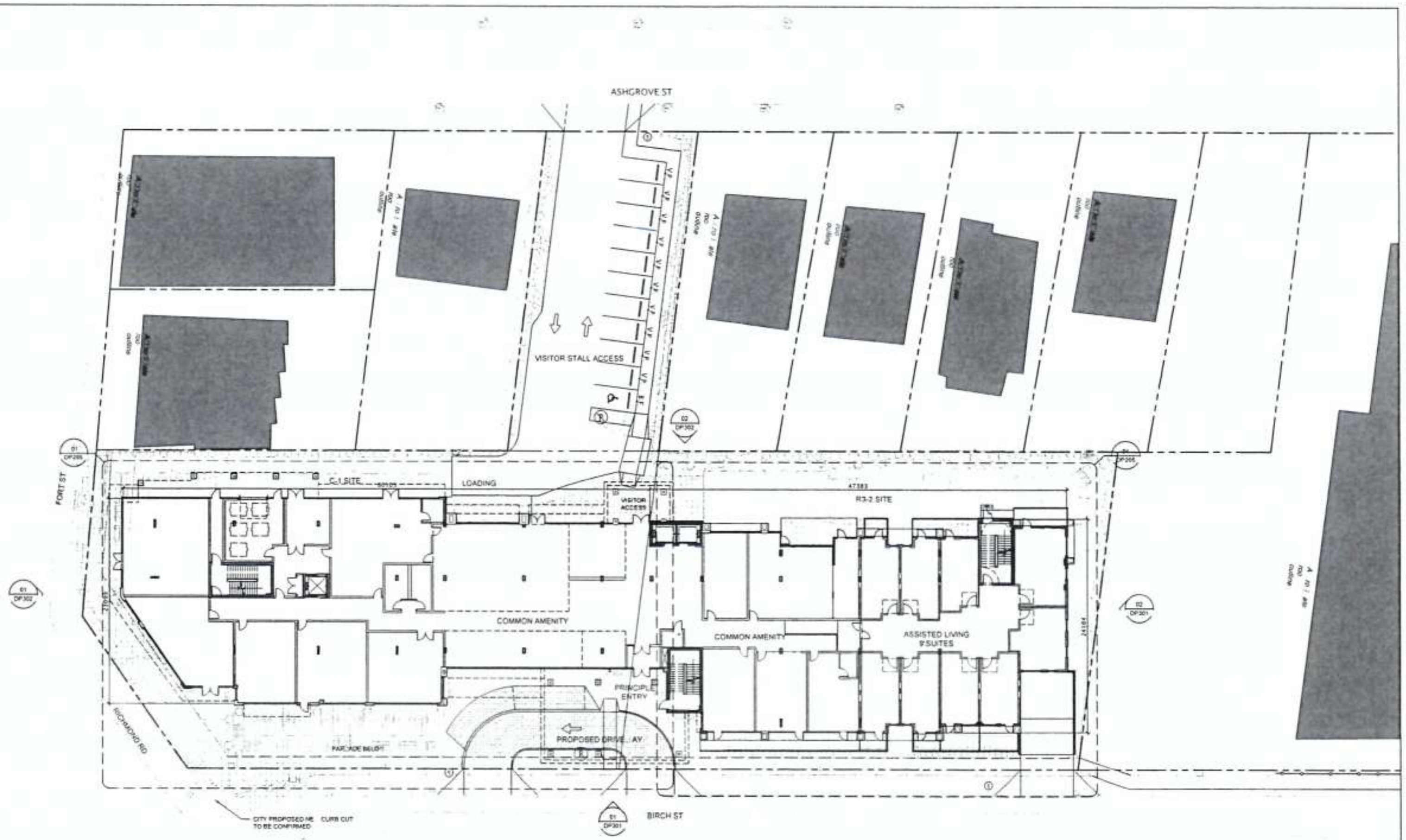
Drawing Title
PARTIAL FLOOR PLAN
LEVEL P01
SOUTH

Check Scale (as a photo reduced)
0 1inch 0 10

Project No NCCA-17-0221

Drawing No DP202

RECEIVED
MAR 14 2019
Planning & Development Department
Development Services Division



01 DP203 OVERALL FLOOR PLAN LEVEL 01

1:200

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Component
Maison Victoria

Consultants
Civil McElhanney Consulting Services Ltd
Landscape LADR North Group (B.C.) Inc
Architectural Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C.A.
Drawn C Clar
Project Leader C Clar
Checked C.A.

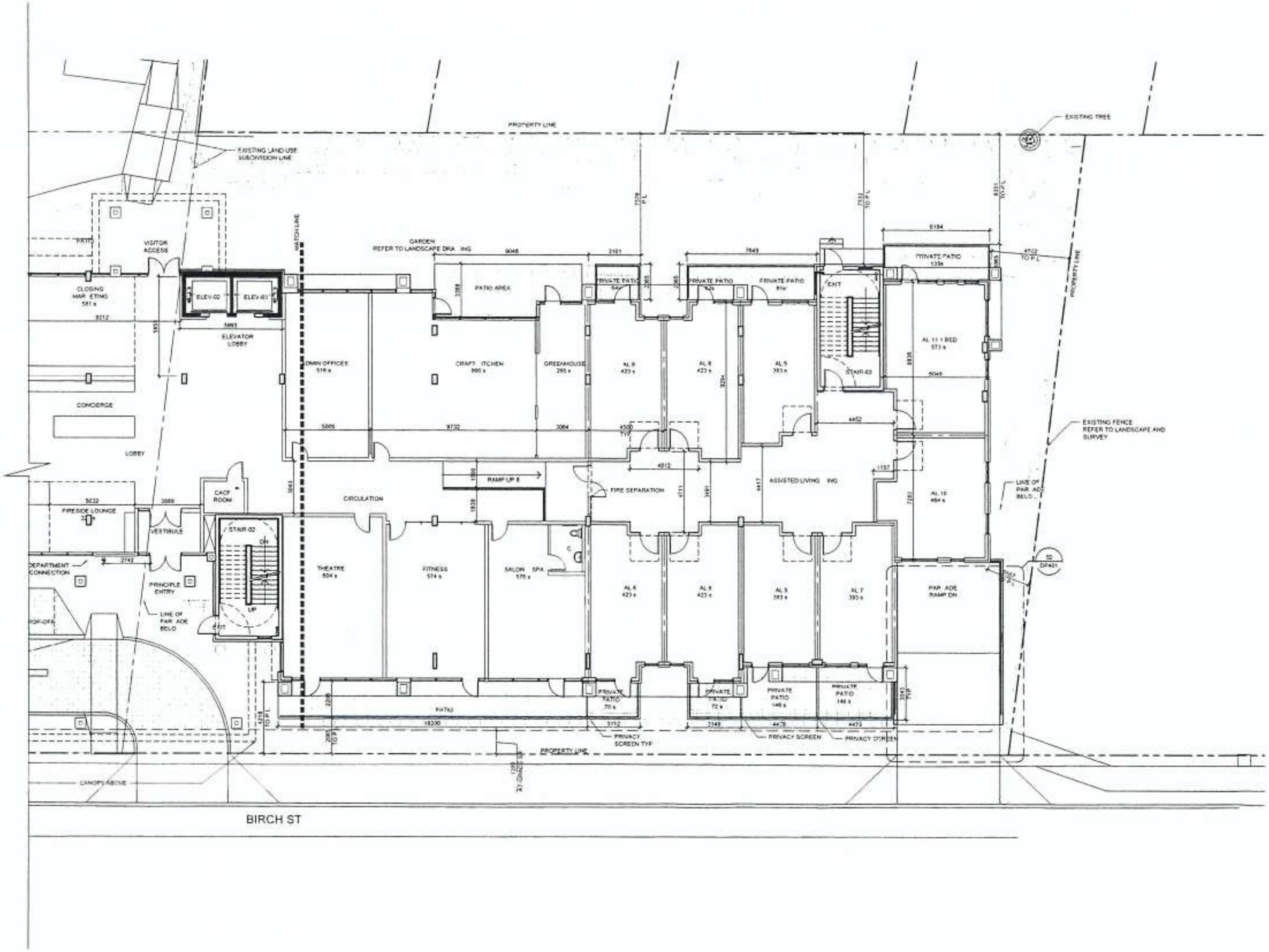
Client
MILLIDEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

Drawing Title
OVERALL FLOOR PLAN LEVEL 01

Project No NCCA-17-0221

Drawing No DP203



01
DP204

PARTIAL FLOOR PLAN LEVEL 01- NORTH

1:100

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Code Name
Maison Victoria

Key Plan

Consultants
Civil: McElhanney Consulting Services Ltd
Landscape: La ard North Group (B.C.) Inc
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C A	Drawn C Clar
Project Leader C Clar	Checked C A

Client
MILLIKEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
PARTIAL FLOOR PLAN
LEVEL 01
NORTH

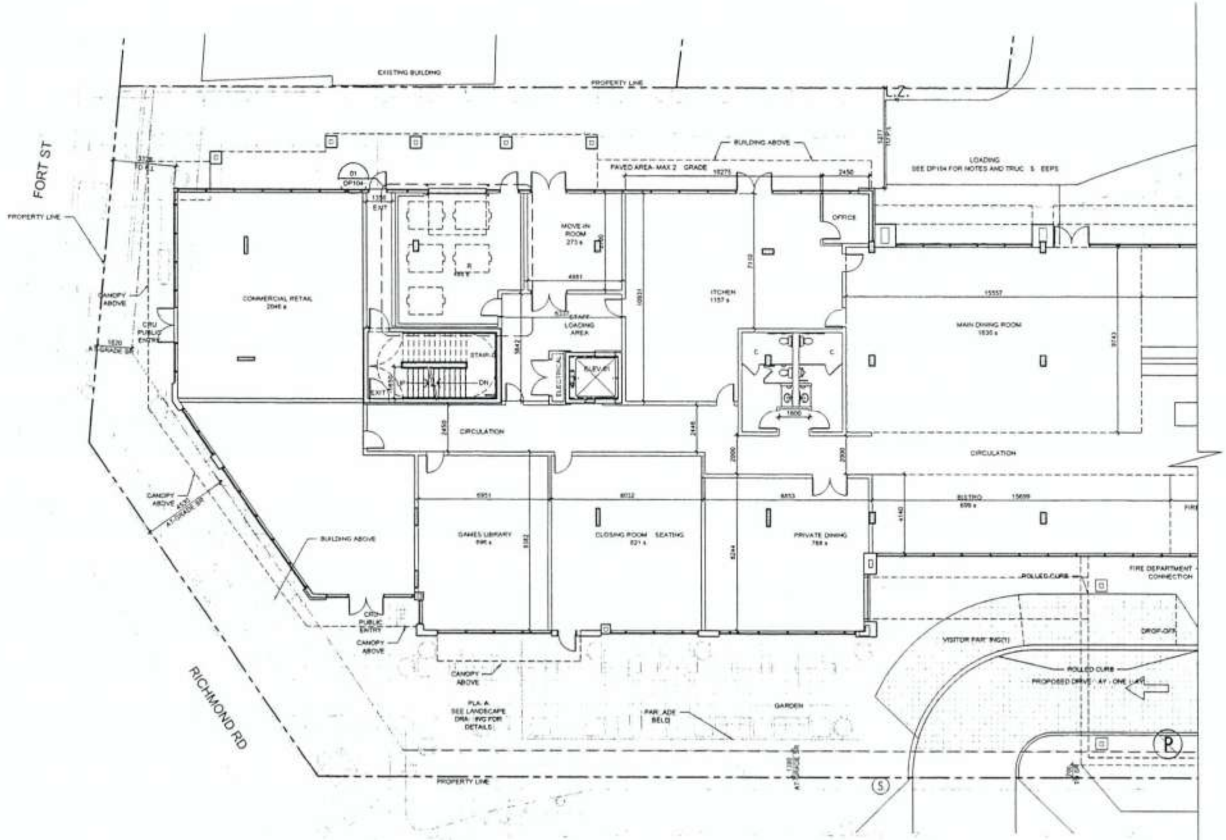
North Arrow

Detail Symbol
DETAIL
SHEET

Check Scale (if any is shown reduced)
0 1inch 0 10

Project No
NCCA-17-0221

Drawing No
DP204



01
DP205

PARTIAL FLOOR PLAN LEVEL 01- SOUTH

1:100

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

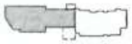
This dra ing has een re ared solely or the use o the CLIENT and there are no re resentations o any ind ade y NORR Architects Engineers Planners to any arty ith ho NORR Architects Engineers Planners has not entered into a contract

This dra ing shall not e used or construction ur oses until the seal a earing hereon is signed and dated y the Architect or Engineer

Pro ect Co onent

Maison Victoria

ey lan



Consultants

Civil: McElhanney Consulting Services Ltd
Landsca e: Lo and North Grou (B C) Inc
Architectural: NORR Architects Engineers Planners

Seal(s)

NORR

Pro ect Manager: C A erro le
Dra n: C Clar
Pro ect Leader: C Clar
Chec ed: C A erro le

Client
MILLI EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B C V7V 1E1

Pro ect
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

Dra ing Title
PARTIAL FLOOR PLAN
LEVEL 01
SOUTH

North Arro

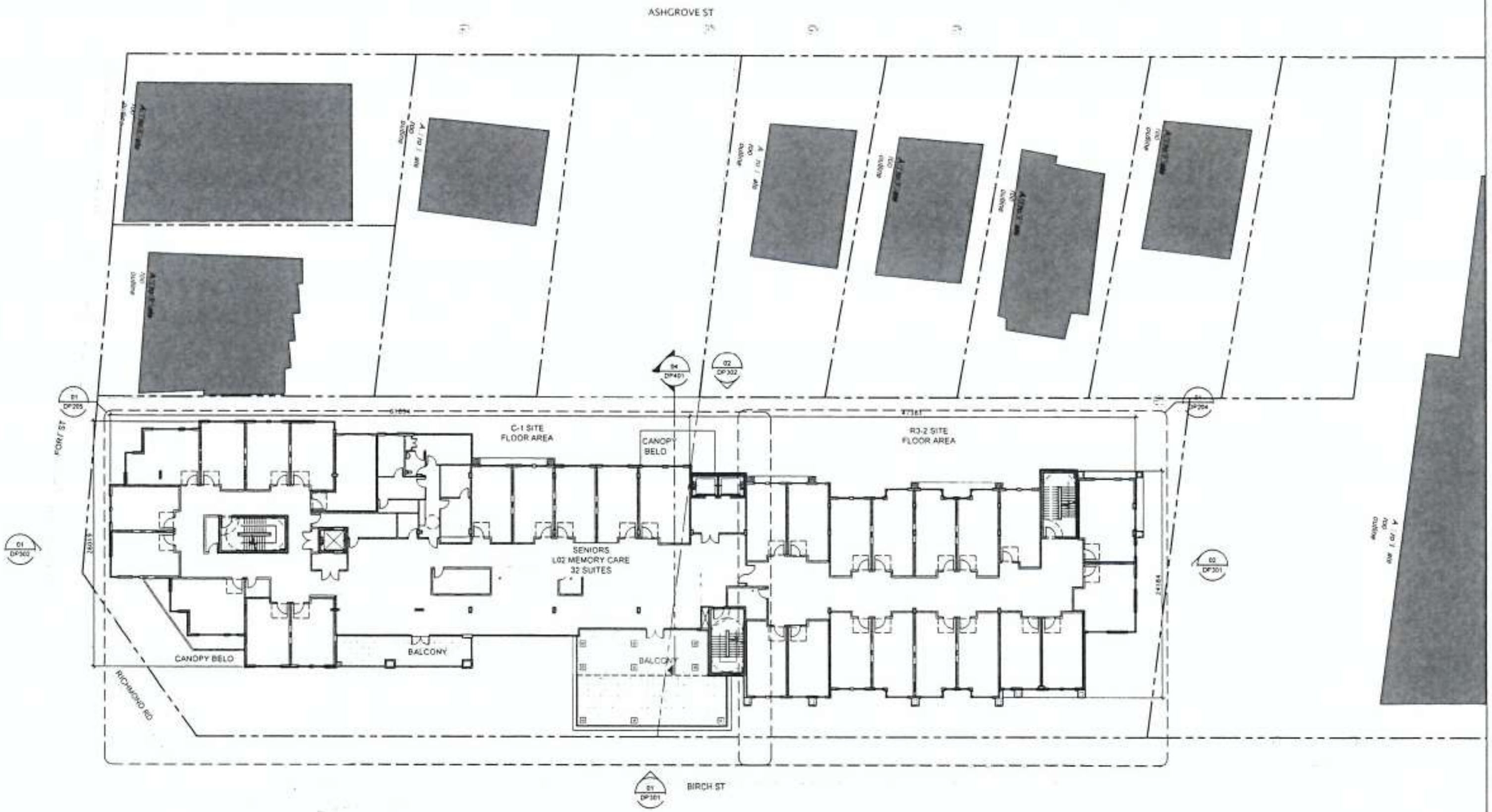
Detail Sy ol

DETAIL
SHEET

Chec Scale (ay e hoto reduced)
0 1inch
0 10

Pro ect No: NCCA-17-0221

Dra ing No: DP205



01 DP206 OVERALL FLOOR PLAN LEVEL 02

1:200

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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This dra ing shall not e used or construction ur oses until the seal a earing hereon is signed and dated y the Architect or Engineer

Pro ect Co onent

Maison Victoria

Consultants

Civil McElhanney Consulting Services Ltd
Landsca e Lo ard North Grou (B C) Inc
Architectural Norr Architects Engineers Planners

Seal(s)

NORR

Pro ect Manager C A erono le	Dra n C Clar
Pro ect Leader C Clar	Chec ed C A erono le

Client
MILLI EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B C V7V 1E1

Pro ect
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

Dra ing Title
OVERALL FLOOR PLAN LEVEL 02

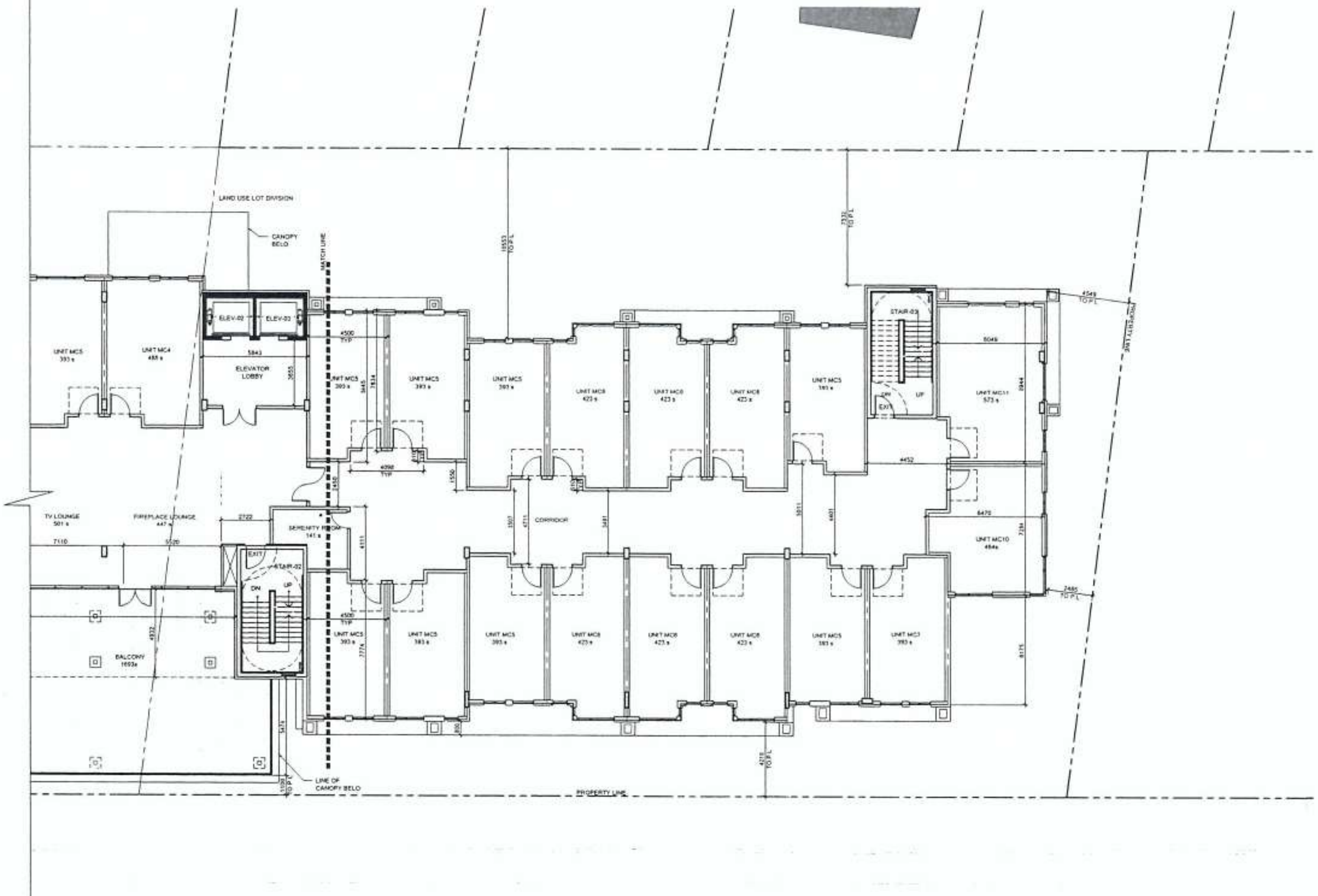
North Arro

Detail Sy ol
DETAIL
SHEET

Chec Scale (i ay e hoto reduced) 0 1inch 0 10

Pro ect No NCCA-17-0221

Dra ing No DP206



01
DP207

PARTIAL FLOOR PLAN LEVEL 02- NORTH

1:100

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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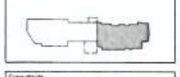
Project Component
Maison Victoria

Key Plan



Consultants
Civil McElhanney Consulting Services Ltd
Landscape Lombard North Group (B.C.) Inc
Architectural Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C.A. [illegible]	Drawn C.Clar
Project Leader C.Clar	Checked C.A. [illegible]

Client
MILLICEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
PARTIAL FLOOR PLAN
LEVEL 02
NORTH

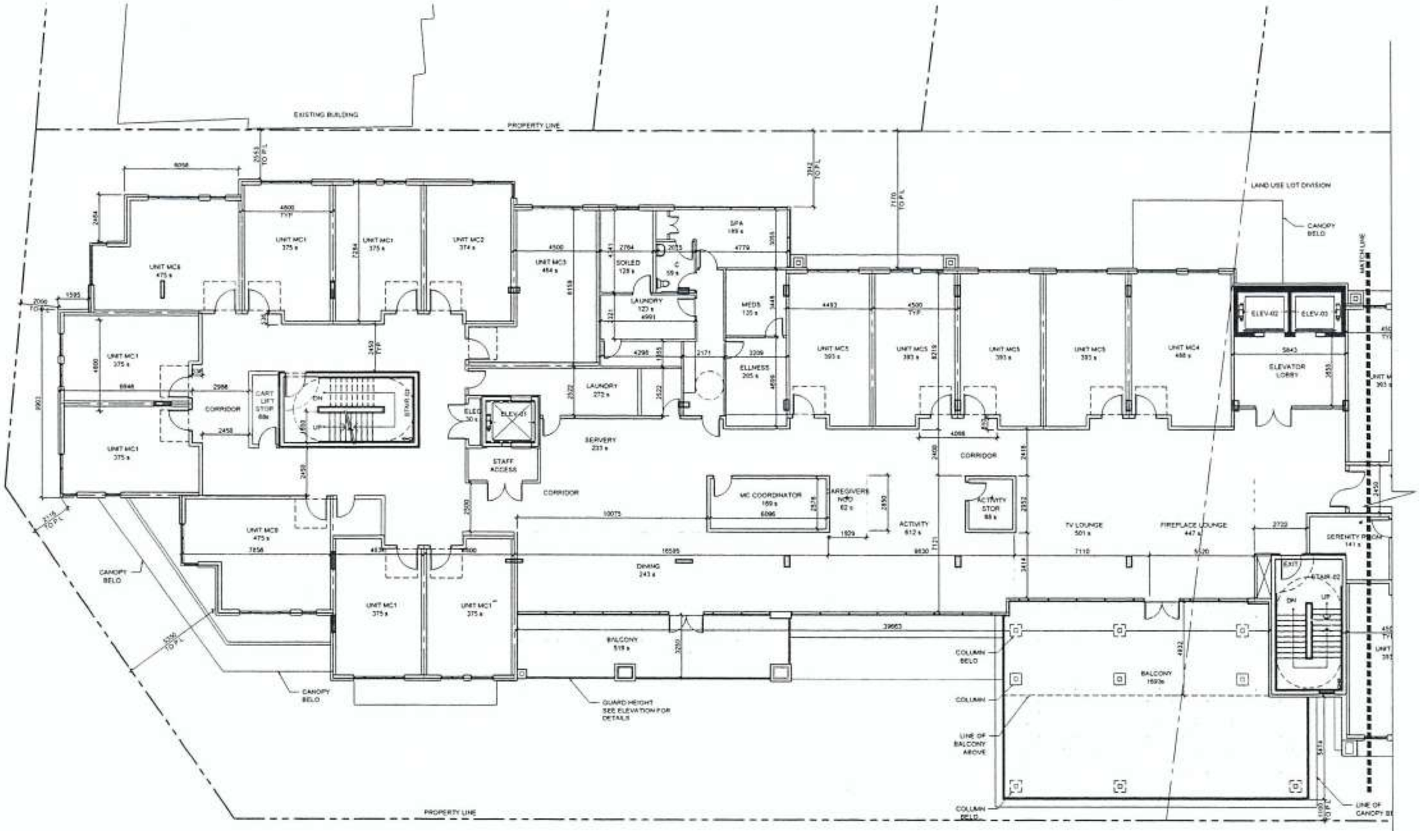
Check Scale (if any is photo reduced)
0 1inch 0 10

Project No NCCA-17-0221

Drawing No DP207

North Arrow

Detail Symbol
DETAIL
SHEET



01
DP208

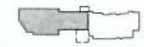
PARTIAL FLOOR PLAN LEVEL 02- SOUTH

1:100

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

Project Component
Maison Victoria

Key Plan



Consultants
Civil McElhanney Consulting Services Ltd
Landscape Lanscape North Group (B.C) Inc.
Architectural Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C.A. Ericson	Drawn C.Clar
Project Leader C.Clar	Checked C.A. Ericson

Client
MILLIKEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
PARTIAL FLOOR PLAN
LEVEL 02
SOUTH

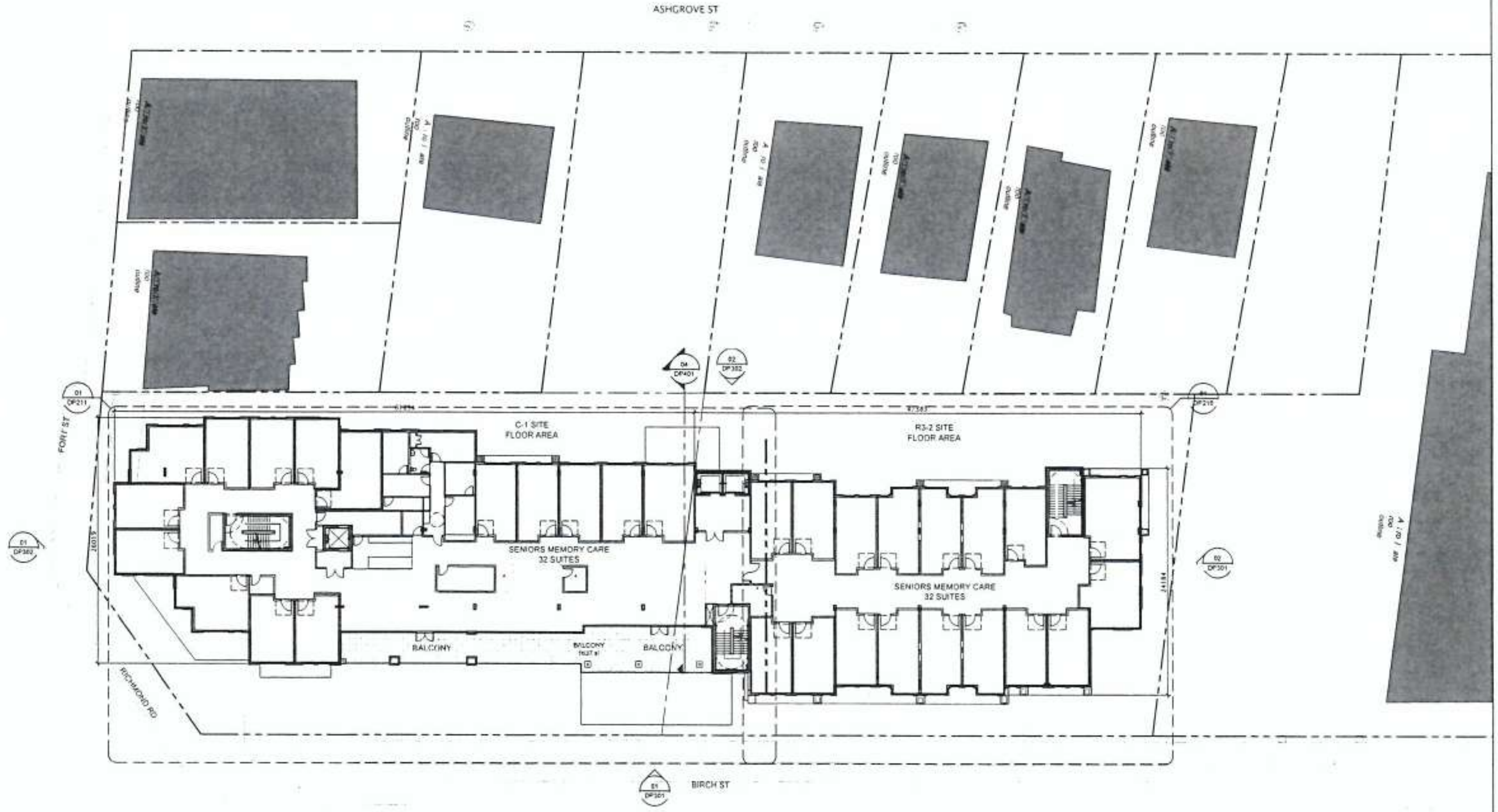
Check Scale (if sheet is reduced)
0 1inch 0 10

Project No NCCA-17-0221

Drawing No DP208

North Arrow

Detail Symbol
DETAIL
SHEET



01 DP209 OVERALL FLOOR PLAN LEVEL 03

1:200

Received
City of Victoria

MAR 14 2019

Planning & Development Department
Development Services Division

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Consultant
Maison Victoria

Key Plan

Consultants
Civil McElhanney Consulting Services Ltd
Landscape Lo ard North Group (B.C) Inc
Architectural Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C.A. ... | Drawn C.Clar
Project Leader C.Clar | Checked C.A. ...

Client
MILLICEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
OVERALL FLOOR PLAN
LEVEL 03

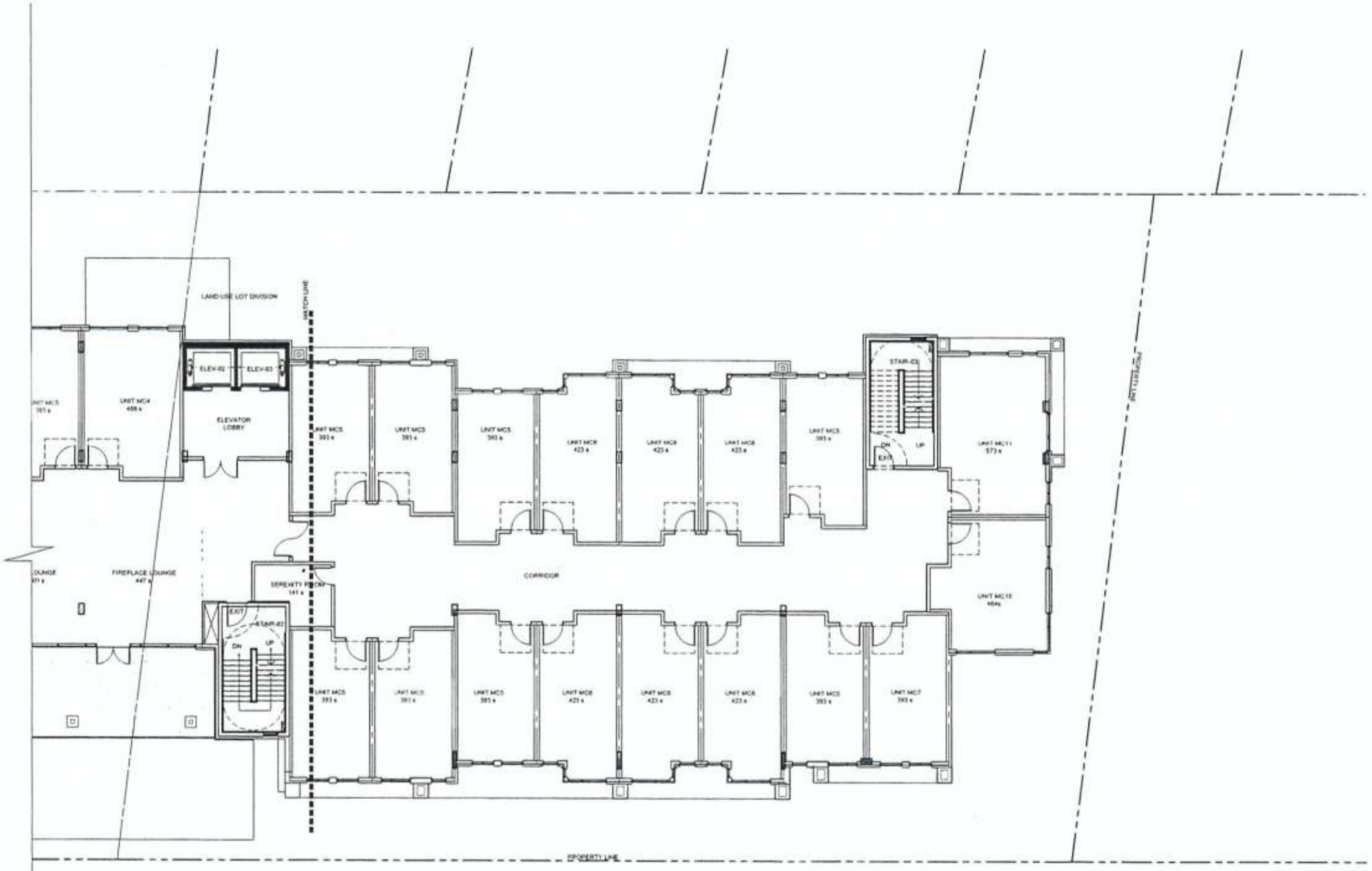
North Arrow

Detail Symbol
DETAIL
SHEET

Check Scale (if any is not reduced)
0 1inch
0 10

Project No NCCA-17-0221

Drawing No DP209



01
DP210

PARTIAL FLOOR PLAN LEVEL 03 - NORTH

1:100

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Code name
Maison Victoria

Key Plan

Consultants
Civil — McElhanney Consulting Services Ltd
Landscape — Lanarc North Group (B.C.) Inc
Architectural — Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C.A. erico le	Drawn C Clar
Project Leader C Clar	Checked C.A. erico le

Client
MILLI□EN REAL ESTATE
CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

Drawing Title
PARTIAL FLOOR PLAN
LEVEL 03
NORTH

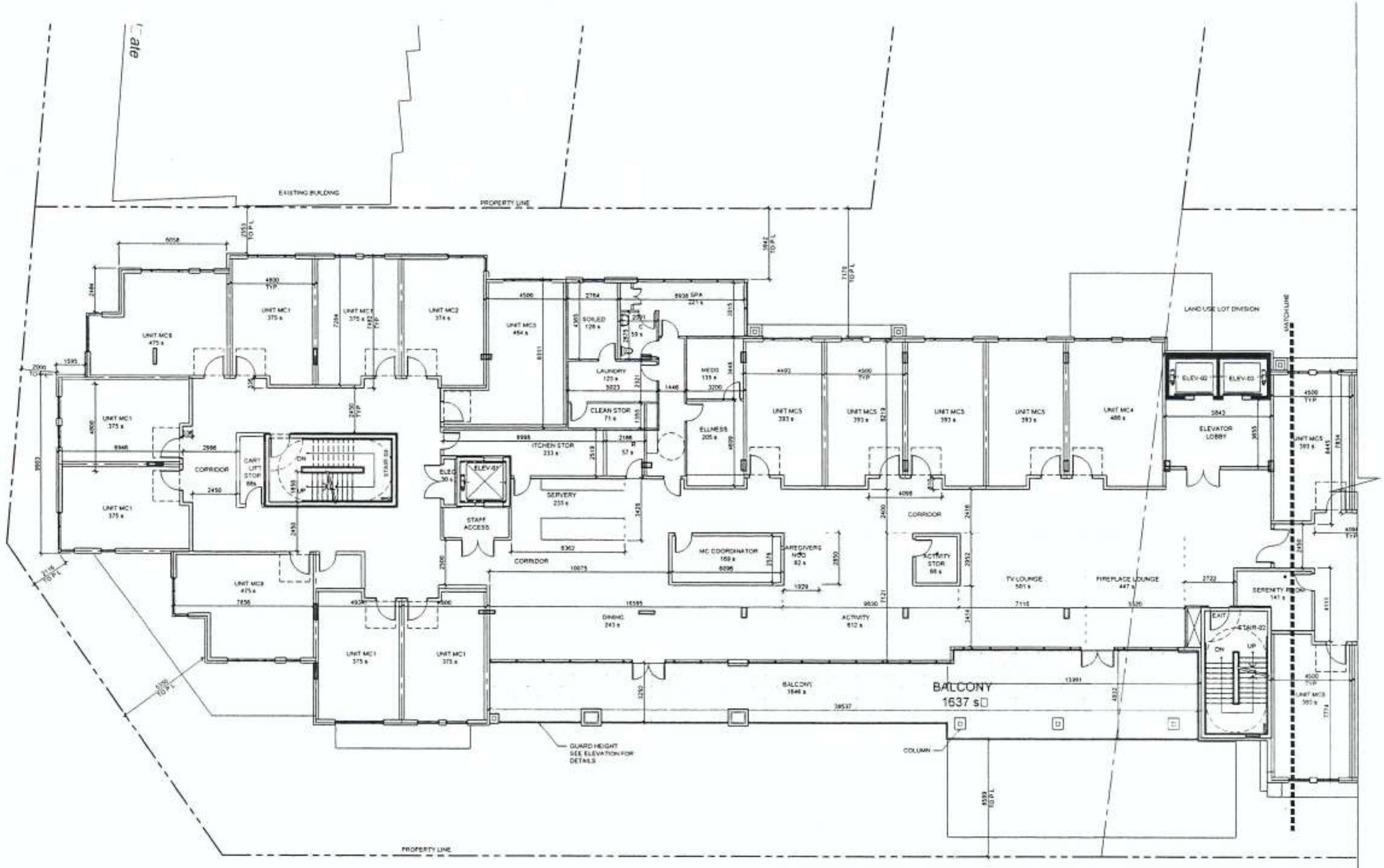
Check Scale (if any is photo reduced)
0 1inch 5 15

Project No.
NCCA-17-0221

Drawing No.
DP210

North Arrow

Detail Symbol
DETAIL
SHEET



01
DP211

PARTIAL FLOOR PLAN LEVEL 03- SOUTH

1:100

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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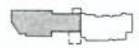
Project Component
Maison Victoria
Key Plan



Consultants
Civil McElhanney Consulting Services Ltd
Landscape Lanarc and North Group (B.C.) Inc
Architectural Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager
C.A. Arcos
Drawn
C.Clar
Project Leader
C.Clar
Checked
C.A. Arcos

Client
MILLI▢EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
PARTIAL FLOOR PLAN
LEVEL 03
SOUTH

Check Scale (if any is shown reduced)
0 1inch
0 10

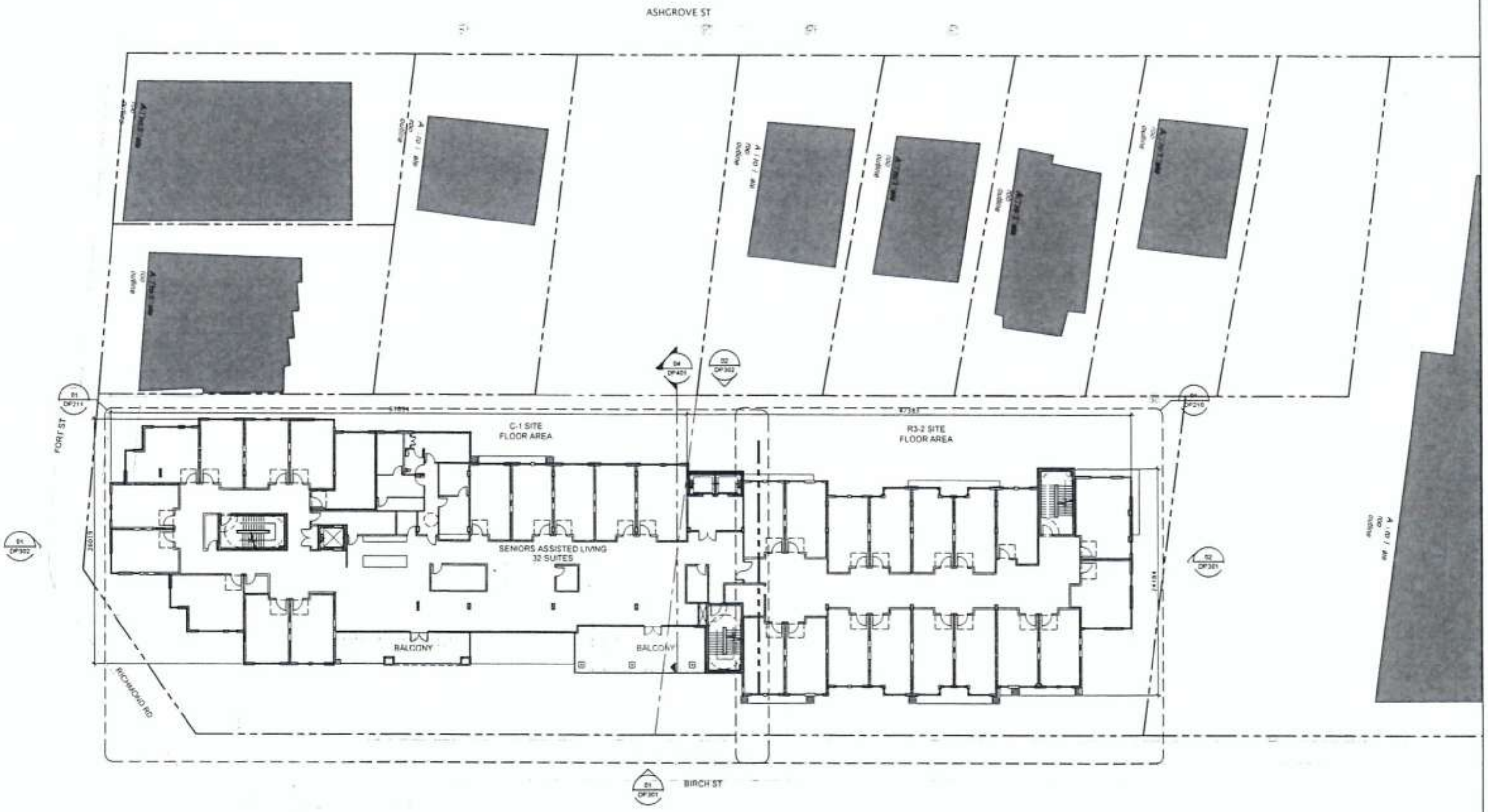
Project No
NCCA-17-0221

Drawing No
DP211

North Arrow

Detail Symbol
DETAIL
SHEET ▢

PLOT DATE: February 14, 2019 TIME: 10:27 AM FULL PATH AND FILENAME: P:\NCCA17-0221 - MAISON VICTORIA\500 DELIV ARCH\PROD SHEETS\DP211.D G PLOTSTYLE TABLE: PNA-STD-100.ctb



D1
DP209A

OVERALL FLOOR PLAN LEVEL 04

1:200

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Consultant
Maison Victoria

Key Plan

Consultants

Civil	McElhanney Consulting Services Ltd
Landscape	[illegible] and North Group (B C) Inc
Architectural	Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C A [illegible]	Drawn C Cler
Project Leader C Cler	Checked C A [illegible]

Client
MILLIDEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

Drawing Title
OVERALL FLOOR PLAN LEVEL 04

North Arrow

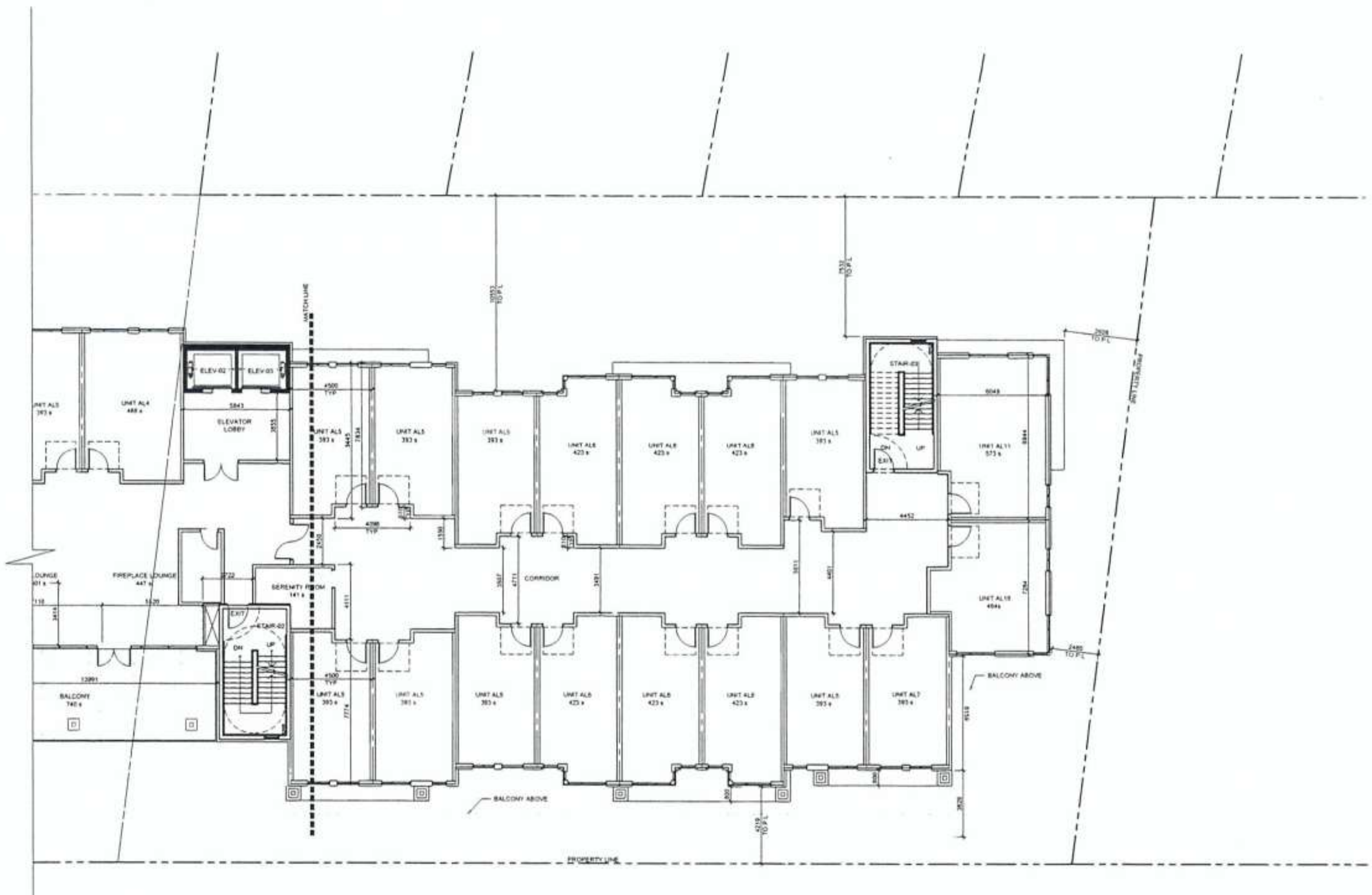
Detail Sheet of

DETAIL
SHEET

Check Scale (if any of these reduced)
0 1inch 0 10

Project No NCCA-17-0221

Drawing No DP209A



01
DP210A

PARTIAL FLOOR PLAN LEVEL 04 - NORTH

1:100

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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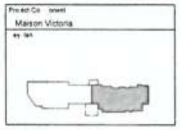
Project Component
Maison Victoria

Key Plan



Consultants

Civil	McElhanney Consulting Services Ltd
Landscape	Lanarc and North Group (B.C.) Inc
Architectural	Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C A [illegible]	Drawn C Clar
Project Leader C Clar	Checked C A [illegible]

Client
MILLIDEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

Drawing Title
PARTIAL FLOOR PLAN
LEVEL 04
NORTH

North Arrow

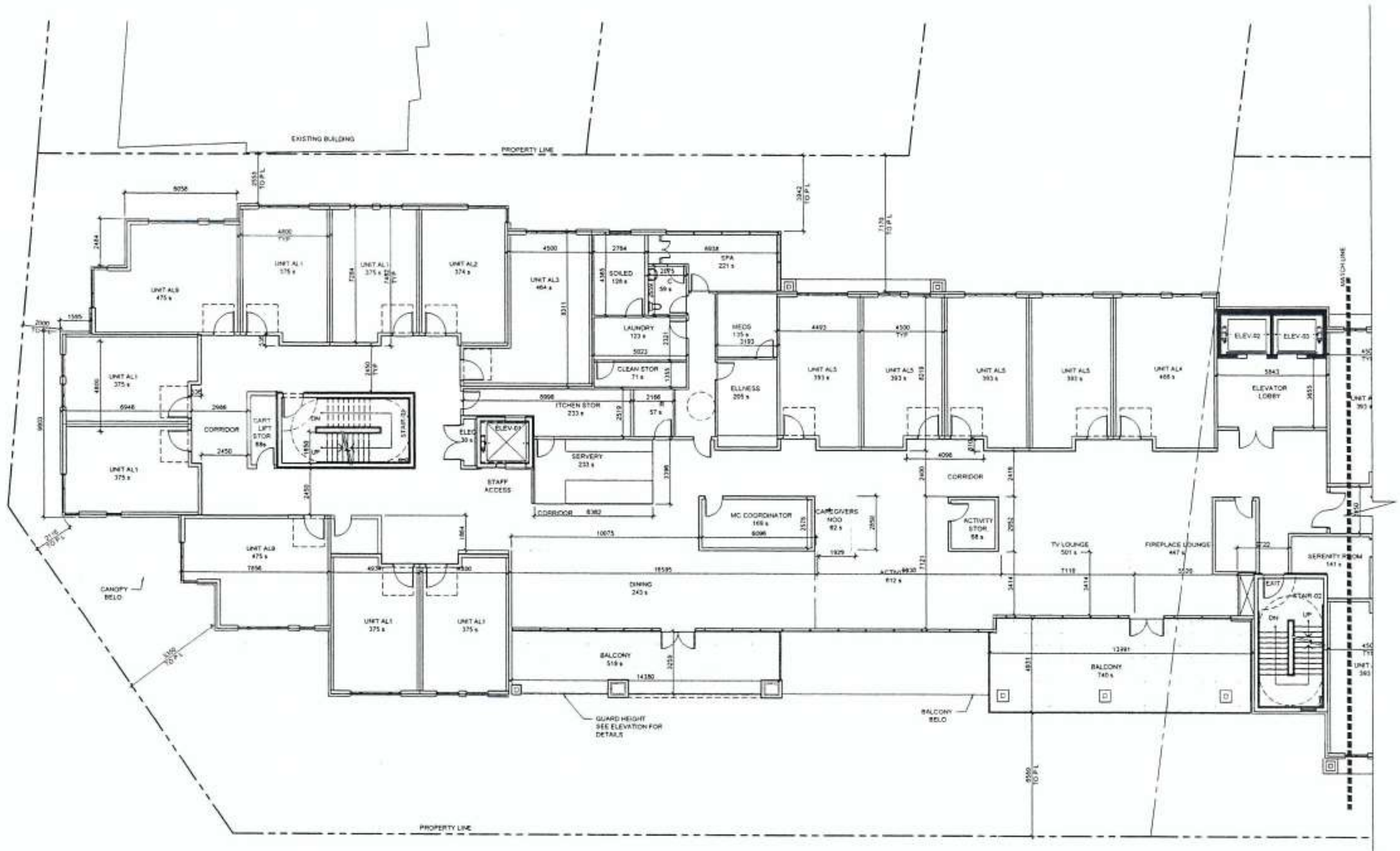
Detail by [illegible]

DETAIL ON SHEET

Check Scale (if bar is not 1inch, drawing has been reduced)
0 1inch 0 10

Project No
NCCA-17-0221

Drawing No
DP210A



01
DP211A

PARTIAL FLOOR PLAN LEVEL 04- SOUTH

1:100

PLOT DATE: Fe ruary 14, 2019 TIME: 10:29 AM FULL PATH AND FILENAME: P:\NCCA17-0221 - MAISON VICTORIA\500 DELIV\ARCH PROD SHEETS\DP211A.D G PLOTSTYLE TABLE: PWA STD 100.ctb

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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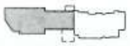
This dra ing shall not e used or construction ur oses until the seal a earing hereon is signed and dated y the Architect or Engineer

Pro ect Co onent
Maison Victoria

ey lan



Consultants
Civil: McElhanney Consulting Services Ltd
Landsca e: Lo e and North Grou (B.C.) Inc
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

Pro ect Manager: C.A. erco ie
Dra n: C.Clar
Pro ect Leader: C.Clar
Chec ed: C.P. erco ie

Client
MILLIDEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B.C V7V 1E1

Pro ect
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Dra ing Title
PARTIAL FLOOR PLAN
LEVEL 04
SOUTH

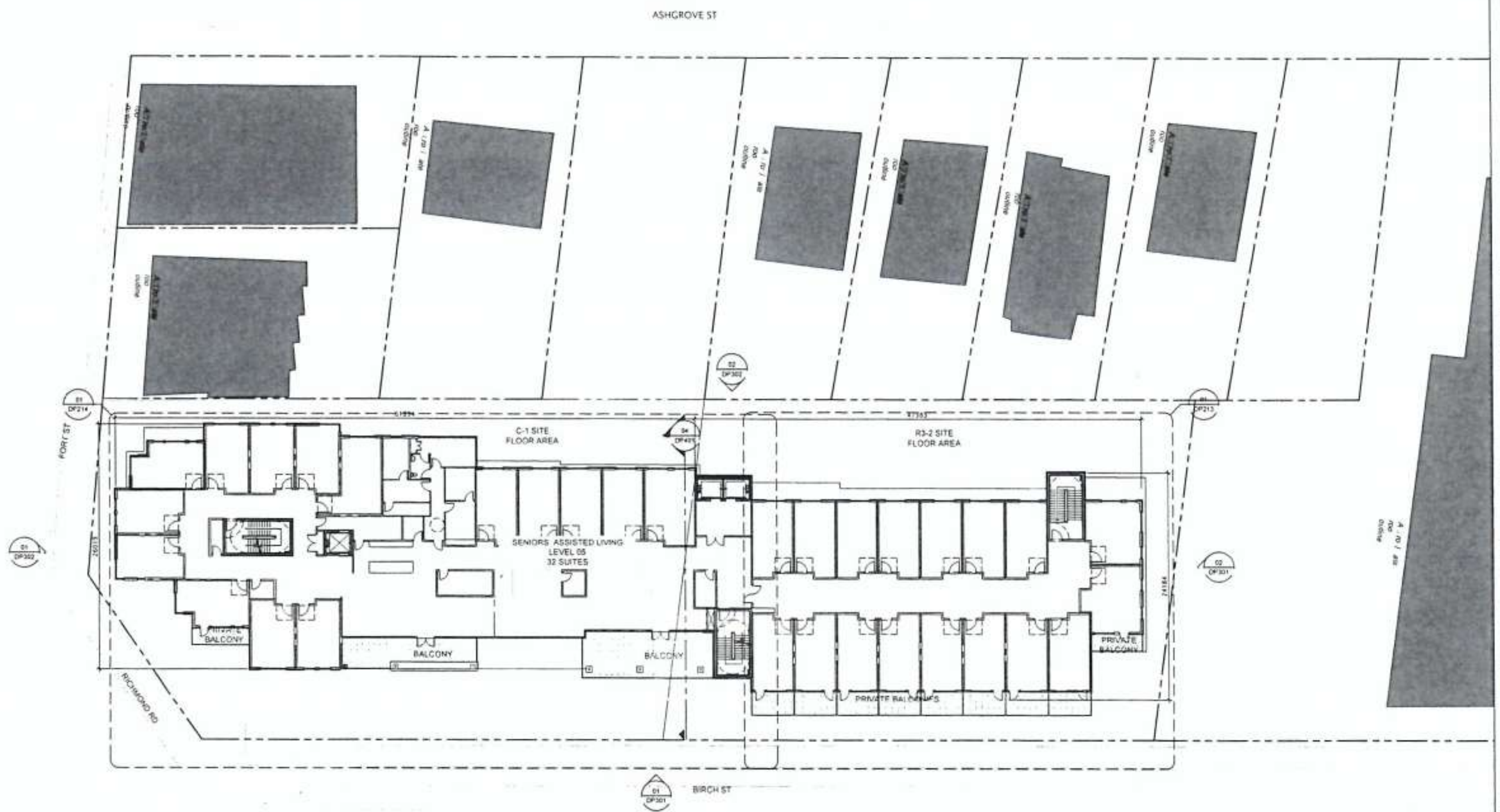
Chec Scale (I ay e hoto reduced) 0 1inch 0 10

Pro ect No: NCCA-17-0221

Dra ing No: DP211A

North Arro

Detail Sy ol
DETAIL
SHEET



01 DP212 OVERALL FLOOR PLAN LEVEL 05

1:200

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Component
Maison Victoria

Key Plan

Consultants
Civil: McElhanney Consulting Services Ltd
Landscape: Ld and North Group (B.C.) Inc.
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C.A. [illegible]	Drawn C.Clar
Project Leader C.Clar	Checked C.A. [illegible]

Client
MILLI□EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
OVERALL FLOOR PLAN
LEVEL 05

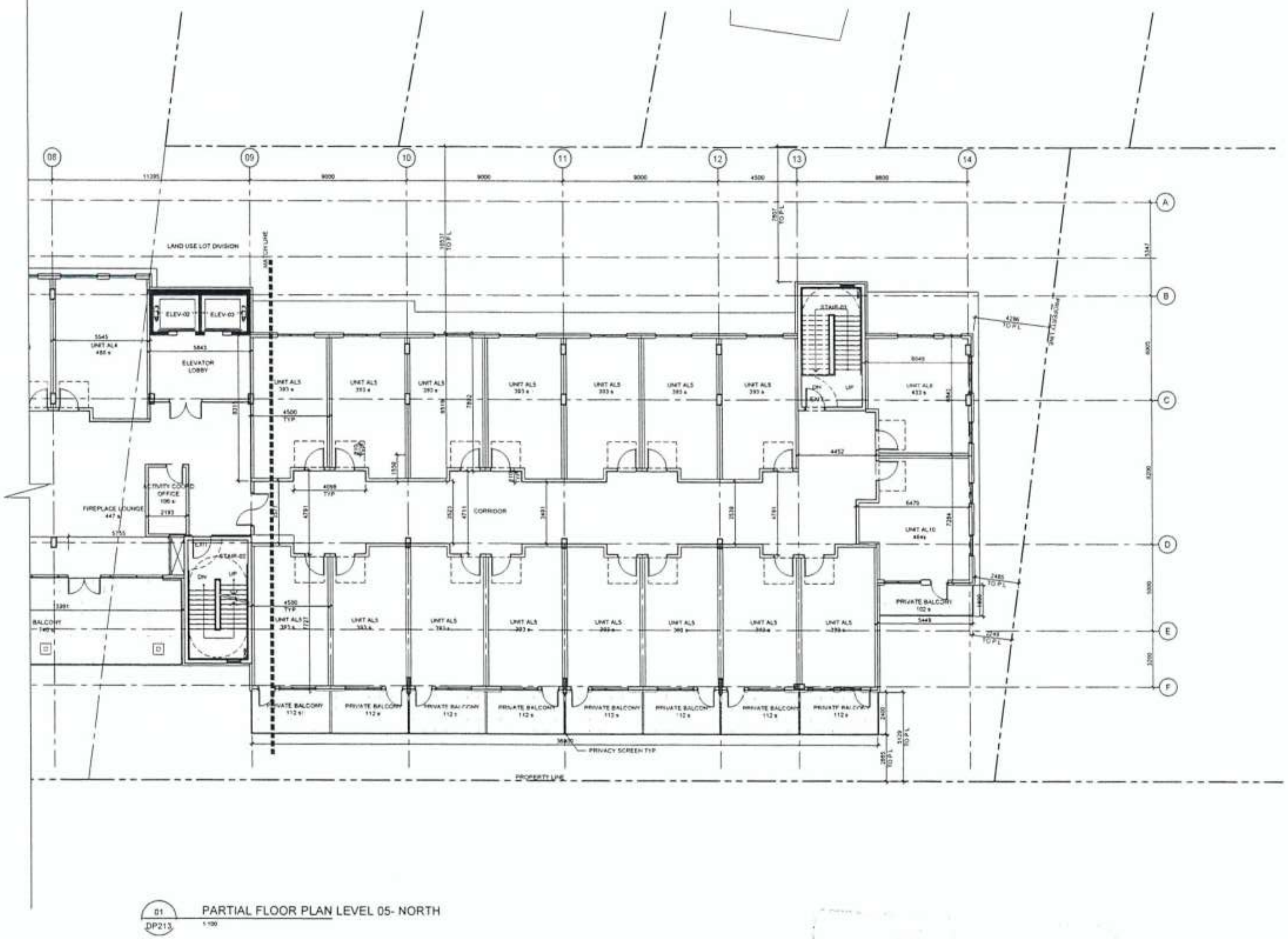
North Arrow

Detail Symbol
DETAIL
SHEET

Check Scale (if any is photo reduced)
0 1inch 0 10

Project No
NCCA-17-0221

Drawing No
DP212



01
DP213

PARTIAL FLOOR PLAN LEVEL 05- NORTH

1:100

City of Victoria

MAR 14 2019

Development Department

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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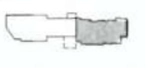
Project Component
Maison Victoria

Key Plan



Consultants
Civil: McElhanney Consulting Services Ltd
Landscape: LADR Landscape Architects Inc.
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C.A. ...	Drawn C.Clar
Project Leader C.Clar	Checked C.A. ...

Client
MILLIDEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
PARTIAL FLOOR PLAN
LEVEL 05
NORTH

Check Scale (if sheet is not reduced)
0 1inch
0 10

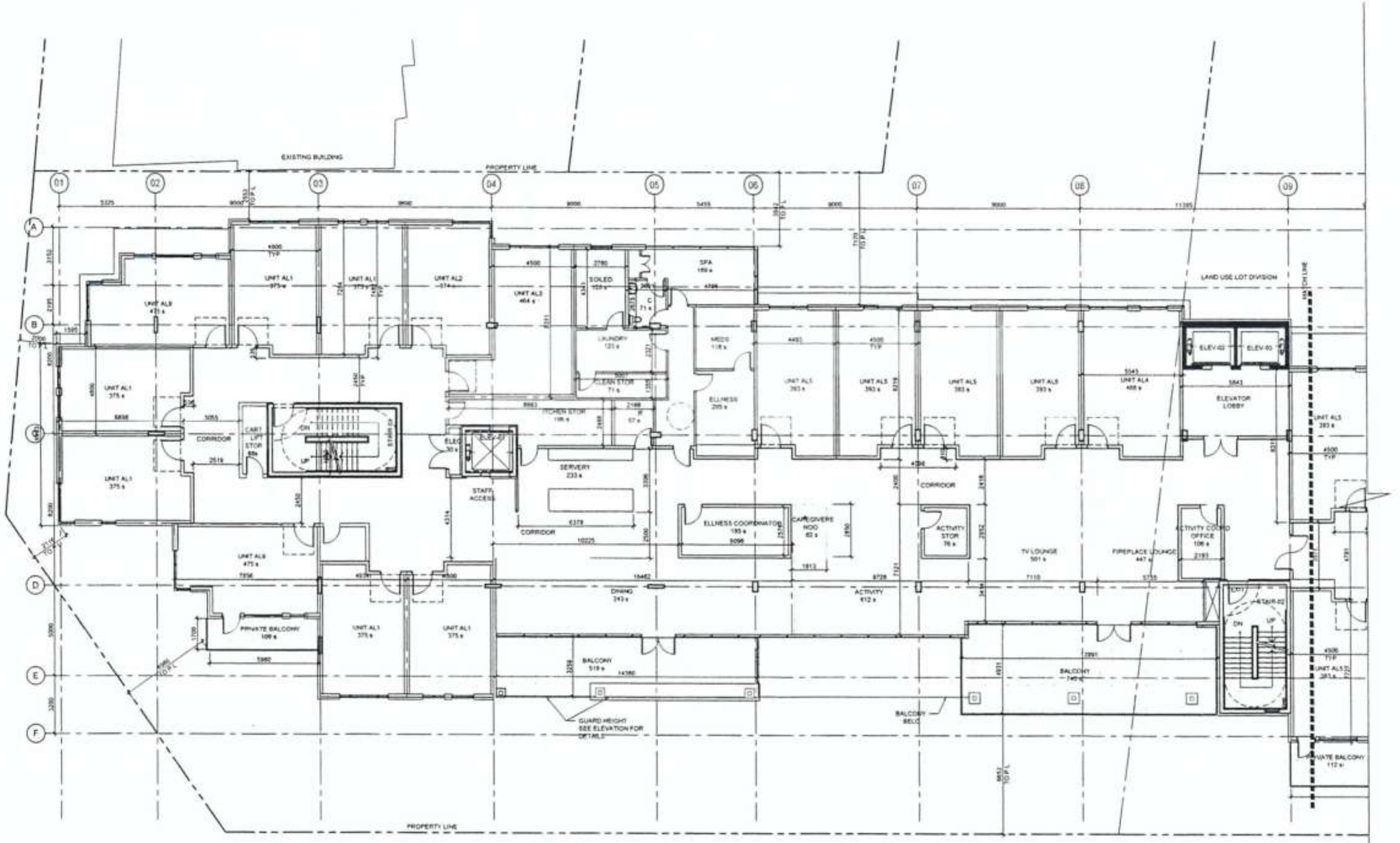
Project No
NCCA-17-0221

Drawing No
DP213

North Arrow

Detail Sy

DETAIL
SHEET



01
DP214

PARTIAL FLOOR PLAN LEVEL 05- SOUTH

1:100

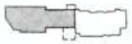
DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

This dra ing has een re ared solely or the use o the CLIENT and there are no re resentations o any ind ade y NORR Architects Engineers Planners to any arty ith ho NORR Architects Engineers Planners has not entered into a contract

This dra ing shall not e used or construction ur oses until the seal a earing hereon is signed and dated y the Architect or Engineer

Pro ect Co onent
Maison Victoria

Key lan



Consultants
Civil: McElhanney Consulting Services Ltd
Landsca e: La ard North Grou (B.C.) Inc
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

Pro ect Manager: C A erciro ie
Dra n: C Clar
Pro ect Leader: C Clar
Chec ed: C A erciro ie

Client
MILLI EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B C V7V 1E1

Pro ect
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

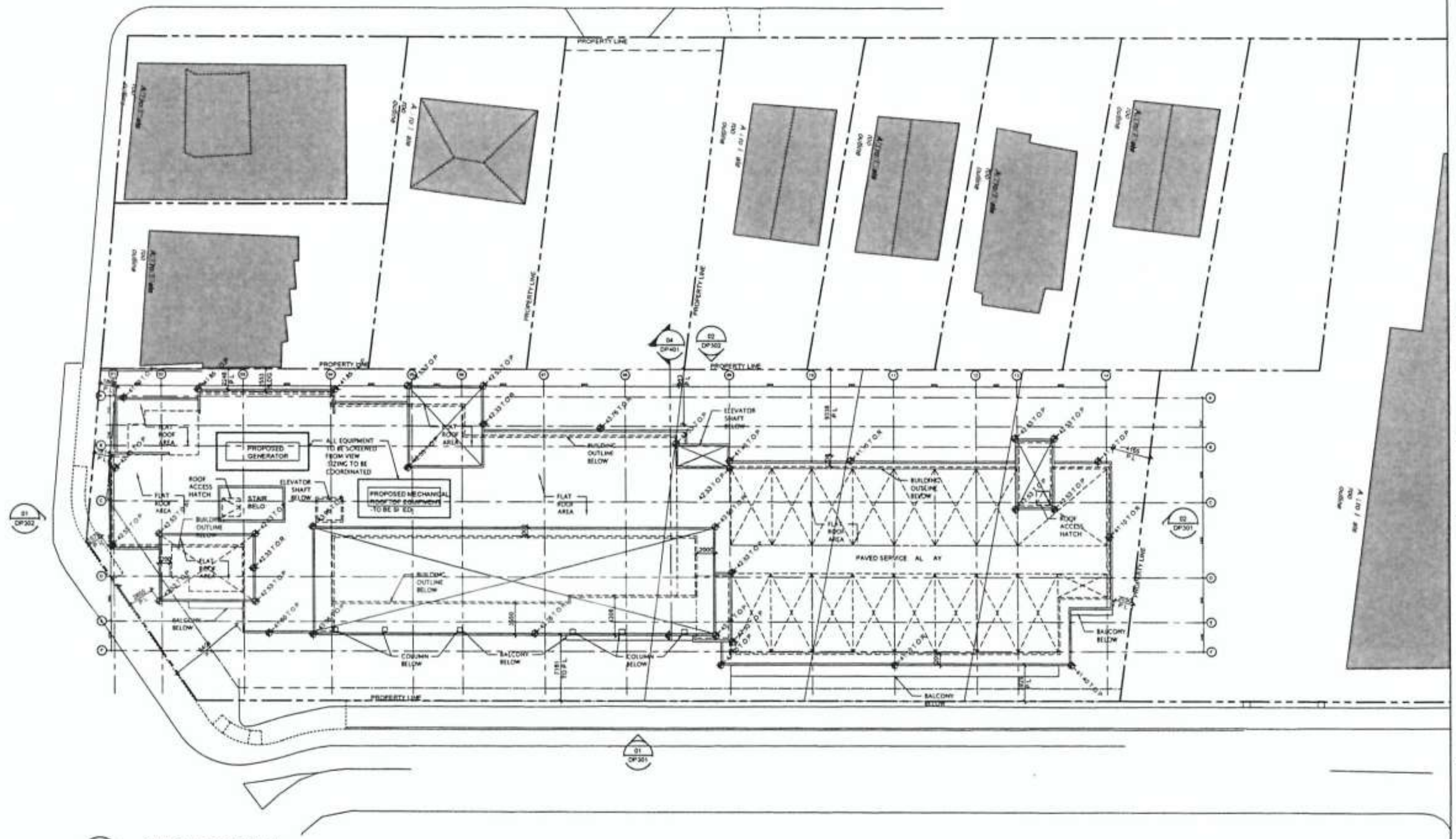
Dra ing Title
PARTIAL FLOOR PLAN
LEVEL 05
SOUTH

North Arro

Detail Sy ol
DETAIL
SHEET

Chec Scale (ay e hoto reduced)
0 1inch
0 16

Pro ect No: NCCA-17-0221
Dra ing No: DP214



01 DP215 OVERALL ROOF PLAN

1:200

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

This dra ing has een re ared solely or the use o the CLIENT and there are no re resentations o any ind ade y NORR Architects Engineers Planners to any arty ith ho NORR Architects Engineers Planners has not entered into a contract

This dra ing shall not e used or construction ur oses until the seal a earing hereon is signed and dated y the Architect or Engineer

Pro ect Co onent
Maison Victoria
ey lan

Consultants
Civil McElhanney Consulting Services Ltd
Landsca e La and North Grou (B C) Inc
Architectural Norr Architects Engineers Planners

Seal(s)

NORR

NORR ARCHITECTS ENGINEERS PLANNERS

Pro ect Manager C A ersro se	Dra n C Clar
Pro ect Leader C Clar	Chec ed C A ersro se

Client
MILLIDEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B C V7V 1E1

Pro ect
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

Dra ing Title
OVERALL ROOF PLAN

North Arro

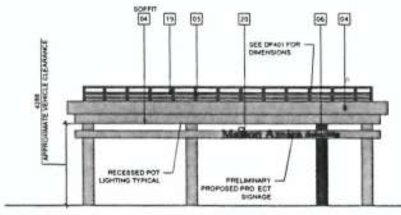
Detail Sy ol
DETAIL
SHEET

Chec Scale (ay e hoto reduced)
0 1inch 0 10

Pro ect No NCCA-17-0221

Dra ing No DP215

02 PARTIAL EAST ELEVATION
DP301 1:100



03 ENTRY CANOPY DETAIL
DP301 1:100

01 PARTIAL EAST ELEVATION
DP301 1:100

MATERIAL LEGEND	
01	NOT USED
02	ALUMINUM FASCIA (COLOUR CHARCOAL)
03	PRE-FINISHED METAL FLASHING (COLOUR TO MATCH ADJACENT MATERIAL)
04	WOOD-LOOK PANEL (COLOUR WALNUT BROWN)
05	WOOD-LOOK ACCENT TRIMS, SLATS (COLOUR TO MATCH #04)
06	METAL PANEL AND TRIMS (COLOUR CHARCOAL)
07	METAL PANEL AND TRIMS (COLOUR LIGHT GREY)
08	MASONRY BRICK (COLOUR CHARCOAL)
09	CONCRETE MASONRY CAP (COLOUR BROWN TO MATCH #04)
10	MASONRY BRICK (COLOUR LINEN)
11	CONCRETE MASONRY CAP (BEIGE)
12	PVC GLAZING SYSTEM w/ CLEAR ANODIZED WINDOW MULLIONS
13	GLAZING SYSTEM SPANDREL PANEL (COLOUR TO MATCH ADJACENT GLAZING)
14	GLAZING SYSTEM SPANDREL PANEL (COLOUR TO MATCH #08)
15	GLAZING SYSTEM SPANDREL PANEL (COLOUR TO MATCH #04)
16	EXTERIOR GLAZING W/HIDDEN MULLION (COLOUR CLEAR)
17	EXTERIOR GLAZING W/ MULLION CAP (COLOUR CLEAR W/ CLEAR ANODIZED CAP)
18	EXTERIOR MOUNTED DIRECTIONAL LIGHTING FEATURE (COLOUR CHARCOAL)
19	PREFIN METAL FRAME GLASS PANEL BALCONY (COLOUR CHARCOAL)
20	SIGNAGE PANEL SYSTEM (COLOUR CHARCOAL)
21	EXTERIOR ENTRY DOOR TO MATCH ADJACENT MATERIAL
22	EXTERIOR OVERHEAD DOOR TO MATCH ADJACENT MATERIAL
23	METAL LOUVRES (COLOUR CHARCOAL)

NOTES
SOFFIT OVERHANG TO BE METAL WOOD GRAIN LAP SIDING, TO MATCH #04
BALLAST ROOF ON FLAT ROOF

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Component
Maison Victoria
Key Plan

Consultants
Civil: McElhanney Consulting Services Ltd
Landscape: LADR Landscape Architects / [illegible]
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR
NORR ARCHITECTS ENGINEERS PLANNERS

Project Manager C.A. [illegible]	Drawn C.Clar
Project Leader C.Clar	Checked C.A. [illegible]

Client
MILLIDEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
EXTERIOR ELEVATIONS
EAST ELEVATION
ENTRY CANOPY DETAILS SIGNAGE

Check Scale (if any is hole reduced)
0 1inch
0 10

Project No.
NCCA-17-0221

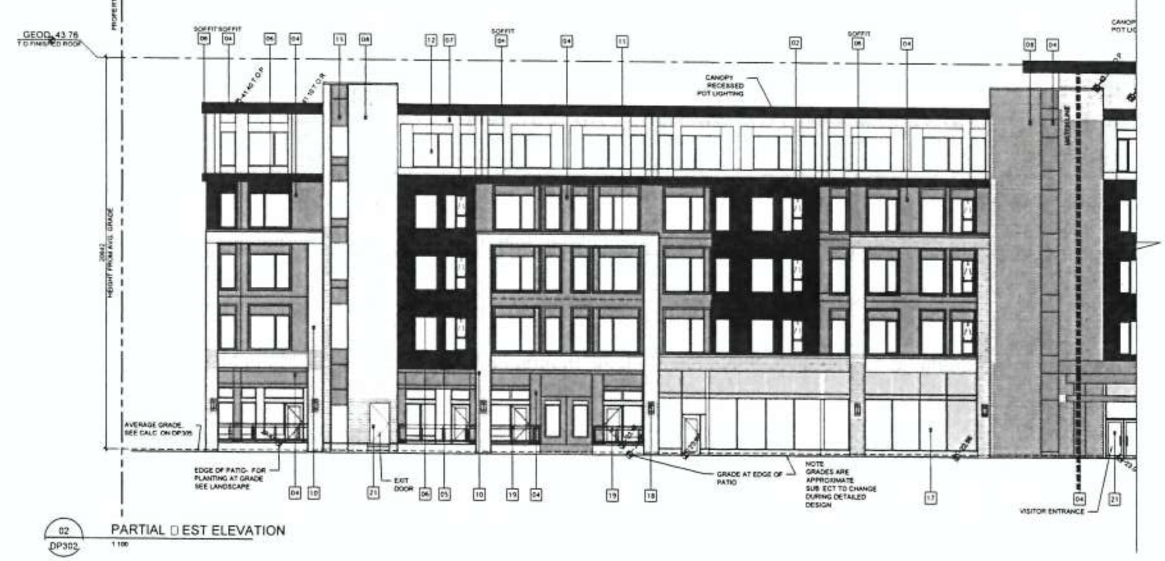
Drawing No.
DP301

North Arrow

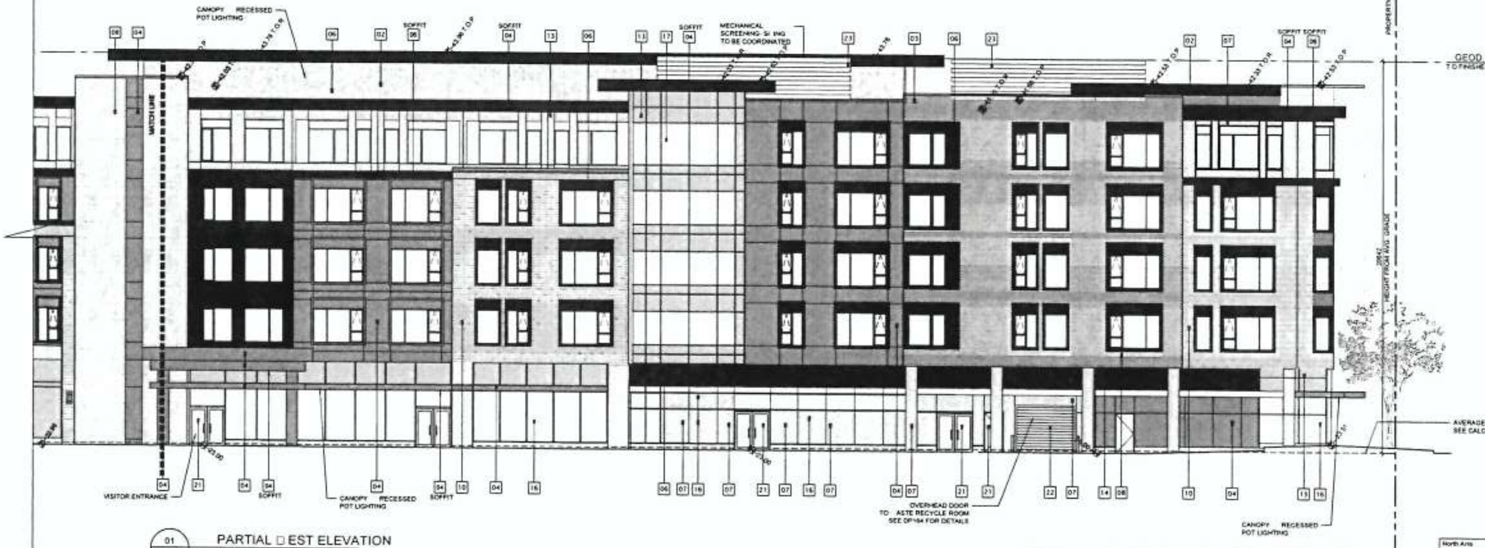
Detail Sym bol
DETAIL
SHEET

PLOT DATE March 11, 2019 TIME 2:25 PM

PLOT DATE March 11, 2019 TIME 3:27 PM FULL PATH AND FILENAME P:\NCCA17-0221 - MAISON VICTORIA 500 DELIV ARCH PROD SHEETS DP302.D G PLOTSYLE TABLE PMA-STD-100.ct



02
DP302
PARTIAL □EST ELEVATION
1:100



01
DP302
PARTIAL □EST ELEVATION
1:100

MATERIAL LEGEND

01	NOT USED
02	ALUMINUM FASCIA (COLOUR CHARCOAL)
03	PRE-FINISHED METAL FLASHING (COLOUR TO MATCH ADJACENT MATERIAL)
04	WOOD-LOOK PANEL (COLOUR WALNUT BROWN)
05	WOOD-LOOK ACCENT TRIMS, SLATS (COLOUR TO MATCH #04)
06	METAL PANEL AND TRIMS (COLOUR CHARCOAL)
07	METAL PANEL AND TRIMS (COLOUR LIGHT GREY)
08	MASONRY BRICK (COLOUR CHARCOAL)
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10	MASONRY BRICK (COLOUR LINEN)
11	CONCRETE MASONRY CAP (BEIGE)
12	PVC GLAZING SYSTEM w/ CLEAR ANODIZED WINDOW MULLIONS
13	GLAZING SYSTEM SPANDREL PANEL (COLOUR TO MATCH ADJACENT GLAZING)
14	GLAZING SYSTEM SPANDREL PANEL (COLOUR TO MATCH #06)
15	GLAZING SYSTEM SPANDREL PANEL (COLOUR TO MATCH #04)
16	EXTERIOR GLAZING W/HIDDEN MULLION (COLOUR CLEAR)
17	EXTERIOR GLAZING W/ MULLION CAP (COLOUR CLEAR W/ CLEAR ANODIZED CAP)
18	EXTERIOR MOUNTED DIRECTIONAL LIGHTING FEATURE (COLOUR CHARCOAL)
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20	SIGNAGE PANEL SYSTEM (COLOUR CHARCOAL)
21	EXTERIOR ENTRY DOOR TO MATCH ADJACENT MATERIAL
22	EXTERIOR OVERHEAD DOOR TO MATCH ADJACENT MATERIAL
23	METAL LOUVRES (COLOUR CHARCOAL)

NOTES

SOFFIT OVERHANG TO BE METAL WOOD GRAIN LAP SIDING TO MATCH #04
BALLAST ROOF ON FLAT ROOF

North Arrow

Detail Symbol

DETAIL □
SHEET □

DATE	ISSUED FOR	REV
2018-06-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Pro ect Co onent
Maison Victoria
ey lan

Consultants

Civil	McElhanney Consulting Services Ltd
Landsca e	Lo and North Grou (B.C.) Inc.
Architectural	Norr Architects Engineers Planners

Seal(s)

NORR

NORR ARCHITECTS ENGINEERS PLANNERS

Pro ect Manager C A ericc le	Dra n C Dar
Pro ect Leader C Dar	Chec ed C A erico le

Client
MILLI□EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
□EST VANCOUVER, B.C V7V 1E1

Pro ect
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

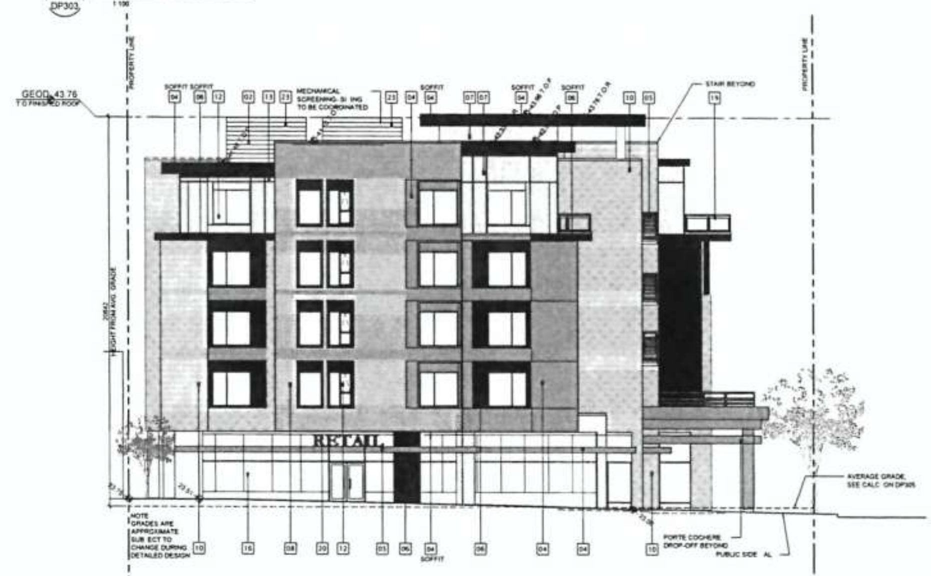
Dra ing Title
EXTERIOR ELEVATIONS
□ EST ELEVATION

Chec Scale (ay e hoto reduced)
0 1inch
0 10

Pro ect No
NCCA-17-0221

Dra ing No
DP302

02 DP303 NORTH ELEVATION
1:100



01 DP303 SOUTH ELEVATION
1:100

MATERIAL LEGEND	
01	NOT USED
02	ALUMINUM FASCIA (COLOUR CHARCOAL)
03	PRE-FINISHED METAL FLASHING (COLOUR TO MATCH ADJACENT MATERIAL)
04	WOOD LOOK PANEL (COLOUR WALNUT BROWN)
05	WOOD LOOK ACCENT TRIMS, SLATS (COLOUR TO MATCH #04)
06	METAL PANEL AND TRIMS (COLOUR CHARCOAL)
07	METAL PANEL AND TRIMS (COLOUR LIGHT GREY)
08	MASONRY BRICK (COLOUR CHARCOAL)
09	CONCRETE MASONRY CAP (COLOUR BROWN TO MATCH #04)
10	MASONRY BRICK (COLOUR LINEN)
11	CONCRETE MASONRY CAP (BEIGE)
12	PVC GLAZING SYSTEM w/ CLEAR ANODIZED WINDOW MULLIONS
13	GLAZING SYSTEM, SPANDREL PANEL (COLOUR TO MATCH ADJACENT GLAZING)
14	GLAZING SYSTEM, SPANDREL PANEL (COLOUR TO MATCH #06)
15	GLAZING SYSTEM, SPANDREL PANEL (COLOUR TO MATCH #04)
16	EXTERIOR GLAZING W/HIDDEN MULLION (COLOUR CLEAR)
17	EXTERIOR GLAZING W/ MULLION CAP (COLOUR CLEAR W/ CLEAR ANODIZED CAP)
18	EXTERIOR MOUNTED DIRECTIONAL LIGHTING FEATURE (COLOUR CHARCOAL)
19	PREFIN METAL FRAME GLASS PANEL BALCONY (COLOUR CHARCOAL)
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21	EXTERIOR ENTRY DOOR TO MATCH ADJACENT MATERIAL
22	EXTERIOR OVERHEAD DOOR TO MATCH ADJACENT MATERIAL
23	METAL LOUVRES (COLOUR CHARCOAL)

NOTES
SOFFIT OVERHANG TO BE METAL WOOD GRAIN LAP SIDING, TO MATCH #04
BALLAST ROOF ON FLAT ROOF

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Code Name
Maison Victoria

Consultants
Civil: McElhanney Consulting Services Ltd
Landscape: [illegible]
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR
NORR ARCHITECTS ENGINEERS PLANNERS

Project Manager C.A. [illegible]	Drawn C.Clar
Project Leader C.Clar	Checked C.A. [illegible]

Client
MILLIDEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

Drawing Title
BUILDING ELEVATIONS
NORTH □ SOUTH

Check Scale (if any is photo reduced)
0 1inch 0 10

Project No. NCCA-17-0221

Drawing No. DP303

North Arrow

Detail By

DETAIL □
SHEET □

PLOT DATE: March 12, 2019

01
DP304
OVERALL SITE CONTEXT ELEVATION SOUTH
1 200 APPROXIMATE

03
DP304
OVERALL SITE CONTEXT ELEVATION- EAST
1 200 APPROXIMATE

NOTE
COLOURED RENDERINGS ARE FOR SITE AND MATERIAL CONTEXT TO DEMONSTRATE INTENT OF MATERIAL FINISHES AND SHO BUILDING SCALE IN CONTEXT

SCALE INDICATED IS APPROXIMATED FROM ELEVATIONS
SEE DP301-DP303 FOR DETAIL NOTES AND DIMENSIONS (TO-SCALE)

Received
City of Victoria
MAR 14 2019
Planning & Development Department
Development Services Division

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Code Name
Maison Victoria

Consultants
Civil McElhanney Consulting Services Ltd
Landscape Ladd and North Group (B C) Inc
Architectural Norr Architects Engineers Planners

Seal(s)

NORR

Project Manager C A [illegible]	Drawn C Clar
Project Leader C Clar	Checked C A [illegible]

Client
MILLIDEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B C
V8R 4R2

Drawing Title
EXTERIOR ELEVATIONS
SITE CONTEXT

Check Scale (if any is photo reduced)
0 1inch
0 10

Project No
NCCA-17-0221

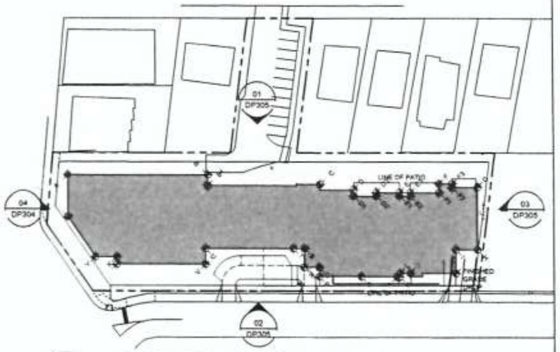
Drawing No
DP304

North Arrow

Detail Symbol
DETAIL
SHEET

03 DP305 NORTH ELEVATION
1:200

04 DP305 SOUTH ELEVATION
1:200



05 DP305 KEY PLAN AVERAGE GRADE CALCULATION
1:500

AVERAGE GRADE CALCULATION						
POINT	GRADE	GRADE POINTS	AVG. GRADE	MULTIPLY	DISTANCE	CALC. TOTALS
A	23.51	A&B	23.195	x	36.544 m	847.63808
B	22.88	B&B1	22.905	x	2.791 m	63.927855
B1	22.93	B1&C	22.94	x	29.55 m	677.877
C	22.95	C&D	22.965	x	8.88 m	203.9292
D	22.98	D&D1	22.99	x	1.55 m	35.6345
D1	23	D1&D2	23	x	6.24 m	143.52
D2	23	D2&D3	22.99	x	0.91 m	20.9209
D3	22.98	D3&E	23.23	x	5.72 m	132.8756
E	23.48	E&E1	23.49	x	0.833 m	19.56717
E1	23.5	E1&E2	23.5	x	3.3 m	77.55
E2	23.5	E2&E3	23.49	x	0.833 m	19.56717
E3	23.48	E3&F1	23.48	x	7.55 m	177.274
F1	23.48	F1&F	23.48	x	2.08 m	48.8384
F	23.48	F&F2	23.48	x	3.5 m	82.18
F2	23.48	F2&F3	23.475	x	0.875 m	20.540625
F3	23.47	F3&G	23.475	x	6.084 m	142.8219
G	23.48	G&H	23.115	x	15.905 m	367.644075
H	22.75	H&I	23.115	x	5.385 m	124.474275
I	23.48	I&J	23.48	x	6.152 m	144.44896
J	23.48	J&K	23.48	x	11.7 m	274.716
K	23.48	K&L	23.48	x	3.3 m	77.484
L	23.48	L&M	23.485	x	0.875 m	20.549375
M	23.49	M&N	23.49	x	0.878 m	20.62422
N	23.49	N&O	23.245	x	8.994 m	209.06553
O	23	O&P	22.97	x	11.01 m	252.8997
P	22.94	P&Q	22.86	x	2.42 m	55.3212
Q	22.78	Q&R	22.78	x	3.75 m	85.425
R	22.78	R&S	22.89	x	4.866 m	111.38274
S	23	S&T	23	x	3.164 m	72.772
T	23	T&U	22.91	x	22.98 m	526.4718
U	22.82	U&V	22.825	x	4.1 m	93.5825
V	22.83	V&W	22.905	x	23.424 m	536.52672
W	22.98	W&X	22.925	x	1.885 m	43.213625
X	22.87	X&Y	22.87	x	5.684 m	129.99308
Y	22.87	Y&Z	23.14	x	12.443 m	287.93102
Z	23.41	Z&A	23.46	x	10.894 m	255.57324
				TOTALS	277.049 m	6404.76
					AVERAGE GRADE	23.1178
					TOP OF ROOF @ HIGHEST FLAT ROOF	43.76
					BUILDING HEIGHT (m)	20.64

02 DP305 EAST ELEVATION
1:200

01 DP305 WEST ELEVATION
1:200

Received
City of Victoria
MAR 14 2019
Planning & Development Department
Development Services Division

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
2019-02-15	REVISED DEVELOPMENT PERMIT	D

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Project Component
Maison Victoria
Key Plan

Consultants
Civil: McElhanney Consulting Services Ltd.
Landscape: Lad North Group (B.C.) Inc.
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

NORR ARCHITECTS ENGINEERS PLANNERS

Project Manager: C.A.
Drawn: C.Cler
Project Leader: C.Cler
Checked: C.A.

Client
MILLICEN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
WEST VANCOUVER, B.C V7V 1E1

Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C
V8R 4R2

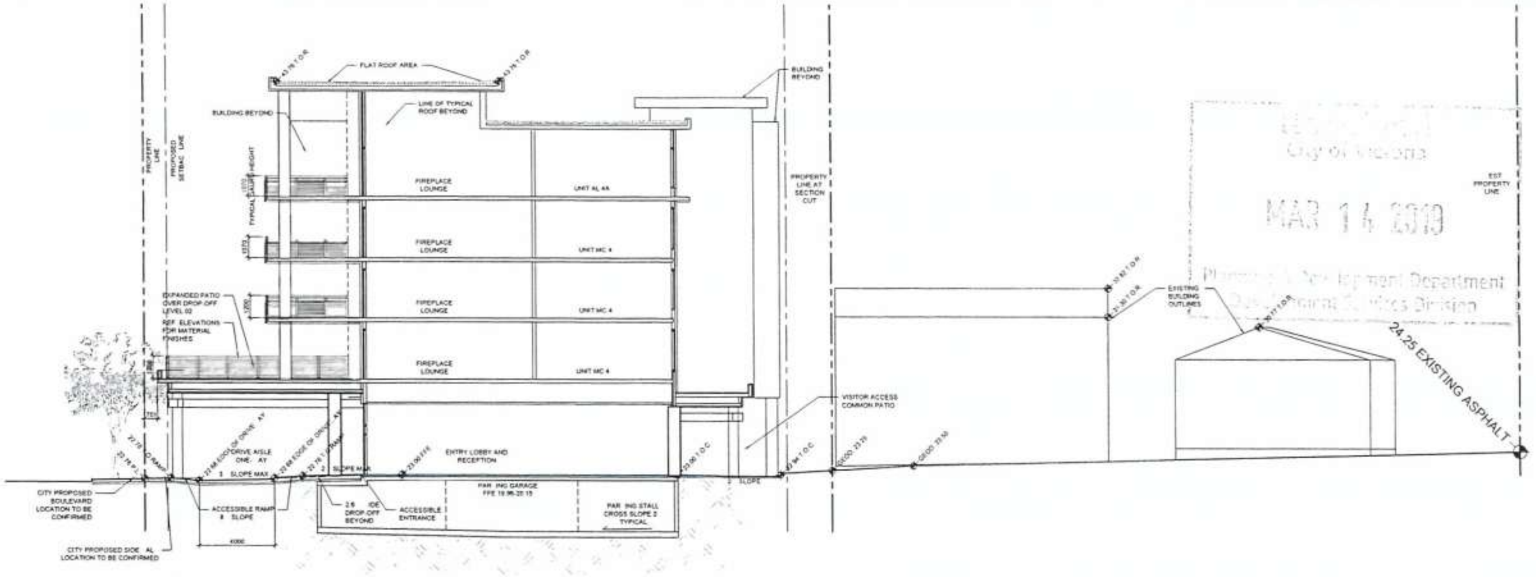
Drawing Title
BUILDING ELEVATIONS
AVERAGE GRADE
CALCULATIONS

Scale
0 5 10

Project No: NCCA-17-0221
Drawing No: DP305

North Arrow

Detail Symbol
DETAIL
SHEET



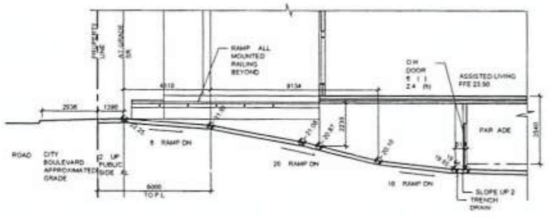
City of Victoria

MAR 14 2019

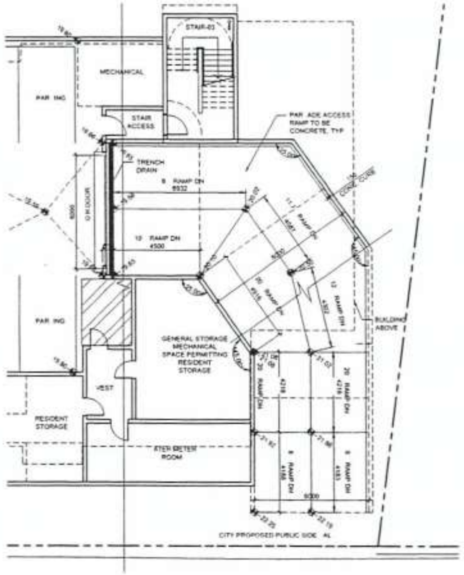
Planning & Development Department
Development Services Division

04
DP401
CROSS SECTION PROFILE PLAN
1:100

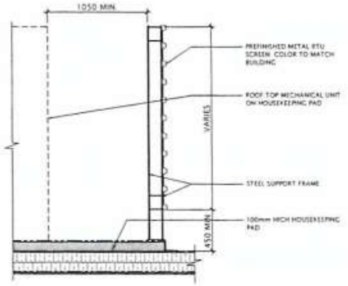
05
DP401
ROOF TOP MECHANICAL UNIT PAD DETAIL
1:10



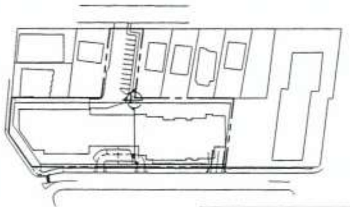
01
DP401
PAR□ADE RAMP SECTION
1:100



02
DP401
PAR□ADE RAMP PLAN
1:100



04
DP401
ROOF TOP MECHANICAL SCREEN DETAIL
1:20



03
DP401
CROSS SECTION □EY PLAN
1:1000

North Arro

Detail Sy ol
DETAIL
SHEET □

DATE	ISSUED FOR	REV
2018-05-17	DIGITAL DEVELOPMENT PERMIT	A
2018-06-12	DEVELOPMENT PERMIT	B
2018-10-23	REVISED DEVELOPMENT PERMIT	C
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Pro ect Co onent
Maison Victoria
ey lan

Consultants
Civil: McElhanney Consulting Services Ltd
Landsca e: Lo and North Grou (B.C.) Inc.
Architectural: Norr Architects Engineers Planners

Seal(s)

NORR

Pro ect Manager C.A. erois ie	Dra n C.Clar
Pro ect Leader C.Clar	Chec ed C.A. erois ie

Client
MILLI□EN REAL ESTATE CORPORATION
100-2489 BELLEVUE AVE
EST VANCOUVER, B.C. V7V 1E1

Pro ect
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C.
V8R 4R2

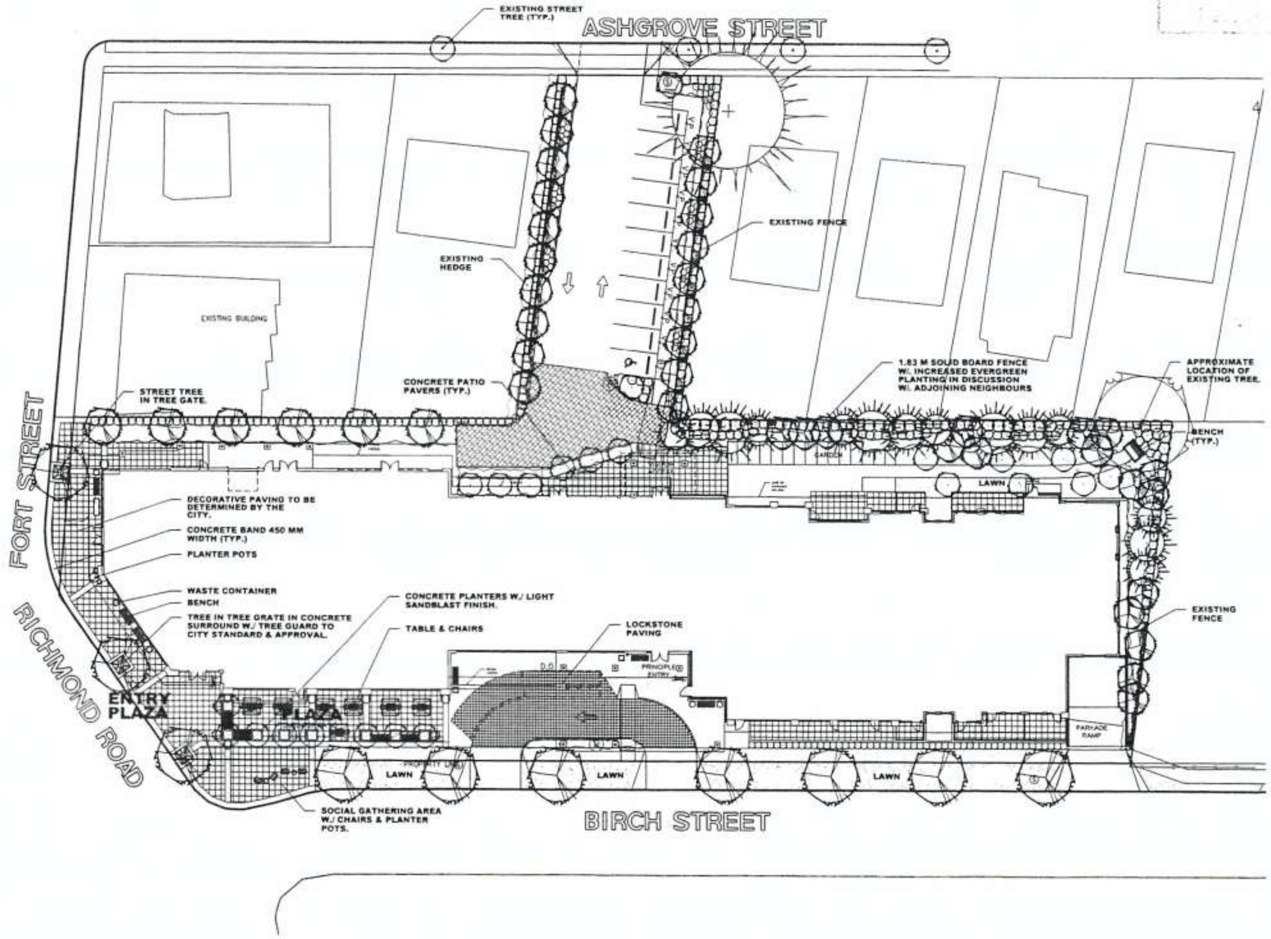
Dra ing Title
CROSS SECTION PLAN
BUILDING SECTION

Chec Scale (ay e hoto reduced)
0 1inch
0 10

Pro ect No NCCA-17-0221

Dra ing No DP401

PLOT DATE: March 11, 2019 TIME: 3:57 PM FULL PATH AND FILENAME: P:\NCCA17-0221 - MAISON VICTORIA\300 CELLY ARCH\PROD SHEETS\DP401.D G PLOTSTYLE TABLE: PNA STD.ctb



LEGEND

- MEDIUM DECIDUOUS TREE TO BE A SELECTION OF: RED MAPLE, TREMBLING ASPEN, LIQUIDAMBAR, HEDGE MAPLE, KATSURA TREE; SIZE: 6.0 CM CAL., 3.5-4.5 M HT.; APPROXIMATE NO. - 18
- SMALL DECIDUOUS TREE TO BE A SELECTION OF: EDDIES WHITE WONDER, KOUSA DOGWOOD; SIZE: 6.0 CM CAL., 4.5-5.5 M HT.; APPROXIMATE NO. - 06
- COLUMNAR DECIDUOUS TREE TO BE A SELECTION OF: COLUMNAR GOLD MAPLE, COLUMNAR RED MAPLE; SIZE: 6.0 CM CAL., 3.5-4.5 M HT.; APPROXIMATE NO. - 38
- CONIFEROUS TREE TO BE A SELECTION OF: DOUGLAS FIR, HEMLOCK; SIZE 3.5, 4.0, 4.5 M HT.; APPROXIMATE NO. - 14
- MULTISTEM TO BE A SELECTION OF: STAR MAGNOLIA (DEC), CAMELLIA (BL), STAGHORN SUMAC (DEC); SIZE: 2.5 M. HT.; APPROXIMATE NO. - 23
- LARGE SHRUB TO BE A SELECTION OF: GLOSSY ABELIA (BL), PIERIS (BL), RHODODENDRON (BL), MEXICAN ORANGE (BL), DECIDUOUS AZALEA (DEC), COTONEASTER (BL), PORTUGESE LAUREL (BL), SIZE 27 CM POT; APPROXIMATE NO. - 29
- MEDIUM SHRUB TO BE A SELECTION OF: HARD HACK (DEC), NOOTKA ROSE (DEC), RHODODENRON (BL), OREGON GRAPE (BL), THIMBLE BERRY (DEC), SALMON BERRY (DEC); SIZE 21 CM POT; APPROXIMATE NO. - 257
- SMALL SHRUB TO BE A SELECTION OF: SALAL (BL), LONG-LEAF MAHONIA (BL), SWORDFERN (BL), ROCK DAPHNE (BL), DEER FERN (BL), MAIDEN HAIR FERN (DEC), SIZE 15 CM POT; APPROXIMATE NO. - 142
- VINES TO BE A SELECTION OF: PYRACANTHA (BL), ENGELMANN IVY (DEC), CLEMATIS (DEC); SIZE 21 CM POT; APPROXIMATE NO. - 05
- GROUNDCOVER TO BE A SELECTION OF: KINNIKINNICK (BL), WINTERGREEN (BL), WOOLY THYME (BL), GRASSES; SIZE 15 CM POT; PLANT 45 CM O.C.

NOTES

- LANDSCAPE AREAS ARE TO BE IRRIGATED WITH A FULLY AUTOMATIC UNDERGROUND IRRIGATION SYSTEM.
- THIS DRAWING IS CONCEPTUAL ONLY AND NOT INTENDED FOR CONSTRUCTION PURPOSES.
- THIS DRAWING IS FOR SOFT LANDSCAPE ONLY.

DATE	ISSUED FOR	REV
05/17/18	DEVELOPMENT PERMIT	
10/15/18	RESUBMISSION FOR DP	
02/11/19	PLANNING & DP COMMENTS	

Lombard North Group
LOMBARD NORTH GROUP (BC) INC.

This drawing has been prepared solely for the use of the CLIENT and there are no representations of any kind made by NORR Architects Engineers Planners to any party with whom NORR Architects Engineers Planners has not entered into a contract.

This drawing shall not be used for construction purposes until the seal appearing hereon is signed and dated by the Architect or Engineer.

Project Component
Maison Victoria

Consultants
Civil: McElhanney
Landscape: Lombard North Group
Architectural: Norr Architects Engineers Planners
Structural:
Mechanical: Mechanical Firm Name
Electrical: Electrical Firm Name

Seal(s)

NORR

Project Manager: C Abercrombie
Drawn:
Project Leader: C Clark
Checked:

Client
MILLIKEN DEVELOPMENTS
#100-2489 BELLEVUE AVE
WEST VANCOUVER, BC
V7V 1E1

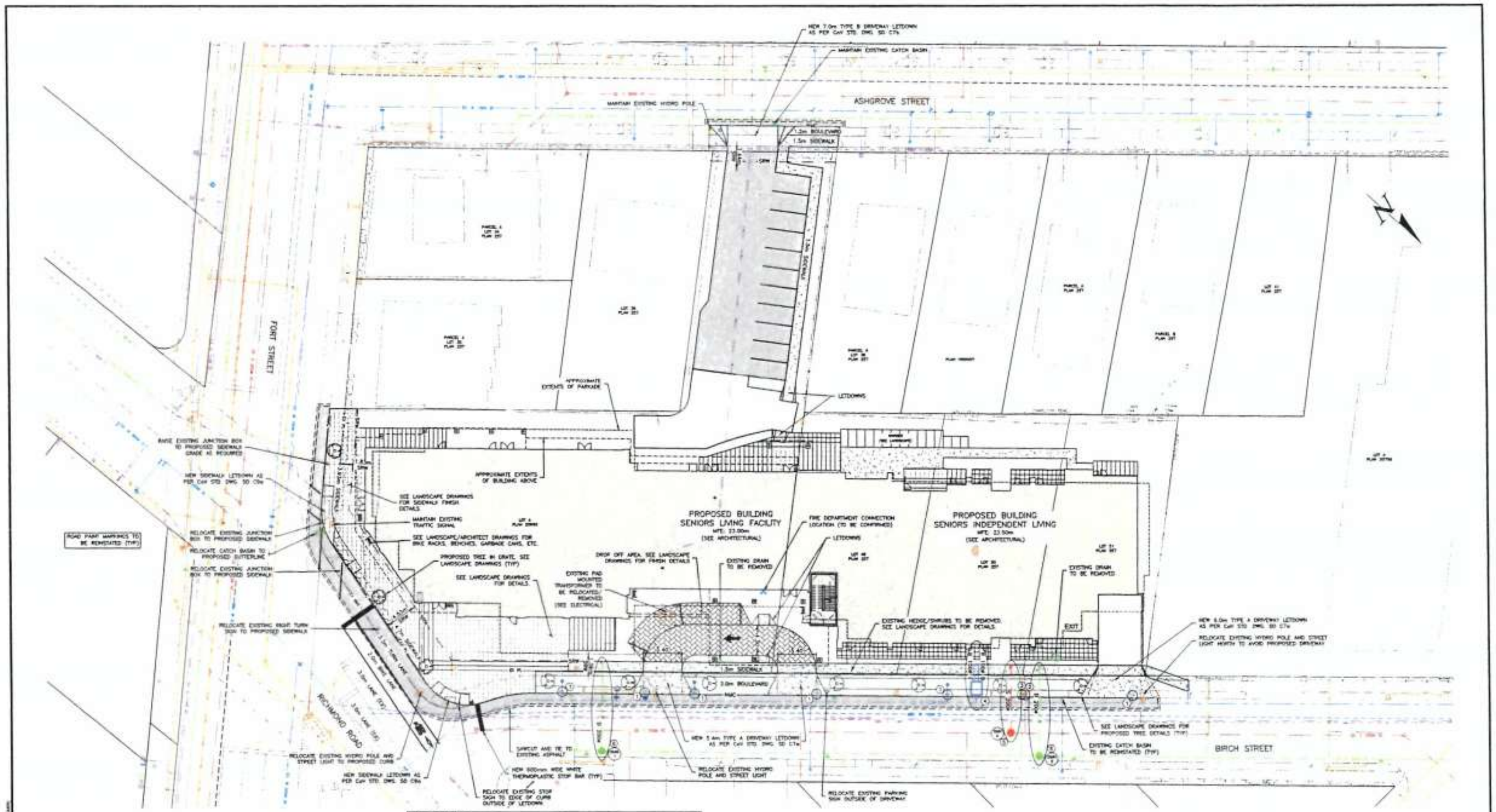
Project
MAISON VICTORIA
1900 RICHMOND RD
VICTORIA, B.C.
V8R 4R2

Drawing Title
LANDSCAPE PLAN

Check Scale (may be photo reduced)
0 1inch
0 10mm

Project No: NCCA-17-0221

Drawing No: **P1**



SHEET NOTES

No.	DESCRIPTION
①	EXISTING WATER SERVICE TO BE CAPPED AND ABANDONED BY CoV FORCES AT DEVELOPER'S EXPENSE.
②	EXISTING SANITARY SEWER SERVICE TO BE CAPPED AND ABANDONED BY CoV FORCES AT DEVELOPER'S EXPENSE.
③	EXISTING STORM SEWER SERVICE TO BE CAPPED AND ABANDONED BY CoV FORCES AT DEVELOPER'S EXPENSE.
④	NEW 100Ø DOMESTIC WATER SERVICE CONNECTION c/w 75Ø METER (TBC) AND 150Ø FIRE WATER SERVICE CONNECTION c/w CHECK VALVE BY CoV FORCES AT DEVELOPERS EXPENSE AS PER CoV STD. DWG. SDW2b.
⑤	NEW SANITARY SERVICE CONNECTION BY CoV FORCES AT DEVELOPERS EXPENSE. SERVICE CONNECTION AS PER MMCD STD. DWG. S7 c/w INSPECTION CHAMBER TO PROPERTY LINE. INSPECTION CHAMBER AS PER MMCD STD. DWG. S9 c/w CONCRETE BOX AND CAST IRON LID. NEW 1050Ø MANHOLE AS PER CoV STD. DWG. SD S1 BY CoV FORCES AT DEVELOPERS EXPENSE.
⑥	NEW STORM SERVICE CONNECTION BY CoV FORCES AT DEVELOPERS EXPENSE. SERVICE CONNECTION AS PER MMCD STD. DWG. S7 c/w INSPECTION CHAMBER TO PROPERTY LINE. INSPECTION CHAMBER AS PER MMCD STD. DWG. S9 c/w CONCRETE BOX AND CAST IRON LID. NEW 1050Ø MANHOLE AS PER CoV STD. DWG. SD S1 BY CoV FORCES AT DEVELOPERS EXPENSE.

NOTES:

1. FOR BUILDING INFORMATION, SEE DRAWINGS BY HORN ARCHITECTS.
2. FOR LANDSCAPING, SEE DRAWINGS BY LOMBARD NORTH GROUP (B.C.) INC. ONSITE BIKE RACKS, BENCHES, TABLES ETC NOT SHOWN.
3. FOR LEGAL INFORMATION, SEE DRAWINGS BY POLARIS LAND SURVEYING INC.
4. UTILITY SIZES AND LOCATIONS TO BE CONFIRMED DURING DETAILED DESIGN.
5. FIRE DEPARTMENT CONNECTION LOCATION TO BE CONFIRMED DURING DETAILED DESIGN.
6. LOCALIZED LOWERING OF BIRCH STREET WATERMAIN AROUND PROPOSED STORM SERVICE CONNECTIONS MAY BE REQUIRED (TO BE CONFIRMED DURING DETAILED DESIGN).
7. MAIN FLOOR ELEVATION SUBJECT TO CHANGE DURING DETAILED DESIGN.
8. EXISTING BUILDINGS ON SUBJECT PROPERTY NOT SHOWN FOR CLARITY.
9. ALL EXISTING ON-SITE BUILDINGS, DRIVEWAYS, PARKING LOTS, RAMPS, ETC. TO BE REMOVED AND DISPOSED OFF-SITE (NOT SHOWN FOR CLARITY).
10. PERMEABLE PAVERS TO BE UTILIZED WHERE PRACTICAL. LOCATION AND EXTENT TO BE CONFIRMED DURING DETAILED DESIGN. SEE DRAWINGS BY THE LANDSCAPE AND ARCHITECTURE CONSULTANT.

FEBRUARY 14, 2019

ISSUED FOR
DEVELOPMENT
PERMIT

SEE ARCHITECTURAL, STRUCTURAL, LANDSCAPING, GEOTECHNICAL, ELECTRICAL & MECHANICAL FOR ADDITIONAL INFORMATION

LEGAL PLAN & TOPOGRAPHIC SURVEY PROVIDED BY POLARIS LAND SURVEYING INC.

1:250 0 5 15m

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BENCHMARK

DRAWING COORDINATES ARE LOCAL BASED ON UTM NAD 83 REFERENCE MONUMENT
MON No. 15A 15-38
NORTHING: 5384256.306
EASTING: 475471.023
ELEVATION: 23.062
MEAN C.S.F.=0.999600 AT Ref. Mon. 123
ALL DISTANCES ARE GROUND LEVEL DISTANCES AND ELEVATIONS ARE GEODETIC ELEVATIONS

NO.	DATE	BY	ISSUED
1	2018-05-18	HD	ISSUED FOR DEVELOPMENT PERMIT

NO.	DATE	BY	REVISIONS
B	2019-02-14	HD	ISSUED FOR DEVELOPMENT PERMIT - REVISED
A	2018-10-11	HD	ISSUED FOR DEVELOPMENT PERMIT - REVISED

McElhanney
McElhanney Consulting Services Ltd.
500 - 3960 QUADRA STREET
VICTORIA, BC V8X 4A3
PH (250) 370-9221
FAX (855) 407-3895

SEAL

PROJECT:
MAISON SENIOR LIVING

TITLE:
CONCEPTUAL SERVICING PLAN

SCALE
HORIZ: 1:250 VERT: N/A

PROJECT NO.: 18-035
ISSUED/REVISION: B

APPROVING AUTHORITY FILE NO.

DRAWING NO.
18-035-DP

NORR

October 15, 2018

City of Victoria
1 Centennial Square
Victoria, BC V8W 1P6

Attn: Mayor Helps and Members of Council

Dear Mayor Helps and Members of Council,

Re: Maison Victoria
NCCA17-0221
Rezoning & Development Permit Application

On behalf of our client, Milliken Real Estate Corporation, we are pleased to submit a Rezoning and Development Permit application for our proposed seniors living development located at the Fort Street and Birch Street intersection. Through our meetings with City Planning and our CALUC meeting on April 24th, 2018, we believe this proposal is a representation of an inclusive and respectful process between all required stakeholders, and is a positive contribution to the North Jubilee community.

Description of Proposal

Located at the gateway to the Royal Jubilee Hospital campus, the site is at the heart of Jubilee Village. Existing developments fronting onto the intersection and along Fort Street are a collection of one and two storey commercial/retail buildings, primarily flat-roof in design. The proposed addition to this community will replace the existing at-grade parking lot and 4 storey medical office at the northwest corner of the Fort & Birch Street intersection. A 4 storey apartment building is located directly north of the site, while single family houses flank the site to the west. The site across Birch Street to the east is currently under development.

Consisting of 137 total units, the proposed 5 storey assisted living and memory care building will complement the hospital district, while provide a vibrant seniors living community that activates the corner condition of the site and provides an urban residential setting along Birch Street. The development proposes a primarily brick façade to supplement the existing community character and provide a building of permanence, while the flat roof design aligns with the existing context. While the OCP permits 6 storey construction, our preliminary discussion with the North Jubilee Neighbourhood Association (NJNA) indicated a preference for a lower building typology. As such, we a proposing a 5 storey design to accommodate this request. While the existing medical office will be removed, the applicant team is currently exploring ways to include the Rod of Asclepius signage to pay tribute to the heritage of the site.

Government Policies

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184

The proposed development will provide care for approximately 137 seniors, which is desperately needed in both the North Jubilee area, as well as in Oak Bay and Victoria. To demonstrate that, we have heard from the President of the Victoria Hospitals Foundation (of which the Royal Jubilee Hospital is a beneficiary) that the Foundation is very supportive of our proposal, in large part because there is so little memory care available in the community. When the hospital needs to discharge a patient with cognitive impairment, and they are no longer safe at home, the hospital staff doesn't have an acceptable seniors' community to refer them to. The Foundation, and we, see the proposed seniors' community as helping to alleviate that need. We see providing care for local seniors, who are often in crisis, as a significant benefit for North Jubilee.

In addition, we will be creating a high quality, aesthetically pleasing building to take the place of the tired, half vacant office building and surface parking lot that currently occupies the site. Our building will add attractive landscaping to the neighbourhood, and follows the Official Community Plan objective of creating a vibrant urban village concept at this location.

Need & Demand

It's no secret that the population, as a whole, is getting older: we are living longer, healthier lives. As a result, the demand for senior's housing, in all forms, is extremely high and getting worse every year. Data released by the Canada Mortgage and Housing Corporation (CMHC) in their annual Seniors' Housing Report in 2017 indicated the overall vacancy rate for independent living residences across Metro Victoria and the Gulf Islands was 3.8% in 2017, compared with 4.0% in 2016, which is lower than the provincial average (4.5% in 2017 and 6.3% in 2016).

The lack of options for higher end care (dementia & long-term care) throughout Canada is particularly disturbing. According to the Alzheimer Society of Canada:

> *"The number of Canadians with dementia is rising sharply. As of 2016, there are an estimated 564,000 Canadians living with dementia - plus about 25,000 new cases diagnosed every year. By 2031, that number is expected to rise to 937,000, an increase of 66 per cent.*
>
> *Canada's health-care system is ill-equipped to deal with the staggering costs. As of 2016, the combined health-care system and out-of-pocket caregiver costs are estimated at $10.4 billion per year. By 2031, this figure is expected to increase by 60 per cent, to $16.6 billion. Roughly 56,000 Canadians with dementia are being cared for in hospitals, even though this is not an ideal location for care."*
>
> *http://alzheimer.ca/en/Home/Get-involved/Advocacy/Latest-info-stats*

The proposed development will provide a continuum of care for the North Jubilee community; a unique and much-needed housing typology within the area.

Neighbourhood

- A sensitive building design with high quality, durable materials that offer a sense of permanence and respects the character of the neighbourhood
- Highly articulated architectural form with muted colours that promotes a design character unique to Victoria.
- Implementation of wide sidewalks and open space at the intersection that provides a sense of place
- A program that is in high demand and a positive contribution to the community
- Relief in overall massing through a significant step in massing at the independent living units
- Recognition of the history of single family lots (50'-60' wide) in the area through use of vertical massing elements at the independent living units
- Variations in rooflines and massing with extensive use of overhangs to enhance the architectural character
- Street wall design to reduce perception of 5 storey massing
- Strong interface with the street through significant landscaping
- Strong entry feature and port-cochere
- Extensive use of glazing at ground level
- Providing interior space for use by the community (fitness, private lounge)

Safety & Security

The safety and security of both the community and residents of the proposed development is of utmost importance, especially given the nature of the proposed development. The implementation of Crime Prevention Through Environmental Design (CPTED) principals is multi-disciplinary approach to promoting community safety through the thoughtful and meaningful design of the environment. CPTED involves the balanced application of three basic principles, which are implemented in the proposed development:

1. Natural surveillance

   Natural surveillance is created through the establishment of clear sightlines, enabling building occupants to monitor the surrounding environment. The proposed development offers the following natural surveillance concepts in the design:

   - driveways and paths are oriented towards natural forms of surveillance such as building entrances and windows
   - building entrances, stairwells, and access points receive increased visual permeability through the strategic use of windows, fencing, and landscaping
   - pathways, internal sidewalks, and all concealed spaces will receive strategic lighting to prevent unwanted access
   - highly-active interior spaces capable of generating activity are strategically located and augmented by the use of extensive sidewalks, outdoor seating areas and amenity spaces to promote continuous use

2. Natural Access Control

existing building. While a final design and location is not yet determined, the applicant team is open to re-using the signage in order to recognize the history of the site.

Green Building Features

With the recent implementation of the National Energy Code and the forthcoming decision on Step Code requirements, the applicant team is acutely aware of environmental considerations. While this level of design is not yet commenced, our team is committed to reviewing all aspects of sustainability and providing building systems in line with industry best practices. Sustainable items may include:

- Photovoltaic panels
- Increased mechanical and electrical efficiencies
- Increased building envelope systems and thermal performance
- Acoustic considerations
- Waste water reduction
- Storm water retention
- Passive solar systems
- Indigenous, low-water landscaping
- Decreased construction waste

Infrastructure

While the detailed design of the building and tie-ins to the existing infrastructure have not yet been calculated, our preliminary review of the utilities indicates sufficient service to accommodate the proposed development. These calculations will be confirmed through the design process.

The proposed development is accommodating the City's required Statutory Rights-of-Ways (SRW's) and will work with the City and community to design inviting, and pedestrian-friendly interfaces along all public edges of the site.

We are excited about our proposed development and look forward to working with the Mayor and Members of Council to ensure this project is a vibrant addition to North Jubilee.

Sincerely,
NORR Architects Engineers Planners

Craig Abercrombie, Architect, AAA, AIBC
Tel: 403 538 3399 | Craig.Abercrombie@norr.com

ATTACHMENT E

North Jubilee
Neighbourhood
Association

North Jubilee Neighbourhood
Association
1766 Haultain Street
Victoria, BC V8R 2L2

October 22, 2018

Mayor Lisa Helps and City Councillors
1 Centennial Square
Victoria, BC V8W 1P6

Dear Mayor Helps and Victoria City Councilors,

Re: 1900/1908/1912 Richmond Road; Milliken Development for Seniors' Facility; Rezoning #:00651

The North Jubilee Land Use Committee hosted a CALUC meeting on April 28th, 2018 at the RJH campus, PCC S150, for the above-mentioned proposal. In attendance at this meeting were the applicant, Milliken Developments, Don Milliken (President),Kate Milliken Binns, James Milliken, Craig Abercrombie of Norr Architects, Engineers, Planners , as well as Councilor Pam Madoff, Senior City Planner Rob Bateman and 47 North and South Jubilee residents including all members of the North Jubilee Neighbourhood Board and Land Use committees. The meeting was chaired by Pat May and the note-taker was Wilma Peters.

The application is for a private-pay seniors' (55+) assisted living, independent living and memory care facility in partnership with Amica Senior Living. The proposal would replace the existing 4-storey building, Fort Royal Medical Centre (35,000 sq. ft. commercial centre) and its adjacent surface parking lot with 2 buildings of 5 storeys each that would house approximately 135 residents. There will be some commercial space on the ground floor (1 unit, 1,109 sq. ft.).

Comments from residents gathered at the community meeting are summarized as follows (developer's responses in *italics*, LUC comments underlined):

- Negative impact on single family dwellings directly adjacent to proposal – privacy and proximity to sudden increase in building scale – 5 stories is too large a scale. Height is a concern as is the impact on the single family homes in the area.
- Traffic increase, routes and nuisance of delivery vehicles on Ashgrove.
- Traffic flow including Ashgrove and Birch – traffic study results?
- Fort and Richmond is a difficult corner for pedestrians and vehicles, made more so with the elderly negotiating with canes, walkers or scooters.
- Traffic congestion at Fort and Richmond with reference to potential development of the Turner building site. How to accommodate local traffic plus construction traffic if both developments receive approval to begin builds within similar time frame? (LUC: REZ 00500-2002-2008 Richmond; 1761-1769 Pembroke Street; 1903-1909-1911 Birch Street. This community would ask that the Engineering Department consult with the neighbourhood in the event these two developments did occur simultaneously.
- Noise increase particularly building's mechanical noise.
- Windows face directly down on neighbours (LUC: effect of light pollution at night?).
- Scale too large – shadowing of neighbouring residential properties.

CALUC observations

There was general agreement that the project, while large, was architecturally pleasing and that the proponent had attempted to reduce impact to the surrounding homes with the inclusion of large-scale and living green privacy fencing which could be adjusted in on-going talks with neighbours. Use of mature trees for planting will eliminate "wait and see how it grows". All balconies and patios are to face Birch Street rather than into backyards of private homes. However, the community will be greatly affected by a development of this size and our residents' concerns must be addressed for the following reasons:

Adjoining neighbours will directly suffer the negative impacts of loss of privacy, increased mechanical noise, light pollution, increase in traffic and parking nuisance and the associated negative economic impact on the re-sale value of their homes.

Close-by neighbours will feel the effects of extra traffic on Ashgrove and Birch which were not designed for this type of access. Noise and light pollution will become an increased irritant.

The OCP denotes this corner as part of a "large urban village" which should consist of "mixed-use buildings that accommodate ground-level commercial, offices, community services" and with a "public realm" "anchored by a full service grocery store or equivalent combination of food retail uses". Section 6, Large Urban Village notes the following place character features: "ground oriented commercial and community services reinforce the sidewalk... one to three storey building facades define the street wall...regularly spaced boulevard and street tree planting, wide sidewalks... off-street parking underground, at the rear or otherwise screened... central public green space or square".

At the time of the community meeting, the developer proposed to fulfill these OCP requirements with a fitness studio. However the proposal would be removing valuable resources, resources currently within walking distance – a Lifelabs, a walk-in clinic and medical practices. The developers state they hope to find new homes for these resources within in the community. When we visualize a "village atmosphere", we imagine a social area where neighbours can gather and talk.

Fort Street provides an important corridor through the Jubilee neighbourhoods, both North and South. DPA 5(3)(f) in the OCP: "Revitalization is needed to ensure sensitive transitions between the RJH expansion including its associated commercial uses and flanking Traditional Residential area. Portions of Fort Street that lie within this designation are also in need of beautification and human-scaled urban design."
4(h)..."ensure sensitive transitions between the Royal Jubilee Hospital site, particularly its commercial uses with adjacent residential area."

Our community is concerned about the intrusion of two five-storey-buildings and increased traffic to the remaining single family houses on Fern, Chestnut, Ashgrove and Pembroke. The Jubilee Neighbourhood Plan recognizes the importance of maintaining a mix of housing in these blocks..."it will be necessary to protect the small areas of single family zoned property which remain".

OCP 6.17... "Consider the use of design and traffic calming techniques in Urban Villages to reduce vehicle travel speed, provide safe access and passage for other road users, and permit the temporary closure of streets for community activities or special events". Our neighbourhood deals daily with current traffic congestion at Fort Street, Birch Street and Richmond Road. Accessing Richmond Road from Birch Street or Pembroke is a challenge.

ATTACHMENT F

WATT Consulting Group

1900 RICHMOND ROAD

Traffic Impact Assessment

Prepared for:	**Milliken Developments Corp.**
Prepared by:	**Watt Consulting Group**
Our File:	**2399.B01**
Date:	**November 30, 2018**

LIST OF FIGURES

2.0 EXISTING CONDITIONS

2.1 LAND USE

The site is currently zoned as Limited Commercial District (C-1) / Multiple Dwelling District (R3-2) and is being used as a medical centre and parking lot. The surrounding land use is comprised of Single Family Dwellings (R1-B), Multiple Dwelling District (R3-2), Limited Commercial District (C-1), Neighbourhood Shopping District (C1-N), Special Service Station District (C-SS), and the Royal Jubilee Hospital (CD-11).

2.2 ROAD NETWORK

All roads in the study network are under the jurisdiction of the City of Victoria. Richmond Road and Fort Street are classified as undivided two-lane urban arterial roads. Pembroke Street, Birch Street, and Ashgrove Street are local roads. These roads only connect to the larger city-wide road network via Fort Street (for Ashgrove Street) or Richmond Road (for Pembroke Street and Birch Street). It should be noted that at the north terminus, Ashgrove Street is restricted to permit only northbound right turns (and not permit entering southbound traffic).

2.3 TRAFFIC COUNTS

For the Richmond Road / Fort Street intersection, 2015 traffic data was obtained from the City of Victoria. AM and PM peak hour traffic counts for the remaining intersections in the study area were collected on the following dates and times:

- Richmond Road / Birch Street: AM: 8:00AM – 9:00AM on Thursday, April 12, 2018
  PM: 4:00PM – 5:00PM on Wednesday, Feb. 3, 2016
- Richmond Road / Pembroke St: AM: 8:00AM – 9:00AM on Tuesday, April 10, 2018
  PM: 4:00PM – 5:00PM on Wednesday, Feb. 3, 2016
- Fort Street / Ashgrove Street: AM: 8:00AM – 9:00AM on Thursday, April 12, 2018
  PM: 4:00PM – 5:00PM on Tuesday, April 12, 2018

2.4 TRAFFIC GROWTH FACTOR

The PM peak hour traffic data for the Richmond Road / Birch Street and Richmond Road / Pembroke Street intersections was collected in 2016 for a previous study. In order to adjust the data collected in 2015 and 2016 to obtain 2018 data, the traffic volume along Fort Street and Richmond Road for the last 10 years was analyzed to determine an appropriate growth factor. Traffic along Fort Street increased an average of 0.07% annually and the traffic along Richmond Road decreased an average of 1.23%. As a result, no growth factor was applied to the 2015 and 2016 data to obtain 2018 traffic data.

2.6 TRAFFIC MODELLING – BACKGROUND INFORMATION

Traffic conditions were analyzed for the existing (2018) conditions, opening year full build-out and 10-year post opening horizon of the development to identify long-term impacts of the development. Analysis of the traffic conditions at the intersections within the study area were undertaken using Synchro software (version 9). Intersections were analyzed using the Highway Capacity 2010 (HCM 2010) methodology to assess level of service (LOS), control delay and 95th percentile queue. The delays and type of traffic control were used to determine the level of service. The levels of service are broken down into six letter grades with LOS A being excellent operations and LOS F being unstable / failure operations. LOS C is generally considered to be an acceptable level of service by most municipalities. LOS D is generally considered to be on the threshold between acceptable and unacceptable operations. A description of level of service and Synchro is provided in **Appendix A**.

2.7 EXISTING 2018 TRAFFIC CONDITIONS

Existing 2018 traffic conditions were analyzed within the study area during the AM and PM peak hours of travel. The AM and PM peak hour traffic volumes and levels of service are shown in **Figure 4** and **Figure 5**.

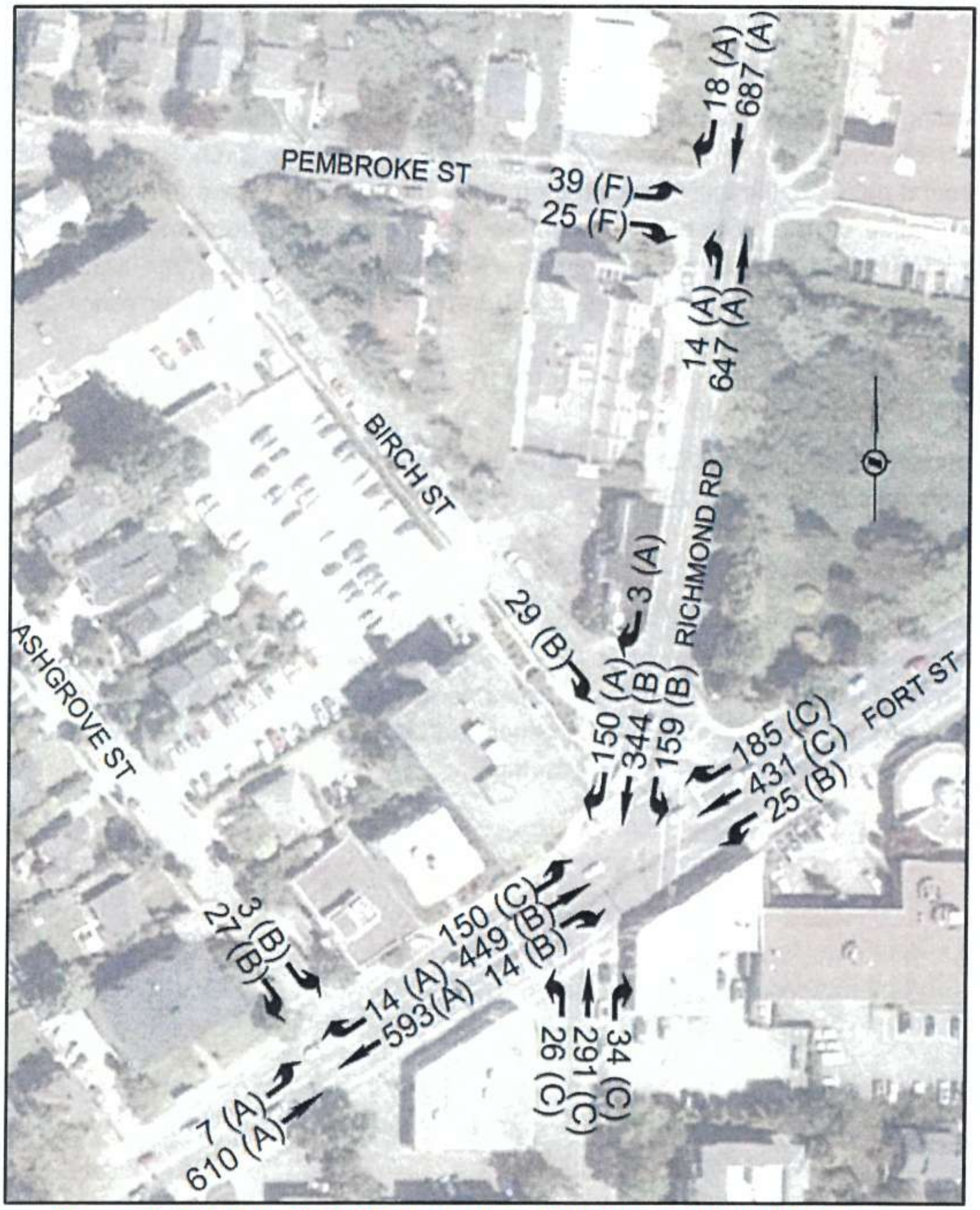

Figure 5: Existing 2018 PM Peak Hour Volumes and Level of Service

At the Fort Street / Ashgrove Street intersection, all turning movements are currently operating at LOS B or better for both the AM and PM peak hours. At the Richmond Road / Fort Street intersection, all turning movements are operating at LOS C or better for both peak hours. At the Richmond Road / Birch Street intersection, all turning movements are operating at LOS B or better for both peak hours. At the Richmond Road / Pembroke Street intersection, the eastbound left and right turning movements are currently operating at LOS E during the AM peak hour and LOS F during the PM peak hour. The remaining movements at the Richmond Road / Pembroke Street intersection are operating at LOS A.

3.4 TRIP ASSIGNMENT

The trips to and from the development were assigned to each access based on the ratio of parking stalls in the parkade and visitor parking lot. There are 50 proposed parkade stalls and 12 visitor parking stalls in the parking lot. The parkade was assigned 80% of the incoming and outgoing trips and the parking lot was assigned the remaining 20% of the trips. The trip assignment percentage distribution is shown in **Figure 6** and **Figure 7**.

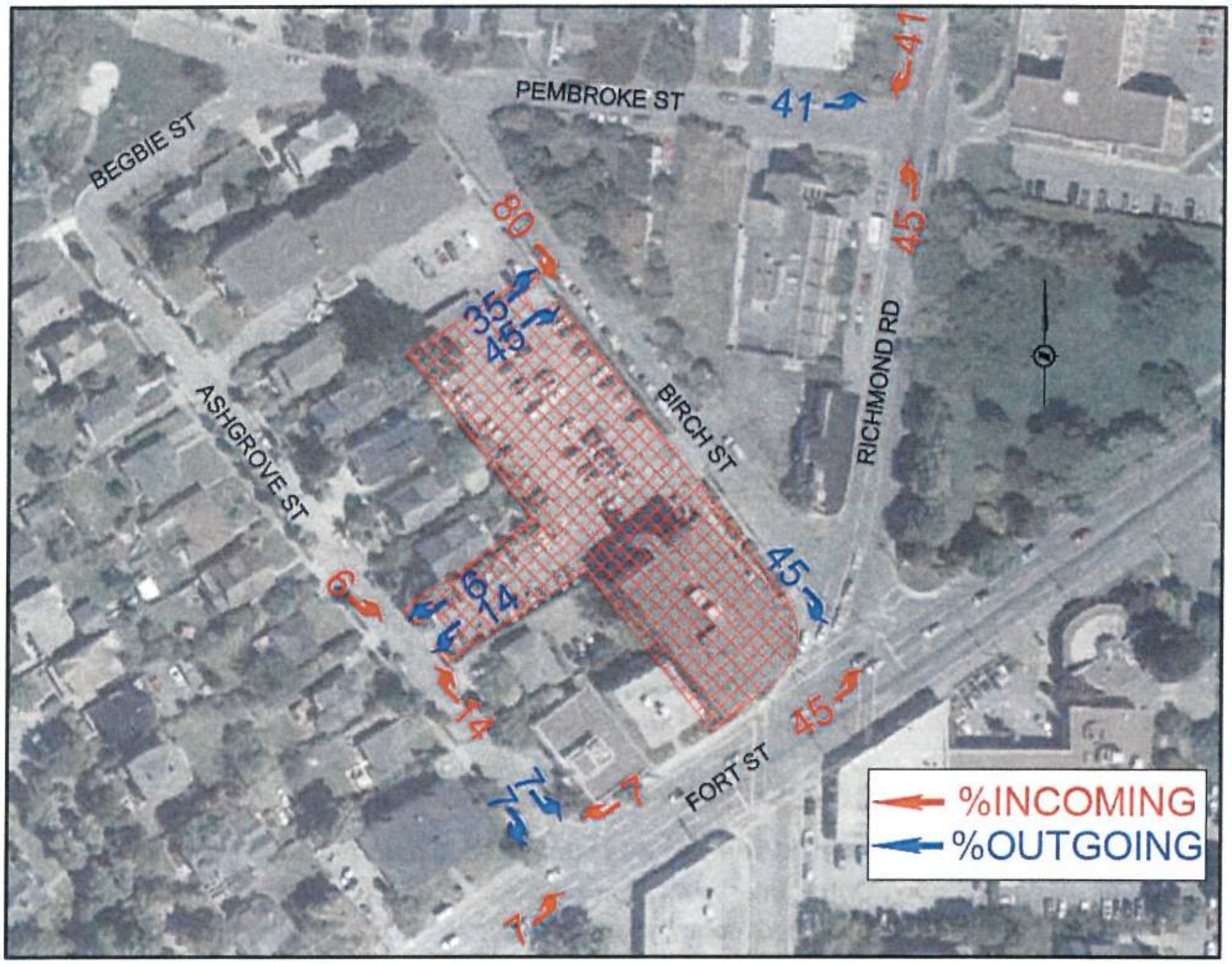

Figure 6: AM Peak Hour Post Development Trip Assignment

Figure 8: Post Development AM Peak Hour Volumes and Level of Service

During the AM peak hour of the opening year, the eastbound turning movements from Pembroke Street to Richmond Road are predicted to improve to LOS D operations with no queueing issues. All other individual turning movements are expected to have the same operations as the existing conditions (LOS C or better).

3.6 10 YEAR HORIZON POST DEVELOPMENT ANALYSIS

Post-development analysis was considered for the 10-year post opening year horizon of the development to identify long-term traffic impacts. No significant traffic growth is expected in the study area. The study intersections are forecasted to operate at the same conditions with minor increases in delay (one second / vehicle) and queues to remain within one vehicle length in the long-term. Nearby sites could potentially redevelop and result in localized increases in traffic within the 10-year horizon, however these are either unknown or otherwise not confirmed. Ultimately proposed development is not expected to materially impact the operations of the study intersections in the long-term.

4.0 OTHER MODES OF TRANSPORTATION

4.1 PEDESTRIANS FACILITIES

Within the study area, sidewalks exist on both sides of all roads with the exception of Begbie Street (low volume road). Sidewalk letdowns exist on each corner of the four intersections. There are signalized pedestrian crossings located at the Richmond Road / Fort Street intersection. No other marked crosswalks exist within the study area.

There are existing sidewalks along the property frontage. Given that the proposed land use is for assisted living space, the sidewalks should be upgraded to ensure a smooth surface and sufficient width to meet the mobility requirements of the proposed residents. It is recommended that the adjacent sidewalks be upgraded to meet current design standards.

4.2 BICYCLE FACILITIES

Fort Street has continuous bike lanes in the eastbound and westbound directions. Richmond Road has bike lanes on both sides of the road north of the study area. The proposed development includes bike parking at the Birch Street entrance as well as bike storage in the parkade. Additional bicycle facilities may not be required.

4.3 TRANSIT FACILITIES

The closest bus stops to the site are within one-minute walk. BC Transit route 8 (Interurban / Tillicum Mall / Oak Bay) and route 14 (Vic General / UVic) provide service along Richmond Road. There is a northbound stop with a shelter between Birch Street and Pembroke Street and a southbound stop between Bay Street and Albert Avenue. Route 14 and route 15 (UVic / Esquimalt) run along Fort Street. There is an eastbound bus stop between Richmond Road and Bank Street and a westbound bus stop between Chestnut Street and Ashgrove Street. No transit improvements are required with the proposed development.

APPENDIX A: SYNCHRO BACKGROUND

4.2 Development Permit Application No. 000531 for 1900 Richmond Road

The City is considering a Rezoning and Development Permit Application to construct a five-storey assisted living building with ground floor commercial along Fort Street and Richmond Road.

Applicant meeting attendees:

DON MILLIKEN	MILLIKEN REAL ESTATE CORPORATION
KATE MILLIKEN BINNS	MILLIKEN REAL ESTATE CORPORATION
JAMES MILLIKEN	MILLIKEN REAL ESTATE CORPORATION
CRAIG ABERCROMBIE	NORR ARCHITECTS ENGINEERS PLANNERS
STEVE JONES	JONES CONSULTING

Michael Angrove provided the Panel with a brief introduction of the application and the areas that Council is seeking advice on, including the following:

- the length of the building
- the transition to lower density residential areas.

Carl-Jan Rupp joined the meeting at 12:50 pm.

Craig Abercrombie and Don Milliken provided the Panel with a detailed presentation of the site and context of the proposal.

The Panel asked the following questions of clarification:

- is there space for vehicle parking at the Birch Street drop-off area?
    - there are two parking spaces for short-term use at the front entrance
- does the rear entrance enter into the main dining room?
    - the rear entrance accesses the shared lobby
- was a secure outdoor area considered for memory care residents?
    - a shared outdoor space lined with planters is proposed above the porte-cochere
- was a garden area for residents considered?
    - the landscaped perimeter could be a walking area, but is not secured and is not intended as a garden
- which route is envisioned for ambulance access?
    - ambulances would likely enter the rear loading area from Ashgrove Street
- what is the rationale for the location of the elevator?
    - the elevators are in proximity to the move-in and move-out area at the west side of the building, and this location helps build a sense of privacy for residents
- would it be possible for one of the proposed food services to help animate the plaza seating area at Fort Street and Richmond Avenue?
    - if the retail space is occupied by a coffee shop, this could be connected to the proposed bistro
- are balconies proposed for residents' use?
    - typically balconies are not provided; however, balconies are proposed on the upper level units and are stepped back for minimal overlook
- is the parking off Ashgrove Street unchanged from the existing arrangement?
    - the configuration will change slightly, as fewer stalls will fit in this area

- were increased setbacks considered to reduce overlook from the upper level decks into the rear yards of adjacent residences?
    - this was not a concern expressed by adjacent neighbours, but this option can be considered
    - the balconies may disappear, but shifting towards Birch Street might be possible
- there is no left turn onto Birch Street; was this considered in the visitor drop-off design?
    - Mike Angrove noted that staff have requested a transportation impact assessment (TIA) from the applicants to determine traffic flow in the area
    - the applicants noted that a TIA has been submitted to the City, and that the access to Birch Street was not a concern
- where is the community meeting space located?
    - there is no specifically-designated community amenity space; instead, the bistro, dining room and meeting room will be accessible, flexible, and usable for the community free of charge
    - almost any of the shared spaces on the ground floor can be used by the community
    - the intent is for as many community groups to use the space as possible, and it is in the applicants' best interests to have the residents engaged with the community
- if a commercial use on the ground floor does not attract non-residents, how will the public realm be animated?
    - the use of this commercial space is critical to ensure vibrancy
    - the applicants are committed to finding a use that the community will utilize to activate the space
- is it possible to achieve 6 storeys within the proposed height?
    - yes, this would generally be possible
- what is the traffic impact on Ashgrove Street?
    - the proposal decreases the overall traffic on the street.

Panel members discussed:

- opportunity to resolve the building length and better transition to the adjacent residential areas
- concern for the functionality of the large public plaza at Richmond Road and Fort Street
- appreciation for the proposed plaza with seating
- opportunity to further develop the landscaping of the corner plaza to ensure animation
- opportunity to reconfigure the interior spaces at the ground level to further engage the corner (e.g. reconsidering the location of the games room or having the commercial space further wrap the corner)
- appreciation for the proposed balconies providing a visual interruption of the building's façade and giving residents better views towards the street
- the need for further refinement of the north and south building volumes
- opportunity increase the building's articulation to better respond to the context and lessen the impact of the building height for neighbours to the north and to the west
- the building feels large
- the proposed five storeys are feasible

27 April 2018

To: Land Use Committee, North Jubilee Neighbourhood Association

From: Gerald Harris, 1829 Fern Street

Subject: Proposed development of 1900 Richmond Road

Thank you for hosting a public meeting regarding the development proposal. I regret that I was unable to attend, but I hope that this letter may be included in the response from North Jubilee residents.

1900 Richmond Road is at the very centre of the City's proposed Jubilee Urban Village, as introduced in the Official Community Plan. As such, the treatment of the 1900 Richmond Road property relates directly and intrinsically to creation of the Jubilee Urban Village concept. It relates also to the nature of the central intersection of the proposed Urban Village, Fort and Richmond.

The words "Urban Village" suggest a commercial and community hub that serves and attracts people of the neighbourhoods around it. They suggest a place where local people go to engage everyday activities: commercial, social, recreational and wellness-related. Local people would expect an "Urban Village" to be a place where they like to go, and which is useful to them. It would have the amenities of a small town such as: grocery store, library branch, medical clinic and lab, pharmacy, cafes, pub and community centre. People would expect an "Urban Village" to feel pedestrian-friendly, and welcoming at street-level, particularly at its central intersection.

The present proposal would move in the opposite direction. It would remove services already valued by local people. It would withdraw the property from participation in street-level participation in the life of the local community. It would thus directly oppose the concept of "Urban Village" the city hopes to create, and it would impoverish the community life of local people.

The Fort/Richmond intersection is already an unpleasant place for pedestrians and does not feel particularly safe. An "Urban Village" would make its central intersection more safe and attractive – a people place. Sidewalk would widen into plaza. Amenities would draw people to it. We would want to spend time there, and we would feel entirely comfortable crossing the intersection When 1900 Richmond is redeveloped, as a corner of the central intersection of an "Urban Village", local people would expect it to become more useful, pleasant and pedestrian-friendly for us.

Does the term "Urban Village" carry the same positive meanings for the City as it would for local residents? The outcomes at 1900 Richmond Road may be a good indicator of what the City intends for Jubilee Urban Village.

Sincerely,
Gerald Harris

From: Betty Honsinger <[redacted]
Sent: Monday, June 25, 2018 6:26 PM
To: Victoria Mayor and Council
Subject: Proposed Development 1900, 1908, 1912 Richmond Road

Hello my fellow Victorians, I write today about the proposed development at 1900, 1908, 1912 Richmond Road – a 139 unit retirement home to be built by Miliken Developments and run by Amica Retirement.

The 5 storey building spans 7 city lots. It is massive. I hope that you will take 10 minutes out of your busy days to see what kind of impact that will have on the homes behind it and the streets around it. 5 storeys all the way down Birch Street is too high.

Kind regards,

Betty Honsinger
Ashgrove Street

From: Brian McKee <[redacted]>
Sent: Monday, June 25, 2018 8:59 PM
To: Victoria Mayor and Council
Subject: Rezoning applications REZ00500 and REZ00651

I am writing to express my concerns with the proposed development applications in North Jubilee relating to building out the "large urban village" area at the corner of Fort St. and Richmond Rd. The two proposals that concern me are REZ00500 and REZ00651 – If both of these proposals go forward in a form similar to those proposed an existing difficult traffic situation will only be exacerbated. The neighbourhood was laid out sometime in the late 1800's or early 1900's when traffic was scarce and vehicles were slower and much smaller.

I have lived in the neighbourhood since 1980. Since I moved here the vibrancy of the Birch St. corridor area has stagnated due to the neglect of former landowners. Lots 202/08 Richmond Rd., 1903/1909 Birch St. and 1769 Pembroke all were neglected by the previous owners to the extent that houses on the latter two were demolished after being rendered uninhabitable by that neglect. The remaining structure on Richmond Rd. Known as the Turner building has also suffered the same neglect, but is only barely standing due to some feeble attempt to secure it in the hopes that it can be incorporated into a new building – this effort is being made only to maintain the lack of setback on Richmond Rd. which is required by current city by-laws. The other two Birch St. lots have, in my tenure, been held by various landlords for speculative purposes and have shared somewhat similar decay. In my almost 40 years in the neighbourhood, Birch Street has only served as a parking lot for users of the surrounding services

We are faced now with the challenge of developing these properties in a way suitable to today's conditions and the community's needs.

It is my opinion that Birch Street has outlived its usefulness as a traffic carrying artery. Access to the street is achieved by very obtuse angled turns and egress is either by an almost blind (vision obscured by steepness of the angle and the lack of setback on the existing Turner building) turn onto extremely busy Richmond Rd, or by an obtuse turn onto Pembroke St. to exit onto Richmond – not too bad if you are turning right, but quite difficult if you wish to turn left as the traffic flow is usually quite heavy mid-day).

I would suggest to the city that before acting on any of the proposed applications that a proper traffic study be undertaken to determine if the existing road configuration can support the proposals. I would also like to suggest that the City explore the possibility of eliminating Birch Street and amalgamating the land with either or both of the current proponents to create a more viable parcel to house the community's needs in this area.

Yours Sincerely

Brian McKee

1956 Ashgrove St.

Katie Lauriston

From: Rob Bateman <rbateman@victoria.ca>
Sent: October 25, 2018 4:56 PM
To: Gerald Harris
Cc: dmilliken@millikendevelopments.com; NJNA Community; Michael Angrove
Subject: RE: 1900 Richmond Road

Follow Up Flag: Flag for follow up
Flag Status: Flagged

Hello Mr. Harris,

I am cc'ing my colleague who is handling this file to respond to your email: Michael Angrove, Planner, mangrove@victoria.ca .

Thanks,

Rob Bateman, MCIP, RPP
Senior Process Planner
Sustainable Planning and Community Development
City of Victoria
1 Centennial Square, Victoria BC V8W 1P6

T 250.361.0292 F 250.361.0557

From: Gerald Harris [redacted]
Sent: Thursday, October 25, 2018 4:50 PM
To: Rob Bateman <rbateman@victoria.ca>
Cc: dmilliken@millikendevelopments.com; NJNA Community <njnacommunity@gmail.com>
Subject: Re: 1900 Richmond Road

Friends of Bowker Creek

October 25, 1018

To:

Rob Bateman, MCIP, RPP
Senior Process Planner
Sustainable Planning and Community Development
City of Victoria

Cc:
D. Milliken, Milliken Developments
North Jubilee Neighbourhood Association

From:
Gerald Harris
Director, Friends of Bowker Creek

Subject:
Watershed-wise development at 1900 Richmond Road

Dear Mr. Bateman

This letter is to inquire as to Green Infrastrucrure and Low Impact Development measures relevant to the Bowker Creek watershed in the current proposal for development at 1900 Richmond Road.

The property is part of the Bowker Creek watershed. The City of Victoria has endorsed the Bowker Creek Blueprint, a guiding document for managing and restoring the watershed and creek. Appropriate measures for developers are summarized in the Bowker Creek Developer's Guide https://www.crd.bc.ca/docs/default-source/initiatives-pdf/bci-pdf/brochures/bci-developers-guide.pdf?sfvrsn=2

We, Friends of Bowker Creek, were encouraged by the May17, 2018 submission to Mayor and Council by NORR Architects, Engineers and Planners. In that initial Rezoning and Development Permit Aplication, NORR expressed commitment to reviewing all aspects of sustainability and providing building systems in line with industry best practices. To quote the NORR document:

> "Sustainable items may include:
>
> - Photovoltaic panels
> - Increased mechanical and electrical efficiencies
> - Increased building envelope systems and thermal performance
> - Acoustic considerations
> - Waste water reduction
> - Storm water retention
> - Passive solar systems
> - Indigenous, low-water landscaping
> - Decreased construction waste"

From the list quoted above, the items most relevant to Victoria's commitment to the Bowker Creek watershed may be "Storm water retention" and "Indigenous low-water landscaping". We hope in particular that any design accepted for development at 1900 Richmond Road will contain strong measures for "Storm water retention".

Fulfilling the Bowker Creek Blueprint's 100-year action plan to restore the Bowker Creek watershed most essentially demands "Storm water retention" at all developments in the watershed. The term covers various measures for slowing and cleaning stormwater on its way to the creek. Rather than channeling the water immediately into storm drains, the Bowker Creek Developer's Guidelines list several stormwater management features such as:

- **Harvesting and storing rainwater** to supply the property with its landscape watering needs
- **Raingarden** landscaping to hold stormwater while it sinks into the ground
- **Infiltration basins and tree wells** also to get stormwater into the ground, while providing water for trees
- **Plant and maintain trees**
- **Pervious pavement**
- **Green roofs**

The measures listed here are becoming increasingly common features in developments in the Bowker Creek watershed. Beautiful examples are easy to find. Friends of Bowker Creek hopes to see a strong mixture of these measures in any successful proposal for development at a large property such as 1900 Richmond Road.

We hope that the current proposal for development includes features that advance Victoria's watershed rehabilitation commitment, and we trust that the City will require such features in any successful proposal.

Yours truly,

Gerald Harris
for Friends of Bowker Creek

Date: November 7, 2018

From: South Jubilee Neighbourhood Association residents

To: Mayor and Council
City of Victoria

<u>Re: Proposed 1900 Richmond Redevelopment</u>

1900 Richmond is in North Jubilee Neighbourhood, and borders on South Jubilee Neighbourhood.

As, residents of South Jubilee, we have reviewed the applicant's plans for redevelopment of 1900 Richmond. Our comments, cut and pasted from emails, are on the next page (Appendix...). The comments were collected prior to the October 24 revised plans, submitted by the developer. At this time, though we have not fully digested the revisions, it appears our concerns remain, on large, unaddressed.

Our pros/cons for the proposed 1900 Richmond redevelopment are summarized as follows:

Pros (for planned development)

- Seniors housing
- Density increase

Cons (against planned development)

- Excessive size/density over OCP recommendations
- Poor transition to residential areas
- Doesn't align with numerous OCP objectives for Large Urban Villages
- Minimal commercial space proposed
- Displaces community medical services
- Private and expensive – beyond reach of almost all who live in the neighbourhood

Please take these comments into consideration in your deliberations on the merits of the 1900 Richmond redevelopment application.

Best,

Julie Brown, South Jubilee Neighbourhood
Liz Hoar, South Jubilee Neighbourhood
Gail Anthony, South Jubilee Neighbourhood
Ben Ziegler, South Jubilee Neighbourhood

.cc North Jubilee Neighbourhood Association CALUC

Appendix – South Jubilee Neighbourhood resident commentary re: 1900 Richmond application

Comments from Julie Brown, South Jubilee resident

"They are asking for a lot of density (more than 2.5 FSR) which isn't supported in large urban villages without advancement of 'plan objectives'. And the token commercial space is extremely small - about 1% of the total floor area - and it doesn't even extend the full length of Fort Street. I appreciate that seniors/assisted housing is needed, and I am not outright opposed to the density. However, I think the project could do a much better job of incorporating community needs and services, in light of the fact that the development is displacing numerous community medical services. Aren't medical services a natural fit for this project?"

Comments from Liz Hoar, South Jubilee resident

Too much density:

"Too high - they present the building as 5 storeys but really overall height is more important. The height is 20.72 metres. I looked at 1811 Oak Bay, also pitched as 5 storeys and it's 16.8 metres so 4 metres difference which is huge given the length of this building. I also looked at UVIC's Broad Street project which is 7 storeys with commercial on the main floor and it's 21.57m so less than a metre higher but two more storeys. So I think saying it's 5 storeys is going to mislead a lot of people about how tall this building really is - closer to 6 1/2 storeys if it was a normal commercial/residential building

Too long - I couldn't find lengths of the building anywhere, just overall square footage so I looked at the width of the facing lots on Ashgrove and came up with a lot length of about 380 ft or 116m and the building setback is 2.7 m (north + south) so that means the building is about 113m long if I have everything correct. That's longer than a football field (101metres). Yikes.

This building will loom high over those poor guys living on Ashgrove hardly reflecting the OCP statement about the Jubilee Large Urban Village DPA5 (g) *"Revitalization is needed to ensure sensitive transitions between the Royal Jubilee Hospital expansion including its associated commercial uses and flanking Traditional Residential areas. Portions of Fort Street that lie within this designation are also in need of beautification and human-scaled urban design.*

In the OCP description of a large Urban village it says "One to three storey building facades define the street wall" - I don't see anything like that in this design.

Here's their Calgary facility which, although long, is not so tall, stepping down from 4 storeys to 3 and has some breathing space around it...

Use and exclusivity

Well, I don't have a problem with a seniors' facility but given that this is PRIVATE and EXPENSIVE, it will not likely serve anyone within the adjacent community. So we are losing a medical clinic and assorted medical services that our whole community uses and replacing it with a private facility that most of us will never use. Doesn't meet any of these OCP objectives:

DPA5 item 3. (a) Large Urban Villages are nodes of commercial and community services that primarily support adjacent Traditional and Urban Residential areas, with some also serving nearby General Employment areas.

DPA5 item 4 4. The objectives that justify this designation include:

(a) To accommodate 40% of Victoria's anticipated population growth in the Town Centres and Large Urban Villages to encourage and support a mix of commercial and community services primarily serving the surrounding residential areas.

(b) To revitalize areas of commercial use into complete Large Urban Villages through human-scale design of buildings, streets, squares and other public spaces to increase vibrancy and strengthen commercial viability.

(c) To achieve a high quality of architecture, landscape and urban design in all Large Urban Villages to enhance their appearance and identify villages as important neighbourhood centres.

(d) To achieve a unique character and sense of place in the design of each Large Urban Village, with consideration for potential new landmarks.

(e) To establish gateways along prominent corridors to signal and celebrate arrival into the City and neighbourhoods within Humber Green Village, Jubilee Village and Stadacona Village.

(f) To design all Large Urban Villages in a manner that encourages pedestrian and cycling use and enhances the experience of pedestrians and cyclists.

(h) To revitalize Jubilee Village through beautification of East Fort Street, urban design that integrates and improves the experience of pedestrians and cyclists throughout the village, and ensure sensitive transitions between the Royal Jubilee Hospital site, particularly its commercial uses with adjacent residential areas.

Commercial space

1200 sq ft. - Sounds like another coffee shop to me. How many of those do we need? But we do need more doctors and to at least be able to keep the medical clinics we have. The whole region is chronically short of medical services. The current medical clinic apparently leases 3500 sq ft. and they are having trouble finding new space so what does that mean? They move out of the city? I don't see how this project benefits either North or South Jubilee."

Comments from Gail Anthony, South Jubilee resident

"The project has asked for numerous variances to increase its footprint and height. There is no room left for any green space. If they do get approval from the City Planning Department and Council, at the very least I would like to see the developer required, as an example, to create and maintain an urban garden rest area with seating for seniors and hospital staff in the small parklike area on the NE corner of Richmond and Fort."

Comments from Ben Ziegler, South Jubilee resident

"I support any movement to mixed-use, mixed-income neighbourhoods (including ours) – unfortunately, this application shows no movement at all in that direction. Few Jubilee seniors wanting to downsize will be able to afford a place in the new development, and will likely have to leave the neighbourhood, and local relationships they've developed, over time.

Aside: there is an irony to me in how Oak Bay United Church (Oak Bay) is proposing a new 90+ unit development on their site, comprised of mostly affordable units, while the 1900 Richmond application (Victoria) proposes a high-end seniors complex... How many of tenants of the OB Church development will be Victorians, and 1900 Richmond tenants be from Oak Bay?"

1752 Davie St
January 22, 2019

To Mayor and Council:

Re: 1900 Richmond Rd development

I am a resident of South Jubilee and am not in favour of the proposed use and design for 1900 Richmond. Here are my thoughts:

- The proposed facility is a VERY high end private care facility for the privileged few. The architect for the developer stated in his letter accompanying the proposal that *"The proposed development will provide a continuum of care for the North Jubilee community; a unique and much-needed housing typology within the area."* 2015 Stats Can figures indicate average income in Victoria is $34,000 a year. About 60% of Jubilee residents rent their home. How could any of these people (myself included) afford the services of this facility?

- Removes valuable medical services that are available to ALL. The medical clinic currently on this site is home to family doctors for many residents of North and South Jubilee(myself included). With the current shortage of family doctors and the high cost of office space we will lose yet another neighbourhood amenity.

- The building is HUGE, both in height and length. It will loom over houses directly behind the building site. In his letter, the architect says *"While the OCP permits 6 storey construction, our preliminary discussion with the North Jubilee Neighbourhood Association (NJNA) indicated a preference for a lower building typology. As such, we a proposing a 5 storey design to accommodate this request."* This is a bit of smoke and mirrors. The proposed height of this building is 20.64 metres. It is the height of at least a 6 storey building. For example, a proposal for 1811 Oak Bay avenue is for 5 storeys , the height of which is 16.8 metres. The massive 1002 Pandora project on the corner of Pandora and Vancouver with commercial on the main floor is 6 storeys and is 21.8 metres high, only slightly higher than the 1900 Richmond proposal.

- The setbacks are miniscule. Directly to the west of the building site are houses, most of them built in the early 20th century that will now have a 20.64 metre wall (68ft) at most 20 ft from their property line.

- Lack of green space. Architect's letter says" *Overall public open space is minimal, however residents can access small parks and play areas such as the open park space along Fort Street at the Royal Jubilee Hospital. Begbie Green is located one block to the northwest.* " This project is relying on existing green spaces without supplying any new green space in its public spaces. I recently walked by the publicly funded Summit seniors' residence on Hillside off Blanshard. The first thing I noticed was the generous setbacks that give breathing room for the building and possibilities for green spaces.

This will be a massive disruptive intrusion into the Jubilee neighbourhood with no attempts at human scale.

Sincerely
Raymond St. Arnaud

From: Brock Anderson <[redacted]>
Sent: April 9, 2019 12:06 PM
To: Michael Angrove <mangrove@victoria.ca>
Subject: 1900 RICHMOND RD - Development proposal

Hello Michael,

I am a resident of the South Jubilee neighbourhood, living near to 1900 Richmond Rd. I would like to express some strong concerns about the proposed development project at 1900 Richmond Rd.

I have no doubt that the Victoria area would benefit from a new senior care facility, but 1900 Richmond Rd. is not a sensible location for a senior care facility targeting seniors who will not be active members of the community. I doubt the elderly people who would benefit from this proposed facility will fully appreciate its prime location (walking distance to numerous shops and restaurants). It is nonsensical to locate the facility somewhere that displaces services valuable to existing and active members of the community who do benefit from convenient walking access to the many medical business currently housed at 1900 Richmond Rd. A senior care facility for people with memory problems could be located almost anywhere. Why choose a location that significantly inconveniences existing members of a community?

1900 Richmond Rd is an ideal location for a mixed professional services building, which is exactly what we currently have. Unless the existing building it is replaced by another mixed professional services building, any change will probably be a change for the worse. Please reject any project proposing a senior care facility at 1900 Richmond Rd.

Could you please forward my comments to the participants of the Committee of the Whole Meeting?

Thanks!

Brock Anderson
1720 Duchess St.
[redacted]

From:	Don Milliken [redacted]
Sent:	Tuesday, April 09, 2019 10:52 AM
To:	Victoria Mayor and Council
Subject:	"Victoria medical building to be demolished for seniors care facility" - Oak Bay News, April 9, 2019

Dear Mayor and Council,

The above news article was brought to our attention this morning by the Victoria Hospitals Foundation (VHF). We are proposing to build a 137 resident memory care and assisted living senior's community at Fort and Richmond, very near The Royal Jubilee Hospital. Our application is being discussed at the Committee of the Whole this Thursday morning.

The news article refers to our architect's claim, in his application letter last October, that the Victoria Hospitals Foundation President endorses our planned development. The purpose of this communication is to make clear that this assertion is incorrect. VHF does not endorse our planned senior's community. We have had no discussions with VHF about an endorsement.

We believe that our memory care and assisted living community may alleviate some pressure on The Royal Jubilee Hospital, in particular on Alzheimer's patients. However, that is our opinion. Neither The Royal Jubilee Hospital or Victoria Hospitals Foundation endorses our planned senior's community.

My apologies for this unnecessary confusion.

Sincerely,

Donald R Milliken
Chairman
Milliken Real Estate Corporation;
Maison Senior Living
[redacted]

Monica Dhawan

From: Jean Johnson <[redacted]>
Sent: Wednesday, April 10, 2019 10:32 AM
To: Marianne Alto (Councillor)
Cc: Victoria Mayor and Council
Subject: 1900/1908/1912 Richmond Road...REZ00651

Good Morning Marianne:

In response to the article in today's Time Colonist in connection with the above proposal, I found it discouraging to read so many positive comments before this application has been discussed by the Council at tomorrow's COTW meeting. While there is a need for seniors' facilities, the price range for these rental units did not appear in the article. Are they affordable for local residents?

If this application is approved, the community will lose a medical clinic and a busy Life Labs site. I would be interested in knowing how many medical clinics are located in Victoria. As there is a shortage of family doctors and the City is increasing density, how will this disparity be balanced?

Thanking you in advance for your reply,
Jean Johnson, North Jubilee resident

North Jubilee
Neighbourhood
Association

1766 Haultain Street
Victoria, B.C., V8R2L2
April 10, 2019

Mayor Lisa Helps and Victoria City Councillors
1 Centennial Square
Victoria, B.C., V8W1P6

Re: REZ 00651 and DVP 00531...1900, 1908 and 1912 Richmond Road

Dear Mayor Helps and Victoria City Councillors:

Due to the revised plans that have been listed on the Development Tracker for this proposed rezoning, the North Jubilee Neighbourhood Association's LUC is now submitting comments in addition to the October 22, 2018 letter submitted following the CALUC meeting.

We have been studying this application using the revised February 20, 2019 plans which we had printed in a larger format, as the plans on the City Development Tracker are not legible on the computer. Due to the expense involved, we have not printed the latest revisions filed last month.

BUILDING DESIGN:
While the applicant is proposing a 5-storey building, the building height will be over 67 feet. This mass will definitely have a huge impact on the surrounding neighbourhood especially the family homes in the area. The design is also long and appears to lack cohesion due to the number of facades, materials and finishes being proposed. It would be preferable for the North facade (facing Northwest) to be refined in order to create lesser impact on the neighbourhood.

TRAFFIC:
Traffic flow drawings indicates vehicles exiting via Ashgrove Street. As bike and pedestrian traffic is connected from Begbie Street past Begbie Green to Ashgrove Street and then to Pembroke Street, we urge that the traffic be in and out from Fort Street, as this would lead to a safer access for both pedestrians and cyclists.

VISITOR PARKING:
There are 11 surface parking spaces for visitors. Are any of the 50 underground parking spaces reserved for visitors?

SOCIAL GATHERING AREA:
"The corner plaza is redesigned to include additional planters and concrete patterning to provide visual interest and encourage social gatherings". The intersection of Fort Street, Birch Street and Richmond Road is extremely busy and pedestrians have to be aware of the longer crosswalks and the right turns from Birch onto Fort Street. While the community welcomes community amenity space, it also questions commercial space and a social gathering area at this location. Another development proposal is also a possibility in the future for the properties at Birch/Pembroke/Richmond which was recently archived REZ00500. Commercial space activities would need to include visitor parking.

HVAC SYSTEM:
As residents in this area have had many problems over the years from mechanical systems currently in place, it has been noted that “measures will be taken to dampen the sound” at this location. The community would appreciate additional information on these proposed measures.

BOWKER CREEK WATERSHED:
This application is within the Bowker Creek Watershed and yet “this application is not proposing permeable hardscaping materials due to the safety of the public and the residents of the building”. As NJNA has a commitment to the Watershed, is it not possible to locate permeable materials that are not inconsistent surfaces?

LOCAL NEIGHBOURHOOD PLAN:
Unfortunately, the Jubilee Neighbourhood Plan is not under revision as yet and thus we are once gain asked to comment on an application for which we have not yet had the opportunity to discuss with the community the Large Urban Village concept or the transit corridors...e.g. Fort Street, etc. North Jubilee also includes the Royal Jubilee Hospital campus and as it forms a large portion of our community, we are required to take into consideration its future density and thus increased traffic.

We trust that our Mayor and Victoria City Councillors will consider the concerns and suggestions brought forward in this and our earlier letter.

Respectfully submitted,

Jean Johnson
Jean Johnson, Co-chair
N.J.N.A. Land Use Committee
and on behalf of Sheena Bellingham, Co-chair

cc: Sustainable Planning and Community Development Department of the City of Victoria

North Jubilee
Neighbourhood
Association

1766 Haultain Street
Victoria, B.C., V8R2L2
April 10, 2019

LATE ITEM COTW
APR 1 1 2019
ITEM # E.2

Mayor [illegible] Helps and Victoria City Councillors
1 Centennial Square
Victoria, B.C., V8W1P6

Re: REZ 00651 and DVP 00531...1900, 1908 and 1912 Richmond Road

Dear Mayor Helps and Victoria City Councillors:

Due to the revised plans that have been listed on the Development Tracker for this proposed rezoning, the North Jubilee Neighbourhood Association's LUC is now submitting comments in addition to the October 22, 2018 letter submitted following the CALUC meeting.

We have been studying this application using the revised February 20, 2019 plans which we had printed in a larger format, as the plans on the City Development Tracker are not legible on the computer. Due to the expense involved, we have not printed the latest revisions filed last month.

BUILDING DESIGN:
While the applicant is proposing a 5-storey building, the building height will be over 67 feet. This mass will definitely have a huge impact on the surrounding neighbourhood especially the family homes in the area. The design is also long and appears to lack cohesion due to the number of facades, materials and finishes being proposed. It would be preferable for the North facade (facing Northwest) to be refined in order to create lesser impact on the neighbourhood.

TRAFFIC:
Traffic flow drawings indicates vehicles exiting via Ashgrove Street. As bike and pedestrian traffic is connected from Begbie Street past Begbie Green to Ashgrove Street and then to Pembroke Street, we urge that the traffic be in and out from Fort Street, as this would lead to a safer access for both pedestrians and cyclists.

VISITOR PARKING:
There are 11 surface parking spaces for visitors. Are any of the 50 underground parking spaces reserved for visitors?

SOCIAL GATHERING AREA:
"The corner plaza is redesigned to include additional planters and concrete patterning to provide visual interest and encourage social gatherings". The intersection of Fort Street, Birch Street and Richmond Road is extremely busy and pedestrians have to be aware of the longer crosswalks and the right turns from Birch onto Fort Street. While the community welcomes community amenity space, it also questions commercial space and a social gathering area at this location. Another development proposal is also a possibility in the future for the properties at Birch/Pembroke/Richmond which was recently archived REZ00500. Commercial space activities would need to include visitor parking.

HVAC SYSTEM:
As residents in this area have had many problems over the years from mechanical systems currently in place, it has been noted that "measures will be taken to dampen the sound" at this location. The community would appreciate additional information on these proposed measures.

BOWKER CREEK WATERSHED:
This application is within the Bowker Creek Watershed and yet "this application is not proposing permeable hardscaping materials due to the safety of the public and the residents of the building". As NJNA has a commitment to the Watershed, is it not possible to locate permeable materials that are not inconsistent surfaces?

LOCAL NEIGHBOURHOOD PLAN:
Unfortunately, the Jubilee Neighbourhood Plan is not under revision as yet and thus we are once gain asked to comment on an application for which we have not yet had the opportunity to discuss with the community the Large Urban Village concept or the transit corridors...e.g. Fort Street, etc. North Jubilee also includes the Royal Jubilee Hospital campus and as it forms a large portion of our community, we are required to take into consideration its future density and thus increased traffic.

We trust that our Mayor and Victoria City Councillors will consider the concerns and suggestions brought forward in this and our earlier letter.

Respectfully submitted,

Jean Johnson

Jean Johnson, Co-chair
N.J.N.A. Land Use Committee
and on behalf of Sheena Bellingham, Co-chair

cc: Sustainable Planning and Community Development Department of the City of Victoria

Rezoning & Development Permit Application

for

1900-1912 Richmond Road

CITY OF VICTORIA

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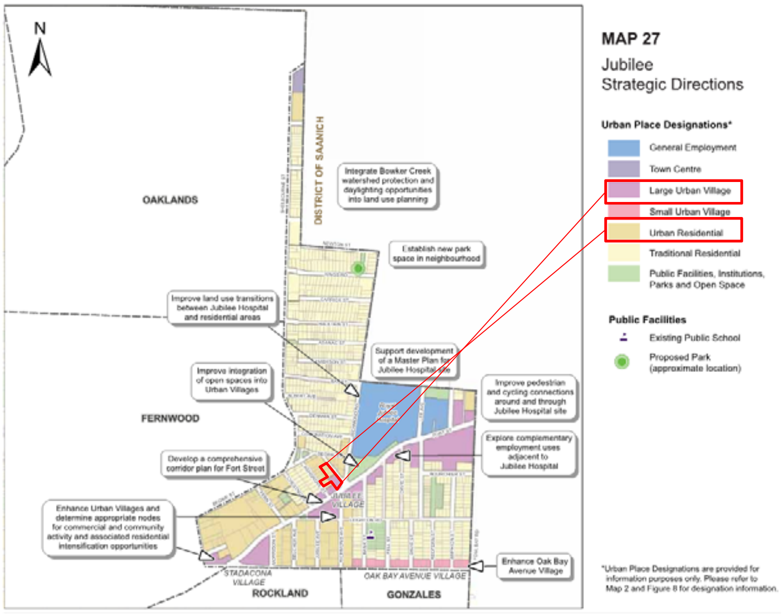

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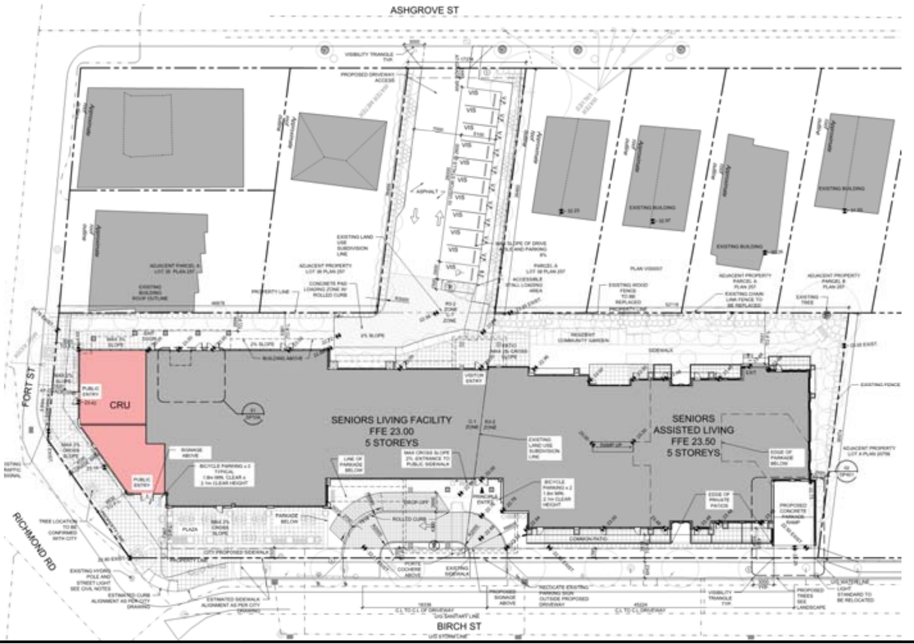
ASHGROVE ST
FORT ST
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FFE 23.50
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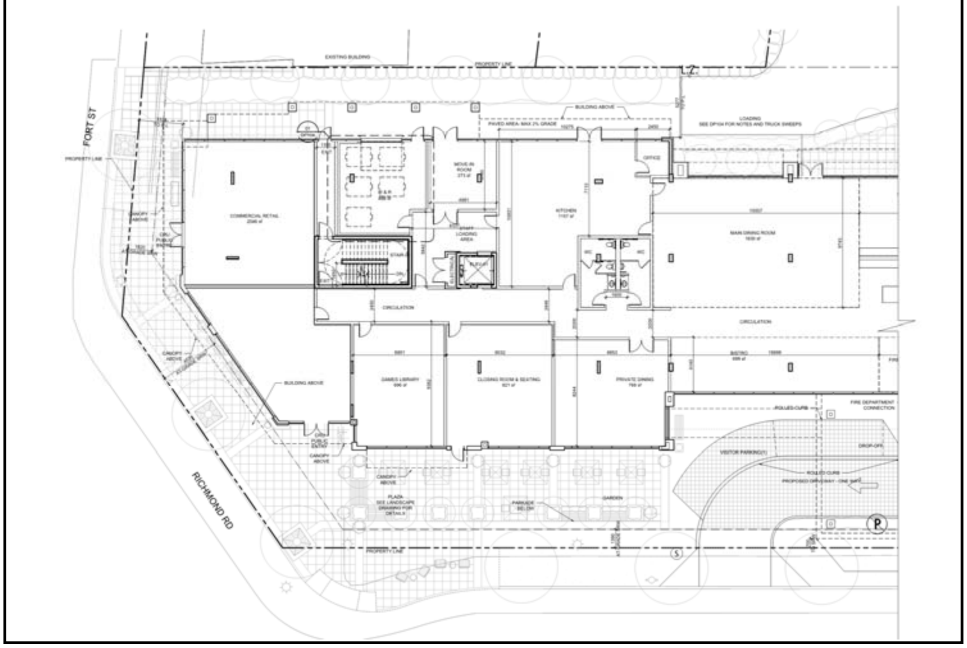
PARKADE BELOW
COMMON PATIO
RESIDENT COMMUNITY GARDEN
VISITOR ENTRY
PRINCIPAL ENTRY
PUBLIC ENTRY
DROP-OFF
EXISTING BUILDING


FORT ST
RICHMOND RD
EXISTING BUILDING
PROPERTY LINE
BUILDING ABOVE
PAVED AREA: MAX 2% GRADE
LOADING
SEE DP104 FOR NOTES AND TRUCK SWEEPS
COMMERCIAL RETAIL
MOVE-IN ROOM
STAFF LOADING AREA
KITCHEN
OFFICE
MAIN DINING ROOM
CIRCULATION
GAMES LIBRARY
CLOSING ROOM & SEATING
PRIVATE DINING
BISTRO
FIRE DEPARTMENT CONNECTION
ROLLED CURB
VISITOR PARKING
DROP-OFF
PROPOSED DRIVEWAY - ONE WAY
CANOPY ABOVE
PLAZA
SEE LANDSCAPE DRAWING FOR DETAILS
PARKADE BELOW
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P

02
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EAST ELEVATION
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SOUTH ELEVATION


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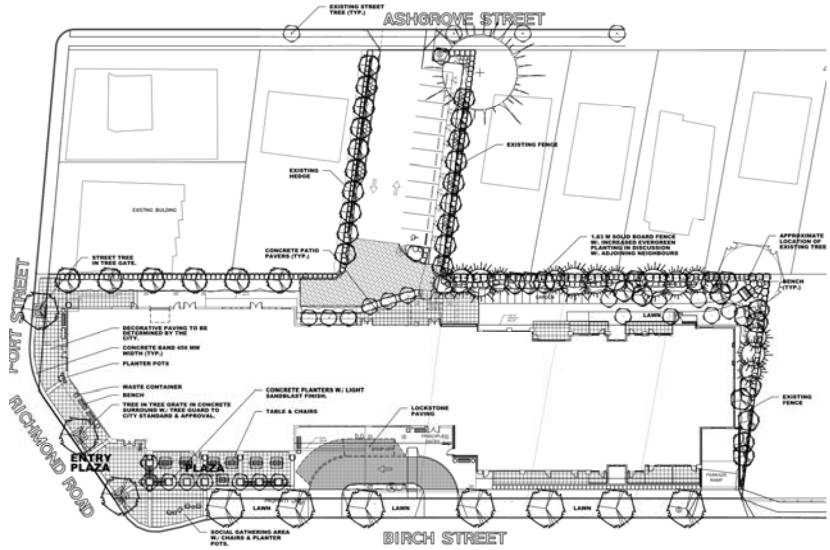


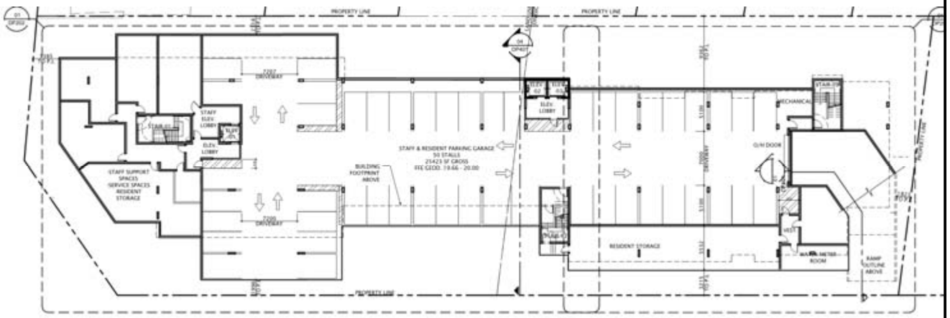
VIEW FACING NORTH

PERSPECTIVE FACING EAST

PERSPECTIVE FACING NORTHWEST

DETAIL - MAIN ENTRY PORTE COCHERE

Additional Slides



Additional Slides

01 PARTIAL FLOOR PLAN LEVEL 02- SOUTH

01 PARTIAL FLOOR PLAN LEVEL 03- SOUTH

Additional Slides

04 DP101 SPRING EQUINOX SHADOW STUDY 10:00 AM
NTS

05 DP101 SPRING EQUINOX SHADOW STUDY 12:00 PM
NTS

06 DP101 SPRING EQUINOX SHADOW STUDY 2:00 PM
NTS

01 DP101 SUMMER SOLSTICE SHADOW STUDY 10:00 AM
NTS

02 DP101 SUMMER SOLSTICE SHADOW STUDY 12:00 PM
NTS

03 DP101 SUMMER SOLSTICE SHADOW STUDY 2:00 PM
NTS

CITY OF VICTORIA

Committee of the Whole Report
For the Meeting of April 11, 2019

To: Committee of the Whole **Date:** March 28, 2019

From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development

Subject: **Rezoning Application No. 00667 for 2921 Gosworth Road**

RECOMMENDATION

That Council decline Rezoning Application No. 00667 for the property located at 2921 Gosworth Road.

LEGISLATIVE AUTHORITY

In accordance with Section 479 of the *Local Government Act*, Council may regulate within a zone the use of land, buildings and other structures; the density of the use of the land, building and other structures; the siting, size and dimensions of buildings and other structures; as well as, the uses that are permitted on the land, and the location of uses on the land and within buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Rezoning Application for the property located at 2921 Gosworth Road. The proposal is to rezone the property and subdivide to create two small lots, retain the existing dwelling on one lot and build a new single-family dwelling on the new lot.

The following points were considered in assessing this Application:

- The proposal is generally consistent with the Traditional Residential Urban Place Designation and objectives for sensitive infill development, as described in the *Official Community Plan* (OCP, 2012).
- The proposal is inconsistent with the policies specified in *the Small Lot House Rezoning Policy,* 2002, which specifies that a minimum of 75% of residents of neighbouring properties be in support the proposal; in this instance, the Application only received 20% support. As the Application did not achieve the required degree of neighbouring support as per Council's policy, staff recommend that the Application be declined.
- The proposal is generally consistent with the *Small Lot Design Guidelines*; however, further design revisions could be made to better meet policy, which are discussed in the concurrent Development Permit with Variance Application.
- The proposal is generally consistent with the *Oaklands Neighbourhood Plan* (1993), which encourages infill; however, it also recommends consideration of small lots based

on merit and ability to meet the *Small Lot Rezoning Policy*. The Application does not meet *Small Lot Policy* as it has not received sufficient immediate neighbour support.

- The proposed site plan results in minimal private outdoor space for the existing house.

BACKGROUND

Description of Proposal

The proposal is to rezone 2921 Gosworth Road from the R1-B Zone, Single Family Dwelling District, to the R1-S2 Zone, Restricted Small Lot (Two Storey) District, subdivide the lot to create two small lots, retain the existing dwelling on one lot and build a new single-family dwelling on the new lot.

The following differences from the standard R1-S2 Zone, Restricted Small Lot (Two Storey) District, are being proposed and will be discussed in relation to the concurrent Development Permit with Variances Application:

- reduce the front yard setback from 6.00m to 3.38m for Lot A (existing dwelling)
- reduce the front yard setback from 6.00m to 4.93m for Lot B (proposed dwelling)
- reduce the east side yard setback from 2.40m to 1.50m for Lot A (existing dwelling).

Affordable Housing Impacts

The Application proposes one new residential unit which would increase the overall supply of housing in the area.

Tenant Assistance Policy

The applicant has indicated the existing house is occupied by a tenant (previous owner), and there is an agreement between them that they would reside there until such time that construction begins. Since the tenant has been in residence less than one year, in accordance with the Tenant Assistance Policy, a Tenant Assistance Plan is not required.

Sustainability Features

The applicant has not identified any sustainability features associated with this proposal.

Active Transportation Impacts

The applicant has not identified any active transportation impacts associated with this Application.

Public Realm Improvements

No public realm improvements are proposed in association with this Rezoning Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Land Use Context

The area is characterized by single-family dwellings, including several small lot single-family dwellings. The Victoria Chinese Alliance Church is directly south of the property, across Burton Avenue.

Existing Site Development and Development Potential

The site is presently occupied by a single-family dwelling. Under the current R1-B Zone, the property could be developed as a single-family dwelling with a secondary suite or garden suite.

Data Table

The following data table compares the proposal with the proposed R1-S2 Zone. An asterisk is used to identify where the proposal is less stringent than the zone. Two asterisks are used to identify where the existing condition is legal non-conforming.

Zoning Criteria	Lot A Existing Dwelling	Lot B Proposed Dwelling	Zone Standard R1-S2
Site area (m²) – minimum	314.80	315.00	260.00
Density (Floor Space Ratio) – maximum	0.29	0.46	0.60
Total floor area (m²) – maximum	91.70	144.60	190.0
Lot width (m) – minimum	17.22	17.40	10.00
Height (m) – maximum	4.70	6.18	7.50
Storeys – maximum	1	2	2
Basement	no	no	Permitted
Site coverage (%) – maximum	30.50	26.80	40.00
Setbacks (m) – minimum			
Front	**3.38 ***	**4.93 ***	6.00
Rear	2.67 **	6.00	6.00
Side (east)	**1.50 ***	3.08	1.50 (non-habitable) 2.40 (habitable)
Side (west)	n/a	1.50	1.50 (non-habitable) 2.40 (habitable)
Side on flanking street	7.54	n/a	2.40
Parking – minimum	1	1	1

Relevant History

An application to rezone the property to the R-2 Zone, Two Family Dwelling District was made in 1985; the application proposed an addition to the existing house to create a duplex. The application was declined by Council at a Public Hearing on December 12, 1985.

An application to rezone the property to the R1-S2 Zone, Restricted Small Lot District, was made in 1992. The application was to subdivide the property into two small lots, retain the existing house and build a two-storey dwelling; this application was also declined by Council.

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variance Applications*, the applicant has consulted the Oaklands CALUC at a Community Meeting held on August 27, 2018. A letter received February 25, 2019 is attached to this report.

In accordance with the City's *Small Lot House Rezoning Policy*, the applicant has polled the immediate neighbours. Under this policy, "satisfactory support" is considered as support in writing for the project by 75% of the neighbours; however, in this instance, the applicant has indicated a support level of only 20% for the proposal. The required Small Lot House Rezoning Petitions, summary and illustrative map provided by the applicant are attached to this report. Additional petitions from the wider community are also included in a separate attachment.

ANALYSIS

Official Community Plan

The *Official Community Plan* Urban Place Designation for the property is Traditional Residential which contemplates small residential lots. In accordance with the OCP, small lots are subject to DPA 15A: Intensive Residential - Small Lot. The proposal is generally consistent with the objectives of DPA 15A to achieve new infill development in a way that is compatible with the existing neighbourhood.

Oaklands Neighbourhood Plan

The *Oaklands Neighbourhood Plan* states that small lot houses will be considered on individual merit provided that the proposal meets the small lot policy. The proposed small lots generally meet the intent of the Neighbourhood Plan; however, the proposal does not meet the *Small Lot Rezoning Policy* due to lack of neighbour support.

Small Lot House Rezoning Policy

The *Small Lot House Rezoning Policy* encourages sensitive infill with an emphasis on ground-oriented housing that is consistent with the existing character of development. The proposed lots both exceed the required site area minimum of 260m^2 and lot width of 10m. Further, the existing single-family is being retained. However, it should be noted that there are site planning challenges associated with the proposal resulting in reduced private outdoor space for the existing house. Although Burton Avenue is technically the front yard (under the *Zoning Regulation Bylaw* definition), making the existing open area to the Northwest of the current house a "side yard", it has functioned as the rear or "back yard". With the introduction of a new small lot house in this area, there is little private outdoor space for the existing house.

The applicant reported that 20% of immediate neighbours are in support of the Application. The *Small Lot House Rezoning Policy* defines "satisfactory support" when there are at least 75% of immediate neighbours in favour of an application.

Tree Preservation Bylaw and Urban Forest Master Plan

There are two existing public boulevard Red Maple trees on Burton Avenue that will be retained with this application. No new public trees are proposed.

Three small private trees are proposed for removal. Five new trees are proposed on the subject property. There are no bylaw protected trees with this application.

Road Dedication

As a condition of subdivision, the applicant is required to dedicate 2.18m on the Gosworth Road frontage for highway purposes. These dedications will be used to fulfil Council approved objectives listed within the *Official Community Plan*, *Oaklands Neighbourhood Plan*, *Subdivision Bylaw* and *Development Servicing Bylaw, Pedestrian Master Plan,* and *Urban Forest Master Plan* to promote active transportation options and provide space for boulevard trees.

CONCLUSIONS

This proposal to rezone the property to a small lot zone, and subdivide the property into two lots, retain the existing house and construct one new small lot house is generally consistent with the objectives in the *Official Community Plan*; however, the proposal is inconsistent with the *Small Lot House Rezoning Policy* for sensitive infill development due to lack of neighbour support. The level of neighbour support is not considered "satisfactory" according to the *Small Lot Rezoning Policy*; therefore, Staff recommend for Council's consideration that Rezoning Application No. 00677 for 2921 Gosworth Road be declined by Council.

ALTERNATE MOTION

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00677 for 2921 Gosworth Road, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

Respectfully submitted,

Chelsea Medd
Planner
Development Services Division

Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager: Jocelyn Jenkyns

Date: April 2, 2019

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans dated/date stamped February 7, 2019
- Attachment D: Letter from applicant to Mayor and Council dated March 6, 2019
- Attachment E: Community Association Land Use Committee Comments date stamped February 25, 2019
- Attachment F: Small Lot Petition Summary and Petitions dated September 28, 2018
- Attachment G: Additional Petitions.

CITY OF
VICTORIA

Committee of the Whole Report

For the Meeting of April 11, 2019

To: Committee of the Whole **Date:** March 28, 2019

From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development

Subject: **Development Permit with Variances Application No. 00096 for 2921 Gosworth Road**

RECOMMENDATION

That Council decline Development Permit with Variances Application No. 00096 for the property located at 2921 Gosworth Road.

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Official Community Plan*. A Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the establishment of objectives for the form and character of intensive residential development, a Development Permit may include requirements respecting the character of the development including landscaping, and the siting, form, exterior design and finish of buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit with Variances Application for the property located at 2921 Gosworth Road. The proposal is to rezone the property and subdivide to create two small lots, retain the existing dwelling on one lot and build a new single-family dwelling on the additional lot. The variances are related to reducing the front yard setbacks for both lots and reducing the (east) side setback for the proposed lot associated with the existing house.

The following points were considered in assessing this Application:

- The proposal is consistent with the Traditional Residential Urban Place Designation and objectives for sensitive infill development in the *Official Community Plan* (OCP, 2012).
- The proposal is inconsistent with the policy in *the Small Lot House Rezoning Policy,* (2002) which requires "satisfactory support" at a level of 75% of immediate neighbours. This Application received 20% support from immediate neighbours; therefore, staff recommend that the Application be declined. The proposal is generally consistent with the *Small Lot Design Guidelines*; however, the design could be refined to enhance the patio area for the existing house and to revise the materials and massing of the

proposed house to ensure the new small lot house is more in keeping with the neighbourhood character.
- The requested variances are associated with reducing the front yard setback of the existing house, reducing the front yard setback for the proposed house and reducing the side yard setback for habitable windows on the existing house. These variances are supportable given that the building is existing, and the proposed reduced setbacks would not impact neighbouring properties and would better fit with the established streetscape pattern.
- The proposal is inconsistent with the *Oaklands Neighbourhood Plan (*1993), which considers infill development based on an application's merit and ability to meet the *Small Lot Rezoning Policy*. The Application does not meet the *Small Lot Rezoning Policy* as it has not received "satisfactory support" of 75% from immediate neighbours.

BACKGROUND

Description of Proposal

The proposal is to subdivide the property to create two small lots, retain the existing house on one lot and build a single-family dwelling on the other lot.

Specific details for the proposed dwelling include:

- two-storey building
- hipped and gable roof
- the exterior materials include arctic white board and batten siding, and asphalt shingles
- permeable pavers for all patios and pathways, and driveway strips.

Changes to the existing dwelling include:

- removing a deck and carport
- removing a patio door and adding a window on the east elevation
- adding a small deck
- moving the driveway from Burton Avenue to Gosworth Road.

The proposed variances are related to:

- reducing the front yard setback from 6.00m to 3.38m for Lot A (existing dwelling)
- reducing the front yard setback from 6.00m to 4.93m for Lot B (proposed dwelling)
- reducing the east side yard setback from 2.40m to 1.50m for Lot A (existing dwelling).

Data Table

The following data table compares the proposal with the proposed R1-S2 Zone. An asterisk is used to identify where the proposal is less stringent than the zone. Two asterisks are used to identify where the existing condition is legal non-conforming.

Zoning Criteria	Lot A Existing Dwelling	Lot B Proposed Dwelling	Zone Standard R1-S2
Site area (m^2) – minimum	314.80	315.00	260.00
Density (Floor Space Ratio) – maximum	0.29	0.46	0.60

Zoning Criteria	Lot A Existing Dwelling	Lot B Proposed Dwelling	Zone Standard R1-S2
Total floor area (m^2) – maximum	91.70	144.60	190.0
Lot width (m) – minimum	17.22	17.40	10.00
Height (m) – maximum	4.70	6.18	7.50
Storeys – maximum	1	2	2
Basement	no	no	Permitted
Site coverage (%) – maximum	30.50	26.80	40.00
Setbacks (m) – minimum			
Front	**3.38** *	**4.93** *	6.00
Rear	2.67 **	6.00	6.00
Side (east)	**1.50** *	3.08	1.50 (non-habitable) 2.40 (habitable)
Side (west)	n/a	1.50	1.50 (non-habitable) 2.40 (habitable)
Side on flanking street	7.54	n/a	2.40
Parking – minimum	1	1	1

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan* identifies this property within Development Permit Area 15A: Intensive Residential - Small Lot. The proposed design of the new small lot house is generally consistent with the *Small Lot House Design Guidelines;* however, revisions should be made to refine the design of the proposed house to fit with the character and typical massing in the neighbourhood and to provide further landscaping around the patio area for the existing house.

The proposed outdoor space for the existing house is located in the front and side yard, which is close to the corner of Gosworth Road and Burton Avenue. There would be a small planting area and an existing fence would be retained to help define this space; however, staff believe that the proposed landscaping could be enhanced with further landscape screening, or shrubs, to provide a more private and usable space.

The *Small Lot Design Guidelines* acknowledge that some neighbourhoods are characterized by a variety of built forms. This neighborhood has a mix of lot sizes and building styles. The Victoria Chinese Alliance Church and associated parking is immediately across the street. The proposed house has a hipped roof with pitched roof accents over the entry and generally fits with the streetscape as a whole; the house immediately to the east has a flat roof. The proposed house has been broken up into smaller portions by a mid-point roof and belly band. Staff recommend further design revisions to the proposed house to reduce the perceived massing, and refinement of materials and colours to respond better to the local context.

An important element for small lot houses is windows and doors, and it is encouraged that they fit in with the character of the existing neighbourhood. The proposed house has a covered entry with parking on the side of the house, creating a positive pedestrian-oriented frontage.

The *Small Lot Design Guidelines* encourage windows that take into consideration the potential privacy impacts on neighbours. All the proposed windows on the new dwelling would be located on the front and rear elevations. The rear elevation would be facing the rear yard of the neighbouring property to the north, with a setback that meets the small lot zone of six metres. Proposed new trees and landscaping planted along the rear property line help address potential privacy concerns.

Overall, the proposed house and landscaping are generally consistent with the *Small Lot Design Guidelines*; however, further design revisions could be made to reduce the massing of the proposed dwelling and to utilize materials that are more consistent with the neighbourhood character. In addition, landscaping improvements could be made to the proposed outdoor patio area of the existing house to provide a more usable private outdoor space.

Regulatory Considerations

The Application proposes the following variances from the *Zoning Regulations Bylaw*:

Lot A (existing dwelling)

- reduce the front yard setback from 6.00m to 3.38m
- reduce the (east) side yard setback from 2.40m to 1.50m.

Lot B (proposed dwelling)

- reduce the front yard setback from 6.00m to 4.93m.

While the existing house faces Gosworth Road, the front yard setback for the existing house is measured from Burton Avenue. The Application proposes adding a slightly raised deck and an at-grade patio on the front and side of the building. The deck does not extend further than the face of the existing house but creates a variance due to the addition; staff consider this variance supportable.

Through subdivision of the property, the side yard setback for the existing house would be 1.5m. There is a side yard setback variance proposed for habitable windows from 2.4m to 1.5m. The habitable windows are to an existing bedroom window and a kitchen window (changed from a patio door). These windows face the side elevation of the proposed house and pose little privacy concern; this variance is considered supportable.

The Application proposes to reduce the front yard setback for the proposed house from 6m to 4.93m. This setback is generally consistent with other houses on the street, except for the house immediately to the east, which is set slightly further back from the street. Additionally, having a reduced front setback provides more outdoor space in the rear yard, and would reduce the potential shadow and overlook impacts for the neighbour to the north. The requested variance to reduce the front yard setback is generally considered supportable by staff.

CONCLUSIONS

The proposal to subdivide the property into small lots, retain and update the existing dwelling and construct a new dwelling, is inconsistent with the *Small Lot Rezoning Policy* as it did not receive the support of 75% of immediate neighbours. On this basis, and consistent with the policy, staff recommend for Council's consideration that the Application be declined.

The proposed variances for the front yard setbacks for both dwellings and the side yard setback for a habitable window on the existing dwelling are considered supportable as they are a result of the addition of a deck, are consistent with the streetscape and pose minimal privacy concern.

The proposal is generally consistent with the *Small Lot House Design Guidelines* in terms of design; however, further revisions could be made to the landscaping for the existing house, and materials and massing for the proposed house could be more consistent with the neighbourhood character. Should Council wish to consider the Application with these design revisions, an alternate motion has been provided (Option 1).

Should Council wish to consider the Application without revisions, a second alternate motion has been provided (Option 2).

ALTERNATE MOTIONS

Option 1 – further revisions

That the applicant works with staff to make changes to the proposed design and return to a Committee of the Whole meeting. Revisions should address:

- reducing the massing of the proposed house to better respond to the neighbourhood context
- revise the materials and colour of the proposed house to better reflect the neighbourhood context
- revise the landscaping and screening for the proposed patio for the existing house.

Option 2 - no revisions

That Council, after giving notice and allowing an Opportunity for Public Comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00667, if it is approved, consider the following motion:

> "That Council authorize the issuance of Development Permit with Variances Application No. 00096 for 2921 Gosworth Road, in accordance with:
>
> 1. Plans date stamped February 7, 2019.
> 2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:
>   i. reduce the front yard setback from 6.00m to 3.38m for Lot A
>   ii. reduce the front yard setback from 6.00m to 4.93m for Lot B
>   iii. reduce the (east) side yard setback from 2.40m to 1.50m for Lot A.
> 3. The Development Permit lapsing two years from the date of this resolution."

Respectfully submitted,

Chelsea Medd

Chelsea Medd
Planner
Development Services Division

Andrea Hudson

Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager: Jocelyn Jenkyns

Date: April 2, 2019

List of Attachments

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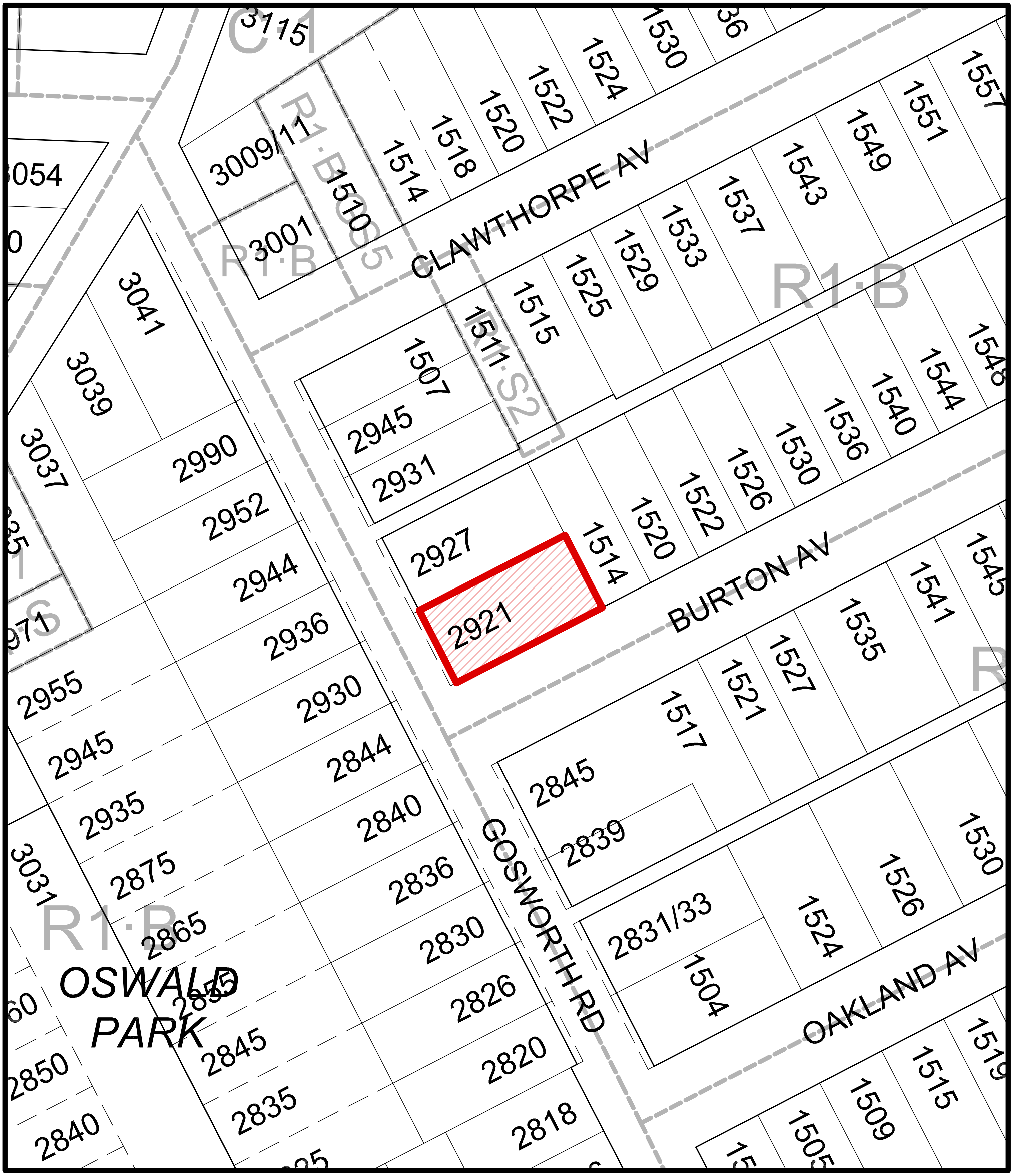
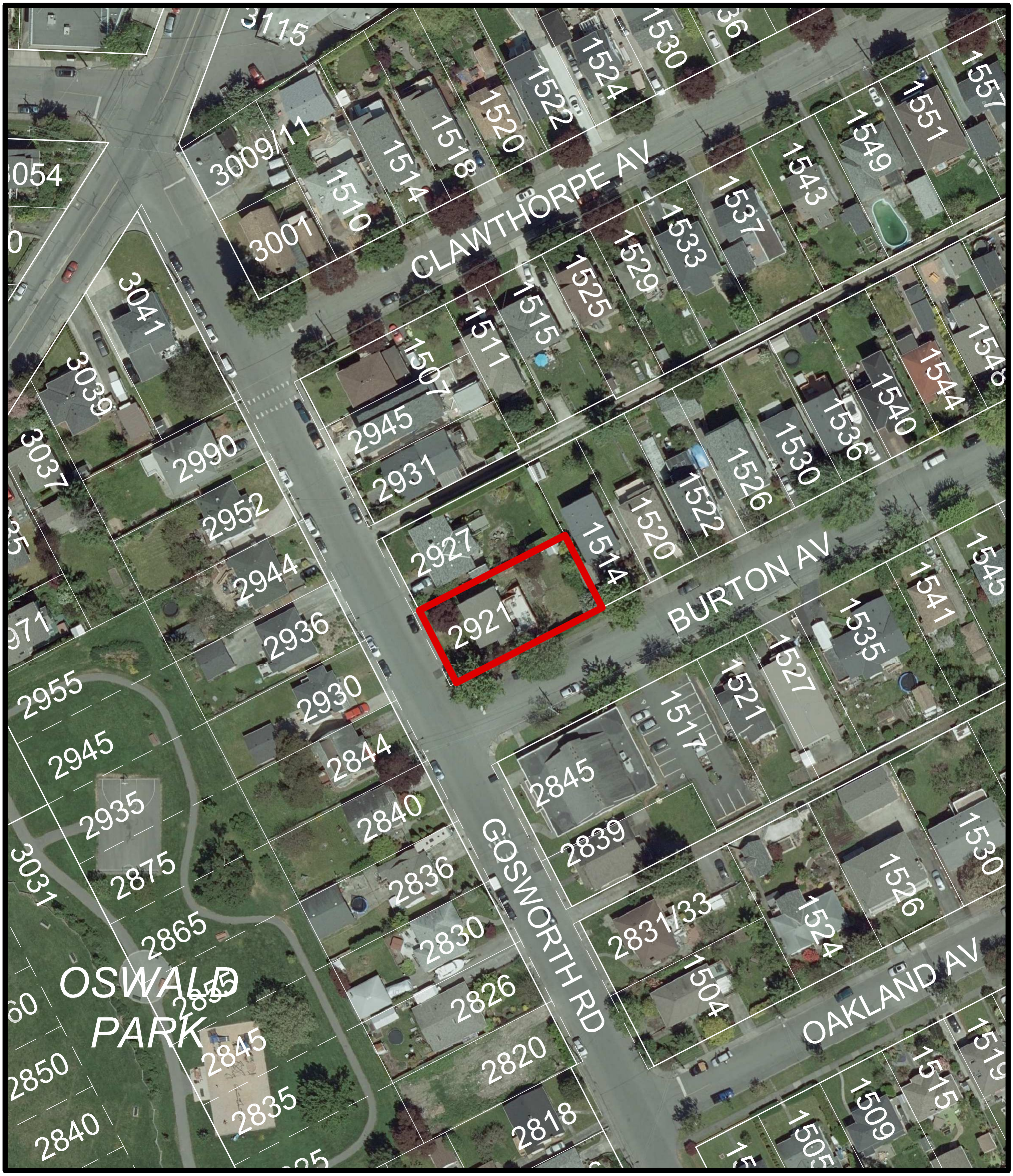
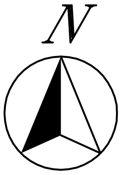


2921 Gosworth Road
Rezoning No.00667





2921 Gosworth Road

Rezoning No.00667

CITY OF VICTORIA

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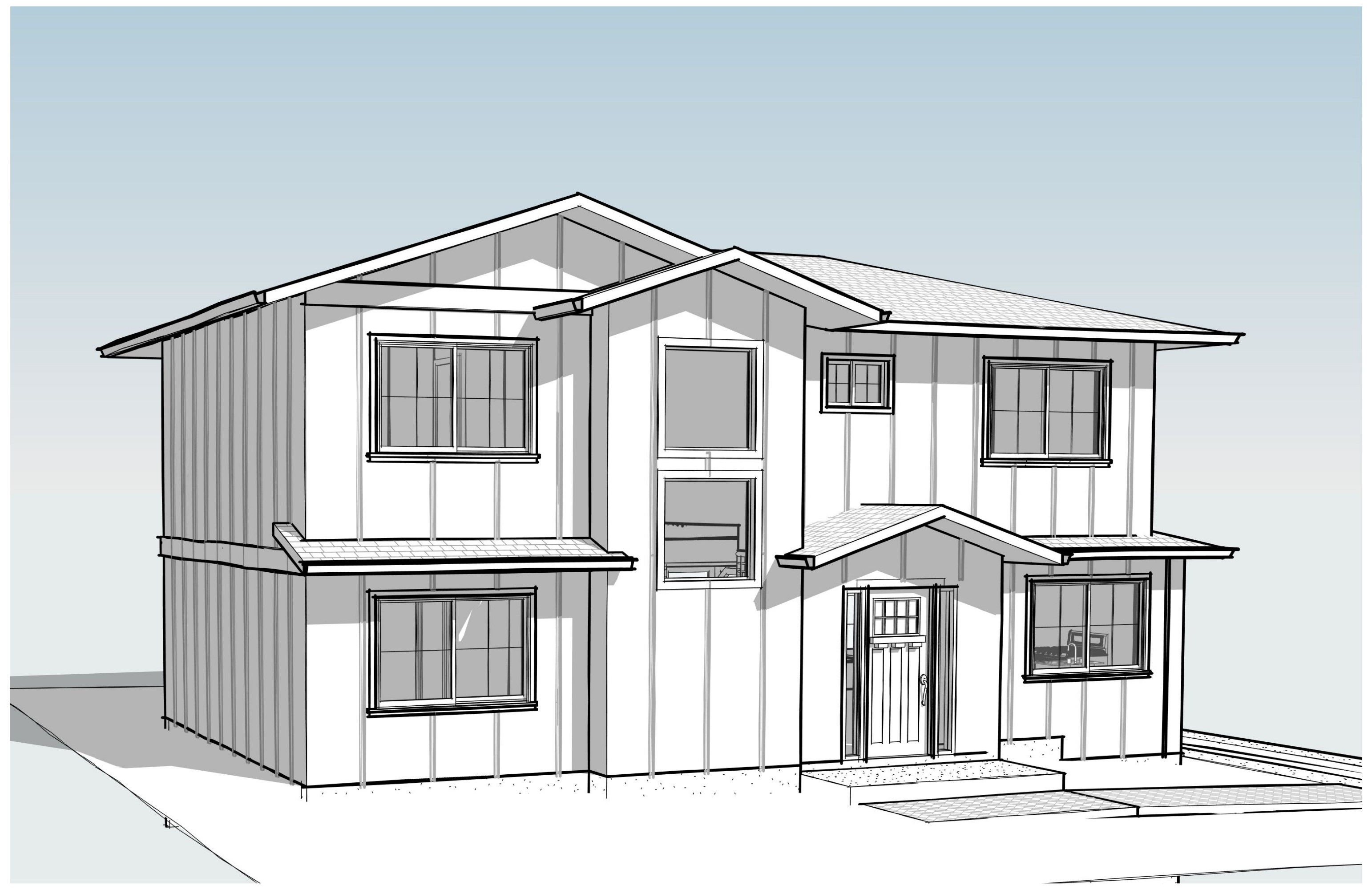
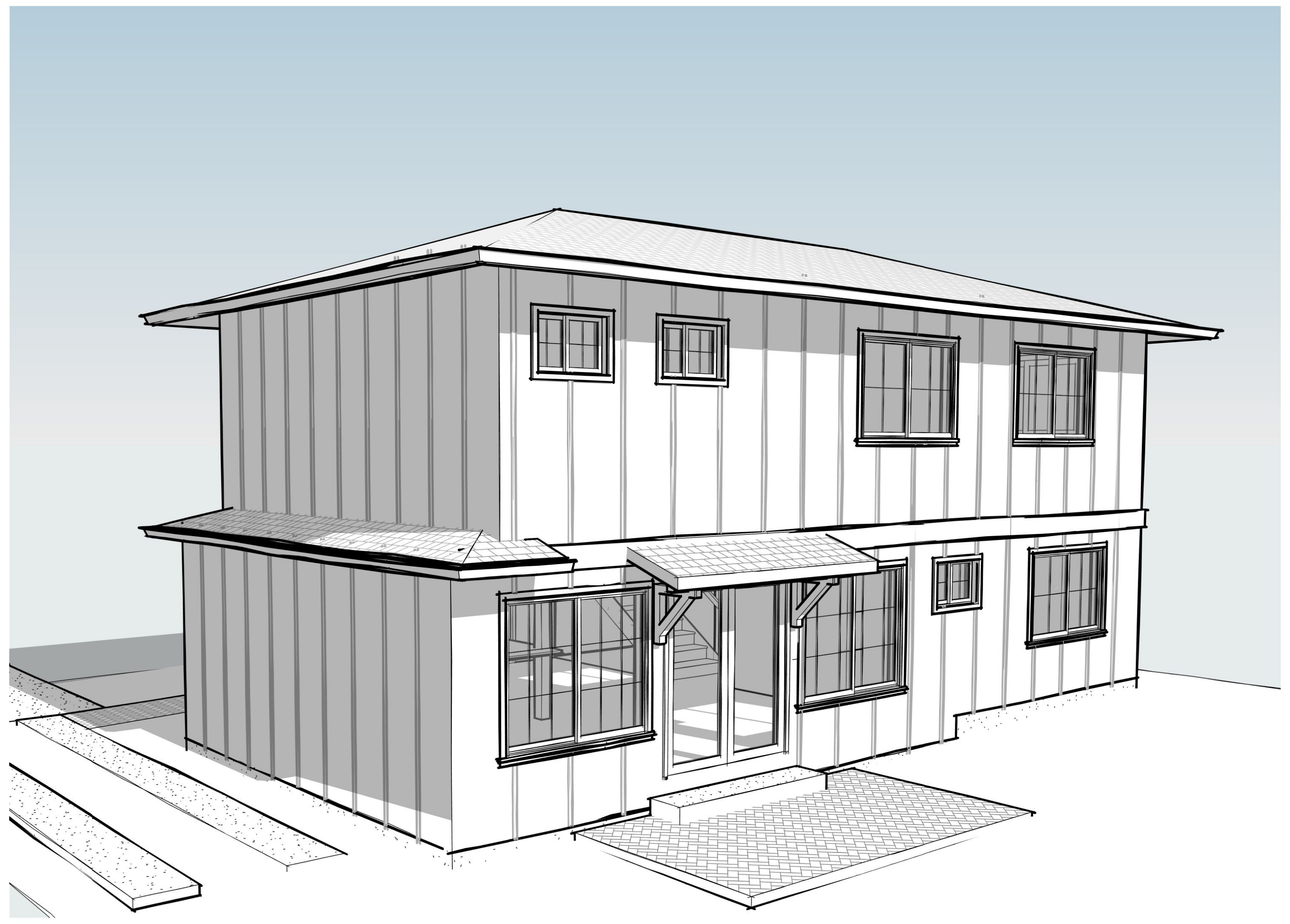


1 Front Left

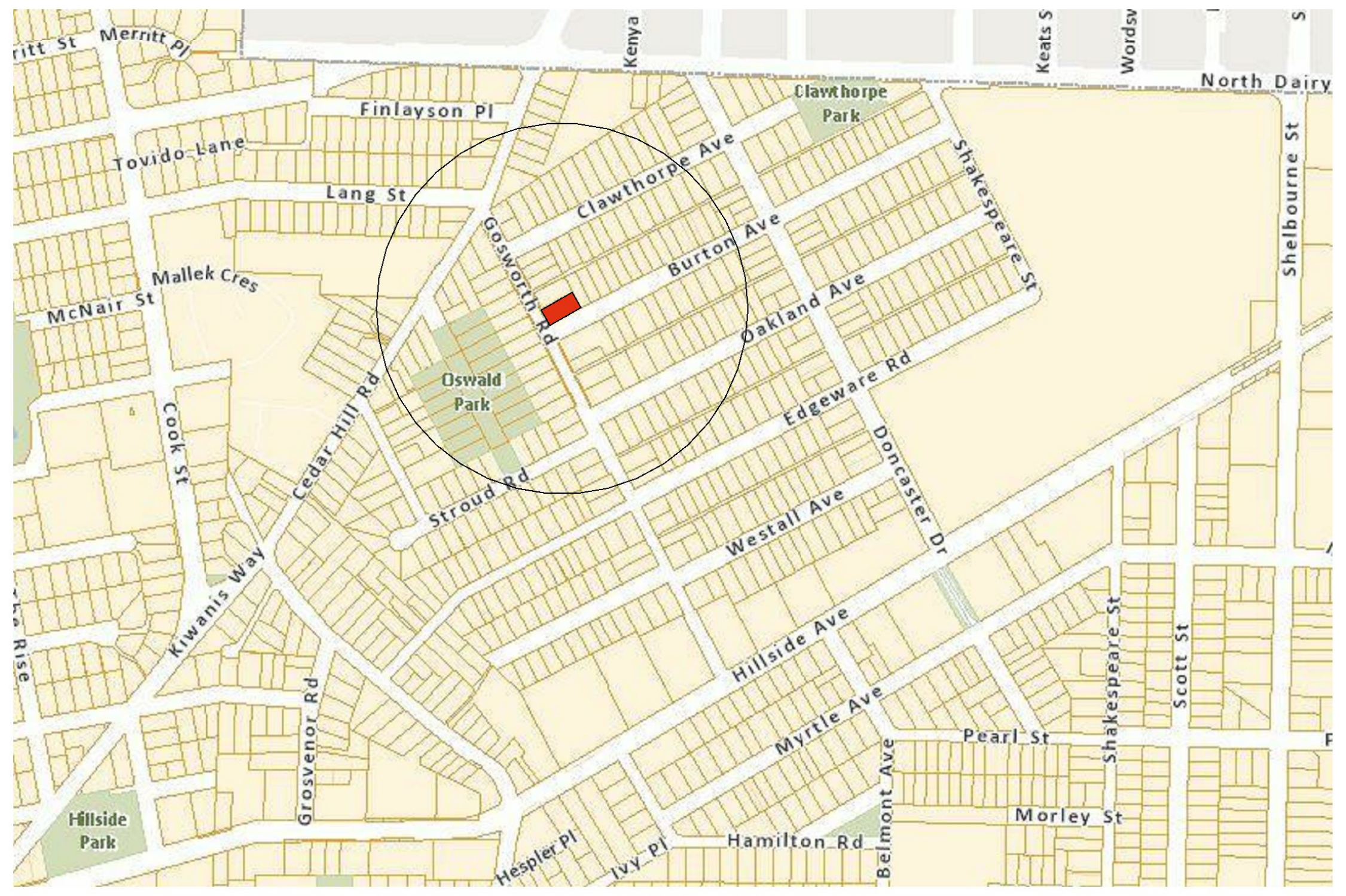
2 Front Right



3 Rear

4 South (Front) Cover
3/16" = 1'-0"

VICINITY MAP



GENERAL NOTES:

1) DIMENSIONS PROVIDED SHALL TAKE PRECEDENCE OVER SCALE. CONTRACTOR TO VERIFY ALL DIMENSIONS OF BUILDING DESIGNER AND CONSULTANT'S DRAWINGS PRIOR TO WORK COMMENCMENT. ANY DISCREPANCIES ARE TO BE REPORTED IMMEDIATELY. ANY NOTES ELSEWHERE ON THE PLANS THAT EXCEED THE REQUIREMENTS STATED IN THE GENERAL NOTES TAKE PRECEDENCE.

2) PRIOR TO ANY ALTERATION OR MODIFICATION OF PLANS OR DETAILS ON SITE, CONTRACTOR(S), TRADEPERSONS,AND/OR HOMEOWNER(S) MUST CONTACT BUILDING DESIGNER TO CONFIRM BUILDING CODE AND/OR STRUCTURAL ENGINEERING REQUIREMENTS AND TO MAINTAIN ACCURACY AND COMPLETENESS OF PLANS.

3) ALL NEW CONSTRUCTION TO MEET CURRENT BC BUILDING CODE 2012.

4) VENTILATION INTAKE AND EXHAUST TO MEET ALL BCBC REGULATIONS.

5) VENTILATION CHECKLIST TO BE COMPLETED PRIOR TO FRAMING INSPECTION.

6) SAFETY GLASS REQUIRED FOR ALL BATHTUB ENCLOSURES, SIDELIGHTS, AND GLASS IN DOORS.

7) EGRESS FROM ALL BEDROOMS TO MEET CURRENT BCBC REGULATIONS.

8) CARBON MONOXIDE ALARM LOCATIONS TO BE DETERMINED, AS PER BCBC.

9) PHOTO-ELECTRIC/INTERCONNECTED SMOKE DETECTORS LOCATED AS PER BCBC.

PROJECT DATA:

Property Owners:	29GOS21 Holdings Ltd.
Civic Address:	2921 Gosworth Road, Victoria BC, V8T 3C8
Legal Description:	Amended lot 18, Block 7, Section 29-30, Victoria District, Plan 1222
Zone:	R1-B
Project Description:	Rezoning to R1-S2; Small Lot House
Site Area:	670m² (7212 SF)
Storeys:	LOT A: 1 LOT B: 2

PROJECT INFORMATION TABLE - PARENT LOT (A)

	PROPOSED/EXIST.	ALLOWED
Zoning:	R1-S2	
Site Area:	314.8 M²	MIN. 260 M²
Site Coverage:	96.1 M² = 30.5 %	40 %
Total Floor Area:	91.7 M²	190 M²
Floor Space Ratio:	0.29	0.6
Height of building (M):	4.7 M	7.5 M
Number of storeys:	1	2
SETBACKS		
Front Yard:	3.38 M	6.0 M
Rear Yard:	2.67 M	6.0 M
Side - East:	1.5 M	1.5 M
Side - West:	7.54 M	2.4 M
Open Site Space (%):	62.5 %	
Parking Stalls on site:	1	MIN. 1

PROJECT INFORMATION TABLE - SMALL LOT (B)

	PROPOSED	ALLOWED
Zoning:	R1-S2	
Site Area:	315 M²	MIN. 260 M²
Site Coverage:	84.4 M² = 26.8 %	40 %
Total Floor Area:	144.6 M²	190 M²
Floor Space Ratio:	0.46	0.60
Height of building (M):	6.18 M	7.5 M
Number of storeys:	2	2
SETBACKS		
Front Yard:	4.9 M	6.0 M
Rear Yard:	6.0 M	6.0 M
Side - East	3.39 M	1.5 M
Side - West	1.50 M	1.5 M
Open Site Space (%):	60.0 %	
Parking Stalls on site:	1	MIN. 1

VARIANCE SOUGHT: Front Yard setback: 1.07 m

PROJECT TEAM:

SURVEYOR:

Wey Mayenburg Land Surveying Inc.
#4-2227 James White Boulevard
Sidney, BC V8L 1Z5
250-656-5155

STRUCTURAL ENGINEER:

Byron Rotgans, P.Eng.
Munro Engineering Ltd.
1198 Munro St.
Victoria, BC V9A 5P6
250-857-2640

Sheet List

Sheet Number	Sheet Name
A1	Cover
A2	Site
A2.1	Site - Context
A3	LOT A - Elevations & Floor Plan
A4	LOT B - Elevations
A6	LOT B - Main Floor Plan
A7	LOT B - Upper Floor Plan
A8	LOT B - Foundation and Roof Plan
A9	LOT B - Sections & Details
A10	Sections & Details
A11	Notes & RSI

Villamar
DESIGN

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V8M 2A7

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REZONE

Cover

SHEET ISSUE DATE
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PROJECT NUMBER	1817
DRAWN BY	AJW
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A1

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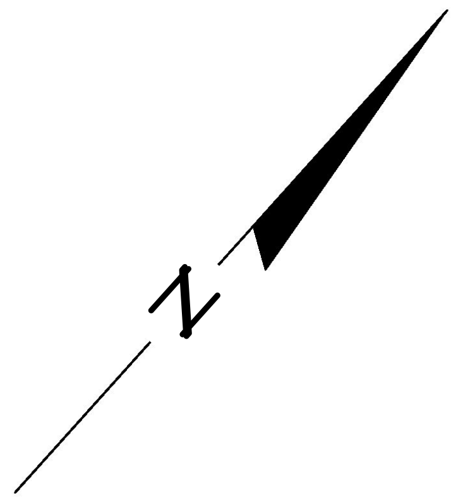
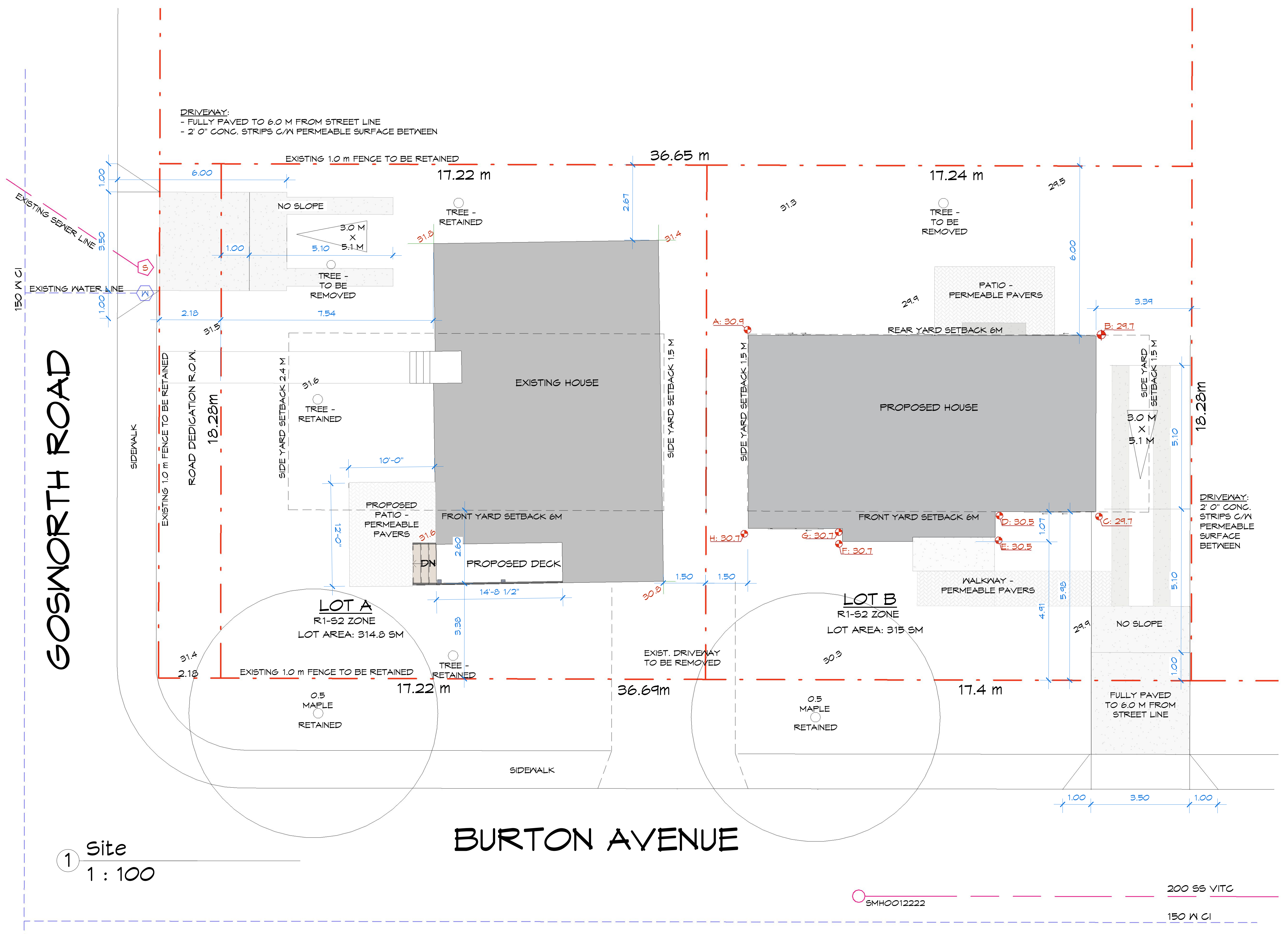


GRADE POINTS

GRADE POINT A: 30.9
GRADE POINT B: 29.7
GRADE POINT C: 29.7
GRADE POINT D: 30.5
GRADE POINT E: 30.5
GRADE POINT F: 30.7
GRADE POINT G: 30.7
GRADE POINT H: 30.7

PROPOSED AVERAGE GRADE

GRADE POINTS	AVERAGE OF POINTS	DIST. BETWEEN	TOTALS
POINTS A-B	((30.9 + 29.7) /2)	X 12.34 m	= 373.90
POINTS B-C	((29.7 + 29.7) /2)	X 6.25 m	= 185.63
POINTS C-D	((29.7 + 30.5) /2)	X 3.58 m	= 107.76
POINTS D-E	((30.5 + 30.5) /2)	X 0.91 m	= 27.76
POINTS E-F	((30.5 + 30.7) /2)	X 5.41m	= 165.55
POINTS F-G	((30.7 + 30.7) /2)	X 0.46 m	= 14.12
POINTS G-H	((30.7 + 30.7) /2)	X 3.35 m	= 102.85
POINTS H-A	((30.7 + 30.9) /2)	X 6.86 m	= 211.29
TOTAL		= 39.16 m	= 1188.86
GRADE CALCULATION		1188.86 / 39.16	= **30.36 m**



① Site
1 : 100

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Site

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A2

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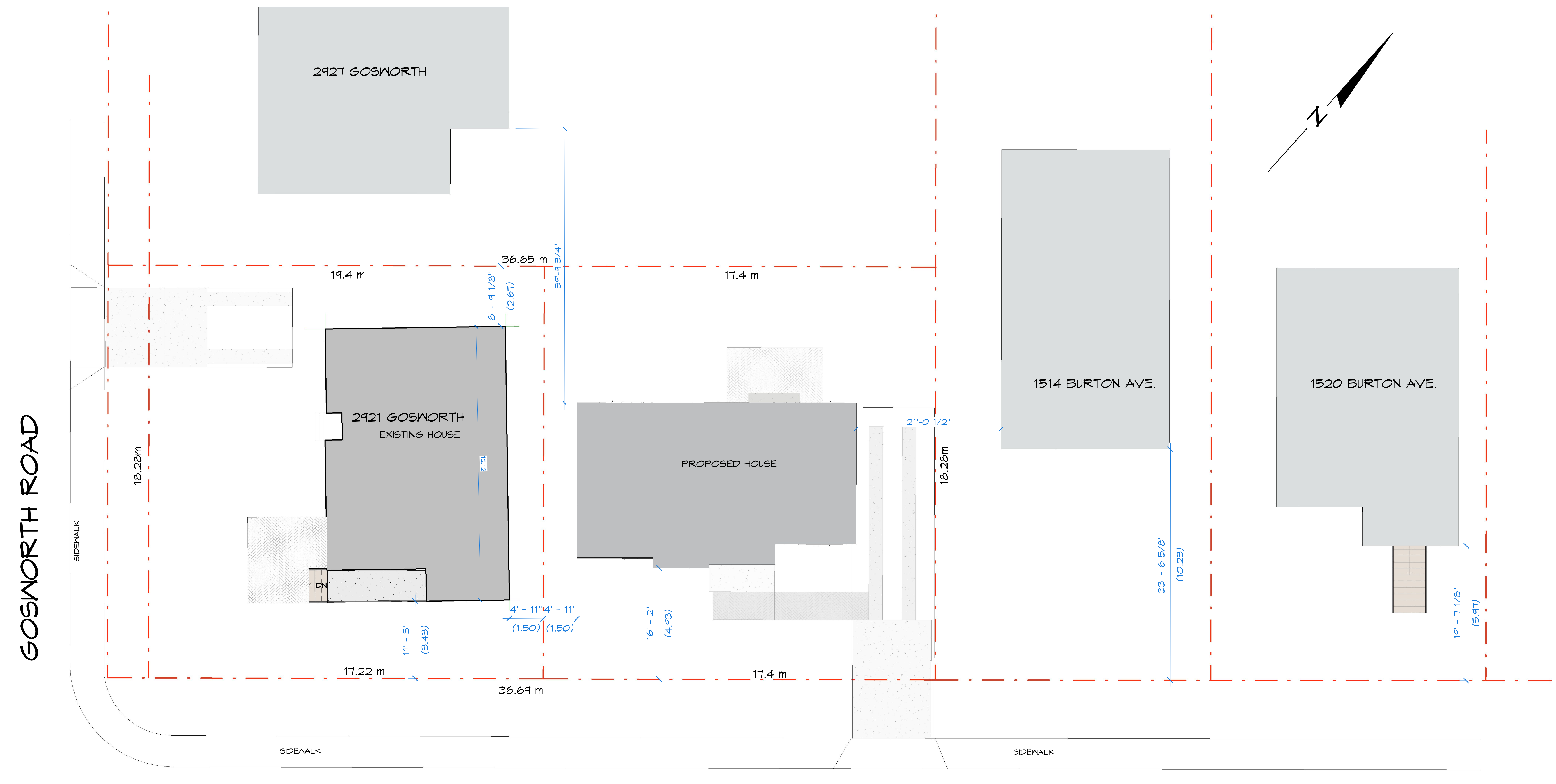
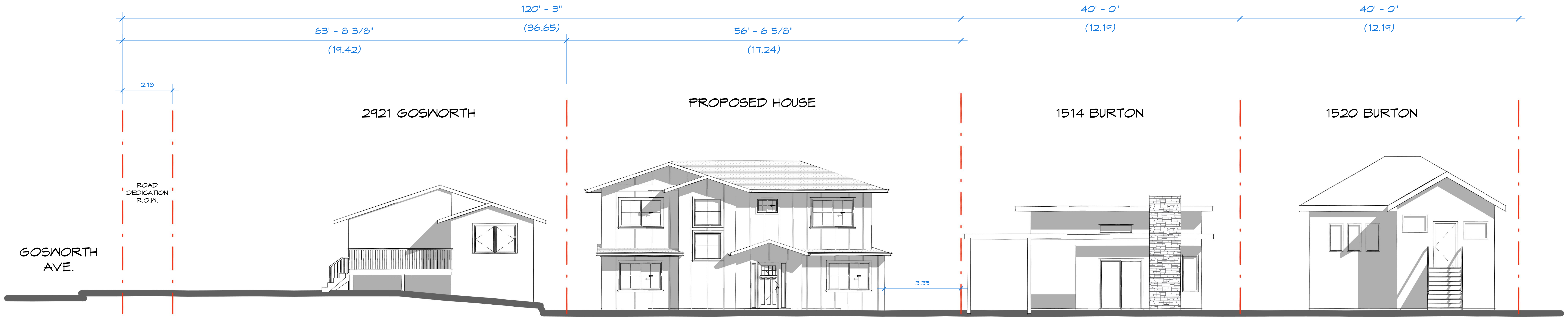


2 Site - Context
1:96



1 South (Front)-Streetscape
1:96

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Site - Context

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A2.1

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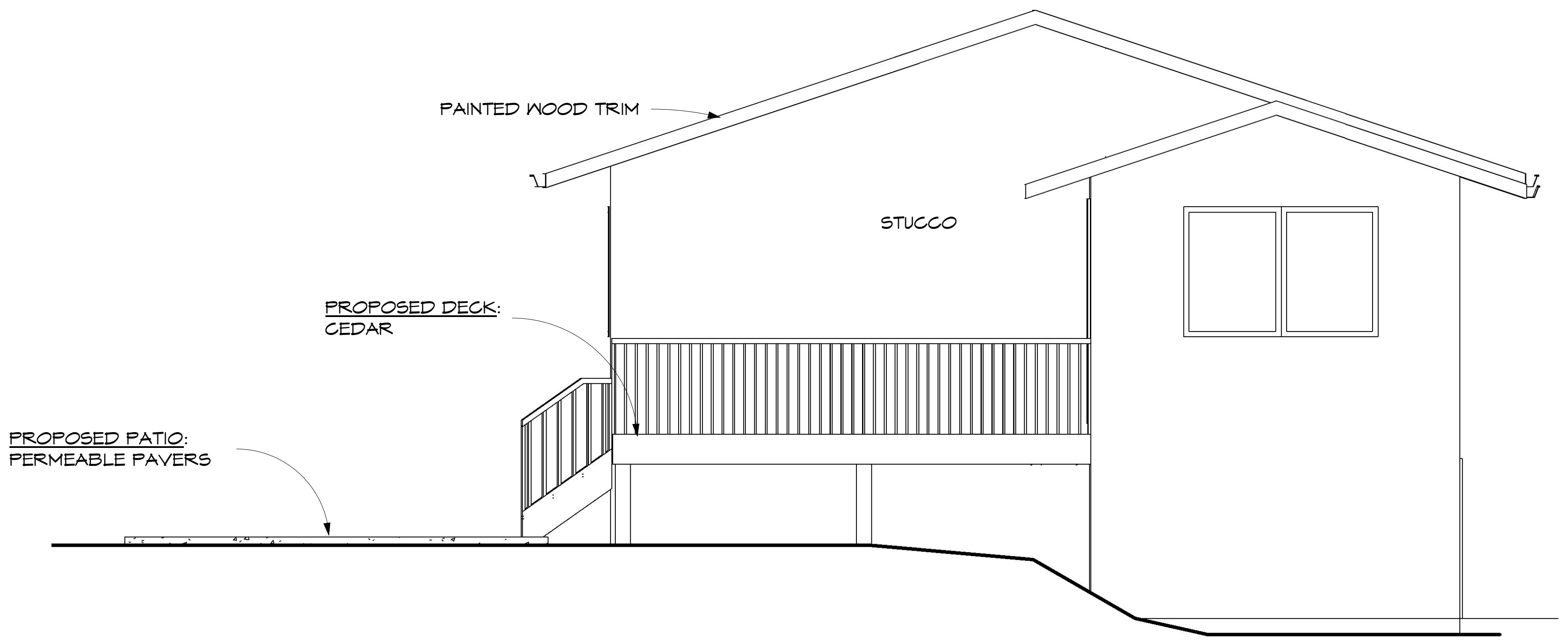
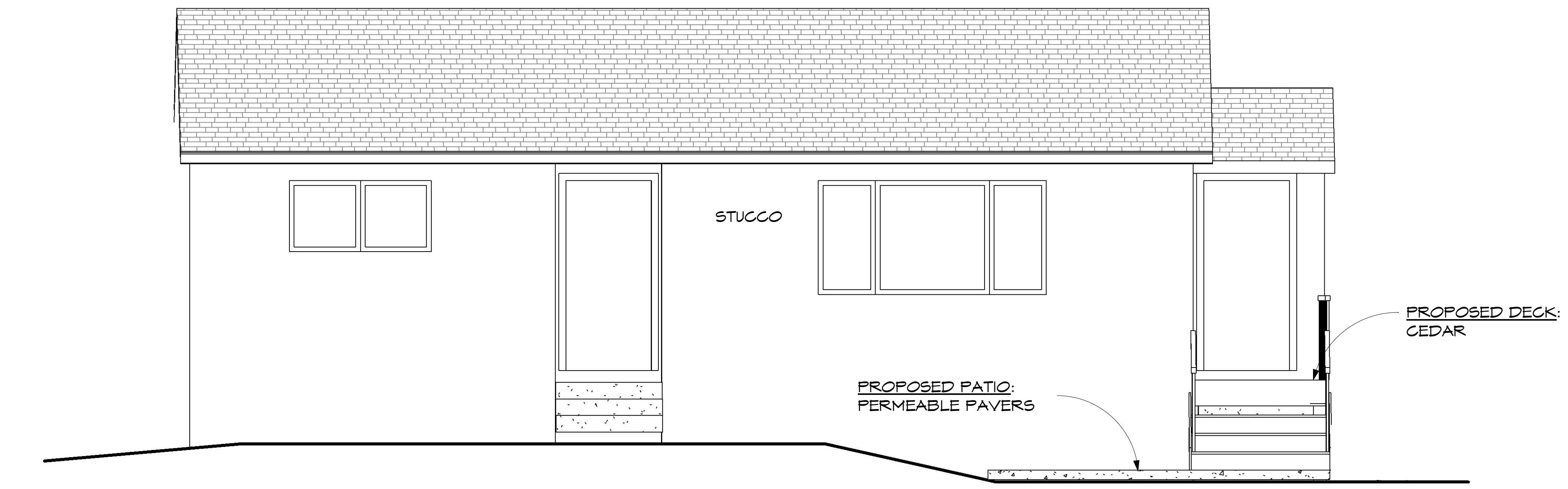
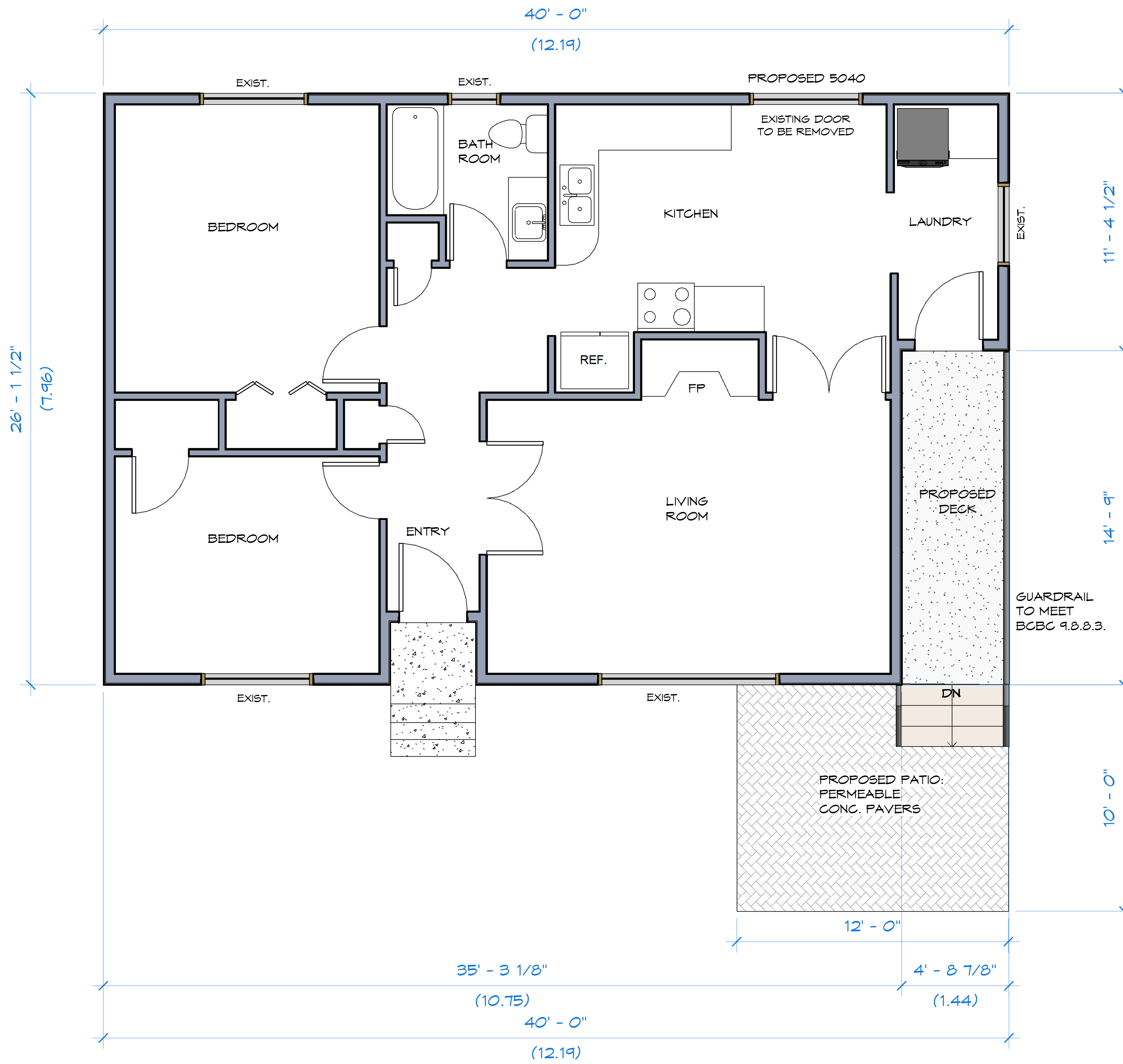


① South - EXISTING
1:48



② West - EXISTING
1:48



③ LOT A - Existing Floor Plan
1:48

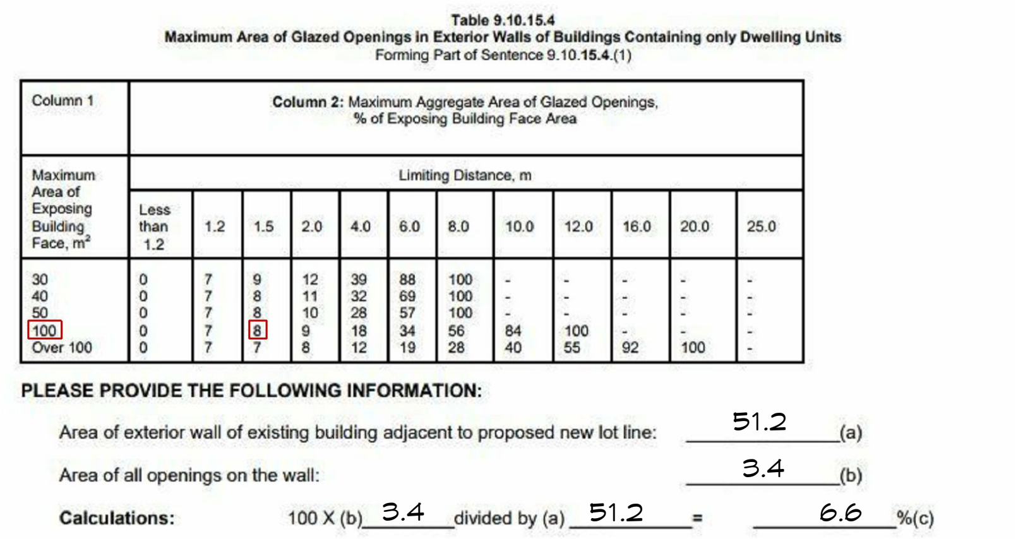


Table 9.10.15.4
Maximum Area of Glazed Openings in Exterior Walls of Buildings Containing only Dwelling Units
Forming Part of Sentence 9.10.**15.4**.(1)

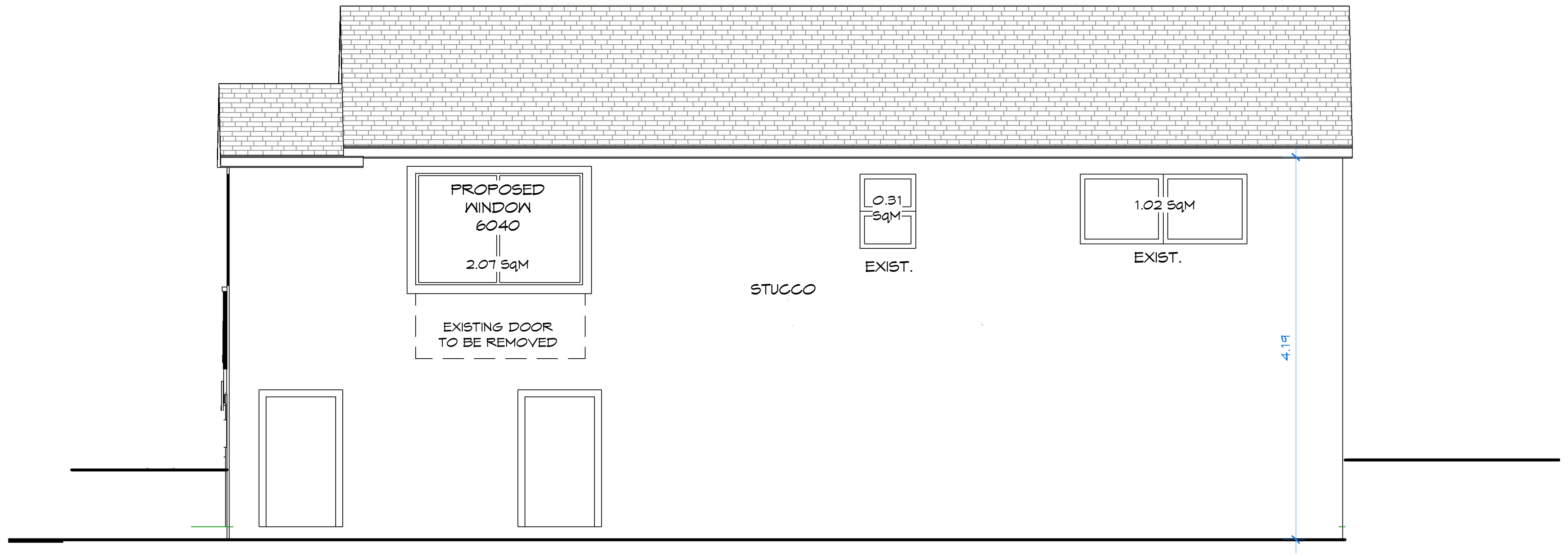
Column 1	**Column 2:** Maximum Aggregate Area of Glazed Openings, % of Exposing Building Face Area											
Maximum Area of Exposing Building Face, m²	Limiting Distance, m											
	Less than 1.2	1.2	1.5	2.0	4.0	6.0	8.0	10.0	12.0	16.0	20.0	25.0
30	0	7	9	12	39	88	100	-	-	-	-	-
40	0	7	8	11	32	69	100	-	-	-	-	-
50	0	7	8	10	28	57	100	-	-	-	-	-
100	0	7	8	9	18	34	56	84	100	-	-	-
Over 100	0	7	7	8	12	19	28	40	55	92	100	-

PLEASE PROVIDE THE FOLLOWING INFORMATION:

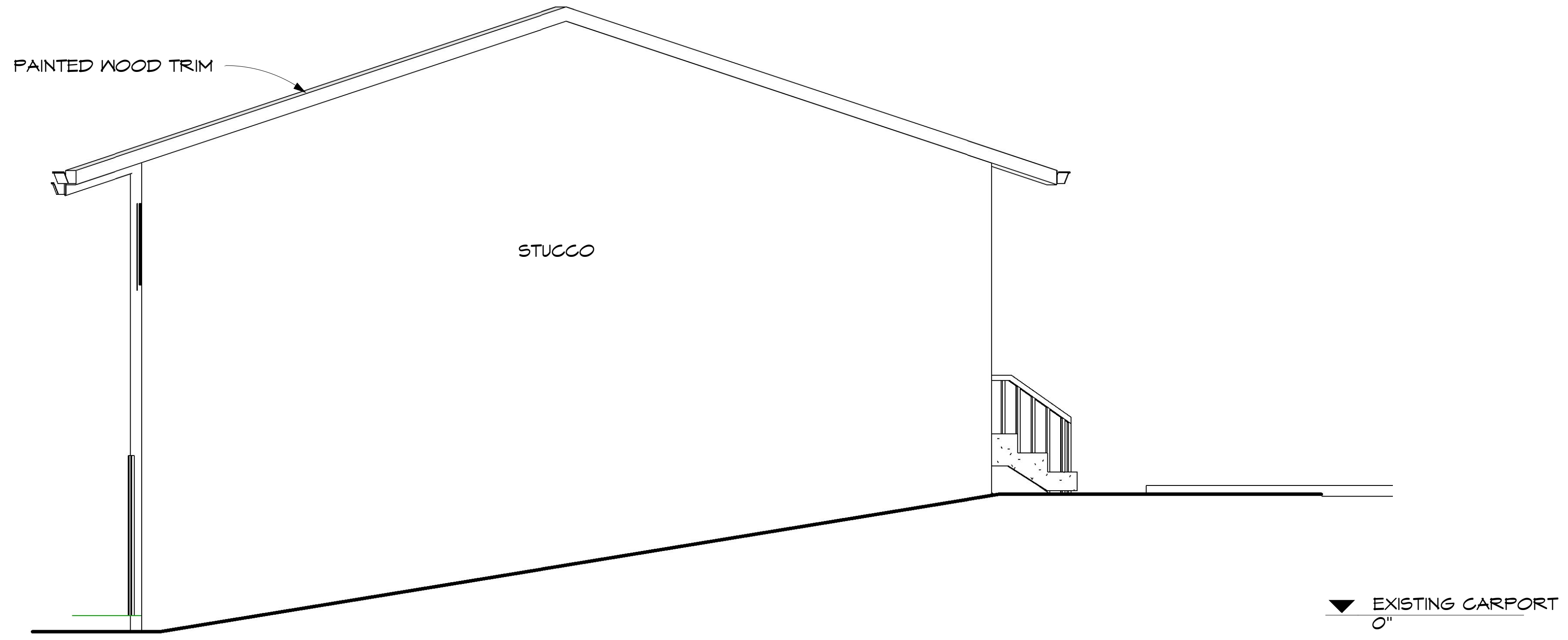
Area of exterior wall of existing building adjacent to proposed new lot line: 51.2 (a)

Area of all openings on the wall: 3.4 (b)

Calculations: 100 X (b) 3.4 divided by (a) 51.2 = 6.6 %(c)



④ East - EXISTING
1:48



⑤ North - EXISTING
1:48

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REZONE

LOT A - Elevations
& Floor Plan

SHEET ISSUE DATE
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A3

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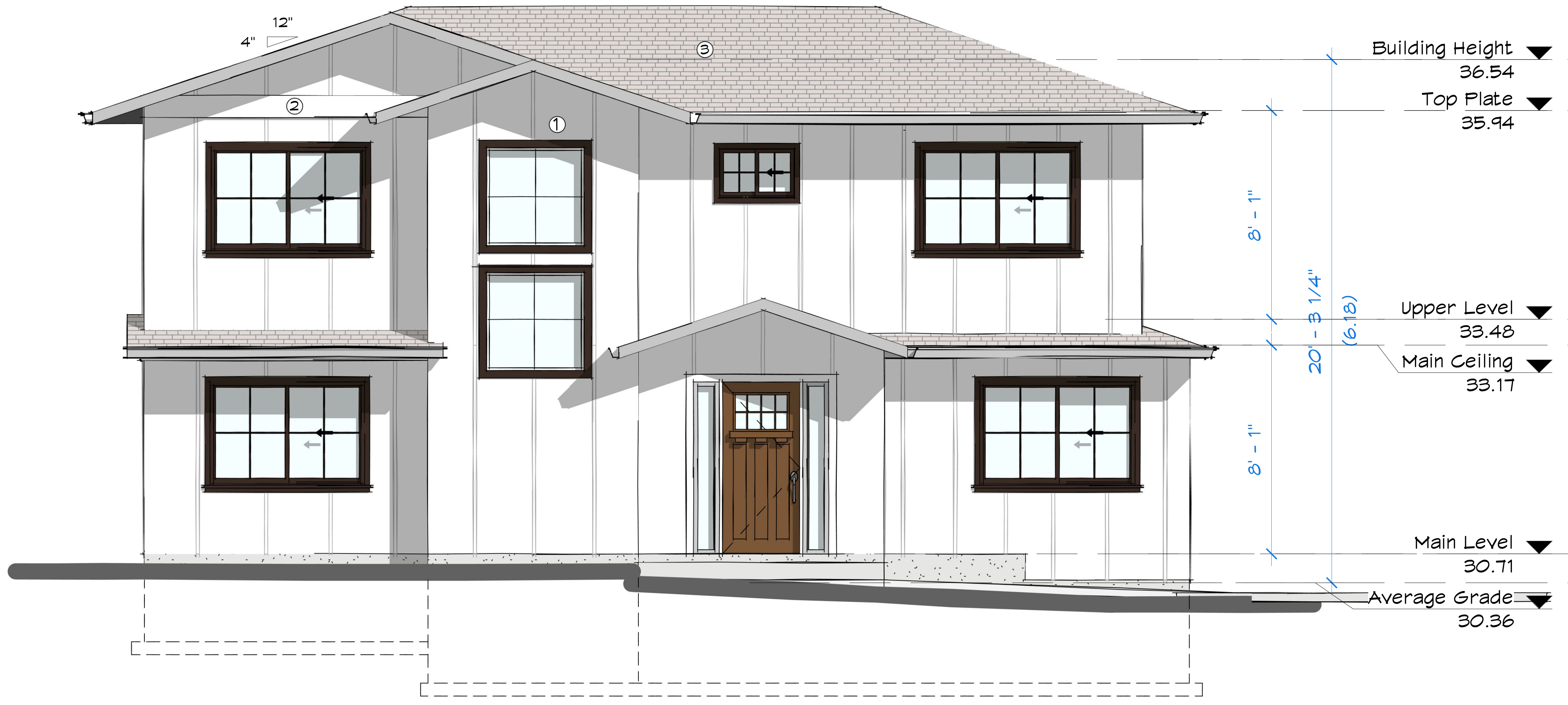
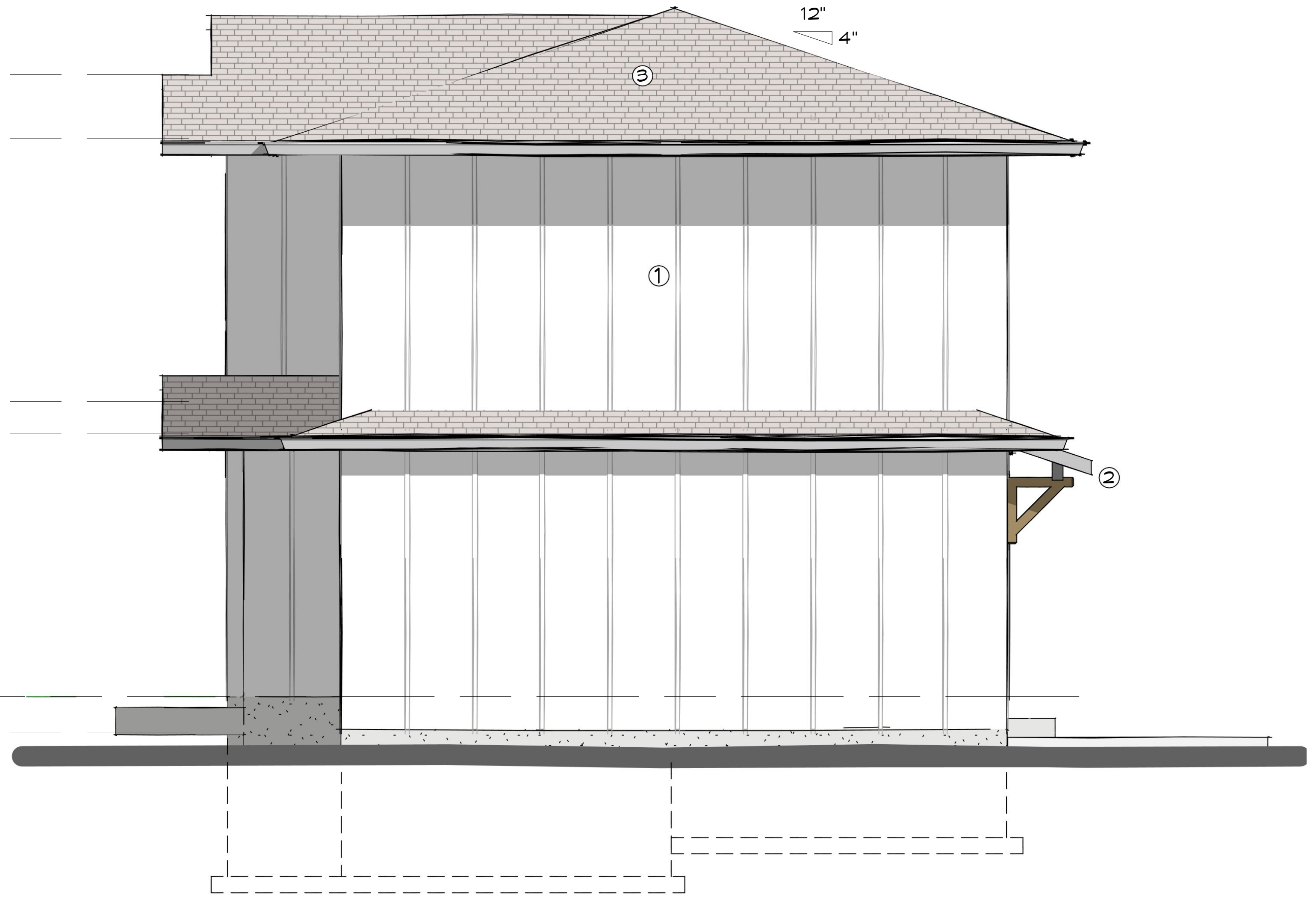


① South (Front)
1/4" = 1'-0"



② East (right)
1/4" = 1'-0"

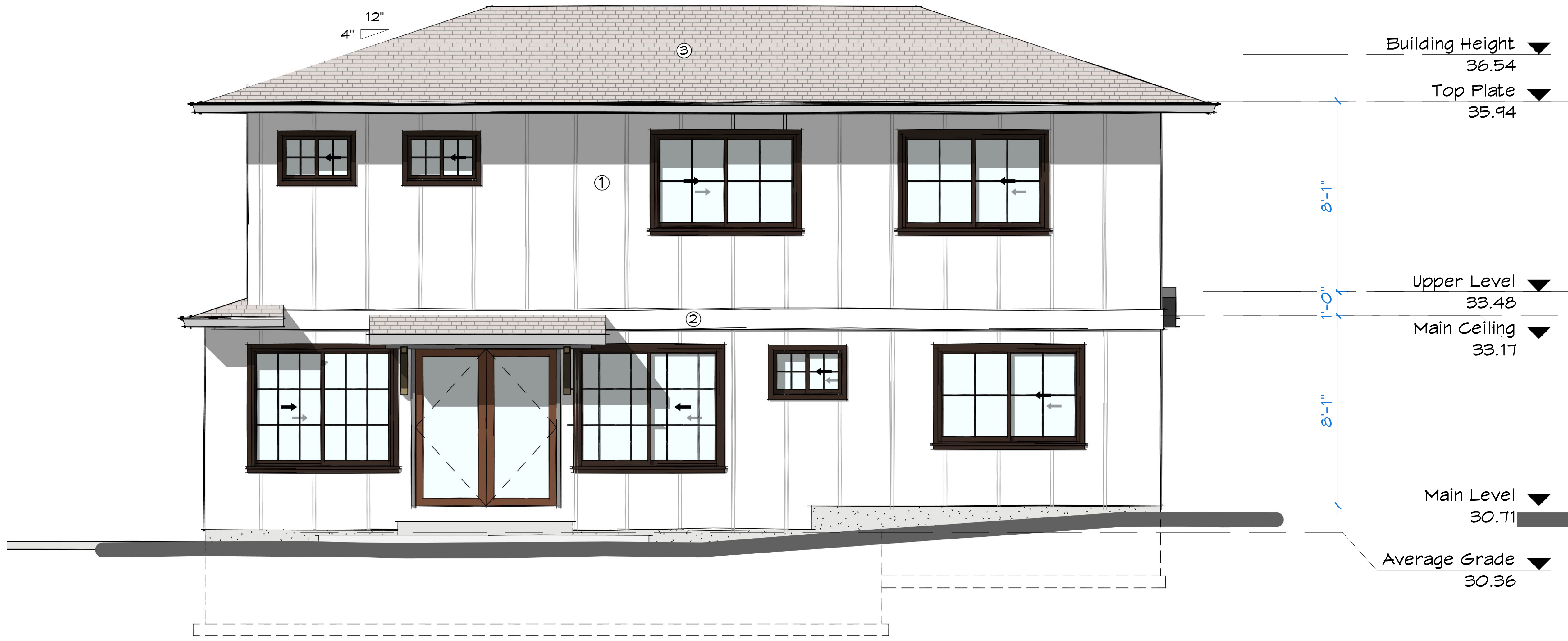
MATERIAL and COLOUR KEY

1 BOARD & BATTEN SIDING - HardiePanel or equal, Arctic White

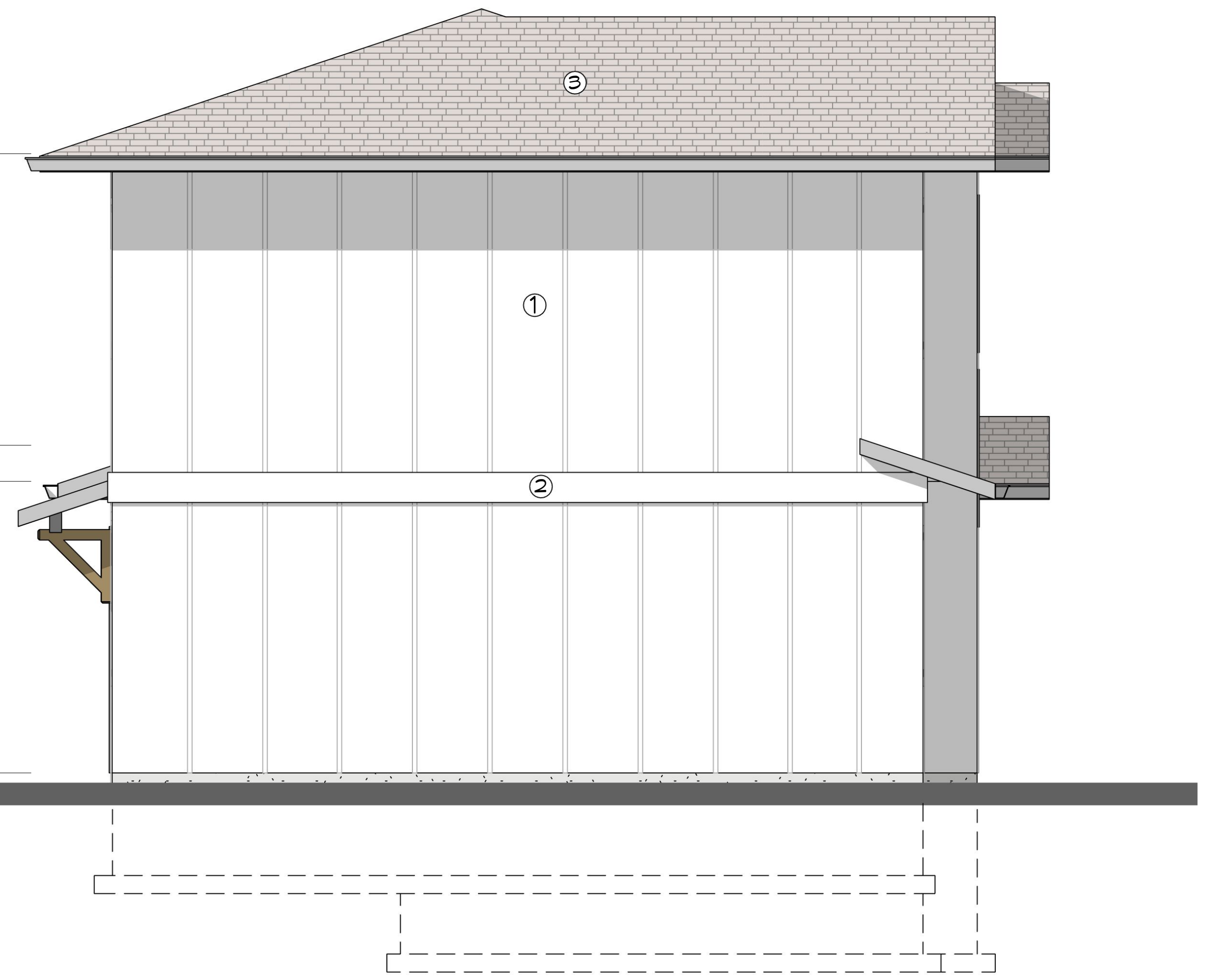
2 PAINTED WOOD TRIM - White

3 ASPHALT ROOF SHINGLES - Malarkey or equal, Storm Grey

- WINDOWS AS SHOWN - Black



③ North (Rear)
1/4" = 1'-0"



④ West (Left)
1/4" = 1'-0"

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LOT B - Elevations

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A4

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LOT B - Foundation Plan

SHEET ISSUE DATE
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A5

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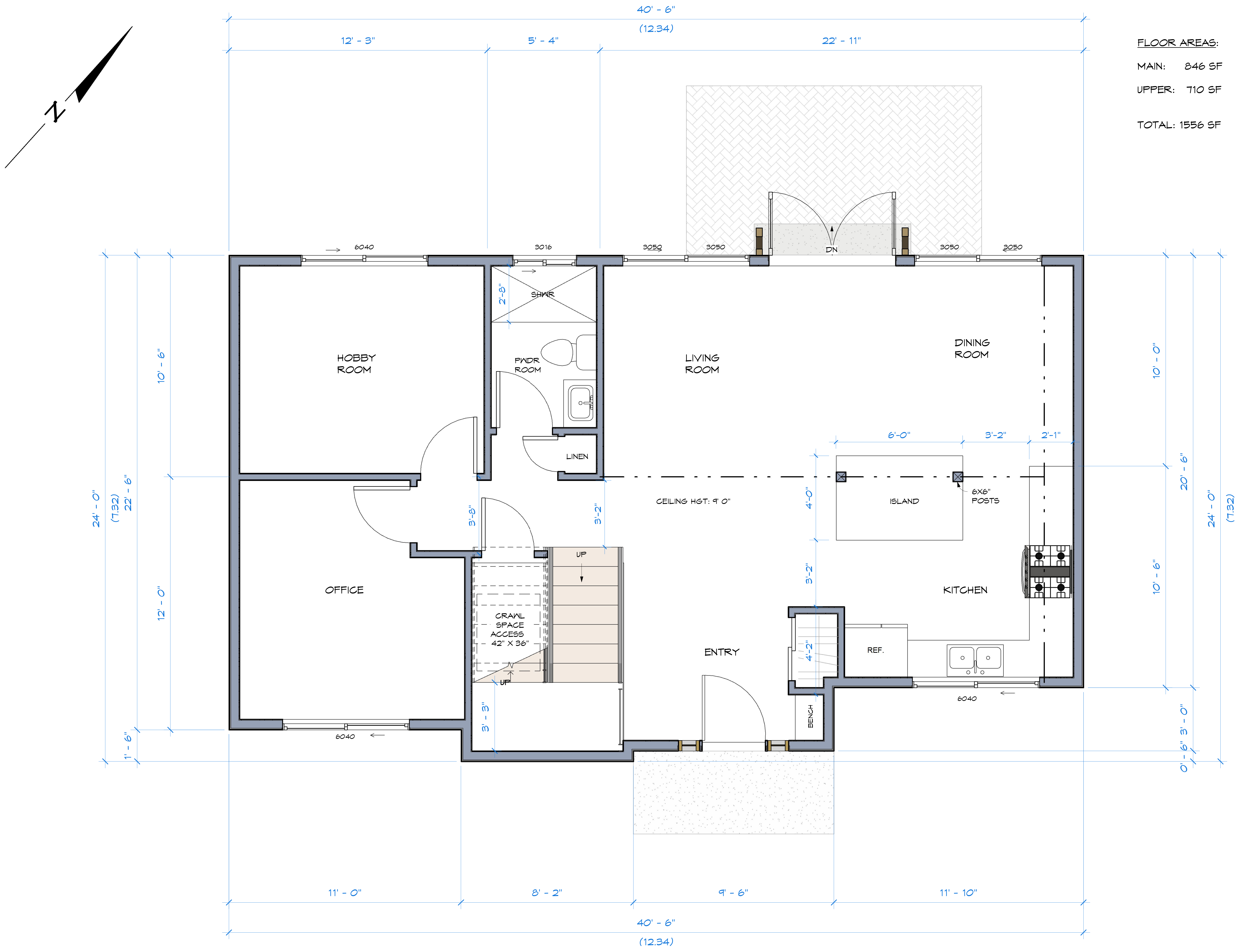

FLOOR AREAS:

MAIN: 846 SF

UPPER: 710 SF

TOTAL: 1556 SF

① Main Level
1:32

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REZONE

LOT B - Main Floor Plan

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A6

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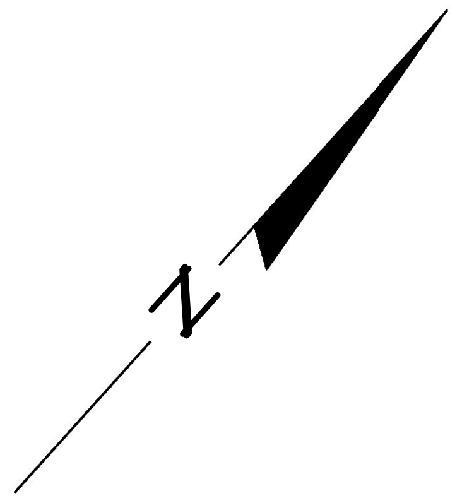

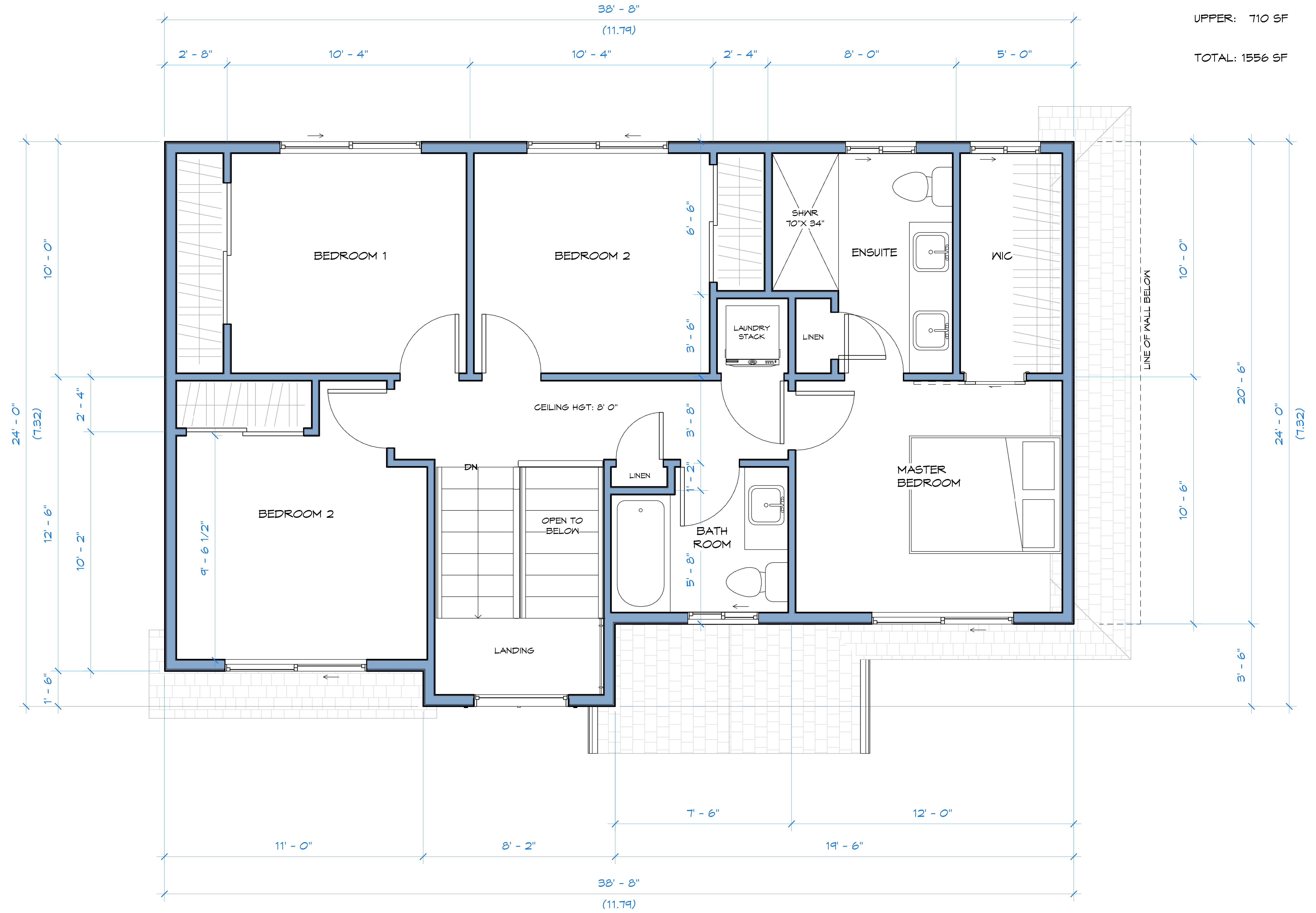

FLOOR AREAS:

MAIN: 846 SF

UPPER: 710 SF

TOTAL: 1556 SF

① Upper Level
1:32

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REZONE

LOT B - Upper
Floor Plan

SHEET ISSUE DATE
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PROJECT NUMBER 1817

DRAWN BY AJW

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A7

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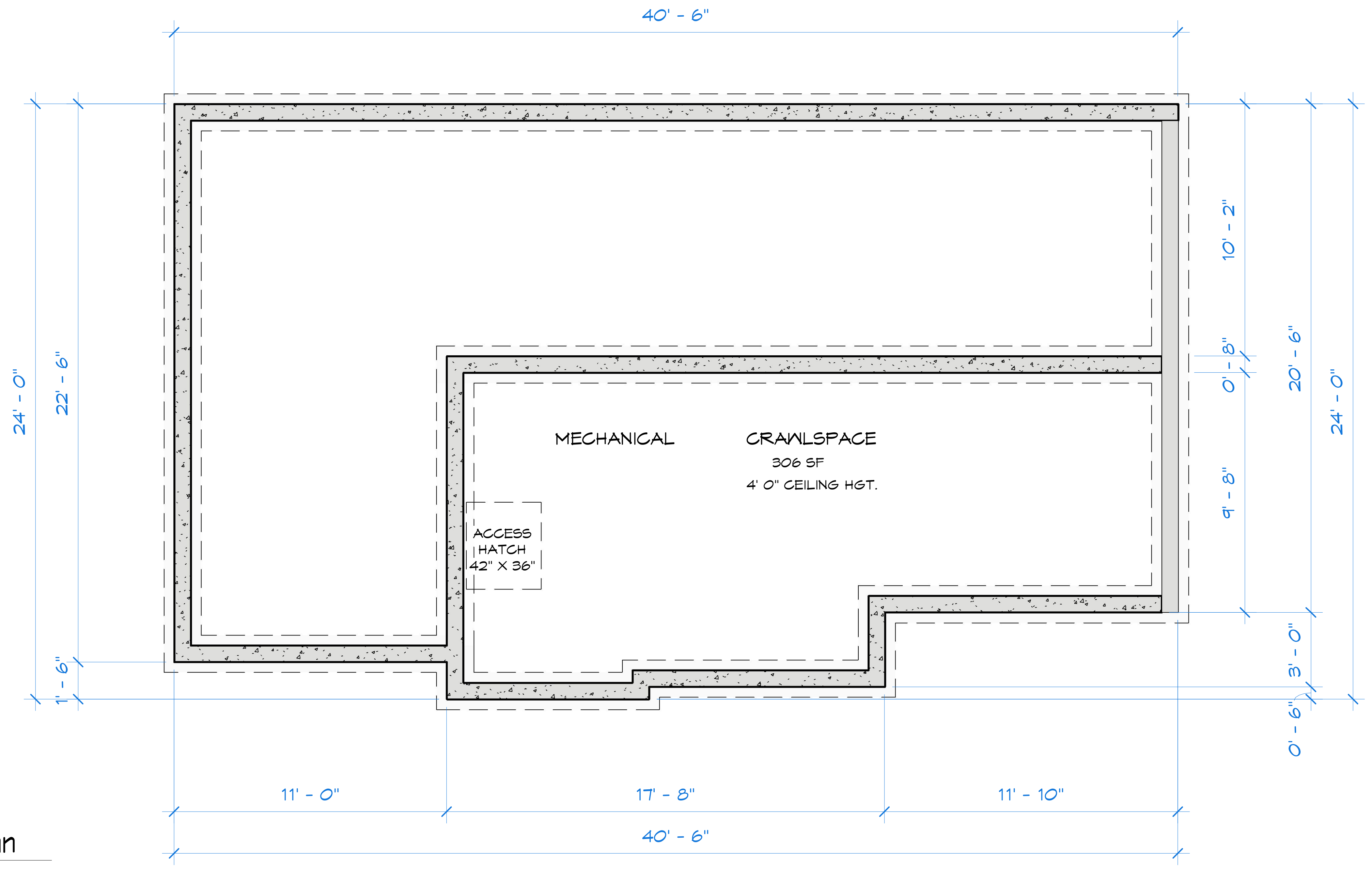
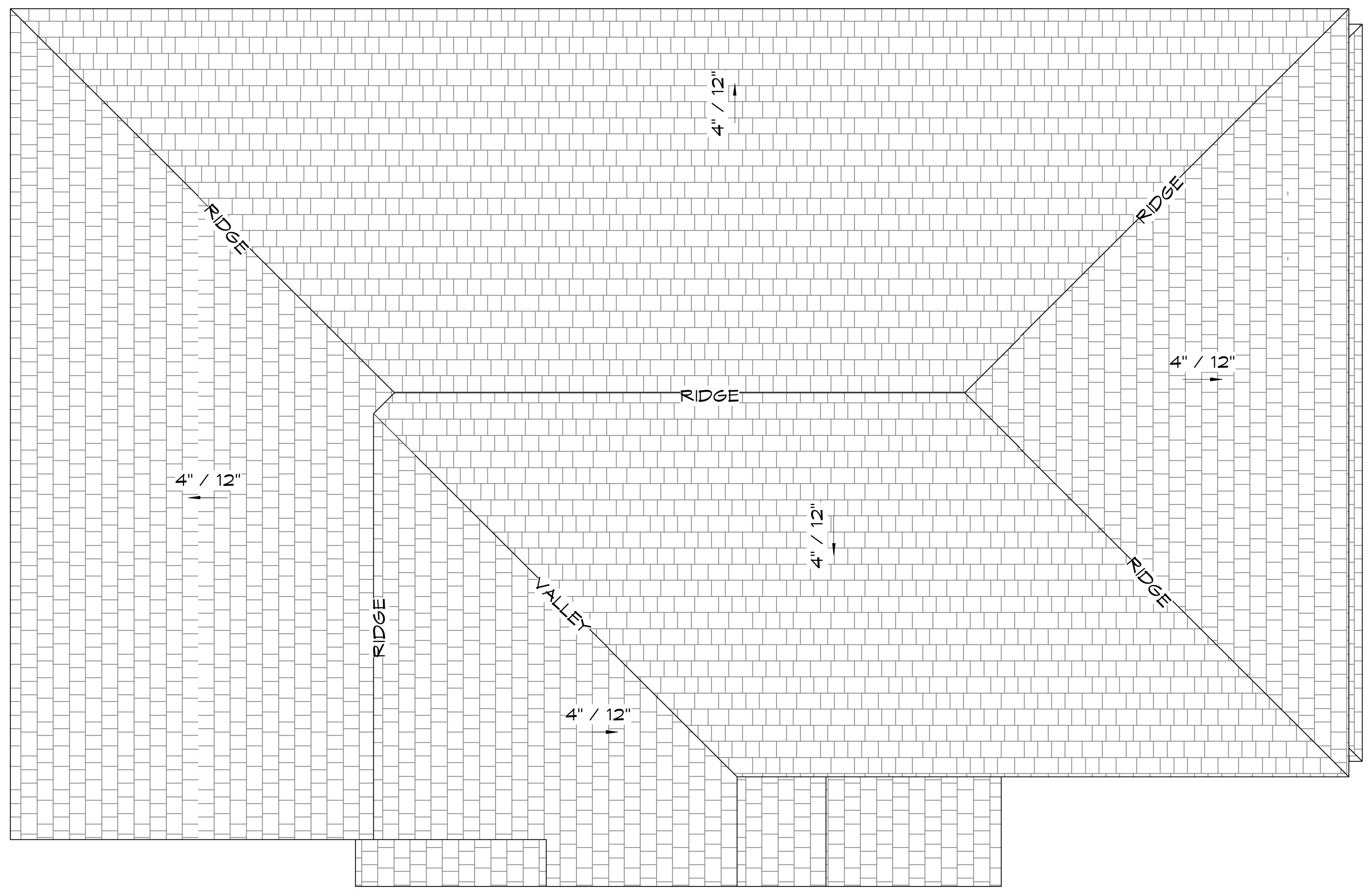


2 Foundation Plan
1/4" = 1'-0"



1 Roof Plan
1/4" = 1'-0"

ROOF AREAS:

MAIN ROOF:	1170 SF
LOWER ROOFS:	192 SF
TOTAL:	1362 SF

* THIS IS FOR REFERENCE ONLY
AND MUST BE CONFIRMED BY
ROOFING CONTRACTOR

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REZONE

LOT B - Foundation
and Roof Plan

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INTERLOCKING PAVER PATIO & WALKWAYS

GROUNDCOVERS AND PERENNIALS

ROCK BOULDERS IN PLANTING AREA

COLOUR AND TEXTURE PLANTS SCHEME

NORTH

LEGEND

HARDSCAPE FINISHES:

PP1	Permeable paving to meet current 2018 City of Victoria standards
PP2	Concrete unit permeable paving [Permeable paving to meet current 2018 City of Victoria standards]
PP3	Municipal road or sidewalk(s) , and/or existing paving to remain.
PP4	Crushed granular screenings

SOFTSCAPE:

🟩	Lawn
🟩	Planting area

MISCELLANEOUS:

▬	Wooden perimeter fencing /screening approx. 1500-1800mm height
⬟	Large rock boulders approx 4' x3' dia.
▬	Concrete or mortared rock retaining/upstand walls; Heights vary.

NOTES:

1) All building layout information and setback dimensions supplied by Villamar Design.
2) All survey information supplied by Glen Mitchell BCLS and Wey Mayenburg BCLS.
3) This drawing must not be scaled. The General Contractor shall verify all dimensions, datums and levels prior to commencement of work.
4) All errors and omissions must be reported immediately to the Designer.
5) This drawing is the exclusive property of the Designer and can be reproduced only with the permission of the designer, in which case the reproduction must bear the designers name.

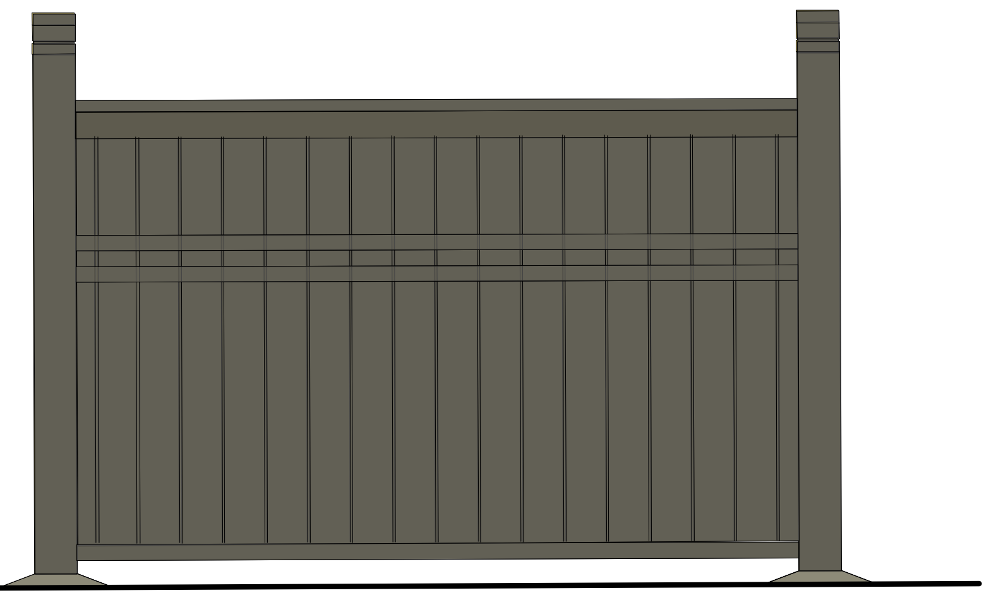
RECOMMENDED PLANT LIST

BOTANICAL NAME	COMMON NAME	SIZE /REMARKS
TREES		
Acer rubrum Crimson Sentry	Crimson Sentry Maple	6cm. cal. /B&B
Acer palmatum Bloodgood	Bloodgood Japanese Maple	2.4M ht.
Acer circinatum**	Vine Maple	2.0M ht.
Fagus sylv. Dawyckii Gold	Columnar Gold Beech	3.5M ht.
Liquidambar styraciflua	American Sweetgum	6cm. cal. /B&B
SHRUBS & PERENNIALS		
Buxus Microphylla Winter Gem	Littleleaf Boxwood	#3 Pot
Camelia Japonica	Pink Flowering Camelia	#5 Pot
Calamagrostis x acutiflora Karl Foerster	Karl Foerster Grass	#2 Pot
Ceanothus	California Lilac	1.5M. Ht.
Erysimum cheiri. Bowles Mauve	English Wallflower	#1 Pot
Echinacea purpurea	Purple Echinacea	#1 Pot
Euphorbia wulfenii	Wolf's Euphorbia	#2 Pot
Euonymus Alatus Compacta	Dwarf Burning Bush	#5 Pot
Hamamellis Int. Jellena	Orange Witch Hazel	1.5M. Ht.
Lavandula Munstead	English Lavender	#1 Pot
Liriope Muscari	Big Blue Lily Turf	#1 Pot
Magnolia Rickii	Purple Magnolia	#5 Pot
Mahonia aquifolium**	Oregon Grape	#3 Pot
Pennisetum alop. Orientale	Oriental Fountain Grass	#1 Pot
Pennisetum alop. Little Bunny	Little Bunny Grass	#1 Pot
Phormium tenax Amazing Red	Dwarf NZ Flax	#5 Pot
Phormium tenax Sundowner	Bronze NZ Flax	#5 Pot
Ribes Sang. King Edward**	Ornamental Currant	#5 Pot
Rosemary Officinalis	Rosemary	#3 Pot
Rudbeckia Fulgida	Orange Coneflower	#1 Pot
Spiraea x bumalda Goldflame	Goldflame Spirea	#2 Pot
VINES & GROUNDCOVER		
Arctostaphylos uva ursi**	Kinnickinnick	SP3
Thymus pseudolanuginosus	Wooly Thyme	SP3
Parthenossissus Tricus. Veitchii	Boston Ivy	#2 Pot / Staked

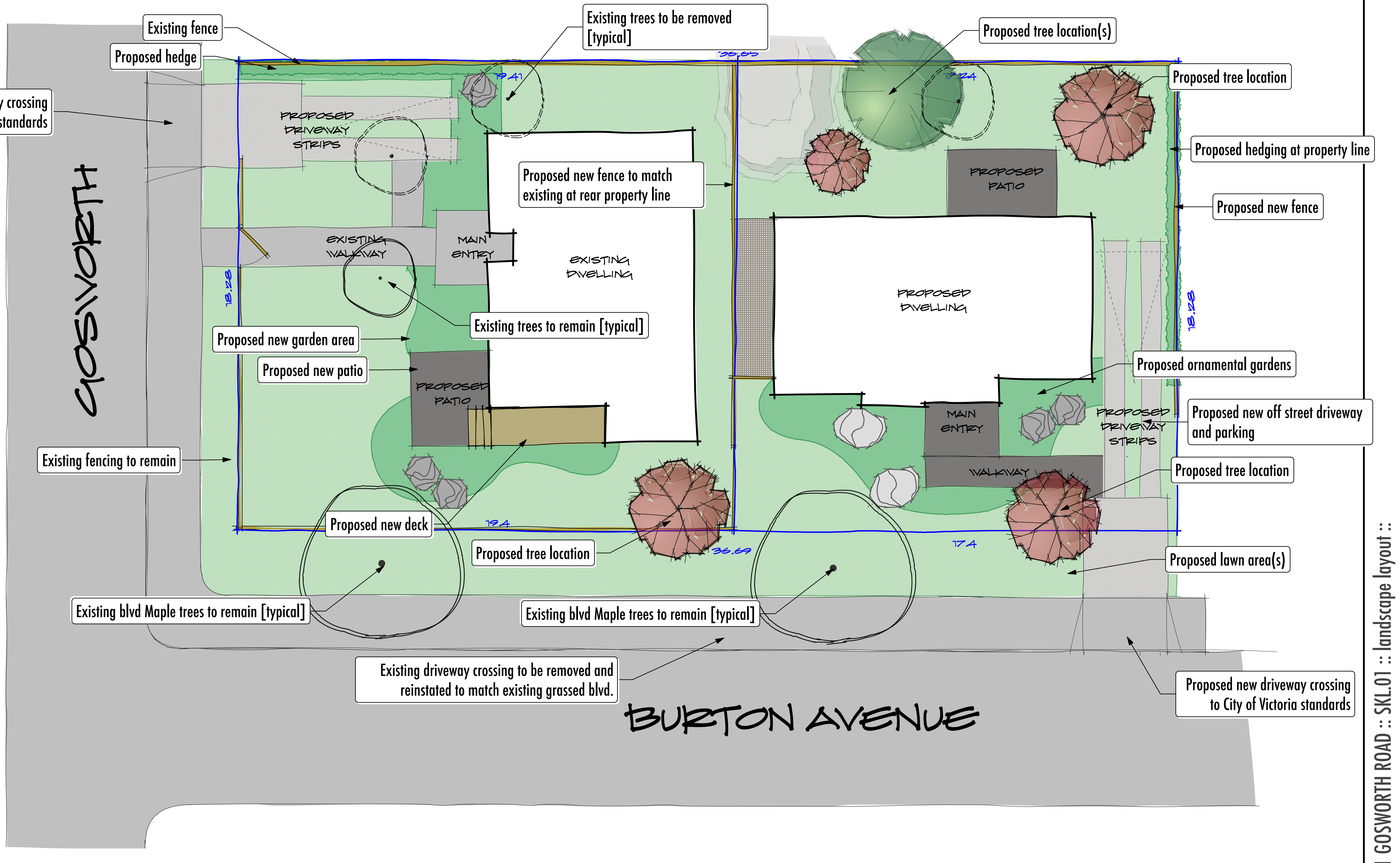
** indiginous plants for consideration in these new garden areas

NOTES:

Plant material, installation and maintenance to conform to BCSLA/ BCLNA standard (current edition).
All growing medium to comply to BCLSA/ BCLNA standard designation "1P - Level-1 Well Groomed Areas".
Underground irrigation system to be installed. Irrigation materials and installation to conform, as a minimum, to BCSLA/ BCLNA Standard (current edition) and IIABC Standards. All irrigation piping under hardsurfaces to be sleeved.
Driveway material to be permeable. Walkways and patios to be interlocking brick pavers (concrete unit pavers).
Fencing to be built to match existing perimeter fencing. All new fencing to meet the City of Victoria bylaws for height and extent. All new fence posts to have metal bracket connections set into concrete piers or drilled into rock and epoxied. Existing fencine in parent property to remain as is.
All existing trees located on plan are approximate. Size and dripline of trees are not shown, and should be verified by a surveyor and /or arbourist where necessary. Arbourist to install tree protection fencing for all affected boulevard trees and existing trees to remain (on site) where necessary. Boulevard landscape to remain unchanged from existing.



PERIMETER FENCING /SCREENING
NTS



SKL.01
20.JULY.2018
1 : 1 0 0
LATEST REVISION: 07.DECEMBER.2018

2921 GOSWORTH ROAD
LANDSCAPE LAYOUT

STUDIO ONE CREATIVE
PHONE: 250-881-0706
EMAIL: DENSING@MAC.COM

:: SMALL LOT REZONING :: 2921 GOSWORTH ROAD :: SKL.01 :: landscape layout ::

ATTACHMENT D

Re: 2921 Gosworth Road, Victoria

March 6, 2019

Received
City of Victoria
MAR 6 2019
Planning & Development Department
Development Services Division

Dear Mayor and Council,

This proposal is for a Small Lot House Rezoning located at 2921 Gosworth Road, in the Oaklands neighbourhood. This project seeks to revitalize the neighbourhood by providing new infill construction. We propose to subdivide the existing 670 SqM corner lot and build a single family dwelling on the new small lot, while retaining the existing house on the parent lot.

This proposal addresses aspects of the Official Community Plan. Specifically, this proposal serves the City's vision under Neighbourhood Directions; section 21.21.5: providing "areas of residential housing suitable for families with children", and 21.22.2: " to increase residential densities within walking distance of the [Hillside] corridor". This proposal addresses the public need to alleviate Victoria's burdened housing supply, as well as increasing its tax base. The dwelling's modest size accommodates the desire for affordability in the housing market.

The site is an ideal candidate for Small Lot House Rezoning, as it is a corner lot that fits the criteria and guidelines put forth by the City to achieve the goals mentioned above.

The proposed house is a two storey, traditional style residence, with a floor area 144 Sqm (1550 sf). Board and baton siding was selected to blend in with neighbourhood. The plan conforms to the City's design guidelines and lot requirements, save for one variance.

We are seeking a front yard setback variance of 1.07 metres (from 6.0m to 4.93m). There are three reasons to support this variance. The primary reason is to keep the design away from the rear yard and the adjoining neighbour's homes by bringing additional square footage to the front. Secondly, available space was taken from the right side of the lot to provide off street parking. The final justification is design driven; the entry/stairway project forward to create architectural interest.

The existing house shall remain; changes proposed are for the removal of an existing deck at the East side and creation of a deck and patio on the south side. These proposed changes would require two variances. The first variance is sought for the front yard setback; this is to accommodate the proposed deck, and would seek a variance of 2.6m (from 6.0m required to 3.38m proposed). The rationale for the proposed deck and patio is to "make up" for the removed deck, as well as enhancing the use and flow for the area between the side door and the proposed patio. The second variance is for the interior side yard setback, regarding a window in a habitable room; this would seek a variance of 0.9m (from 2.4m required to 1.5m proposed). The window location is currently an existing bedroom and faces the proposed new subdivided lot. The existing window is not facing the new house directly, but the rear yard area of the proposed lot. We request to allow a window in this space to reduce impact on the existing neighbor to the North property, and we don't see any potential conflict from here to the proposed new home.

We met with the Oaklands Land Use committee and neighbours to show the proposal. Responding to local input, we modified the house plan to address neighbours' concerns. We reduced the basement to a crawlspace. We reduced the upper floor area; which in turn reduced the roof area and building height (1.32 m below allowable bldg. height). We also changed the roof type from a gable roof to a hip roof and lowered the pitch, thereby reducing it's mass and shadow factor. The result is a significantly reduced profile and imposition of the house, relative to neighbouring properties.

In summary, we feel that this proposal meets the City's Small Lot House guidelines and fits well into the neighbourhood. If you have any questions about this proposal, we look forward to discussing this project in further detail at any time.

Sincerely,

Duane Ensing, Principal Designer
Villamar Design 778-351-4088

AJ Williamson, Designer

ATTACHMENT E

Mission

Strengthening the Oaklands community by providing programs, services and resources for its residents, businesses and visitors.

Oaklands Community Association Land Use Committee
August 27, 2018 Meeting Minutes

Location: Oaklands Neighbourhood House - 2629 Victor Street
Contact: landuse@oaklandsca.com

Development proposals

1. Development Proposal Community Meeting(s): Villamar Design
   a. 2921 Gosworth Ave.
      - Small lot infill of subdivided lot – keeping existing home and building new on subdivided lot
      - 980 sq new home just under 28% of lot coverage – existing 1050 sq has 38% lot coverage
      - Three parking stalls – one for existing and two for new
      - 3 variances for setbacks – 2 for the existing home due to City setback rules. 3rd for new home for front yard setback for aesthetic consideration and space for parking
      - Follows City's preferences for design and would be landscaped for improved privacy
      - Partial basement in new home for mechanical and storage.
      - Building height is 2ft below allowable height – 1780 Sq Ft. Height 6.9 metres allowed 7.5m

   Comments
   - How much higher than existing? Roughly 7ft higher
   - Blasting? Unknown the degree to which blasting will be needed.
     - Backyard is predominantly bed rock how much will needed to be removed.
     - Neighbour concerned about blasting
   - Another neighbour raised the following issues from her perspective:
     - Fourth application for small lot in this lot – planners approved City rejected
     - Last proposal was roughly 2009 – small lot infill not suitable on this site. Rock blasting is likely to crack foundations. Significantly bigger homes and concern about blockage of light and movement of water. Commenter considered not suitable. She said the architect for the previous proposal was not suitable for infill development.

  - Apartment buildings at Gosworth, Church renovation, office building, all single lot dwelling be suited were all noted as conlating issues that have increased traffic and busyness as well Hillside Mall expansion.
  - Concern about parking stall removing old Japanese maple and the egress would pose dangers to motorists and pedestrians.
  - Concerned that building would be too close and remove privacy of her own home.
  - Concerned about water flow
- Another neighbour noted:
  - Outdoor living space is in front yard and that the wall of the proposed home would affect their enjoyment of their yard and view
- Many neighbours agreed that parking is an existing issue – and noted that many on lot parking is used for recreational vehicles

b. 1661 Burton Ave. – Summary of proposed project:

- Split lot infill development – Design intended to be in keeping with the neighbourhood
- 2br 2.5 bath – Overall square footage 1125sq – 1690sq with basement
- Under site coverage for proposed lot and meet ratios and under height for zone
- One variance – rear yard setback
- Fewer neighbours due to proximity of Hillside Mall
- Laneway exists between existing house and proposed house
- Large spatial separation between existing and proposed homes
- Three trees to be removed along laneway to be replaced by laurel (fast growing for privacy).
- Four large trees on neighbouring property would be protected during construction
- No suite capability on the proposed home – no plumbing fixtures

Comments / Questions:

- Is the development being done by owner? – yes
- Flat roof? - Lowers height and reduces perception of looming building
- House will face Shakespeare with Sundeck facing the same street
- Parking? is for one single off street on existing and one for proposed possibly two

Standing Items

2. Updates on City CALUC Consultation Meetings
3. 2019 Neighbourhood Planning Process
4. New membership
5. Other Items

ATTACHMENT F

Received
City of Victoria
FEB 22 2019
Planning & Development Department
Development Services Division

SUMMARY
SMALL LOT HOUSE REZONING PETITION

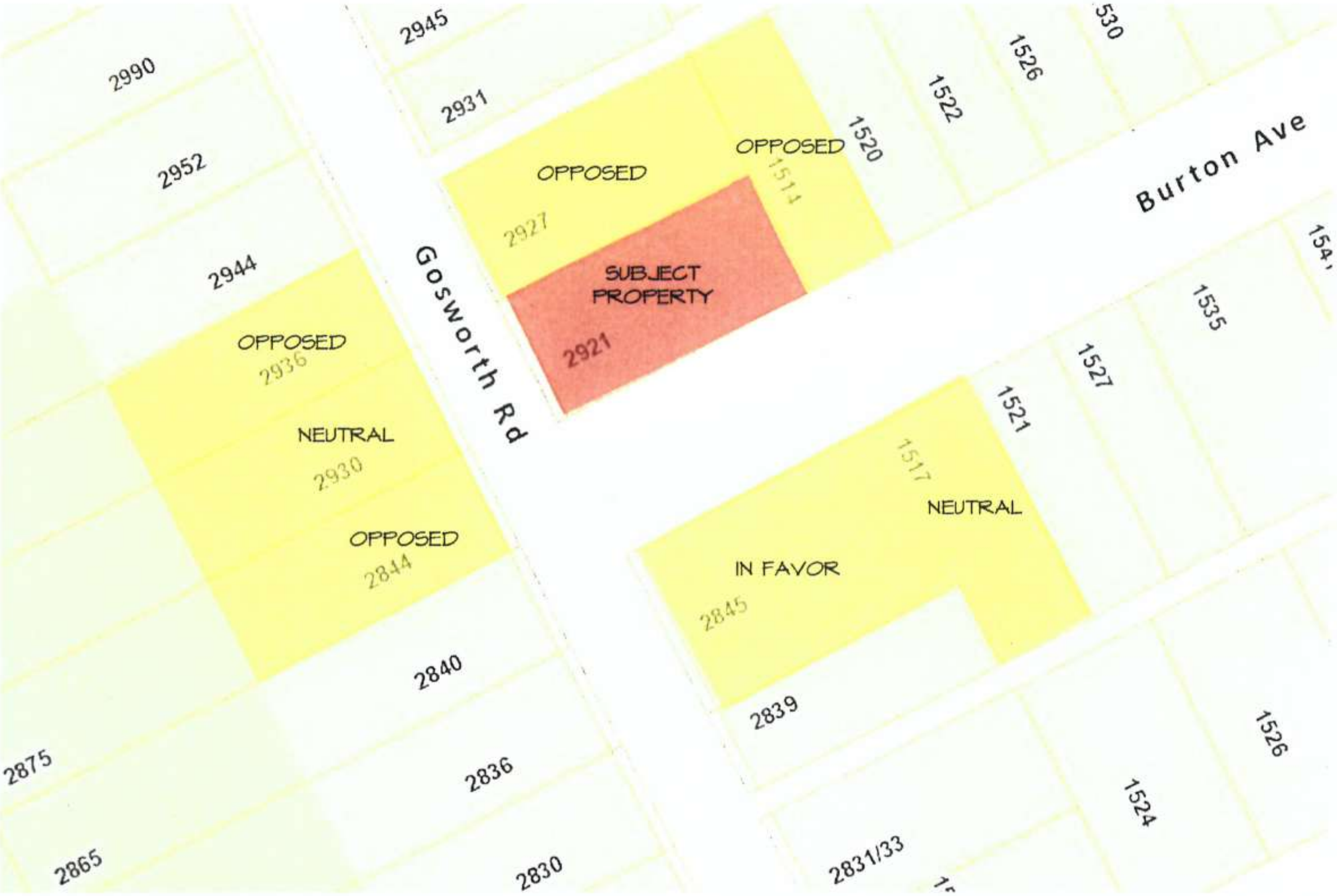
I, VILLAMAR DESIGN (applicant), have petitioned the adjacent neighbours* in compliance with the *Small Lot House Rezoning Policies* for a small lot house to be located at 2921 GOSWORTH RD. (location of proposed house) and the petitions submitted are those collected by SEPT. 28, 2018 (date).**

Address	In Favour √	Opposed √	Neutral (30-day time expired) √
2927 Gosworth		X	
2936 Gosworth		X	
2930 Gosworth			X
2844 Gosworth		X	
1514 Burton		X	
2845 Burton	X		
1517 Burton			X

SUMMARY	Number	%
IN FAVOUR	1	20 %
OPPOSED	4	80 %
TOTAL RESPONSES	5	100%

*Do not include petitions from the applicant or persons occupying the property subject to rezoning.
**Note that petitions that are more than six months old will not be accepted by the City. It is the applicant's responsibility to obtain new petitions in this event.

MAP OF NEIGHBOURING PROPERTIES TO 2921 GOSWORTH RD.



July 20, 2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I LIZ PORTEOUS of
(print name here)

2927 GOSWORTH ROAD (ADJOINING PROPERTY)
(print address here)

have reviewed the proposed plans and I am: AT THE COMMUNITY MEETING + BRIEFLY AT A DOORSTEP MEETING WITH THE DESIGNER

_____ In support of the application

✓ not in support of the application

Comments:

I HAVE ATTACHED MORE COMMENTS - I NOTE THAT THE PLANS HAVE CHANGED SOMEWHAT FROM THE COMMUNITY MEETING - THE ROOF IS NOW 5' OR 6' ABOVE THE PEAK OF THE EXISTING HOUSE, RATHER THAN 6' & 7'. ALSO THE 8' PARTIAL BASEMENT IS NOT PLANNED BUT A 3' CRAWLSPACE "MAY" BE BUILT BUT THE DESIGNER COULD NOT TELL ME WHAT WOULD DETERMINE THAT CHANGE/DECISION. THE PROPOSED HOUSE WOULD BE 15' FROM THE EXISTING HOUSE AND 5' FROM THE NEIGHBOURING HOUSE ON BURTON, 20' FROM MY PROPERTY LINE

[SEE ATTACHED], neighbour to 2921 Gosworth Rd.
(signature)

A DRIVEWAY + PARKING SPOT OFF GOSWORTH NEXT TO MY FRONT FENCE IS STILL IN THE PLANS.

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

THE FLOOR SPACE WILL BE 1734 square feet IN TOTAL.
4 BEDROOMS AND 3 BATHROOMS.

RESPONSE TO APPLICATION FOR SMALL HOUSE REZONING FOR 2921 GOSWORTH ROAD (Villamar Design)

Submitted by Lee Porteous, owner of 2927 Gosworth Road, September 27th, 2018

The small lot house rezoning is an exception to the normal zoning requirements and can only be approved for lots that are suitable, according to the legislation and guidelines. The application does not depend on simple calculations of area and setbacks.

The topography of the lot and the surrounding properties, the placement of the neighbouring homes, the terrain and other characteristics of the immediate neighbourhood affect the decision - the approval of a small lot infill can drastically affect the neighbours and their neighbourhood.

History: There have been three attempts to have a small lot infill approved for 2921 Gosworth road. Two reached Municipal Council and were rejected.

The third reached a second community meeting on September 17th, 2009 and after that meeting, the developer abandoned the application. His architect attended the meeting to assist him and, at the end, commented that some lots were just not suitable for small lot infill.

I have lived next door to 2921 at 2927 Gosworth since 1991 and was with my neighbours, all of whom objected to both applications, for the 1992 hearing at Council and during the community meetings in 2009.

The lot and the footprint of the house have not changed since the Council decisions - only the carport has been walled in and the deck above refurbished.

The 2009 house that was planned was to be two stories, with a considerable base, such that its roof would have been 1.5 feet higher than the peak of the existing house. As in the proposed plans, the deck/carport would be removed to make room for the new house. The house was somewhat smaller but there were similar issues.

The residents in the Burton/Gosworth neighbourhood are not opposed to all small lot subdivisions. For example the one at Burton/Doncaster, a short block away, went through with no objections.

a large and quite well shaped Japanese Maple in that area. Originally, I was told it would be taken out. Now I'm told it can stay, although it will be abutted by a driveway.

The Guidelines do require care to conserve trees - it would be a shame to lose the large plum tree in the back and the large maple in the front, even though they are not protected species.

Victoria generally requires that parking not be situated in the front yard. "In rare situations, a variance may be sought to place the parking within the front yard setback." And "Generally, front yard parking will not be allowed." Where a permit is given and "parking is confined to the front setback area, additional landscaping and screening should be provided to soften the visual impact."

"Where a garage is not provided thought should be given as to how shelter may be provided for bicycles, garden tools, mowers and so on. Tool sheds and carport should appear as an integral part of the design." Without the garden shed it now has in the back yard and without the carport, there is little storage.. The crawl space is uneven and small providing little room for any storage, especially of things like bikes or lawn mowers.

In this location, the driveway does not help the parking situation on Gosworth/Burton because the driveway will prevent parking on the street where it leads onto Gosworth AND what is left between Burton and the driveway is a dangerous place to park, given that drivers often do not stop at that stop sign and make their turns at some speed, there being no speed hump there. Further, entering Gosworth there, especially if there were a car parked between the driveway and Burton, along with the obstruction of the fence and a tree, would be a dangerous move.

Underground

Blasting of the rock my house sits on is a worry because the foundations sit directly on the rock, very close to the site of potential blasting. I have had a membrane and skim coat of cement laid down in my crawl space that could be damaged, too.

There is a surprising amount of water that flows through my property. The skim coat was an attempt to reduce the dampness in the crawl space and I had a sump pump installed, too. None of us know why there is so much water but it flows down the grade our houses are on.

I am concerned that the construction of the proposed house will adversely affect this situation and any blasting will damage my foundations and the membrane/skim coat and allow the water in again.

One neighbour from a couple of houses down Burton attended the community meeting, as she did the previous meetings and the last Municipal Council hearing - she is deeply concerned about any blasting as her house also sits directly on the rock. She had negative consequences in a previous construction that involved blasting.

Densification of the Neighbourhood

Decisions by councils over the years have had a significant impact on our neighbourhood. There are many suites now, which was the intention of Council when it changed the rules for Single Family zoning. From my front step, I can see 8 houses. Of these, I know for sure that 5 of them have suites.

This has added density has increased both extra traffic and pressure on parking.

Council allowed a significant expansion of the church across the street from the proposed development. Two walls were left up so that a different requirement for parking was in place - renovation rather than a "new" building. Although the church razed the house beside it to make a parking lot, the parking is not adequate, especially on Sundays when most of the residents, and their cars, are "at home".

There are apartment buildings on both sides of Gosworth at Hillside now, the Aberdeen hospital just up from Gosworth, an expansion of the recréation centre (actually a Saanich decision), the significant expansion of the Hillside Mall, with Thrifty's, Canadian Tire, a liquor store and other businesses. Over the years the traffic, pedestrian and vehicular, has increased very noticeably, as well as pressure on parking.

Hillside is so hard to get on to that most of us will turn down Burton to use the light at Hillside. There are semitrailers using Gosworth, even with the speed humps.

We are wary of another addition to all this, especially on Burton, where the conflicts over parking are the most acute and where traffic is now quite heavy.

Why Override the Previous Decisions of Council and the Objections of All the Neighbours?

I am concerned that Council is so desperate for housing in Victoria that an infill house rezoning that violates City guidelines, contradicts the decisions of previous Municipal Councils and detracts from the properties of the neighbours should be allowed, over the objections of the neighbours.

Small Lot House Rezoning is such a serious matter for neighbours and neighbourhoods that there are elaborate guidelines put in place to ensure that only suitable lots are exempted from normal requirements.

Affordable Housing?

If affordable housing is the goal, the proposed house would not qualify.. A 4 bedroom, 3 bathroom house is at least the in the $800,000 range and probably more.

My house was recently appraised, specifically excluding development potential, at $743,000 and it has only two bedrooms and one bathroom. It is also old. I have been looking at houses and house prices because I think I could not face having such a huge loss to what I have loved about my house - the light, the breezes, the yard, the trees on Burton and my neighbours' yards, the relative privacy - and so have become more familiar with house prices in Victoria.

If we take the value of $800,000:

The payments:

600,000 mortgage (800,000 house with 25% down)

25 years - 5% rate - monthly payment 3508.
- 4% rate - monthly payment 3167.

500,000 mortgage
- 5% rate - monthly payment 2923.
- 4% rate - monthly payment 2639

To go from there - with less down payment, the amount simply gets higher. This does not take into consideration: taxes, mortgage insurance, insurance and costs associated with living (hydro, gas, oil, upkeep) This would conservatively cost 500 a month.

So roughly 4000 a month. Those are after tax numbers - so 48,000 a year in payments. An income of 150,000 makes the 48,000 30% of gross income. It would be over 50% of after tax money.

(My own property taxes and house insurance are about $300/month.)

The City's definition of affordable housing requires that all these costs be only 30% of the owner's income. Clearly, this house is not "affordable" for modest income folks.

This house would not qualify as affordable for most people. We know from experience that there is no "trickle down" in housing - those in higher income brackets are not competing with those of modest means for housing. They are different markets.

Housing Availability is Increasing

There are many projects coming on line for housing in the greater Victoria area and many include affordable housing and supportive housing. The TC announces them almost weekly. For example, there are 900 units from the western communities coming available in the near future, plus 61 townhouses, the first of 707 in the Esquimalt Lagoon area. On September 12th the TC quoted the CMHC that there were 580 house starts in AUGUST, up from 183 last year, Since January, 2,765 starts, up about 700 from last year, in July, 479 apartment units, 66 single family homes. Year to date - 1,948 apartments.

In 2017, 2,966 multi-family units and 876 single family homes. September 16th, Provincial confirmation for 2,500 units of supportive housing in the next 10 years. Nigel Valley has been approved with 186 - 796 units, including social housing expected so far with more to come.

Work has started on Tapestry (Crystal Court) that includes 131 rental units and 42 condominiums.

Saanich has offered land for 40-60 modular supportive housing units to be open by late spring or early summer.

I get notices in my mailbox of projects *like Fifteen88* offering one and two bedroom condos starting below $300,000..

With all of this going on, how is one house worth ignoring the guidelines set by the City, ignoring the rulings of previous City Councils about the same property, alienating the neighbourhood, reducing the value of the properties of the immediate neighbours and putting that value in the pockets of developers?

If the previous decisions of City Council are not followed, there is no certainty. It is a free for all and developers will take a shot at possibly getting approval, even when they should not.

Previously, when the last developer tried and failed and put the property on the market, potential developers knocked on my door and found out the history. In the end, a young couple who wanted to start a family bought the property. They had to leave for work and schooling, reluctantly. When they sold, the present developers did not do their due diligence, just as the previous one had not. Had they asked the neighbours or checked with the planning department, they would have discovered the documents filed by the neighbours last time and the previous failed applications.

I, and my neighbours, would have been spared the stress and time of responding to the application, the local community council would not have had to put on a meeting and Council would not have to deal with this matter, yet again.

Or perhaps the applicants did so and thought that Council was so desperate to approve more housing that it would do so despite the history and the objections of the neighbours.

Personal

I made a lot of sacrifices to be able to buy this house, to develop the yard, to maintain and improve the house. It is my home, not an asset out of which to make money. This application feels like an expropriation without compensation, not even in the public interest, but in the interest of people who are getting a big part of the value I put into this property and walking away with it. They will not be living in either house.

Conclusion

The last developer's architect and two previous Municipal Councils were right: this particular lot is not suitable for Small Lot House Rezoning.

Lee Porteous

Lee Porteous

July 20, 2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I Sharon & Tommy Lum of
(print name here)

2936 Gosworth Rd Victoria, BC
(print address here)

have reviewed the proposed plans and I am:

________ in support of the application

X not in support of the application

Comments:

____, neighbour to 2921 Gosworth Rd.
(signature)

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

July 20 , 2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I TERESA JACOBSON of
(print name here)

2844 GOSWORTH RD
(print address here)

have reviewed the proposed plans and I am:

_______ in support of the application

✓ not in support of the application

Comments:

Read following attachment!

Teresa Jacobson, neighbour to 2921 Gosworth Rd.
(signature)

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

Why must you persist in trying to shove two houses on a lot that is clearly too small to hold them?

One house - the existing house - is adequate enough.

It has undergone a top-to-bottom renovation (including a brand new, lovely deck and a secure storage area).

It does not need to be demolished. It does not need to be replaced by one (or two) of those hideous cookie-cutter chicken coops that developers ~~so~~ seem to be content on passing off as housing these days.

This house fits with the rest of the neighborhood, is not in any form of disrepair.

This house fits the lot upon which it sits.

It does not need to be replaced.

Leave it as is.

To even attempt demolishing or (god-forbid) construction would be an absolute debácle. This area was once all farmland with underlying bedrock. To build anything on that lot would require blasting. That is not an option in this neighborhood. Besides all of the other construction noise, mess, road closures and such (who wants to have a front row seat of a port-a-potty and a dumpster when they open their front curtains every day for the next one to two years)... No thank you!

Parking is also a major issue in this ~~neighborhood~~ neighborhood. You would see this if you took the time to look. Both the by-law officers and the city did and admit there is definitely a problem though it seems neither want to be bothered remedying the situation.

To add two houses and the cars the occupants would likely bring would only make it worse.

No.

One house - the existing house - on one lot.

That is enough.

July 20, 2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I ~~Bob Preston~~ ANNA-MARY SCHMIDT of
(print name here)

1514 Burton Ave
(print address here)

have reviewed the proposed plans and I am:

______ in support of the application

X not in support of the application

Comments:

- This development would cause a significant blockage of light and impact the growth/health of well established trees + plants in our gardens (Including a vegetable garden).
- The development is far too close (5 ft) from our property + outdoor living area and would greatly Impact our privacy + enjoyment of our outdoor space.
- We are already surround by high density development. We've had our fair share of this type of development. It's not what we see as being progressive any longer. We've reached a saturation point in our community.

Thank you.

____________________, neighbour to 2921 Gosworth Rd.
(signature)

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

AUG. 23, 2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I PETER POON of
(print name here)

2845 GOSWORTH ROAD
(print address here)

have reviewed the proposed plans and I am:

✓ in support of the application

_______ not in support of the application

Comments:

____________________ , neighbour to 2921 Gosworth Rd.
(signature)

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

ATTACHMENT G

July 20, **2018**

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for **2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)**

As a neighbour to the above address, I Elizabeth Sansome (print name here) of

1522 BURTON AVE (print address here)

have reviewed the proposed plans and I am:

_______ in support of the application

✓ not in support of the application

Comments:

Density is an issue in this neighbourhood with many houses in the immediate vicinity being multiple family dwellings and with the church, parking is at a premium. Another house built nearby caused considerable damage to our greenhouse which we had to replace at our own expense. This house was further away than the proposed rezoning address meaning more damage. so blasting is a ~~problem~~ major problem as our house is NOT bolted to our foundation. (our house was built in 1913)

E Sansome (signature), neighbour to **2921 Gosworth Rd.**

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

Oct 1 /2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I MATT MARCHESSAULT of
(print name here)

1480 Finlayson Pl
(print address here)

have reviewed the proposed plans and I am:

✓ in support of the application

_______ not in support of the application

Comments:

____

____

____

____

____

____

____

____

____, neighbour to 2921 Gosworth Rd.
(signature)

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

oct 1/2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I Nikole Samokski (print name here) of

1264 Haultain (print address here)

have reviewed the proposed plans and I am:

✓ in support of the application

_______ not in support of the application

Comments:

_______________ (signature), neighbour to 2921 Gosworth Rd.

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

oct 1 /2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I Phil Trodden of
(print name here)

1262 Haultain
(print address here)

have reviewed the proposed plans and I am:

✓ in support of the application

______ not in support of the application

Comments:

Phil Trodden, neighbour to 2921 Gosworth Rd.
(signature)

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

September 20, 2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I Julie Smart of
(print name here)

1536 Clawthorpe Ave
(print address here)

have reviewed the proposed plans and I am:

X in support of the application

______ not in support of the application

Comments:

, neighbour to 2921 Gosworth Rd.
(signature)

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

September 26, 2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I Jeff Lund of
(print name here)

1448 Edgeware Rd
(print address here)

have reviewed the proposed plans and I am:

✓ in support of the application

_______ not in support of the application

Comments:

____________________, neighbour to 2921 Gosworth Rd.
(signature)

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

From: **Clinton Wark** [redacted]
Subject: Proposed rezoning of 2921 Gosworth Road
Date: August 17, 2018 at 9:57 PM
To: landuse@oaklandsca.com, mayorandcouncil@victoria.ca
Cc: duane.ensing@villamar.ca, aj.williamson@villamar.ca

I own a home nearby this property at 2945 Gosworth Road. I acquired these lands in 2016 and replaced the existing rat invested single storey 800 SF dump with a new 2,700 SF two storey home containing 5 bedrooms, including a legal two bedroom suite. The previous house at best could have accommodated two people. The new house can easily accommodate 7 people or more. In addition, my new home in conjunction with regulations has a rain garden that over the long term will serve to lessen the impact on the City's drainage system.

I am strongly in favour of this rezoning proposal. Our neighbourhood is ripe for renewal, and our city badly requires additional housing stock. The only issue I raise, which in my opinion would make this development proposal better, would be a replacement of the existing house on this property as well. Together, the new house being proposed on a subdivided lot and a new house on the remaining lot at the corner, if designed with greater utility, would be an even better improvement.

Thank you for providing a mechanism for neighbourhood comment without having to be present for a community and / or City Council meeting. I frequently travel for my business and am most often unavailable to attend such events to express my opinion in person. Please contact me with any comments or further questions.

Clint

Clinton Wark
2945 Gosworth Road
Victoria, BC
V8T 3C8
[redacted]

september 12, 2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I STU + JENN HOFFMANN of
(print name here)

1545 BURTON AVENUE
(print address here)

have reviewed the proposed plans and I am:

✓ in support of the application

_______ not in support of the application

Comments:

Stu Hoff (signature), neighbour to 2921 Gosworth Rd.

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

July 20, 2018

City of Victoria
1 Centennial Square,
Victoria, BC V8W 1P6

Re: Rezoning application for 2921 Gosworth Rd. (Amended Lot 18, Block 7, Section 29-30, Victoria District, Plan 1222)

As a neighbour to the above address, I SCOTT DAVIES of
(print name here)

2750 GOSWORTH
(print address here)

have reviewed the proposed plans and I am:

✓ in support of the application

______ not in support of the application

Comments:

DocuSigned by:
Scott Davies
4AE84D31C62247E...
(signature), neighbour to 2921 Gosworth Rd.

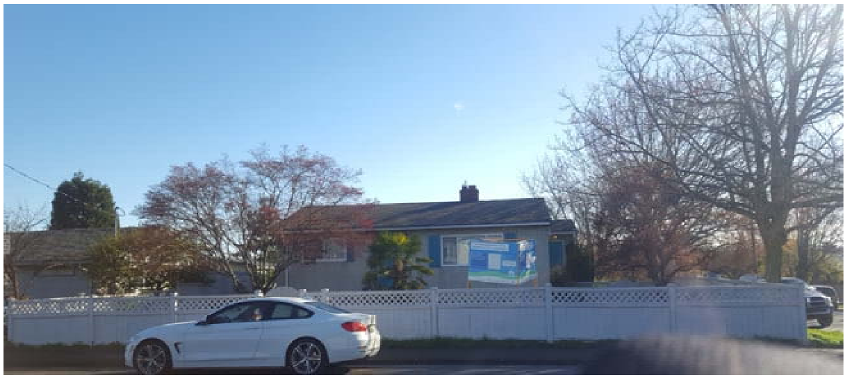
10/7/2018 11:01:27 AM PDT

If you have any questions, please contact:
Duane Ensing 250-818-7235 (Principal Designer, Villamar Design)

Rezoning and Development Permit with Variances Application

2921 Gosworth Road

Subject Property (Gosworth)



Subject Property (Burton)

Site (Burton)

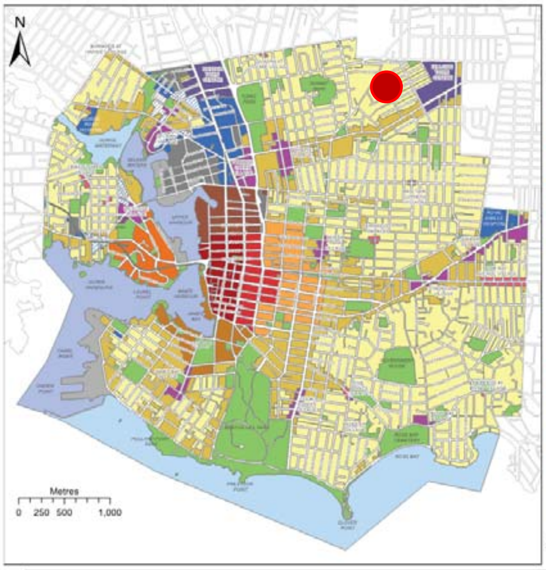
1514 Burton Avenue

2927 Gosworth Road (North)

2936/2930/2844 Gosworth Road (West)

2845 Gosworth Road/1517 Burton Avenue

SECTION 6: LAND MANAGEMENT AND DEVELOPMENT



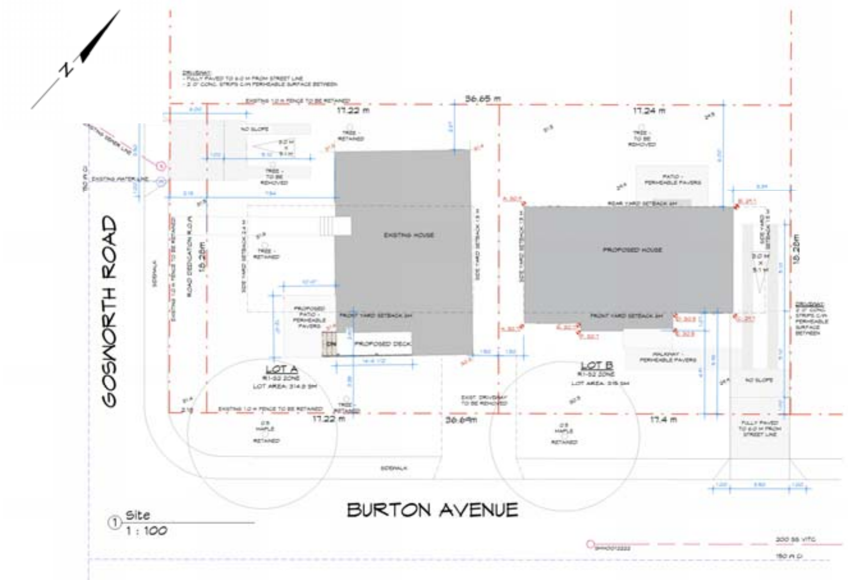
MAP 2
Urban Place Designations

- 🟥 Core Historic
- 🟥 Core Business
- 🟫 Core Employment
- 🟧 Core Inner Harbour/Legislative
- 🟧 Core Songhees
- 🟧 Core Residential
- 🟦 General Employment
- ▨ Employment-Residential
- ■ Industrial Employment
- ▨ Industrial Employment-Residential
- ■ Marine Industrial
- 🟪 Town Centre
- 🟪 Large Urban Village
- 🟥 Small Urban Village
- 🟨 Urban Residential
- 🟨 Traditional Residential
- 🟩 Public Facilities, Institutions, Parks and Open Space
- 🟩 Rail Corridor
- 🟦 Working Harbour
- 🟦 Marine

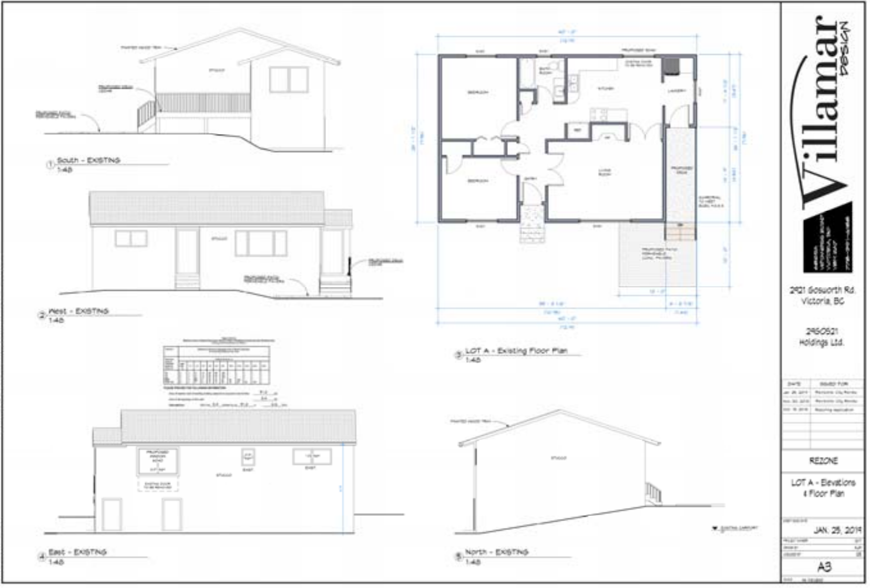
Urban Place Designations extend to the centerlines of adjacent streets.

CITY OF VICTORIA | Official Community Plan 37

Proposed Site Plan



Elevations and Floor Plan (Existing)



Elevations (Proposed)

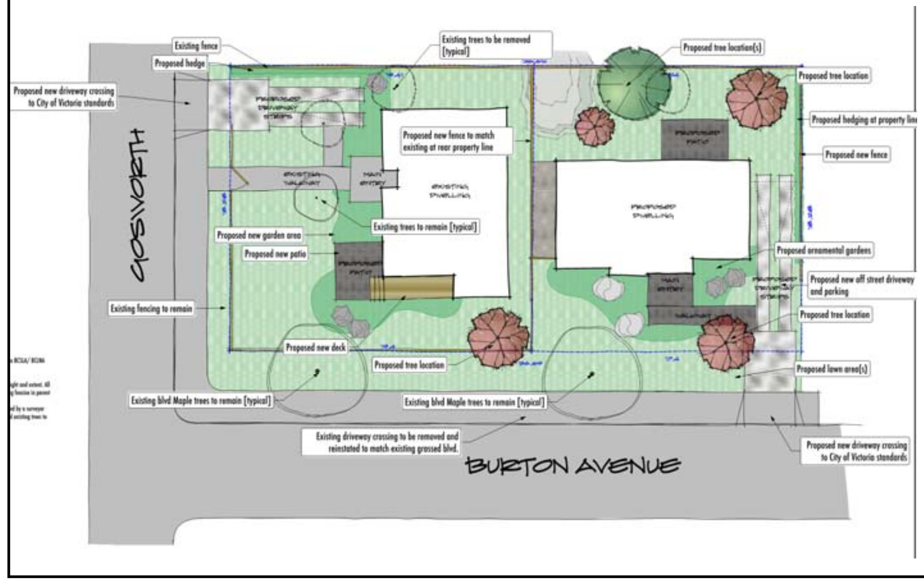
Floor Plans

First Storey

Second Storey

Streetscape

Landscape Plan



Perspectives

① Front Left

② Front Right

③ Rear

④ South (Front) Cover
3/16" = 1'-0"

CITY OF
VICTORIA

Committee of the Whole Report
For the Meeting of April 11, 2019

To: Committee of the Whole **Date:** March 28, 2019

From: Andrea Hudson, Acting Director, Sustainable Planning and Community Development

Subject: **Development Permit with Variances Application No. 00086 for 933 Collinson Street**

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, consider the following motion:

> "That Council authorize the issuance of Development Permit with Variance Application No. 00086 for 933 Collinson Street, in accordance with:
>
> 1. Plans date stamped March 9, 2019.
> 2. Development meeting all *Zoning Regulation Bylaw* requirements, R1-S2 Zone, except for the following variances:
>   i. to reduce the rear yard setback from 6.0m to 2.0m (for deck and stairs)
>   ii. increase the site coverage from 40% to 60.1% (for deck and stairs).
> 3. The Development Permit lapsing two years from the date of this resolution."

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Community Plan*. A Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

Pursuant to Section 491 of the *Local Government Act*, where the purpose of the designation is the establishment of objectives for the form and character of intensive residential development, a Development Permit may include requirements respecting the character of the development including landscaping, and the siting, form, exterior design and finish of buildings and other structures.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit with Variances Application for the property located at 933 Collinson Street. The proposal is to allow the placement of a deck and stairs (existing). The variances are related to reducing the rear yard setback to accommodate the stair location and to increase the site coverage created by the deck and stairs accordingly.

The following points were considered in assessing this Application:

- The Small Lot Design Guidelines offer direction on the placement of above grade balconies, noting that balconies should be carefully placed to respect the privacy of adjacent property owners and to consider views and sunlight. Although the structure has already been constructed, the applicant has canvassed the adjacent neighbours and it appears that they have not indicated concerns.
- The deck and stairs create a more practical landing area for the occupants of the upper floor of this home.
- The lot size and siting of the house limits the potential location of stair placement; as such, the setback variance for the stair placement and subsequent increase to the parcel coverage due to the deck and stairs are appropriate for this lot.

BACKGROUND

Description of Proposal

The proposal is to recognize the placement of a deck and stairs in the rear yard of a small lot house. Resulting from a bylaw complaint, it was determined that a new deck and stairs have been constructed without appropriate permits. The placement of the stairs triggers a variance and the combination of the deck and the stairs creates additional lot coverage that exceeds bylaw requirements. The deck and stairs appear to have existed in some configuration for a number of years; however, their replacement was the basis of the complaint. It also appears that the deck configuration and stair placement have been altered.

During the investigation of the bylaw complaint, it was also noted that a suite has been constructed in the basement without the appropriate permits. However, that is not the subject of this Application. The purpose of this report is to deal with the deck and stair construction only, and provide options for the issue of the suite.

Sustainability Features

The applicant has not identified any sustainability features associated with this proposal.

Active Transportation Impacts

The applicant has not identified any active transportation impacts associated with this Application.

Public Realm Improvements

No public realm improvements are proposed in association with this Development Permit Application.

Accessibility Impact Statement

The British Columbia Building Code regulates accessibility as it pertains to buildings.

Existing Site Development and Development Potential

The house was constructed in 1903 as a single family residence. Some time afterwards a secondary suite was constructed in the basement without the oversight of appropriate permits. The current zoning of the property does not permit a secondary suite, so an approved rezoning application at a future date would be required to allow the suite.

Due to the placement and size of the house and the small lot size, there is no further development potential on this property.

Data Table

The following data table compares the existing building with the current R1-S2 Zone, Restricted Small Lot (Two Storey) District. An asterisk is used to identify where the proposal is less stringent than the existing zone and where new variances are requested. The double asterisk represents a legal non-conforming situation. A triple asterisk represents a situation that is not part of this Application.

Zoning Criteria	Existing Situation	R1-S2 Zone Standard
Site area (m^2) – minimum	**198** **	260
Secondary suite	**Suite** ***	No suite permitted
Lot width (m) – minimum	**9.12** **	10
Site coverage (%) – maximum	**60.1** *	40
Setbacks (m) – minimum		
Front (street)	**1.37** **	6.0
Rear (south)	**2** *	6.0
Side (west)	1.86 (non-habitable)	1.5 (non-habitable)
Side (east)	2.86 (habitable)	2.4 (habitable)

Relevant History

In 2005, the Humboldt Valley Precinct Plan was adopted by City Council. To implement the Plan, a number of smaller properties between Collinson Street and Fairfield Road were rezoned to the Small Lot House Zone (R1-S2) due to their parcel sizes and the limited redevelopment opportunities. In essence, the parcels were placed in a zone that best fit the current development of the parcels, which were generally small, older homes and relatively smaller lots than are typical in Victoria. A consequence of placing these properties within the small lot zone is that it triggered a development permit requirement for exterior changes.

However, in the case of the subject property, because there are new variances created by the deck construction and stair placement, these variances would require a variance application (in this case a Development Permit with Variance).

Community Consultation

Consistent with the *Community Association Land Use Committee (CALUC) Procedures for Processing Rezoning and Variances Applications*, the application was referred for a 30-day comment period to the Fairfield-Gonzales Community Association Land Use Committee in July 2018. Comments dated January 17, 2019 are attached to this report and indicate no objection.

This Application proposes variances; therefore, in accordance with the City's *Land Use Procedures Bylaw,* it requires notice, sign posting and a meeting of Council to consider the variances.

As per the Small Lot Policy, which promotes a consultative approach when proposing changes, the applicant has also contacted the adjacent neighbours and provided a petition (attached).

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan* (OCP) identifies this property within DPA 15A, Intensive Residential – Small Lot. The applicable guidelines are the Small Lot House Design Guidelines. These guidelines provide specific guidance on above grade balconies, noting that balconies should be carefully placed to respect the privacy of adjacent property owners and to consider views and sunlight.

The neighbours that are potentially most affected by the balcony and stair placement have signed a petition indicating they do not anticipate any negative impacts. The details of the neighbouring properties are as follows:

North – 927 Collinson Street
This single family residence would be most directly impacted by the deck and stairs. The owner has indicated they do not have a concern. The bylaw-protected tree provides a visual buffer between 927 and 933 Collinson Street.

South – 936 Fairfield Road
This is a multi-unit building. There is no direct access to the building abutting the subject lot. In addition, there is a fence between the two properties and a substantial landscape strip on the north elevation of 936 Fairfield Street. Some of the units' windows in this building overlook the deck.

West – 930 Fairfield Road
This property shares a common rear yard lot line with the subject property. There is potential for privacy concerns as there is approximately seven metres' distance from the rear building face of 930 Fairfield Road to the deck at 933 Collinson Street. The occupant of 930 Fairfield Road has indicated they do not have a concern.

Local Area Plans

The property is within the Humboldt Valley Precinct Plan area. There are no specific policies that would apply to this Application.

Tree Preservation Bylaw

There is a bylaw-protected 24cm diameter breast height Pacific dogwood tree approximately 1.0m from the proposed concrete foundation for the staircase at ground level. An ISA professional arborist performed an exploratory dig to ascertain the location and size of this tree's roots. No roots were damaged by the concrete foundation for the stairs. The arborist reported that the construction would not have significant impacts to the health or stability of the Dogwood tree.

There is no further action required on the Tree Preservation Bylaw.

Regulatory Considerations

There would appear to be a number of other non-conformities and/or construction on the property where the appropriate permits have not been obtained. For clarity, this Application is only considering the rear yard deck and stair placement and additional site area coverage. If this Application is approved, it will provide the applicant with the opportunity to obtain building permits for any new construction at the rear of the house.

From a regulatory perspective, the most significant issue is the secondary suite in the basement of the home. The R1-S2 Zone does not permit secondary suites; as such, a successful rezoning application would be required to allow the existing suite (or the owner may voluntarily rectify the situation by removing the suite to return the property to single family use). Of more immediate concern is that fact that the suite was constructed without the appropriate permits, and as such, the safety of the suite cannot be determined.

In order to separate the issue of the deck construction and stair placement from the secondary suite and move this Application forward, the City has a process to post a notice on title under Section 57 of the *Community Charter*. This is a note on the certificate of title advising that there is a bylaw contravention relating to the construction of the building. A report on the bylaw contravention would be brought forward to Council as a normal matter of business if the suite is not removed, at which time a decision on this item can be made by Council.

CONCLUSIONS

It is not an ideal situation to be dealing with existing construction, as it in some ways pre-empts a more thorough analysis and opportunity for public input. However, given the limitations of the lot, there are few alternatives for deck and stair placement. Because it is exterior construction that is fairly observable, this matter should be resolvable with the appropriate permits and inspections. As such, the variance request for setback and site coverage are considered appropriate for this lot.

ALTERNATE MOTION

That Council decline the Development Permit with Variances Application No. 00086 for the property located at 933 Collinson Street.

Respectfully submitted,

Baryluk

Lucina Baryluk,
Senior Planner
Development Services Division

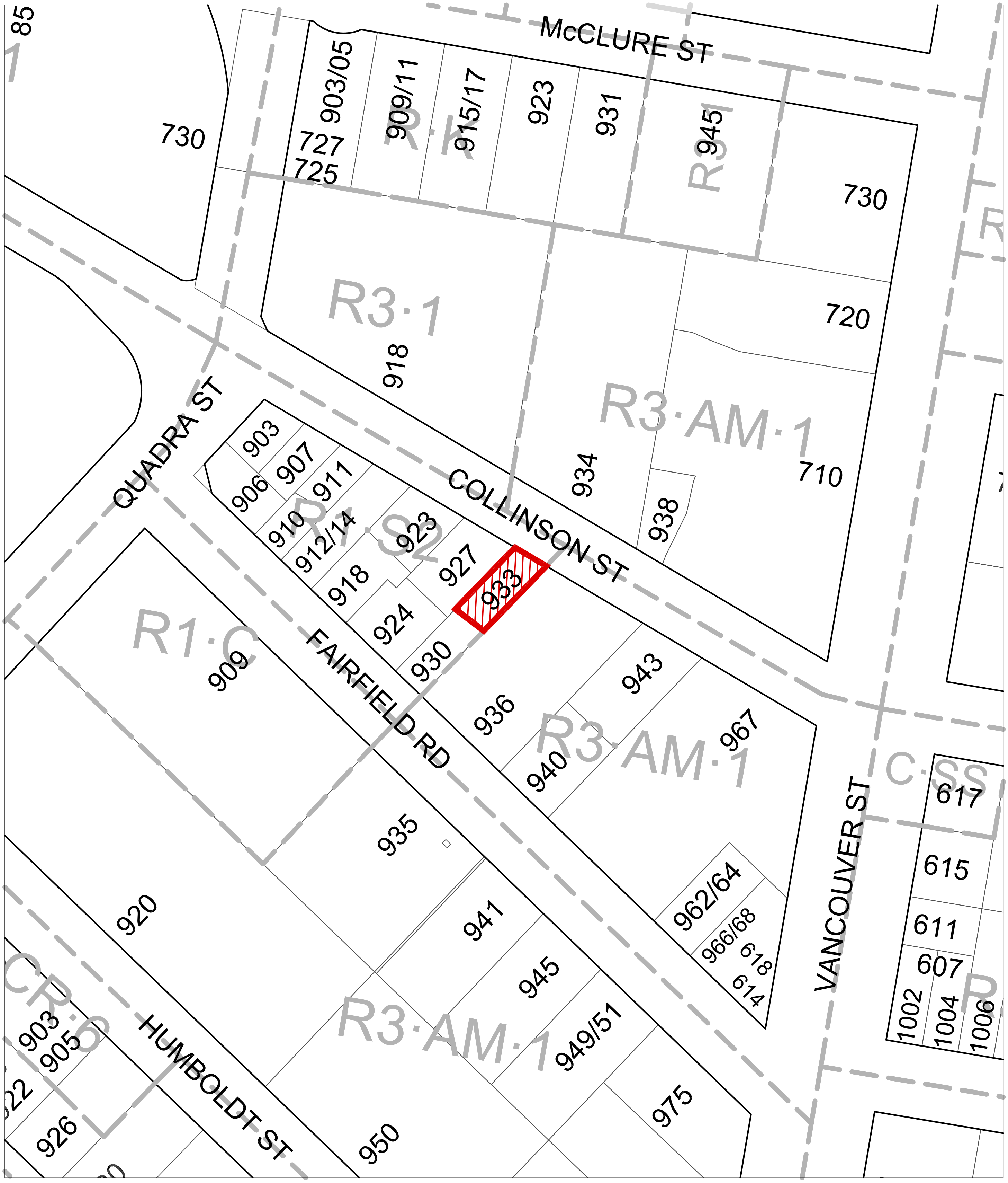
Andrea Hudson, Acting Director
Sustainable Planning and Community
Development Department

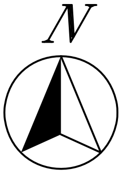
Report accepted and recommended by the City Manager: Jocelyn Jenkyns

Date: April 2, 2019

List of Attachments

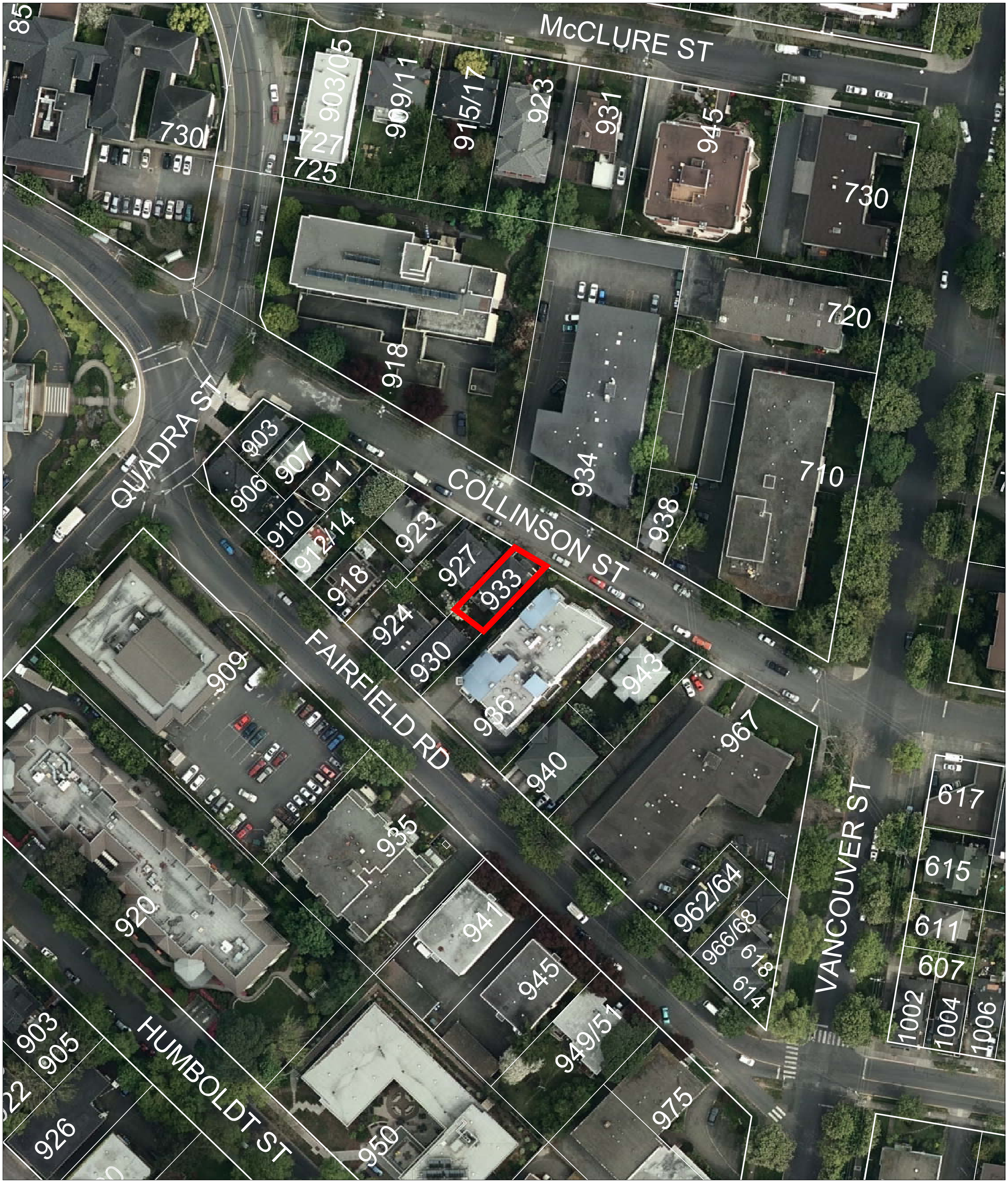
- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans dated/date stamped March 9, 2019
- Attachment D: Letter from applicant to Mayor and Council date stamped March 7, 2019 and December 11, 2018
- Attachment E: Community Association Land Use Committee Comments dated January 17, 2019.

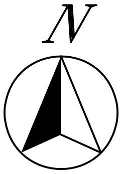




933 Collinson Street
Development Variance Permit #00086

CITY OF VICTORIA





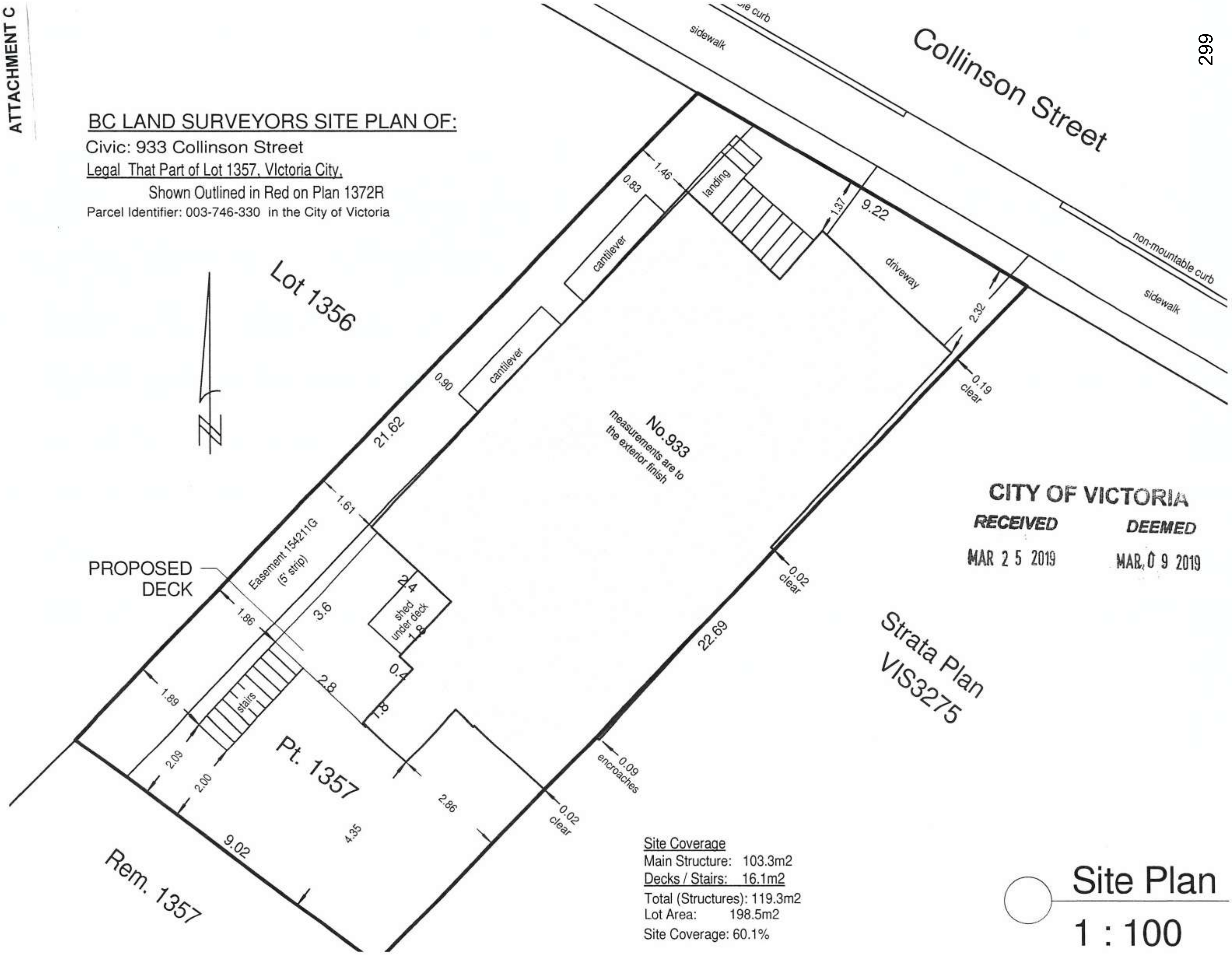
933 Collinson Street
Development Variance Permit #00086

CITY OF VICTORIA

ATTACHMENT C

BC LAND SURVEYORS SITE PLAN OF:

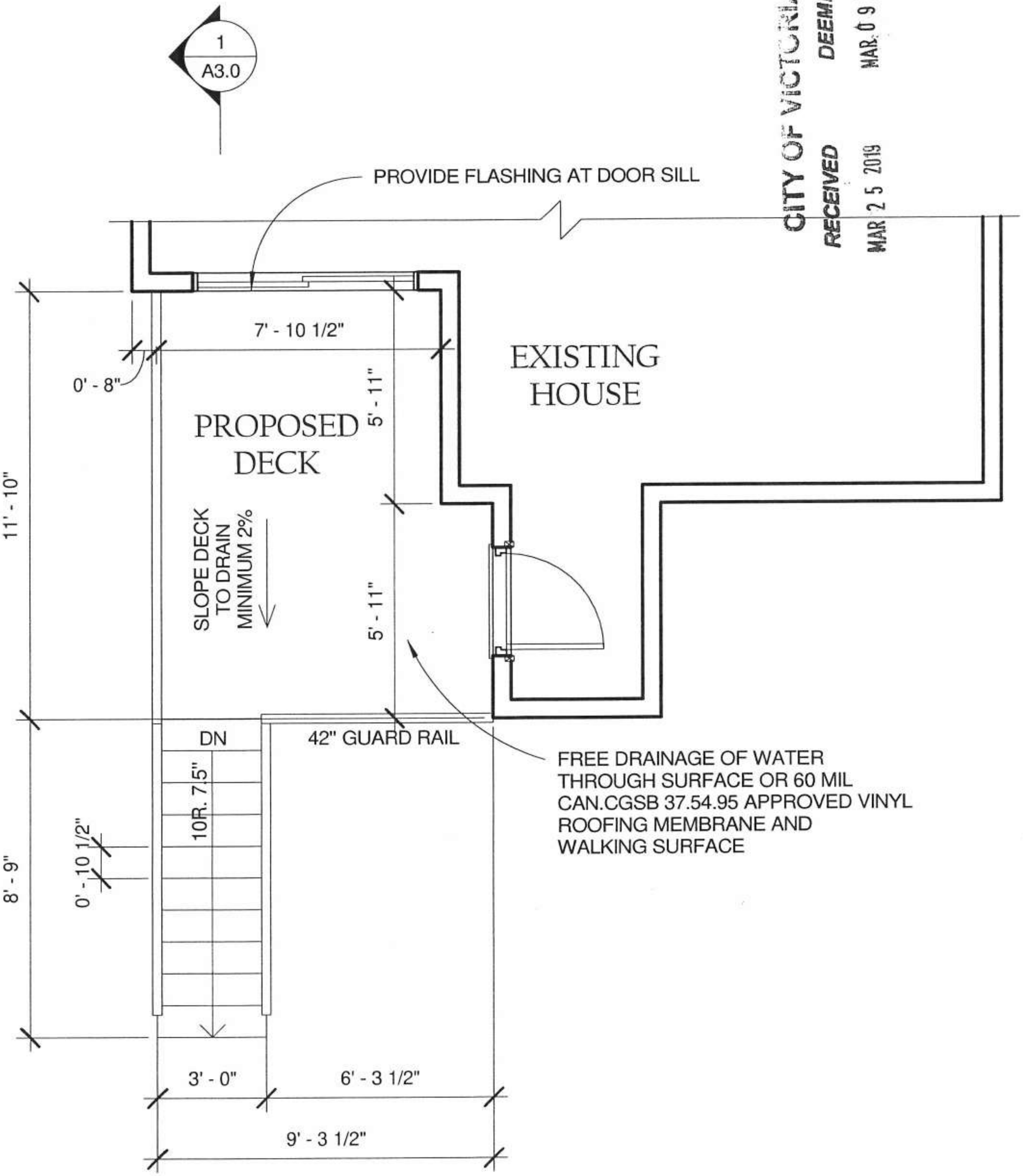
Civic: 933 Collinson Street
Legal That Part of Lot 1357, Victoria City,
Shown Outlined in Red on Plan 1372R
Parcel Identifier: 003-746-330 in the City of Victoria



CITY OF VICTORIA
RECEIVED MAR 2 5 2019
DEEMED MAR 0 9 2019

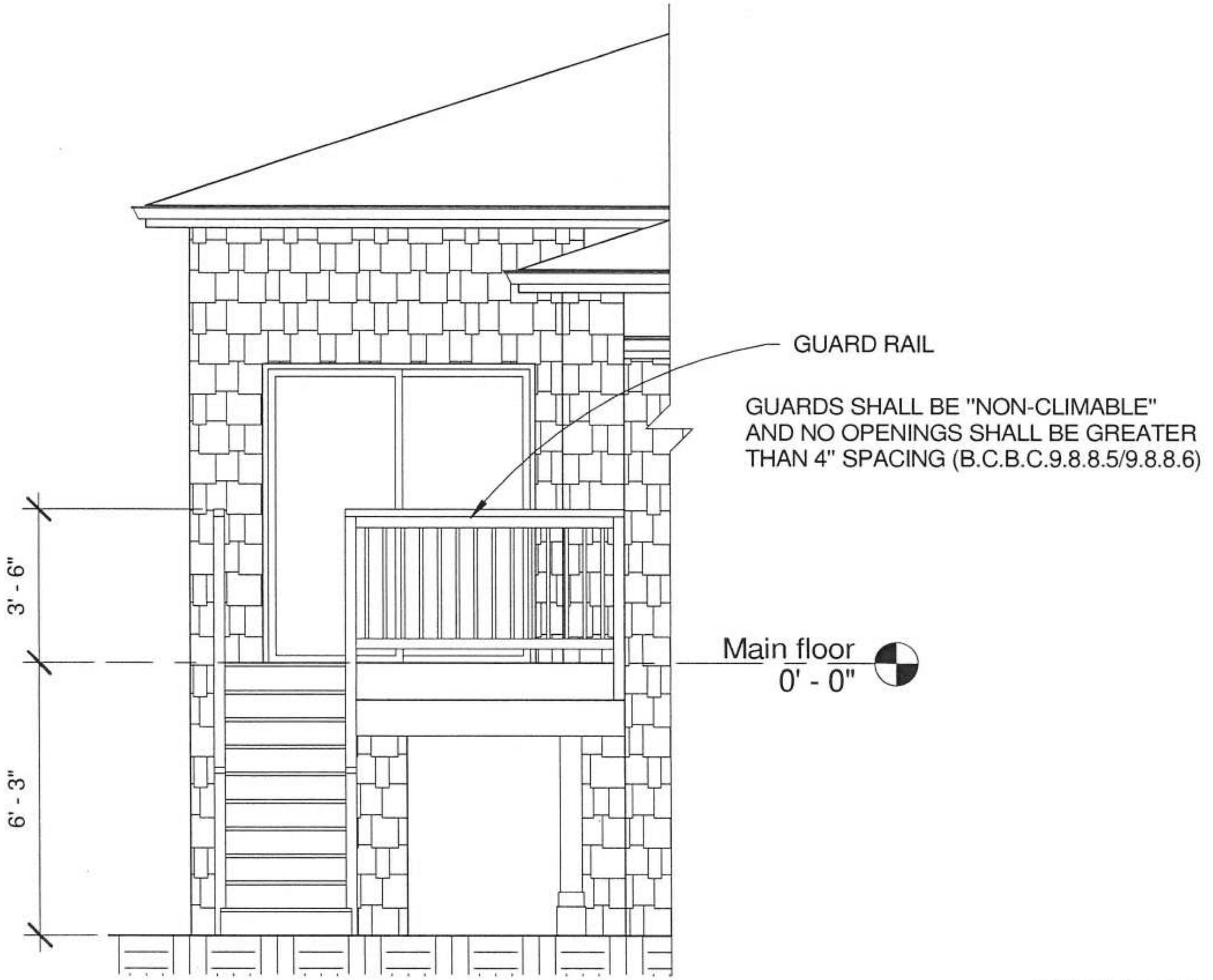
Site Coverage
Main Structure: 103.3m2
Decks / Stairs: 16.1m2
Total (Structures): 119.3m2
Lot Area: 198.5m2
Site Coverage: 60.1%

Site Plan
1 : 100



Proposed Deck Plan

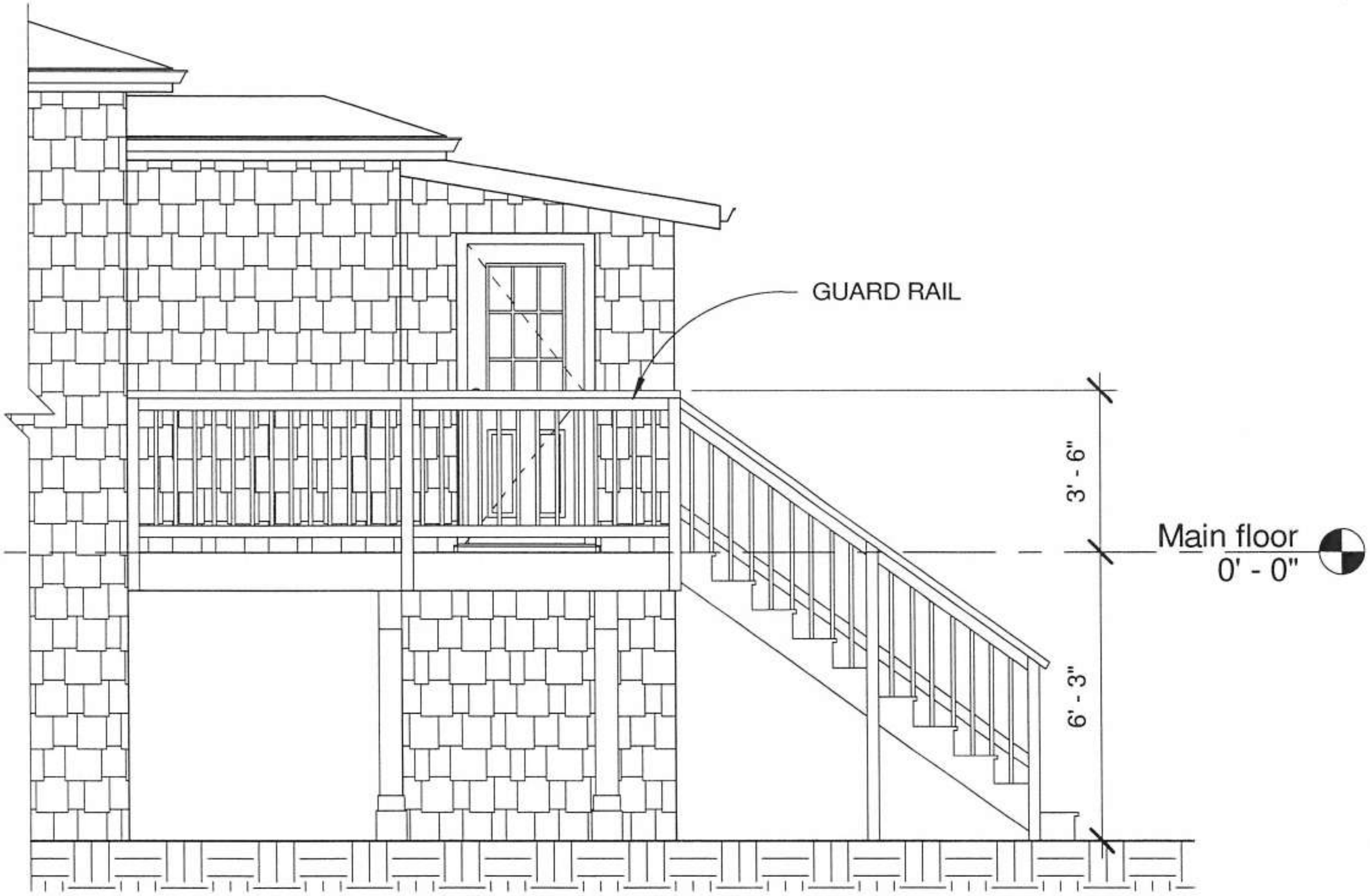
1/4" = 1'-0"



GUARDS SHALL BE "NON-CLIMABLE" AND NO OPENINGS SHALL BE GREATER THAN 4" SPACING (B.C.B.C.9.8.8.5/9.8.8.6)

Rear Elevation

1/4" = 1'-0"



West Side Elevation

1/4" = 1'-0"

ATTACHMENT D

To: **City of Victoria**
City Council and Board of Variance
1 Centennial Square
Victoria, BC V8W 1P6

Received
City of Victoria
MAR 07 2019
Planning & Development Department
Development Services Division

Re: **Development Variance Permit Application**

Dear Council,

We are submitting this application to obtain the following variance at 933 Collinson St:

- Rear yard building set back
- Site coverage

The back-deck stairs were deteriorated and unsafe. In order to prevent accidents, and to ensure users safety, we commissioned replacement stairs from a contractor that advised that no permit was necessary for the scope of the project. Following a city of Victoria site inspection, we were advised that a permit was required and attempted to obtain necessary permits from the City. Unfortunately for us, it appears that previous owners had not secured variances which are now necessary given our small lot zoning classification.

The house was built over 100 years ago, and have been maintained to preserve its historical heritage, despite not having an heritage designation. Like most houses of this era, the ability to exit the home from the rear is essential to maintaining the safety and security of the occupants. In addition, as evidenced by the attached neighbors petition, the deck doesn't not present privacy or shading issues for neighbors.

It is also important to indicate that the latest building extension, of which details are not available form the city was issued in 1930 and predates the small lot requirements that were established in 2005 to prevent the loss of residential dwelling in the Collinson Fairfield area. While the policy might have had merits, it is now clear that it also hinders and contradicts the city's affordable housing and local ownership mandates. This is highly evidenced by the fact that stairs replacements alone would cost small lot owners a minimum of $5000 between the city application fee and material costs, not to mention outrageous retrofitting requirements.

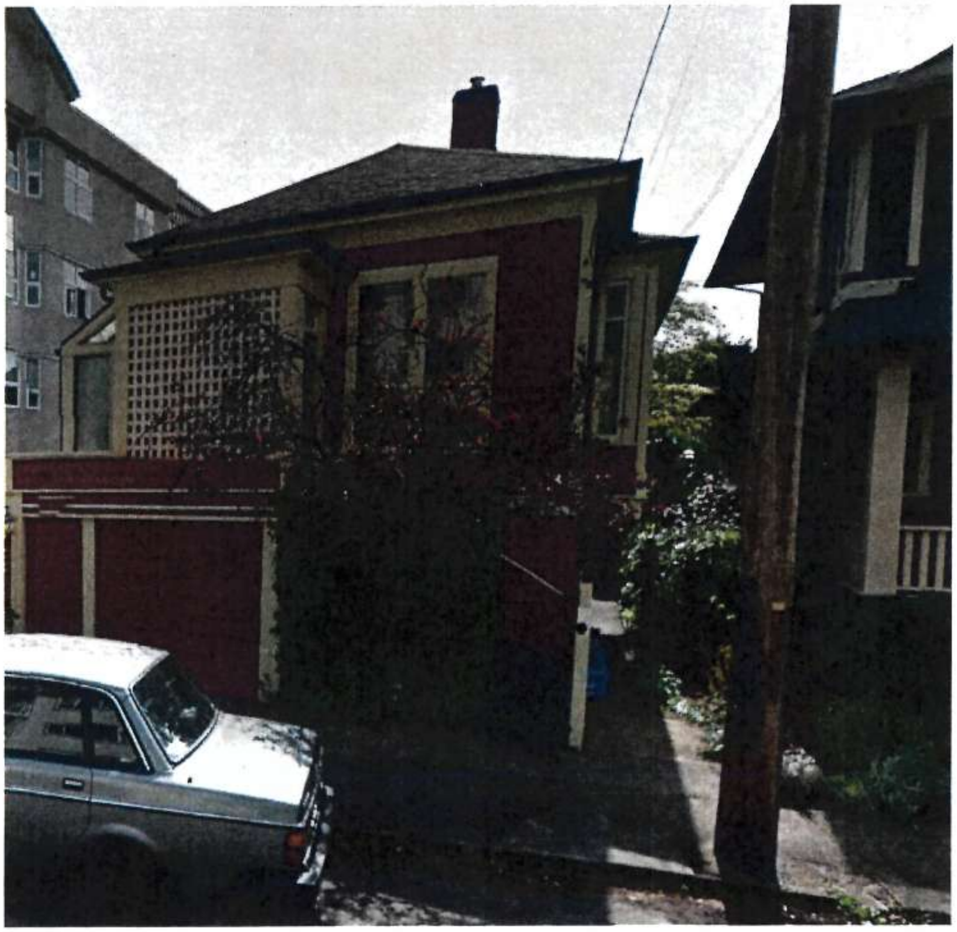
We hope that you will agree with us that ensuring occupants' safety should be the most important consideration and that local home owners should not be unfairly burdened with such steep requirements. For tenants' safety, we implore that you will allow the stairs to continue providing a rear exit way.

Cordially,

Dominique Makay Dumbi & Jeanine Mulamba Ngalula

Attachements: Contextual Pictures

1. Grown vegetation provide ample privacy between neighbors



2. Set backs are very similar to neighboring houses (910, 911, 924,930)

To: **City of Victoria**
City Council and Board of Variance
1 Centennial Square
Victoria, BC V8W 1P6

Re: **Neighbors petition in support of 933 Collinson Deck and Stairs repair**

Dear Sir/Madam,

As owner or occupant of a property directly adjacent to 933 Collinson St, I support the repair and improvement of its back deck as I do not anticipate any adverse impact to my privacy or shading resulting from said deck repair.

Name	Address	Phone Number / Email	Signature
WILLIAM YOLGAN	927 Collinson St		
LEAH CHISHOLM	930 ~~Collinson St~~ FAIRFIELD RD		
not available	924 ~~Collinson St~~ FAIRFIELD RD		

ATTACHMENT E

Devon Cownden

From: CALUC chair <planandzone@fairfieldcommunity.ca>
Sent: Thursday, January 17, 2019 10:18 AM
To: Devon Cownden
Cc:

Subject: RE: 933 Collinson DPV NO. 00086 - Revised Plans

Thank you and I have received comments from some of our CALUC members. All respondents see no objections to this DPV.

Alice J. Albert
Chair,
Fairfield-Gonzales Community Association
Land Use Committee
A Volunteer committee helping our neighbours engage in community planning by providing opportunities and processes to collect and forward residents' comments to City Council

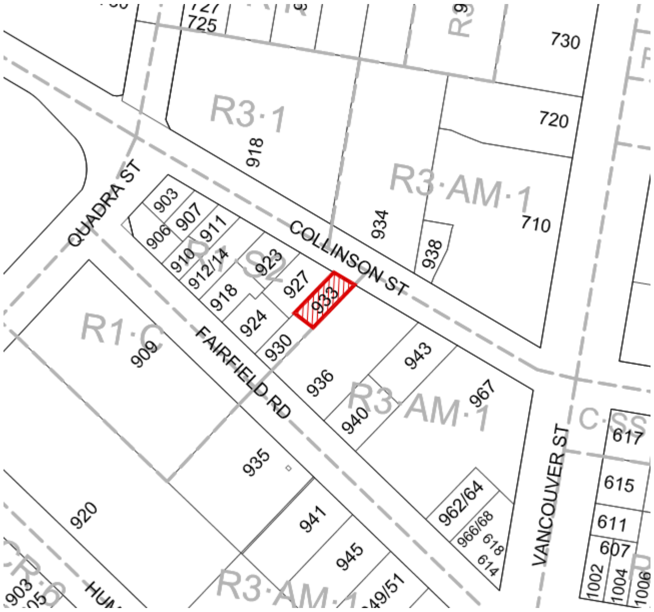
FAIRFIELD GONZALES
COMMUNITY ASSOCIATION
the place to connect

Fairfield Gonzales Community Place
1330 Fairfield Road
Victoria BC V8S 5J1
near Moss street and Sir James Douglas School
t: 250 382 4604
e: place@fairfieldcommunity.ca

Development Permit Application for

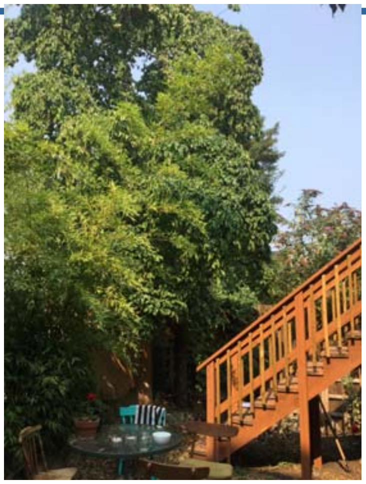
933 Collinson Street

Subject Property

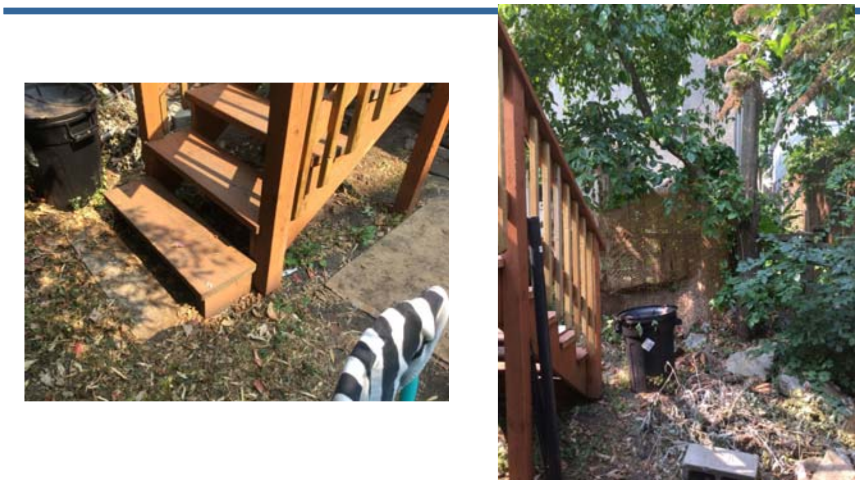


Collinson Street

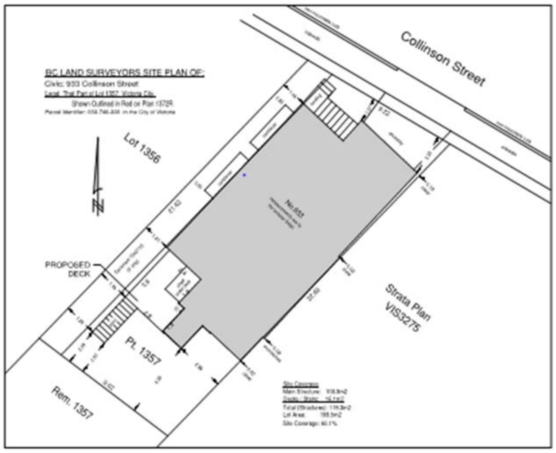
Stairs - elevation



Details of stairs

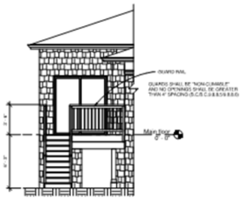


Site Plan

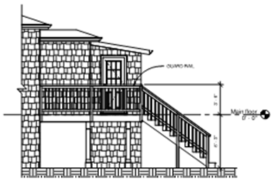


Site Plan
1 : 100

Elevations



Rear Elevation
1/4" = 1'-0"



West Side Elevation
1/4" = 1'-0"

Committee of the Whole Report
For the Meeting of April 11, 2019

To: Committee of the Whole **Date:** April 3, 2019

From: Jo-Ann O'Connor, Deputy Director of Finance

Subject: Revenue and Tax Policy Benchmark Monitoring and 2019 Tax Rates

---

RECOMMENDATIONS

That Council:

1. Approve 2019 tax rates based on current policy as follows:

Residential	3.1564
Utility	31.6048
Major Industrial	10.9821
Light Industrial	10.9821
Business	10.9821
Rec/Non Profit	7.1031

2. Direct staff to bring forward Tax Bylaw, 2019 for first, second and third readings to the April 25, 2019 Council meeting and for adoption at the daytime Council meeting on May 2, 2019

EXECUTIVE SUMMARY

The purpose of this report is to provide updated benchmark measures related to the City's Revenue and Tax Policy (Appendix A) and seek direction on 2019 tax rates.

Under the *Community Charter*, as part of the financial plan, Council is required to outline its objectives and policies regarding revenue proportions by funding source; distribution of property taxes among property classes; and permissive property tax exemptions. In addition, before adopting the annual property tax bylaw, Council must consider the tax rates proposed in conjunction with its objectives and policies for the distribution of property taxes among property classes. The City's Revenue and Tax Policy outlines these objectives and policies.

In 2018, there were changes in the business tax ratio, building permit value proportions and vacancy rates when compared to 2017. The business tax ratio increased (from 3.3992 to 3.5349) as a result of assessment changes in 2018 where residential properties increased more in value than commercial properties. Council mitigated the ratio increase slightly by shifting taxes away from the business tax class. Commercial building permit values as a proportion of the total values in the CRD decreased (from 52.65% to 42.34%), and downtown office and suburban office vacancy decreased while retail vacancy increased. In the body of this report is detailed discussion on 2018 benchmark figures. Staff request Council's direction regarding any changes to the policy based on these benchmarks.

The overall revenue increase for property taxes equals $5.2 million or 3.98%. Including utilities, the average increase is 3.52% for residential properties and 3.77% for business properties. Allocating the property tax increase per the current Revenue and Tax Policy equates to an increase of $97 for an average residential property assessed at $805,000 and $272 for a typical business property assessed at $644,000.

To accommodate the printing and mailing of property tax notices before the May long weekend to allow ample time for taxpayers to receive notices and pay before the tax due date, staff are proposing adoption of the tax rate bylaws at the daytime Council meeting on May 2. The next scheduled evening Council meeting where adoption of the bylaws could take place if not done during the daytime meeting on May 2 is on May 9, which would delay the mailing timeline.

PURPOSE

The purpose of this report is to provide updated benchmark measures related to the City's Revenue and Tax Policy and seek direction on 2019 tax rates.

BACKGROUND

Under section 165 of the *Community Charter*, as part of the financial plan, Council is required to outline its objectives and policies regarding revenue proportions by funding source; distribution of property taxes among property classes; and permissive property tax exemptions. In addition, under section 197, before adopting the annual property tax bylaw, Council must consider the tax rates proposed in conjunction with its objectives and policies for the distribution of property taxes among property classes. The City's Revenue and Tax Policy outlines these objectives and policies.

In BC, property assessments are undertaken by BC Assessment and form the basis on which taxation at the local level is established through the variable tax rate system in the Community Charter. There are nine different property classes under this system. Within the City, there are seven property classes, each of which has a specific tax rate established by Council. City Policy noted below establishes some framework for the way in which City taxes are apportioned between the various property classes.

The annual tax bylaw must be approved before May 15th each year, but after the financial plan bylaw as required under section 197 of the Community Charter.

The policies on Distribution of Property Taxes among Property Classes, as detailed in the City's Revenue and Tax Policy are:

Policy 2.0
Maintain the current share of distribution of property taxes among property classes, excluding the impact of new assessment revenue, by allocating tax increases equally. Business and industrial classes will be grouped as outlined in Policy 2.1.

Policy 2.1
Tax rates for the light and major industrial tax classes will be equal to the business tax rate to support the City's desire to retain industrial businesses.

Policy 2.2
Farm tax rates will be set at a rate so taxes paid by properties achieving farm status will be comparable to what the property would have paid if it were assessed as residential.

Market value changes that result in uneven assessment changes between property classes result in a tax burden shift to the class experiencing greater market value increases, unless tax ratios are modified.

Until 2007, it was Council's practice to modify tax ratios to avoid shifts *between* property classes, due to uneven assessed value changes. This practice provided tax increases that were equal for all classes.

For 2007 and 2008 Council chose to hold the business class and industrial class ratios at the 2006 level. This resulted in a higher tax increase being passed on to the residential class compared to business and industrial.

In 2009 Council adopted the Revenue and Tax Policy. The industrial tax ratios were reduced to the same level as the business tax ratio. The business and industrial class ratios were also reduced marginally in 2009, 2010 and 2011.

In 2012, a comprehensive review of the Revenue and Tax Policy was conducted to determine if Council's objective of reducing the tax burden on the business class was appropriate and if so, that the mechanism of achieving the objective (reduction of tax ratio) was the most effective mechanism. The review concluded that additional relief for the business tax class was warranted. However, the tax ratio was not the best mechanism for achieving that goal; a better mechanism was tax share. As a result, Council changed the policy to focus on the tax share rather than tax ratios, and to reduce the business class share of property taxes from 49.35% to 48%, excluding new property tax revenue from new construction, over three years (2012-2014).

Since the final year of implementation for the policy was 2014, and in accordance with Council's direction, another comprehensive review of the policy was completed, including the analysis of the same indicators from the 2011 review. Based on the findings, it was recommended that no further shifting of taxes be done. On January 29, 2015, Council approved maintaining the current share of distribution of property taxes among property classes excluding the impact on new assessment, and directed staff to annually bring forward a monitoring report on benchmarks as outlined in the January 29, 2015 report.

For 2017 and 2018 Council reviewed the benchmarks and left the Revenue and Tax Policy unchanged. However, for 2018, Council shifted taxes away from the business class and allocated a larger tax increase to residential (4% for residential compared to 1.11% for business).

ISSUES & ANALYSIS

The following section outlines the 2018 benchmark measures, followed by tax rate options for 2019 for Council's consideration.

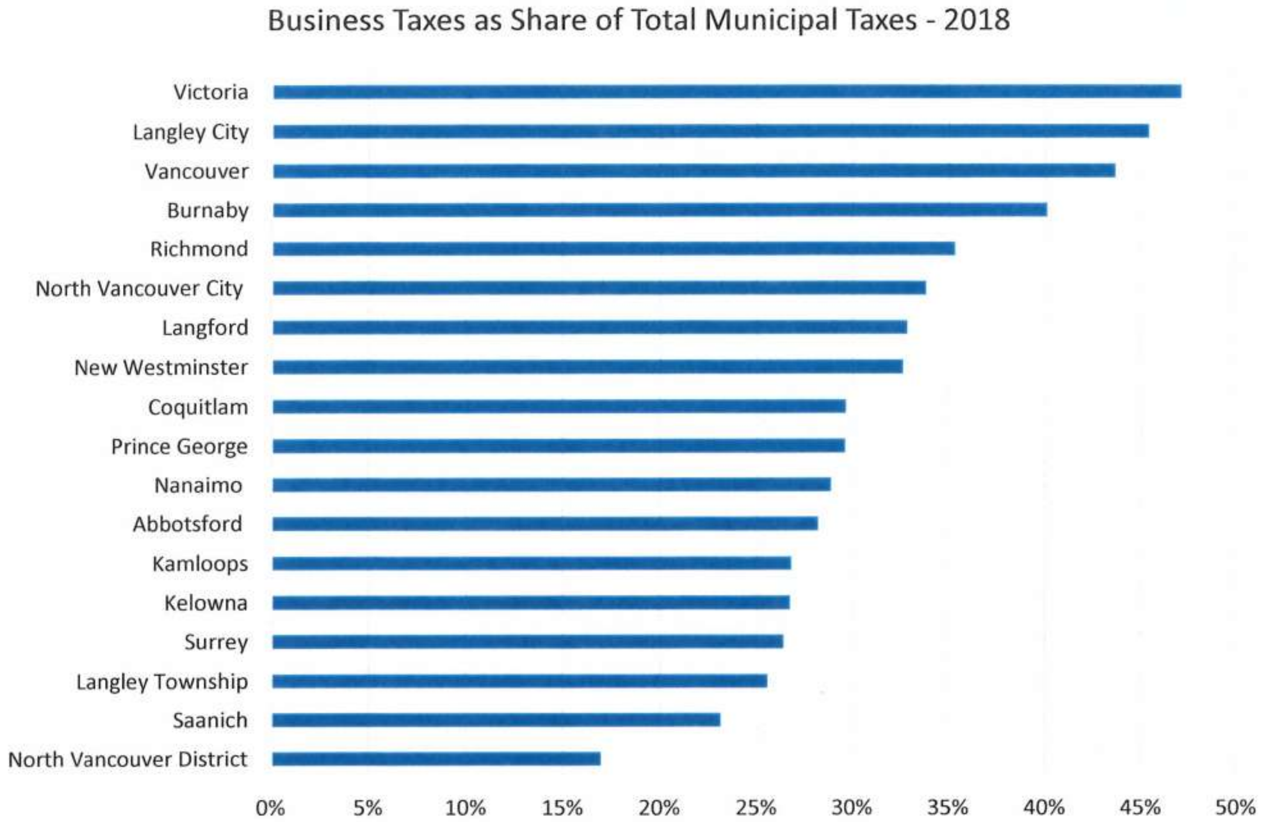
Revenue and Tax Policy Benchmark Measures

Below are the benchmark measures that Council directed staff to monitor annually. These benchmarks can inform Council's decision on the desired share of property tax distribution among property classes.

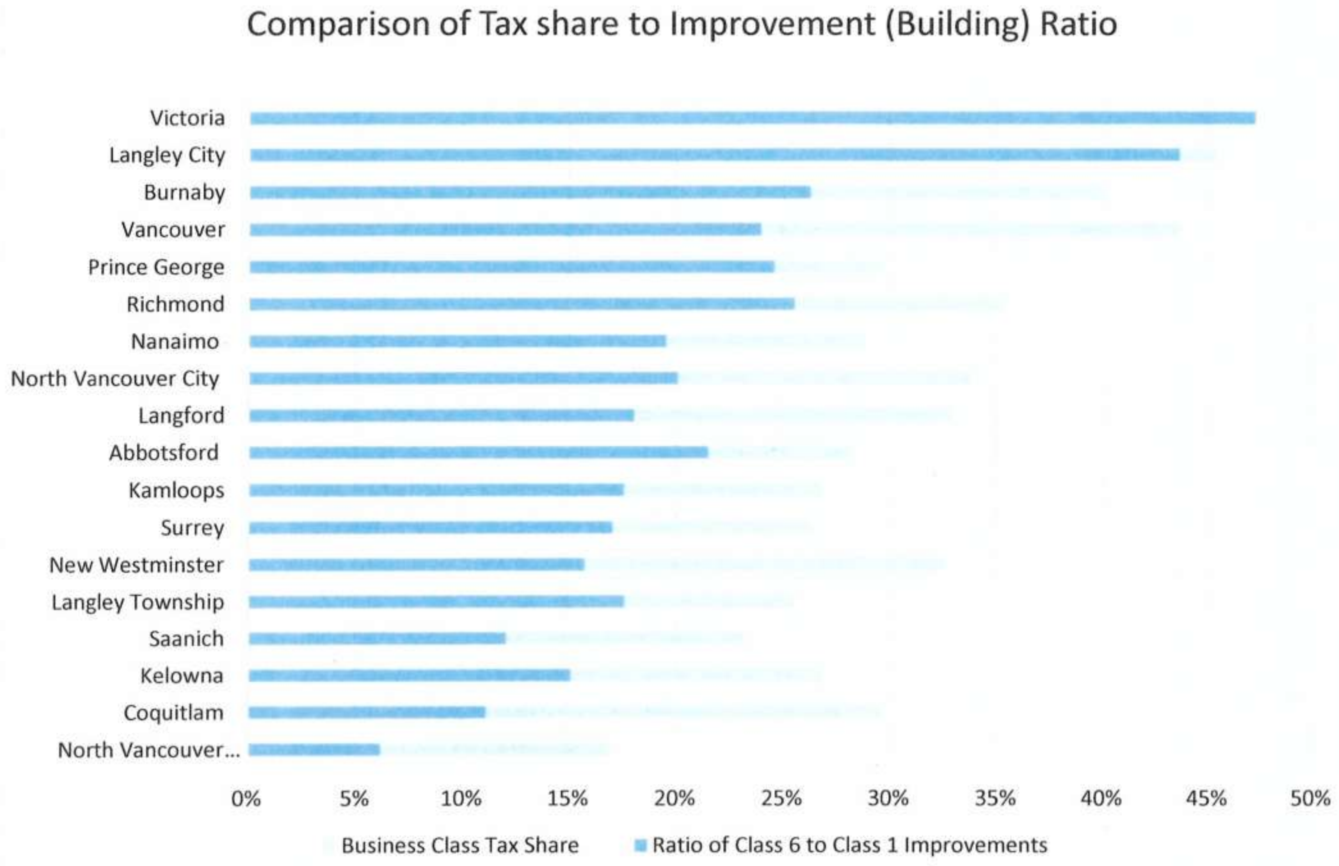
Benchmark	2017 Measure	2018 Measure
Share of Taxes – excluding NMC:		
Business	47.75%	46.78%
Non-residential (including business)	49.08%	48.23%
Residential	50.92%	51.77%
Business Tax Ratio	3.3992	3.5349
Ratio of business/residential building assessment	44.3	47.2
Business Property Tax Rates	12.4577	11.6261
Residential Taxes per capita	$749.02	$781.91
% value of commercial building permits in CRD	53%	42%
Ratio of commercial to residential building permits	68%	28%
Vacancy rates – downtown office buildings	7.16%	6.40%
Vacancy rates – suburban office buildings	10.59%	6.70%
Downtown retail vacancy rates	3.77%	4.10%

Share of Taxes

In 2018, the share of municipal taxes paid by the business class remained high when compared to other municipalities. However, the share of taxes paid by the business class continues to be at a historical low for Victoria.



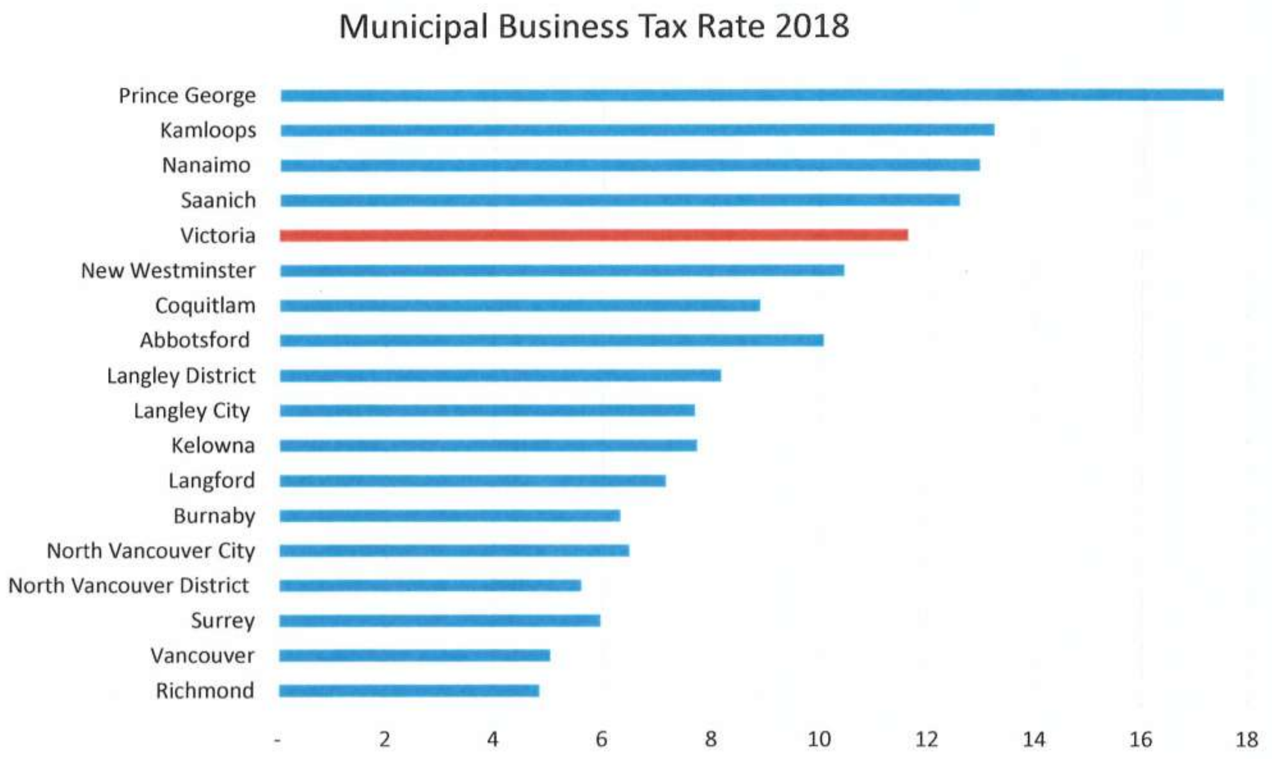
The review done in 2015 concluded that based on the following indicator, the share of taxes paid by the business class is not considered unreasonable given the City's high concentration of commercial properties and relatively small footprint. This concentration can be measured by comparing business class building values to residential class building values. The building values are an estimate of the value of the physical structures on the land and exclude the value of land itself. As the chart below depicts, the City's ratio is even, whereas the comparable municipalities collect a larger share of taxes from the business class compared to the building values.

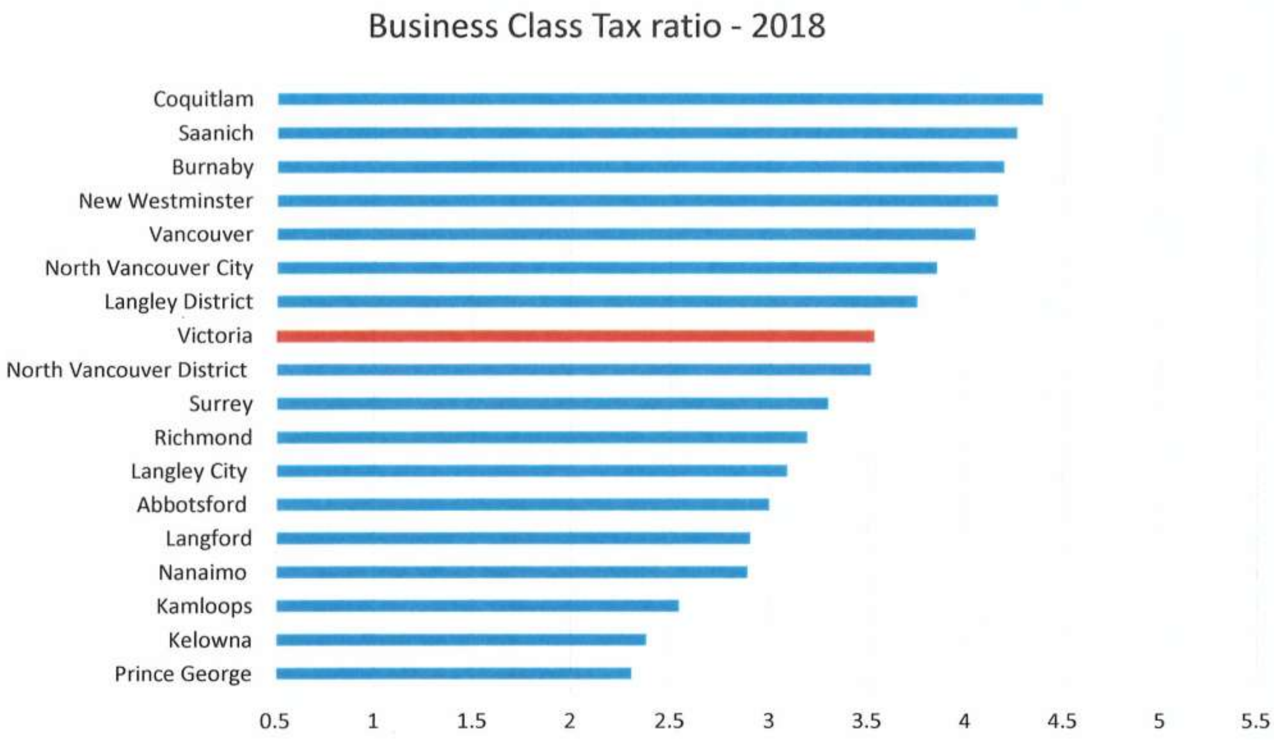

Comparison of Tax share to Improvement (Building) Ratio

Business Tax Ratio & Tax Rates

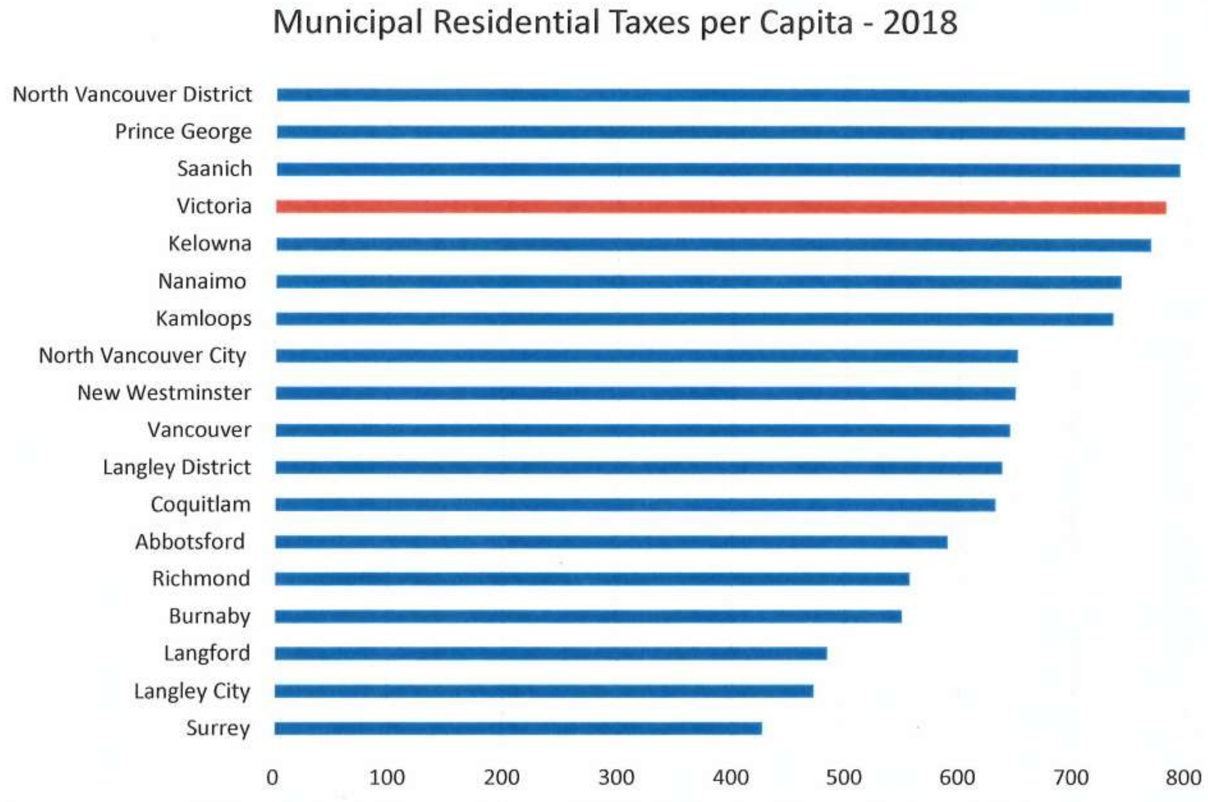
From 2017 to 2018, there were changes in the business tax ratio and business class tax rates. Overall assessed values for the business and residential classes increased significantly (8.34% for business and 15.88% for residential) and tax rates decreased; however, the ratio increased due to the much higher assessed value increase for residential properties. The business class tax ratio increased from 3.3992 to 3.5349, and there was a slight change in the tax share per class, excluding the impact of new assessment. The ratio increase was a direct result of market forces and not tax policy. However, Council did mitigate the ratio increase slightly through a policy choice of allocating more of the tax increase to residential properties (4% tax increase for residential compared to 1.11% for business). This resulted in the ratio of 3.5349 as opposed to a ratio of 3.6361 had the tax increase been allocated evenly between residential and business tax classes.

City of Victoria business tax rates are higher than many comparable municipalities. The usefulness of this measure is limited by differences in land values among communities. For example, tax rates in the Lower Mainland are generally lower than in Victoria, but land values are higher.





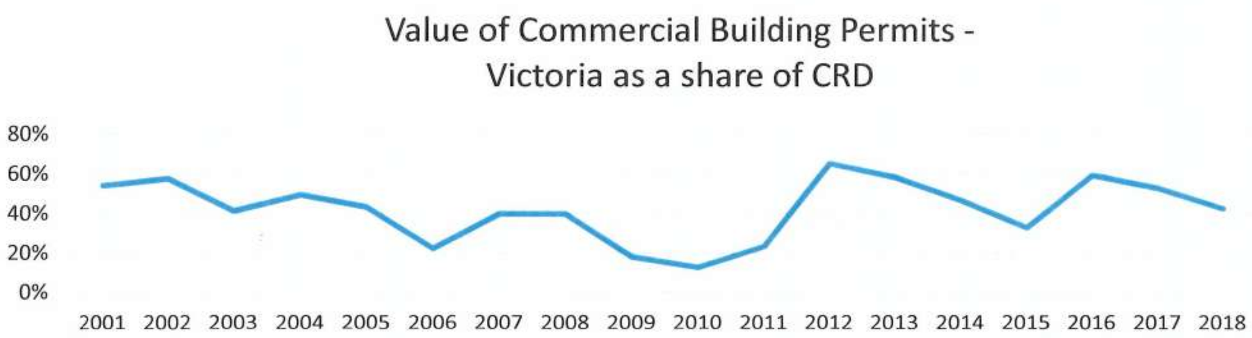
Despite how the tax burden is shared between property classes, the overall tax burden remains high when compared to neighbouring and comparable communities. One of the reasons for higher taxes is the fact that Victoria, as a core community, incurs greater costs in some service areas than neighbouring communities, notably for policing. Victoria ranks fourth highest residential taxes per capita in the group of comparable municipalities.



Building Permits

From 2017 to 2018, the City of Victoria's share in the region's commercial permits has decreased from 54% to 43%. The majority of CRD municipalities (7 out of 13) saw an increase in their commercial permits in 2018. Sooke, Central Saanich and Colwood, however, saw significant increases. This decreased the City of Victoria's share of permits significantly. Had these municipalities permit values remained flat from 2017 to 2018, the City's share would have increased to 55%.

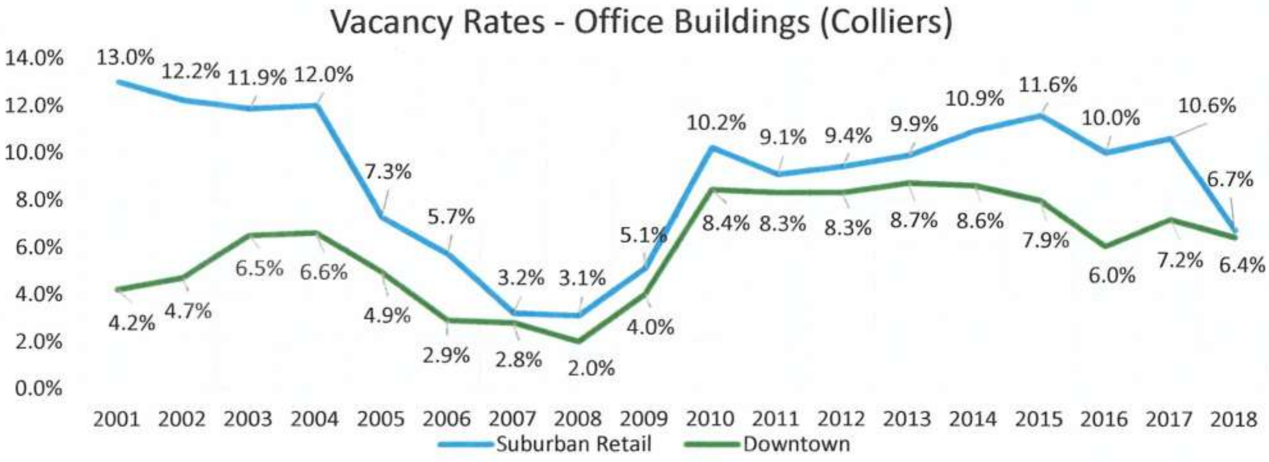
The ratio of commercial building permits to residential building permits dropped from 68% to 28% from 2017 through 2018. This was due to two main factors: commercial building permits shrunk by 26% from 2017 through 2018 and residential building permits rose approximately 81%.



Vacancy Rates

Downtown office vacancy rates decreased from 2017 (7.16%) through 2018 (6.40%). The total downtown inventory increased by 280,000 square feet in the past year but vacancy rates remain compressed, a testament to the high demand and positive market conditions Victoria is experiencing. Overall downtown office vacancy rates mask significant differences in vacancy rates between highest quality (Class A) and lowest quality office buildings (Class C). For instance in 2018, the vacancy rate for Class A downtown office buildings was 3.7% (up from 1.17% in 2017) while the vacancy rate for Class C downtown office buildings was 11.5% (down from 11.95% in 2017).

Suburban office vacancy rates saw a reduction from 2017 (10.59%) through 2018 (6.7%). Both Class A and Class C suburban office vacancy rates decreased (approximately 8.7% and 13.90% respectively). All classes of suburban office showed positive absorption, with strong leasing activity at Uptown being a large contributing factor. Class C suburban office vacancy rates remain consistent through 2017. Currently Class A, B, and C properties occupy 22.2%, 67.2% and 10.6% of the Victoria market place respectively.



Downtown retail vacancy rates increased from 2017 (3.77%) through 2018 (4.1%). Shopping centre vacancy rates increased from 2017 (4.37%) through 2018 (7.0%).

Should Council wish to make a change to the existing Revenue and Tax Policy, a motion outlining the desired changes would accomplish that.

2019 Tax Rate Options

For 2019, assessed values increased for residential properties by an average of 8.33% and for business by an average of 10.06%. Taxpayers will not necessarily experience a similar increase in their property taxes because it is the individual property's assessment change as compared to the average change in assessment for the entire property class that will dictate the property tax change for that specific property. If a residential property has a greater than 8.33% increase in assessed value, then that property will experience a higher than average tax increase and vice versa. Council's decision on how to allocate taxes among the property classes will determine the property tax change for a property with an average change in assessed value in each class. Since the total assessed value increase for the residential class is lower than the increase for business, the business class ratio will be mathematically reduced if the current policy of allocating an equal tax increase is implemented.

There are a number of options for the distribution of taxes among tax classes for Council's consideration. These are only a few of the possible options, but are identified here to illustrate the various tax policies that Council has implemented in past years.

Option 1 – Equalize tax increase, hold industrial tax rate same as business (current tax policy) – recommended

Current tax policy equalizes any tax increase or decrease, with the exception of industrial classes which are held at the same tax rate as business. As outlined in the following table, for 2019, all but industrial classes would see an increase of 3.97% whereas industrial classes would see changes reflecting the assessment changes for those classes.

	Tax Ratio	Tax Share Exluding NMC	Tax Rate	Tax Change	2018 Tax Rates
Residential	1.0000	51.51%	3.1564	3.97%	3.2889
Utility	10.0130	0.45%	31.6048	3.97%	33.9650
Major Industrial	3.4794	0.11%	10.9821	15.14%	11.6261
Light Industrial	3.4794	0.67%	10.9821	4.09%	11.6261
Business	3.4794	47.06%	10.9821	3.97%	11.6261
Rec/Non Profit	2.2504	0.20%	7.1031	3.97%	8.1556

The increase would be approximately $97 for the average residential property ($805,000 assessed value) and $272 for a typical business ($644,000 assessed value).

Option 2 – Equalize tax increase across all tax classes (tax policy prior to 2007)

This option would result in an overall property tax increase of 3.98%. However, industrial classes would have different tax rates than business.

	Tax Ratio	Tax Share Exluding NMC	Tax Rate	Tax Change	2018 Tax Rates
Residential	1.0000	51.51%	3.1567	3.98%	3.2889
Utility	10.0129	0.45%	31.6082	3.98%	33.9650
Major Industrial	3.1417	0.10%	9.9175	3.98%	11.6261
Light Industrial	3.4755	0.67%	10.9713	3.98%	11.6261
Business	3.4794	47.07%	10.9834	3.98%	11.6261
Rec/Non Profit	2.2504	0.20%	7.1039	3.98%	8.1556

The increase would be approximately $97 for the average residential property ($805,000 assessed value) and $272 for a typical business ($644,000 assessed value).

Option 3 – maintain the business tax share at 48%, excluding new assessment revenue (tax policy from 2012-2014 was to reduce share to 48%)

This option would result in a larger tax increase for business compared to residential, and does not reflect the changes to new assessments coming on-stream since the shift in 2014. The resulting tax rates are outlined in the following table:

	Tax Ratio	Tax Share Exluding NMC	Tax Rate	Tax Change	2018 Tax Rates
Residential	1.0000	50.56%	3.0986	2.06%	3.2889
Utility	10.0130	0.44%	31.0260	2.07%	33.9650
Major Industrial	3.6150	0.12%	11.2013	17.44%	11.6261
Light Industrial	3.6150	0.69%	11.2013	6.16%	11.6261
Business	3.6150	48.00%	11.2013	6.04%	11.6261
Rec/Non Profit	2.2504	0.19%	6.9730	2.07%	8.1556

The increase would be approximately $50 for the average residential property ($805,000 assessed value) and $413 for a typical business ($644,000 assessed value).

Option 4 – hold ratios same as in 2018 (tax policy 2007-2011)

This option would result in a larger increase for business compared to residential as a result of the larger assessment increase for business properties as outlined in the following table:

	Tax Ratio	Tax Share Exluding NMC	Tax Rate	Tax Change	2018 Tax Rates
Residential	1.0000	51.09%	3.1314	3.14%	3.2889
Utility	10.3270	0.46%	32.3377	6.38%	33.9650
Major Industrial	3.5349	0.11%	11.0691	16.05%	11.6261
Light Industrial	3.5349	0.68%	11.0691	4.91%	11.6261
Business	3.5349	47.44%	11.0691	4.79%	11.6261
Rec/Non Profit	2.4797	0.22%	7.7649	13.66%	8.1556

The increase would be approximately $77 for the average residential property ($805,000 assessed value) and $328 for a typical business ($644,000 assessed value).

OPTIONS & IMPACTS

Option 1: Do not amend the revenue and tax policy and approve tax rates as outlined in option 1 above

This option will pass on equal tax increases to all classes, except major and light industry whose tax rates will remain the same as business.

Impacts: Tax increases will be shared equally among tax classes, excluding major and light industry whose property tax changes will depend on changes to assessed values.

Option 2: Amend the revenue and tax policy to shift taxes away from or toward the business class as determined by Council

This option will increase or reduce the burden on the business class with the equal and opposite burden to the residential class. This will influence the City's tax ratio and share of taxes, but overall taxes collected by the City will remain the same.

CONCLUSION

As identified during the comprehensive tax policy review in 2015, there is no single indicator that can be used to demonstrate whether taxes should be shifted from one tax class to another. Therefore a number of benchmark measures are provided to inform Council's decision making.

Respectfully submitted,

	Jo'Connor	Susanne Thompson
Jennifer Lockhart Manager of Revenue	Jo-Ann O'Connor Deputy Director of Finance	Susanne Thompson Deputy City Manager/CFO

Report accepted and recommended by the City Manager: Jocelyn Jenkins

Date: April 5, 2019

List of Attachments
Appendix A: Revenue and Tax Policy

Appendix A – Revenue and Tax Policy

CITY OF VICTORIA	**REVENUE AND TAX POLICY**	
	No.	**Page 1 of 3**

SUBJECT:	Revenue and Tax Policy	
PREPARED BY:	Finance	
AUTHORIZED BY:	City Council	
EFFECTIVE DATE:	February 16, 2009	**REVISION DATE:** January 29, 2015
REVIEW FREQUENCY:	Annually	

PURPOSE

The purpose of the Revenue and Tax Policy is to outline the proportions of revenue sources, the distribution of property taxes among property classes and the use of permissive property tax exemptions.

OBJECTIVES

- To provide tax payers with stable, equitable and affordable property taxation while at the same time providing high quality services.
- To support the OCP and other City plans as well as complement the Regional Context Statement.

POLICIES

1. Revenue Proportions by Funding Sources

Property taxes are the main source of revenue for the City and pay for services such as police and fire protection, bylaw enforcement, and infrastructure maintenance. Property taxes provide a stable and consistent source of revenue for services that are difficult or undesirable to fund on a user pay basis. Therefore, property taxes will continue to be the City's major source of revenue.

However, it is the City's desire to charge user fees where feasible. Some programs, such as recreation, are partially funded by user fees. The City also has several self-financed programs that are fully funded by user fees. These include Water Utility, Sewer Utility, Garbage Utility, and the Victoria Conference Centre.

Policy 1.0

User pay funding will be used for such services that are practical and desirable to fund on a user pay basis.

Services that are undesirable or impractical to fund on a user pay basis will be funded by property taxes.

Policy 1.1

The City will continue to explore alternative revenue sources to diversity its revenue base.

2. Distribution of Property Taxes Among Property Classes

Market value changes that result in uneven assessment changes between property classes result in a tax burden shift to the class experiencing greater market value increases unless tax ratios are modified to mitigate the shift.

Until 2007, it was Council's practice to modify tax ratios to avoid such shifts. This equalization practice provided an effective tax increase that was equal for all classes. It is important to be aware that this practice only avoids shifts *between* property classes. There is still a potential for shifts *within* a property class where one property has experienced a market value change that is greater than the average for that class.

However, starting in 2007, business and industrial tax ratios have been held constant in recognition of the larger tax burden that has been placed on those classes. This resulted in higher tax increases being passed on to the residential class compared to business and industrial.

The pressure continues across the country to reduce the tax burden on the business and industrial classes. In recognition of this, and the desire to support a healthy business environment, Council's goal is to have a business class tax burden that is equitable.

In 2012, a comprehensive review of the Revenue and Tax Policy was conducted to determine if Council's objective of reducing the tax burden on the business class was appropriate and if so, that the mechanism of achieving the objective (reduction of tax ratio) was the most effective mechanism to achieve the goal. The review concluded that additional relief for the business tax class was warranted. However, the tax ratio was not the best mechanism of achieving that goal. As a result, Council approved the following policy objective: *To reduce the business property tax class share of the total property tax levy to 48% over three years (2012-2014). The redistribution excludes impact of new assessment revenue. The total redistribution of the tax levy was $1.51 million.*

In 2015, an update review was completed and based on the findings, policy 2.0 was amended to maintain the current share of taxes among tax classes.

Policy 2.0

Maintain the current share of distribution of property taxes among property classes, excluding the impact of new assessment revenue, by allocating tax increases equally. Business and industrial classes will be grouped as outlined in Policy 2.1.

Policy 2.1

Tax rates for the light and major industrial tax classes will be equal to the business tax rate to support the City's desire to retain industrial businesses.

Policy 2.2

Farm Tax Rates will be set at a rate so taxes paid by properties achieving farm status will be comparable to what the property would have paid if it were assessed as residential.

3. Use of Permissive Property Tax Exemptions

The City continues to support local non-profit organizations through permissive tax exemptions. Each year, a list of these exemptions is included in the City's Annual Report.

In addition, the City offers a Tax Incentive Program to eligible owners of downtown heritage designated buildings to offset seismic upgrading costs for the purposes of residential conversion of existing upper storeys. The exemptions are for a period up to ten years.

The City encourages redevelopment of lands within the City and the use of environmentally sustainable energy systems for those developments through revitalization property tax exemptions.

Policy 3.0

Permissive property tax exemptions are governed by the City's Permissive Property Tax Exemption Policy, which outlines the criteria for which property tax exemptions may be granted.

Policy 3.1

Heritage property tax exemptions are governed by the City's Heritage Tax Incentive Program.

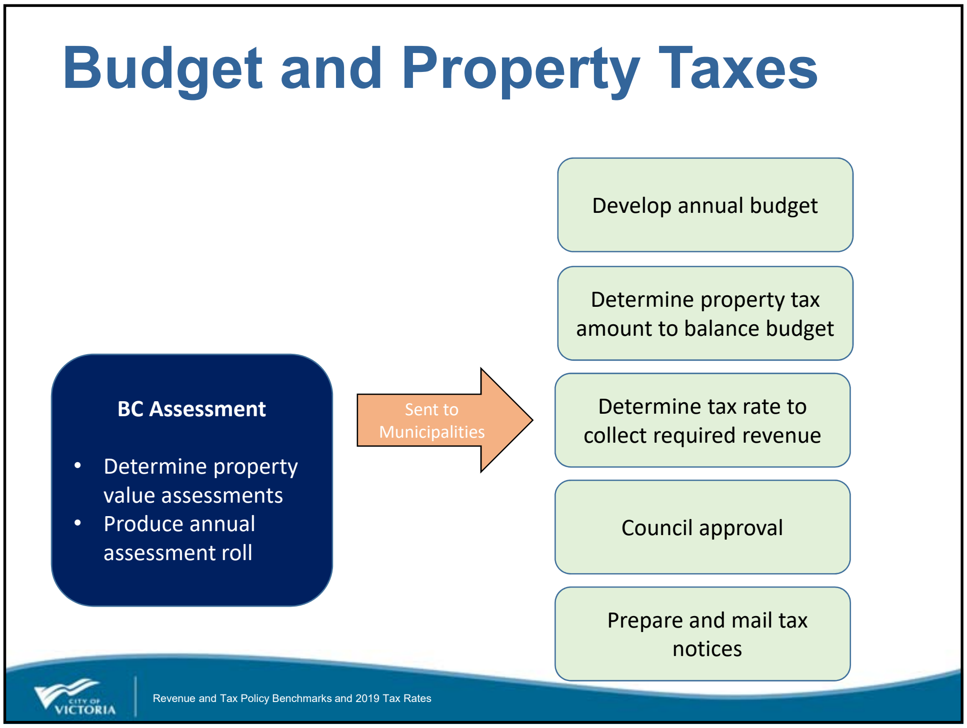
Policy 3.2

Revitalization property tax exemptions are governed by the City's Revitalization Tax Exemption (Green Power Facilities) bylaw.

Revenue and Tax Policy Benchmarks and 2019 Tax Rates

Purpose

- To provide updated benchmark measures related to the City's Revenue and Tax Policy
- To seek direction on 2019 tax rates



Budget and Property Taxes

BC Assessment

- Determine property value assessments
- Produce annual assessment roll

Sent to Municipalities

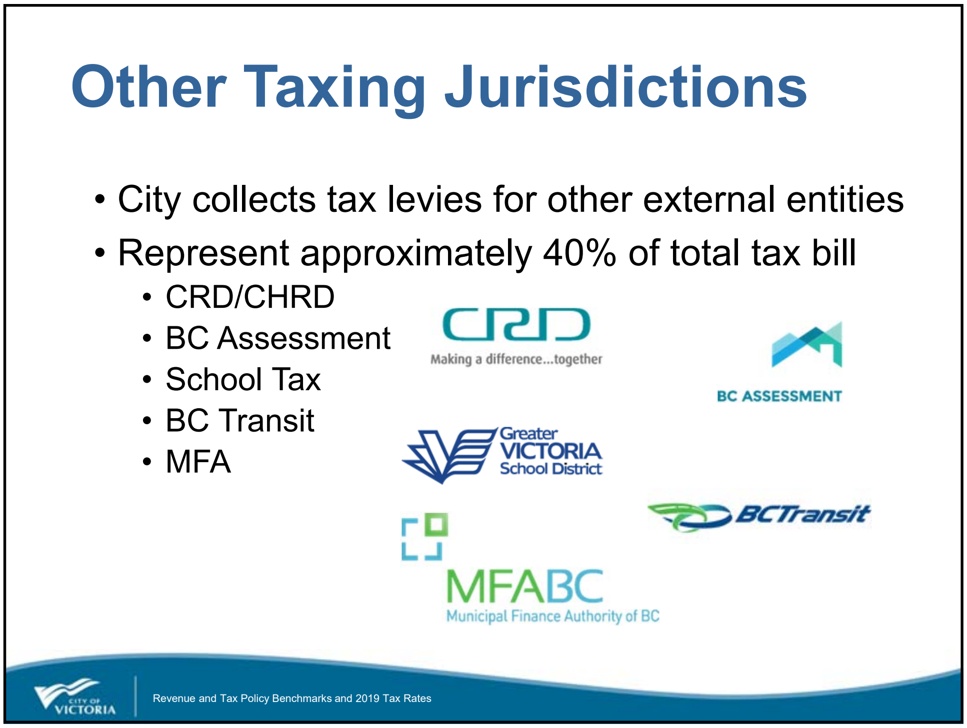
Develop annual budget

Determine property tax amount to balance budget

Determine tax rate to collect required revenue

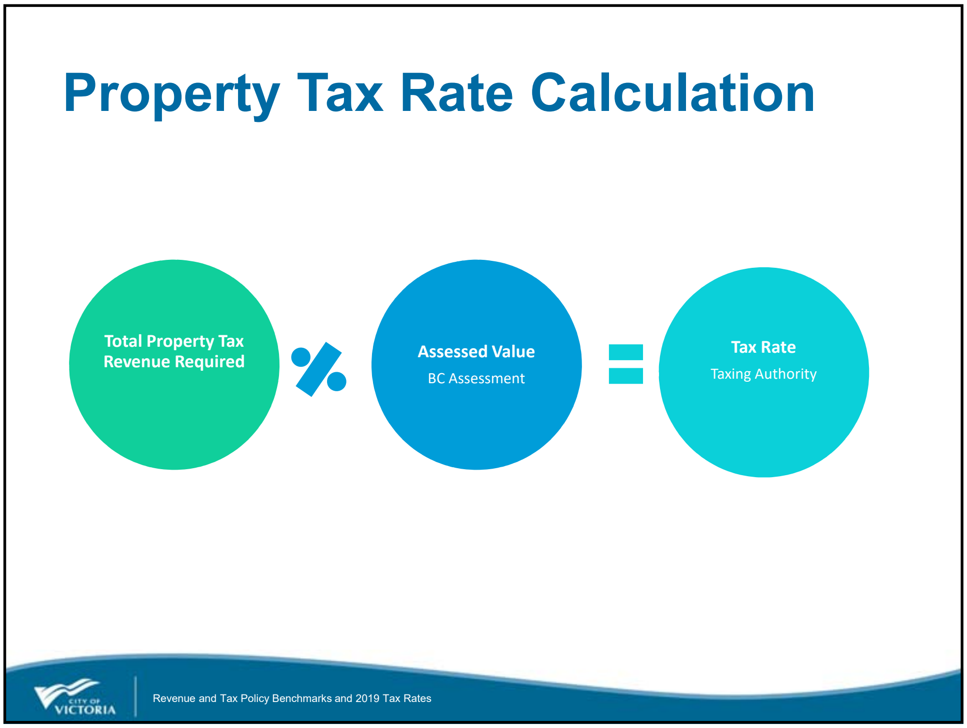
Council approval

Prepare and mail tax notices



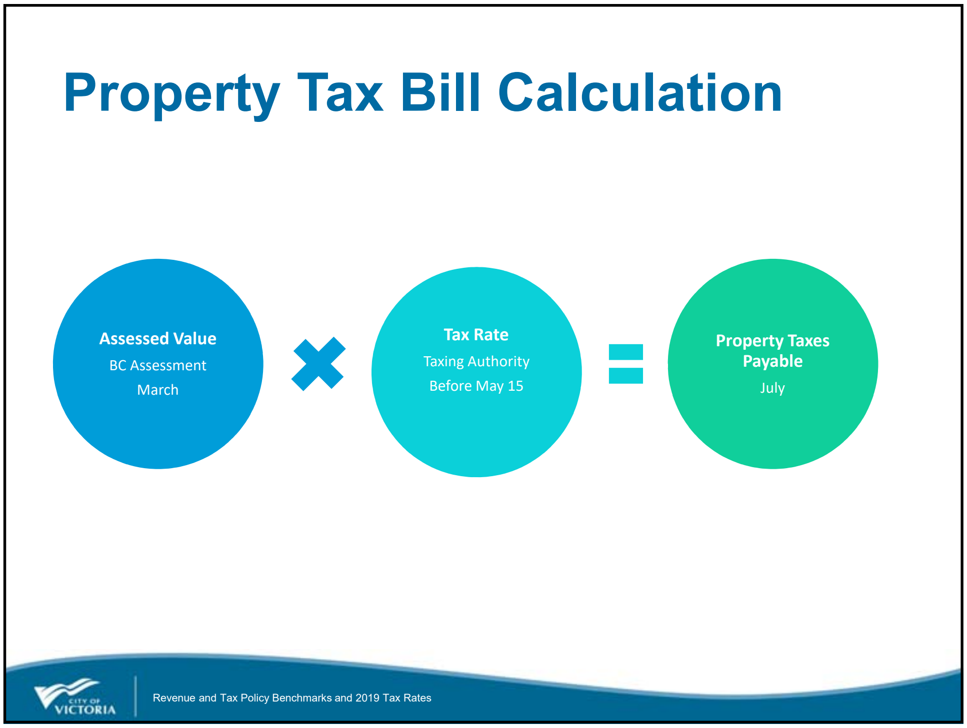
Other Taxing Jurisdictions

- City collects tax levies for other external entities
- Represent approximately 40% of total tax bill
  - CRD/CHRD
  - BC Assessment
  - School Tax
  - BC Transit
  - MFA



Property Tax Rate Calculation

Total Property Tax Revenue Required % **Assessed Value** BC Assessment = **Tax Rate** Taxing Authority



Property Tax Bill Calculation

Assessed Value BC Assessment March × **Tax Rate** Taxing Authority Before May 15 = **Property Taxes Payable** July

Impact on Taxpayers

	Your Property's Value Change	Property Tax Impact
1.	**LOWER** than Average Change for Property Class	Taxes Likely* **DECREASE**
2.	**SIMILAR** to the Average Change for Property Class	Taxes Likely* **DO NOT CHANGE**
3.	**HIGHER** than Average Change for Property Class	Taxes Likely **INCREASE**

***The diagram above assumes that there are no changes in the distribution of property tax funding between property classes.**

Revenue and Tax Policy

Required under Community Charter:

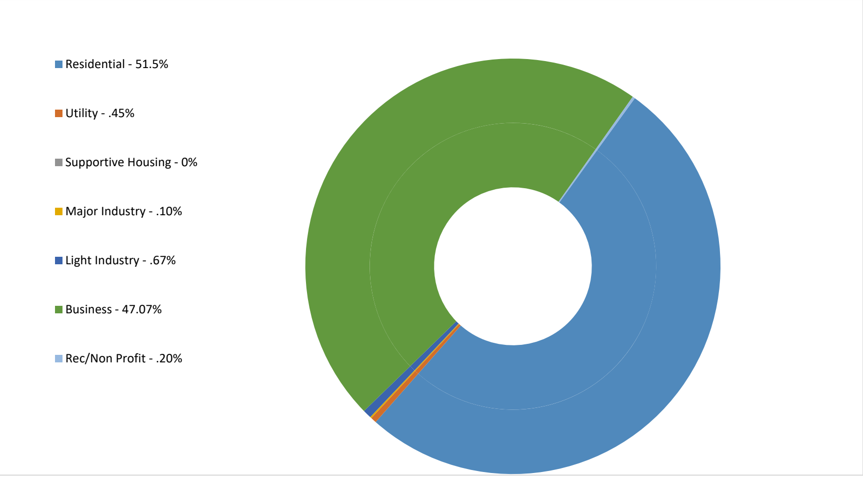
1. Revenue proportions by funding source
2. **Distribution of property taxes among property classes**
3. Permissive exemptions

Revenue and Tax Policy

Distribution of property taxes among property classes:

1. Maintain current share of distribution of property taxes – allocate tax increases equally between the classes
2. Tax rates for light and major industry same as business
3. Farm tax rates set to achieve comparable to residential

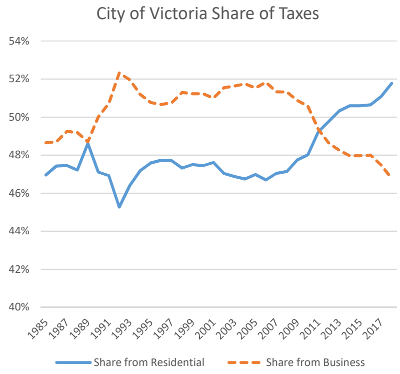
2018 Distribution of Taxes Levied

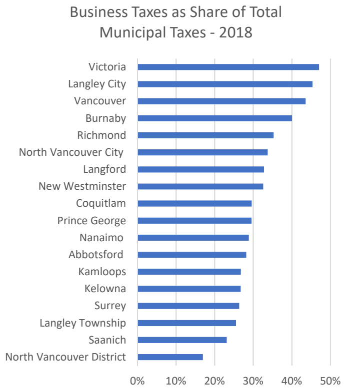


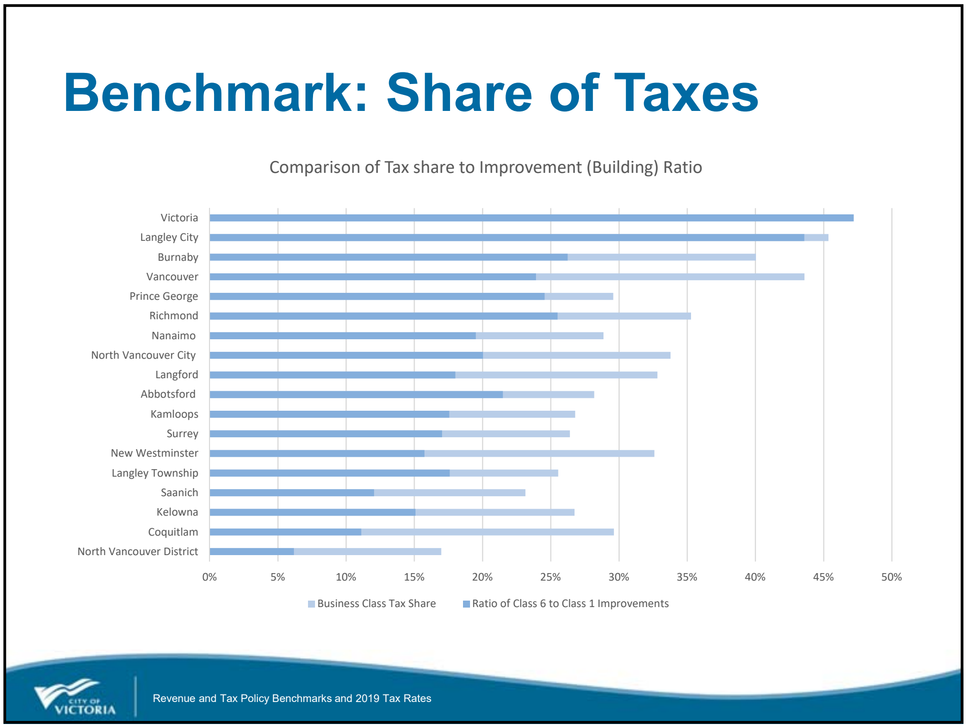
Council Direction

- Policy updated in 2015 to maintain the current share of property tax distribution among property classes
- Report back on benchmarks annually

Benchmark: Share of Taxes

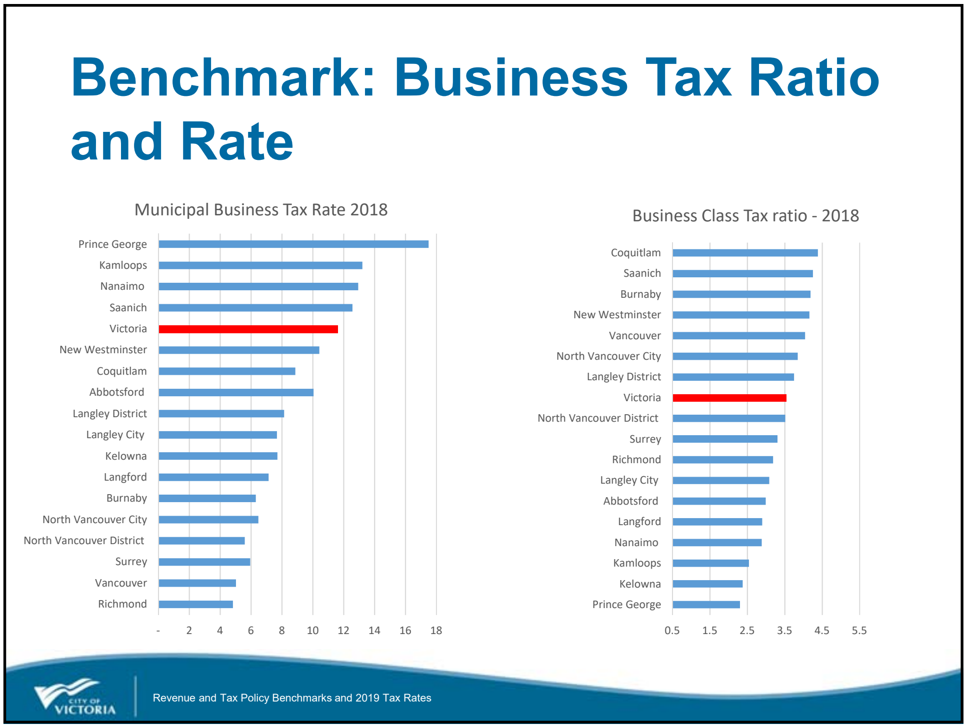

City of Victoria Share of Taxes


Business Taxes as Share of Total Municipal Taxes - 2018



Benchmark: Share of Taxes

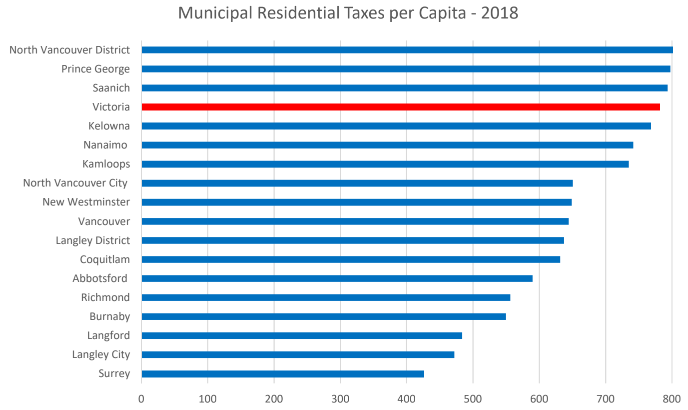
Revenue and Tax Policy Benchmarks and 2019 Tax Rates



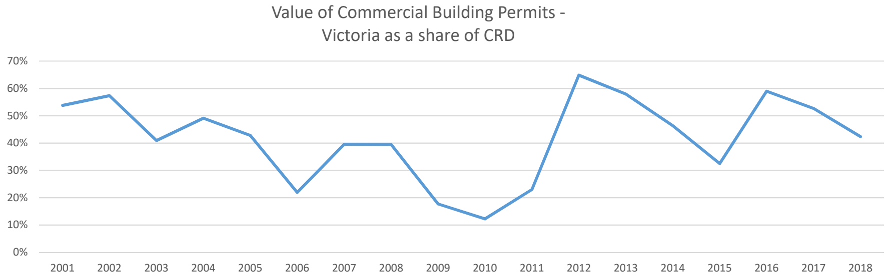
Benchmark: Business Tax Ratio and Rate

Revenue and Tax Policy Benchmarks and 2019 Tax Rates

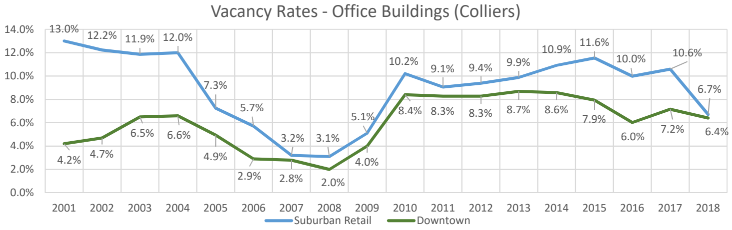
Benchmark: Business Tax Ratio and Rate


Municipal Residential Taxes per Capita - 2018

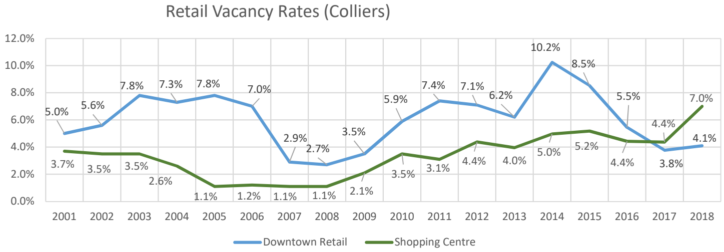
Benchmark: Building Permits


Value of Commercial Building Permits - Victoria as a share of CRD

Benchmark: Vacancy Rates



Vacancy Rates - Office Buildings (Colliers)



Retail Vacancy Rates (Colliers)

Tax Rate Option 1: Equalize tax increase, industrial same as business (current tax policy)

	Tax Ratio	Tax Share Exluding NMC	Tax Rate	Tax Change	2018 Tax Rates
Residential	1.0000	51.51%	3.1564	3.97%	3.2889
Utility	10.0130	0.45%	31.6048	3.97%	33.9650
Major Industrial	3.4794	0.11%	10.9821	15.14%	11.6261
Light Industrial	3.4794	0.67%	10.9821	4.09%	11.6261
Business	3.4794	47.06%	10.9821	3.97%	11.6261
Rec/Non Profit	2.2504	0.20%	7.1031	3.97%	8.1556

Average residential property ($805,000 assessed value) increase of $97
Typical business property ($644,000 assessed value) increase of $272

Tax Rate Option 2: Equalize tax increase, for all classes (tax policy prior to 2007)

	Tax Ratio	Tax Share Exluding NMC	Tax Rate	Tax Change	2018 Tax Rates
Residential	1.0000	51.51%	3.1567	3.98%	3.2889
Utility	10.0129	0.45%	31.6082	3.98%	33.9650
Major Industrial	3.1417	0.10%	9.9175	3.98%	11.6261
Light Industrial	3.4755	0.67%	10.9713	3.98%	11.6261
Business	3.4794	47.07%	10.9834	3.98%	11.6261
Rec/Non Profit	2.2504	0.20%	7.1039	3.98%	8.1556

Average residential property ($805,000 assessed value) increase of $97

Typical business property ($644,000 assessed value) increase of $272

Tax Rate Option 3: Maintain business tax share at 48%, excluding NMC (tax policy 2012-2014 was to reduce to 48%)

	Tax Ratio	Tax Share Exluding NMC	Tax Rate	Tax Change	2018 Tax Rates
Residential	1.0000	50.56%	3.0986	2.06%	3.2889
Utility	10.0130	0.44%	31.0260	2.07%	33.9650
Major Industrial	3.6150	0.12%	11.2013	17.44%	11.6261
Light Industrial	3.6150	0.69%	11.2013	6.16%	11.6261
Business	3.6150	48.00%	11.2013	6.04%	11.6261
Rec/Non Profit	2.2504	0.19%	6.9730	2.07%	8.1556

Average residential property ($805,000 assessed value) increase of $50

Typical business property ($644,000 assessed value) increase of $413

Tax Rate Option 4: Hold ratios same as 2018 (tax policy for business ratio 2007-2011)

	Tax Ratio	Tax Share Exluding NMC	Tax Rate	Tax Change		2018 Tax Rates
Residential	1.0000	51.09%	3.1314	3.14%		3.2889
Utility	10.3270	0.46%	32.3377	6.38%		33.9650
Major Industrial	3.5349	0.11%	11.0691	16.05%		11.6261
Light Industrial	3.5349	0.68%	11.0691	4.91%		11.6261
Business	3.5349	47.44%	11.0691	4.79%		11.6261
Rec/Non Profit	2.4797	0.22%	7.7649	13.66%		8.1556

Average residential property ($805,000 assessed value) increase of $77

Typical business property ($644,000 assessed value) *decrease* of $328

Committee of the Whole Report
For the Meeting of April 11, 2019

To: Committee of the Whole **Date:** April 5, 2019

From: Chris Coates, City Clerk

Subject: Proclamation "National Dental Hygienists Week" April 6 to 12, 2019

RECOMMENDATION

That the *National Dental Hygienists Week* Proclamation be forwarded to the April 11, 2019 Council meeting for Council's consideration.

EXECUTIVE SUMMARY

Attached as Appendix A is the requested *National Dental Hygienists Week* Proclamation. Council has established a policy addressing Proclamation requests. The policy provides for:

- A staff report to Committee of the Whole.
- Each Proclamation request requiring a motion approved at Committee of the Whole prior to forwarding it to Council for their consideration.
- Staff providing Council with a list of Proclamations made in the previous year.
- Council voting on each Proclamation individually.
- Council's consideration of Proclamations is to fulfil a request rather than taking a position.

A list of 2018 Proclamations is provided as Appendix B in accordance with the policy. Consistent with City Policy, Proclamations issued are established as fulfilling a request and does not represent an endorsement of the content of the Proclamation.

Respectfully submitted,

Chris Coates
City Clerk

LIST OF ATTACHMENTS

- Appendix A: Proclamation "National Dental Hygienists Week"
- Appendix B: List of Previously Approved Proclamations

Proclamation "National Dental Hygienists Week" April 6 to 12, 2019

"NATIONAL DENTAL HYGIENISTS WEEK"

WHEREAS *59% of Canadian children and 96% of adults have experienced cavities, and 21% of Canadian adults have experienced periodontal (gum) issues; and*

WHEREAS *research shows a direct link between oral health and overall health and well-being such as periodontal disease being linked to a number of serious illnesses including lung disease, diabetes and heart disease; and*

WHEREAS *oral health issues are easily preventable and treatable, and Canadians, especially children and seniors, can be greatly assisted through early detection and intervention; and*

WHEREAS *dental hygiene is the 6th largest registered health profession in Canada with 29,549 registered dental hygienists working in a variety of setting, with people of all ages, addressing issues related to oral health; and*

WHEREAS *greater awareness of proper oral health practices and the need to regularly visit a dental professional is paramount to ensuring Canadians lead healthier and happier lives; and*

WHEREAS *promoting the importance of the issues and celebrating the successes of the profession and contributions of dental hygienists will lead to increased public awareness.*

NOW, THEREFORE *I do hereby proclaim the week of April 6-12, 2019 as* ***"NATIONAL DENTAL HYGIENISTS WEEK"*** *on the* ***HOMELANDS*** *of the* ***SONGHEES AND ESQUIMALT PEOPLE*** *in the* ***CITY OF VICTORIA, CAPITAL CITY*** *of the* ***PROVINCE*** *of* ***BRITISH COLUMBIA.***

IN WITNESS WHEREOF*, I hereunto set my hand this 11th day of April, Two Thousand and Nineteen.*

LISA HELPS
MAYOR
CITY OF VICTORIA
BRITISH COLUMBIA

Sponsored By:

Appendix B

Council Meetings	Proclamations
11-Jan-18	none
25-Jan-18	Eating Disorder Awareness Week - February 1 to 7, 2018
08-Feb-18	Rare Disease Day - Febraury 28, 2018 International Development Week - February 4 - 10, 2018 Chamber of Commerce Week - February 19 - 23, 2018
22-Feb-18	Victoria Co-op Day - March 10, 2018 Tibet Day - March 10, 2018
08-Mar-18	Revised World Water Day - March 22, 2018 Purple Day fo rEpilepsy Awareness - March 26, 2018
22-Mar-18	Parkinson's Awareness Month - April 2018 Barbershop Harmony Quartet Week - April 8-14, 2018 Autism Awareness Day - April 2, 2018
12-Apr-18	St. George Day - April 23, 2018 Human Values Day - April 24, 2018
26-Apr-18	Huntington Awareness Month - May 2018 Neighbour Day - May 8, 2018 Earth Day - April 22, 2018 International Internal Audit Awarenss Month - May 2018 MS Awareness Month - May 2018 Highland Games Week - May 14-21, 2018 North American Occupational Safety and Health (NOASH) Week - May 7-13, 2018 Child Abuse Prevention Month - April 2018 Thank a Youth Worker Day - May 10, 2018 National Organ and Tissue Donation Awareness Week - April 22 - 28, 2018
10-May-18	Tap Dance Day - May 25, 2018
24-May-18	Victims and Survivors of Crime Week - May 27 - June 2, 2018 Orca Awareness Month - June 2018 Intergenerational Day - June 1, 2018

	Co-op Housing Day - June 9, 2018 Planning Institute of BC 60th Anniversary Day - June 9, 2018 Pollinator Week - June 18 - 24, 2018 Independent Living Across Canada Day - June 4, 2018 Built Green Day - June 6, 2018 International Medical Cannabis Day - June 11, 2018
14-Jun-18	ALS Awareness Month - June 2018
28-Jun-18	Pride Week - July 1 to 8, 2018
12-Jul-18	None
26-Jul-18	A Day of Happiness - August 4, 2018
09-Aug-18	World Refugee Day - June 20, 2018 Literacy Month - September 2018
06-Sep-18	Prostate Cancer Awareness Month - September 2018 Performance and Learning Month - September 2018 BC Thanksgiving Food Drive fo rht eFood Bank Day - September 15, 2018 United Way Day - September 19, 2018
20-Sep-18	International Day of Sign Languages and Week of the Deaf - September 23, 2018 Ride for Refugee Day - September 29, 2018 Wrongful Conviction Day - October 2, 2018 Fire Prevention Week 2018 - October 7 to 13, 2018 Occupational Therapy Month - October 2018 Manufacturing Month - October 2018
04-Oct-18	World Mental Health Day - October 10, 2018 Waste Reduction Week - October 15 to 21, 2018 Miriam Temple No. 2 Daughters of the Nile Day - October 18, 2018 Pulmonary Hypertension Awareness Month - November 2018 World Pancreatic Cancer Day - November 15, 2018 CUPE Local 50's 100th Anniversary - October 2018
08-Nov-18	Turkish Republic Day - October 29, 2018 Think Local Week - November 12 to 18, 2018 Diabetes Awareness Day - November 14, 2018

	World Lymphedema Day - March 6, 2019
22-Nov-18	Movember - November 2018
	Adoption Awareness Month - November 2018
13-Dec-18	National Homeless Persons' Memorial Day - December 21, 2018

For the Committee of the Whole Meeting April 11th 2019

Date: April 5, 2019 **From:** Mayor Helps and Councillor Isitt

Subject: Amendment to AVICC Climate Emergency Declaration Motion

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Recommendation

That Council endorse the proposed amendments to AVICC Resolution 16 Climate Emergency Declaration submitted by the Sunshine Coast Regional District. The deletions are struck through and the additions are in red:

WHEREAS the impacts of climate change in the form of extreme weather events, wildfires and drought are occurring at an accelerated rate and with growing frequency throughout BC and are creating major financial, social and environmental costs which are largely being borne by local governments and the residents they serve;

AND WHEREAS there is an urgency for action but a lack of resources and coordination to support local governments in their ability to adapt to and mitigate the ongoing effects of climate change, especially with respect to infrastructure upgrades, repairs and maintenance, and emergency preparedness measures:

THEREFORE BE IT RESOLVED that the provincial government be urged to declare a province-wide Climate Emergency and to assist local governments in achieving carbon neutrality by 2030 and a 45% reduction in greenhouse gas emissions by 2030 and a 100% reduction in greenhouse gas emissions by 2050 as per the Intergovernmental Panel on Climate Change October 2018 report. ~~in order to emphasize the critical imperative for immediate action and to assist with province-wide collaboration and coordination of resources that will support local governments~~

BE IT FURTHER RESOLVED THAT the President of UBCM communicate to the Provincial Minister of the Environment local government's support to help the Province close the 25% emissions gap in the *CleanBC Plan*, and call on the Province to provide the powers and resources to local governments to do so.

Respectfully Submitted,

Mayor Helps

Councillor Isitt

Council Member Motion
Council Meeting of April 11, 2019

Date: April 10, 2019

From: Mayor Helps and Councillor Isitt

Subject: Late Motion to AVICC Convention – Subsidies to Fossil Fuel Companies

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Background

The Association of Vancouver Island and Coastal Communities Conference is being held in Powell River April 12 -14, 2019. There is process for late resolutions to be added that requires a 60% majority vote of delegates for a late resolution to be considered. The purpose of this report is to propose a late resolution for Council to consider, and if approved, submit it to the AVICC requesting it be put forward to the membership to consider debating.

Recommendation

That Council endorse the following motion and submit to the Association of Vancouver Island and Coastal Communities as a late resolution for consideration at the 2019 Convention:

WHEREAS the Federal government recently released a scientific report that reveals that Canada is warming at twice the global rate, the Provincial government recently approved a $5.35-billion package of tax incentives for a $40-billion LNG Canada megaproject, supported by $1.275 billion from the Federal government, and, according to a 2015 report by the International Monetary Fund, the annual Federal government subsidy to the fossil fuel industry is $46 billion;

AND WHEREAS the funding formula for local governments has changed little since 1867 with local governments receiving roughly 8 cents of every tax dollar leaving them unprepared for the emerging and significant costs of mitigation and adaption to climate change;

THEREFORE BE IT RESOLVED that UBCM call on the Provincial government to end all subsidies to fossil fuel companies and to invest the money instead in climate change mitigation and adaptation activities being undertaken by local governments in a predictable and regularized funding formula and that the UBCM through the FCM call on the Federal government to end all subsidies to fossil fuel companies and to invest the money instead in climate change mitigation and adaptation activities being undertaken by local governments in a predictable and regularized funding formula.

Respectfully submitted,

Mayor Lisa Helps

Councillor Isitt

Council Member Motion
For the Committee of the Whole Meeting of April 11, 2019

Date: April, 9th 2019 **From:** Councillor Potts

Subject: Attendance at the AVICC Conference, Powell River April 12-14

BACKGROUND

The AVICC conference will be held in Powell River on April 12-14 2019 and the costs are as follows:

Registration: 430.50
Transportation: 118.00
Accommodation: 250.00
Incidentals: 150.00

Approximate total: 918.00

RECOMMENDATION

That Council authorize the attendance and associated costs for Councillor Sarah Potts to attend the AVICC Conference to be held in Powell River, April 12-14, 2019.

Respectfully submitted,

Councillor Potts

Council Member Motion
For the Committee of the Whole Meeting of April 11, 2019

Date: April 10, 2019

From: Councillor Ben Isitt

Subject: Lobbying Efforts by Big Oil Companies to Deter Climate Action

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Background:

A recent report by the nonprofit organization InfluenceMap has documented concerted lobbying efforts by major fossil fuel corporations to deter climate action by governments (attached).

In light of the City of Victoria's strategic commitment to taking climate leadership, and the imperative for action by all levels of government between now and 2030 to limit global warming to 1.5 degrees Celsius in order to avoid the worst impacts of climate change, it is recommended that Council receive the report for information.

Awareness of the practices documented in the report can serve to inoculate the City against the risk that misinformation will deter Council and staff from advancing the strategic commitment to climate leadership.

Recommendation:

That Council receive the report *Big Oil's Real Agenda on Climate Change* for information.

Respectfully submitted,

Councillor Isitt

Attachment:

1. Influence Map report, *Big Oil's Real Agenda on Climate Change*, March 2019

InfluenceMap

Big Oil's Real Agenda on Climate Change

How the oil majors have spent $1bn since Paris on narrative capture and lobbying on climate

March 2019

Big Oil's Real Agenda on Climate Change

How the oil majors have spent $1Bn since Paris on narrative capture and lobbying on climate

Executive Summary

- This research finds that the five largest publicly-traded oil and gas majors (ExxonMobil, Royal Dutch Shell, Chevron, BP and Total) have invested over $1Bn of shareholder funds in the three years following the Paris Agreement on misleading climate-related branding and lobbying. These efforts are overwhelmingly in conflict with the goals of this landmark global climate accord, and designed to maintain the social and legal license to operate and expand fossil fuel operations.

- Company disclosures of spending on climate lobbying and branding are very limited. To fill this transparency gap, InfluenceMap has devised a methodology using best-available disclosures and intensive research of corporate messaging to evaluate oil major spending aimed at influencing the climate agenda, both directly and through their key trade groups

- The research reveals a trend of carefully devised campaigns of positive messaging combined with negative policy lobbying on climate change. The aim is to maintain public support on the issue while holding back binding policy. This spending accompanies the expansion of the companies' operations with combined annual sales of over $1Tn and profits of $55Bn 2018, the vast majority of which is oil and gas related. Combined capital investment will increase to $115Bn in 2019 but only about 3% of this will go to low carbon investments, according to company disclosures.

- The most important part of this campaign activity is the nearly $200M per year spent on lobbying designed to control, delay, or block binding climate-motivated policy. This lobbying has hindered governments globally in their efforts to implement such policies post-Paris, which according to the latest IPCC report of 2018 are crucial to meet climate targets and keep warming below 1.5°C.

- All five oil majors continue their efforts to capture the narrative on fossil fuels and climate, driven by coordinated messaging from corporate leadership on the need for increased fossil fuel production to meet global energy demand. Since Paris, Chevron, BP and ExxonMobil have led in direct lobbying activities to oppose a range of progressive climate policy strands. Royal Dutch Shell and to some extent Total have made steps since 2015 to be more positive on a number of climate policy issues. However, both companies continue to support policy supporting a continued role for fossil fuels in the energy mix and remain part of highly climate-oppositional trade associations like the American Petroleum Institute.

- A key trend is the tactical use of social media. In the four weeks up to the US midterm elections ExxonMobil led the majors and their agents in combined spending of $2M on targeted Facebook and Instagram ads promoting the benefits of increased fossil fuel production and supporting successful opposition to several key climate related ballot initiatives on November 6th, 2018.

- This lobbying strategy is complimented by an annual \$195M investment by the five companies in often misleading branding campaigns aimed at convincing stakeholders they are on board with ambitious action on climate. Examples include ExxonMobil's ongoing promotion of its algae-biofuels research and the jointly funded Oil and Gas Climate Initiative, whose messaging de-emphasizes climate regulation while stressing voluntary action and low carbon investments. In fact, company disclosures show such investments will make around 3% of the oil projected capital investments by the oil majors. Exxon's goal of reaching 10,000 barrels of biofuel a day by 2025 would still only equate to 0.2% of its current refinery capacity, essentially a rounding error.

- The research highlights the outsourcing of the most direct, negative and egregious climate lobbying to trade groups such as the American Petroleum Institute which in 2018 successfully campaigned to deregulate oil and gas development, including a rollback of methane standards. Oil and gas funded groups also appear to have coordinated efforts in California, at the US Federal level and in the European Union to oppose policy on the electrification of the transport sector.

- This research will feed into efforts by key stakeholders to bring the oil and gas sector into line with the urgency of action on climate change. These include the global investment community which in 2017 launched the Climate Action 100+ program of engagement with the 100 key corporations on climate. The five oil majors feature prominently in this list. It will also inform various emerging legal cases globally, for example in the United States and the Netherlands to hold oil majors accountable for their past and ongoing climate strategies.

- Despite apparent awareness of these growing pressures from stakeholders, rather than changing course the response from oil major CEOs has been to pledge a ramp up in climate-positive branding, as articulated at this year's World Economic Forum in Davos. This has been accompanied by a surge in fossil fuel exploration capital spend in 2018 as the oil price rebounds.

FORECASTED CAPITAL EXPENDITURE, 2019

LOBBYING/BRANDING SPEND, 2018

References and sources used in this report are contained within hyperlinks throughout, including to InfluenceMap's online database of climate lobbying. Registration may be required for some areas. Note: \$1M=\$1 million, Bn=billion, Tn=trillion

Introduction

Background

The Paris Agreement of 2015 marked a distinct change in the messaging strategies of the large integrated oil and gas companies (the oil majors) on climate change. Realizing public, political and media attention was shifting overwhelmingly in favor of more urgent action, the European oil majors initiated a campaign of top line positivity on climate. This included calling for a price on carbon, supporting the Paris Agreement and the formation of groups like the Oil and Gas Climate Initiative (OGCI) promoting voluntary measures and the investments the companies are making on climate change. Following increased public and legal pressure, ExxonMobil and, to a lesser extent, Chevron, joined the European majors in this communications strategy. The US giants joined the OGCI in September 2018.

InfluenceMap's October 2015 Big Oil and the Obstruction of Climate Regulations confirmed that while Shell, BP and others were nominally asking policy makers for a price on carbon, they and their powerful trade groups were lobbying against strands of policy and regulations designed to create such a meaningful price. InfluenceMap's widely cited analysis of 2016 How Much Big Oil Spends on Climate Lobbying confirmed this numerically, showing ExxonMobil, Shell and three key trade groups were spending over $100M a year on obstructive climate lobbying.

In October 2018, the UN Intergovernmental Panel on Climate Change (IPCC) warned that urgent action is needed to limit climate change to 1.5°C, and that just an extra half degree of global warming (i.e. warming of 2°C) would significantly increase the risks of drought, floods, extreme heat and poverty for hundreds of millions of people. The report implies the need for reductions in the use of fossil fuels and strong policy responses from governments worldwide. At the same time, oil major climate messaging strategies continue to evolve in sophistication whilst their investments remain focused on fossil fuels. In light of this urgency, this work updates and expands upon InfluenceMap's 2016 lobby spend research to assess both the climate lobbying and branding efforts of the five largest oil and gas majors (ExxonMobil, Royal Dutch Shell, Chevron, BP and Total), as well as the activities of the key trade groups globally which lobby on their behalf.

Feeling the Heat on Climate

While campaign groups like Greenpeace and 350.org have long targeted the oil and gas majors on climate change, the last three years have shown a marked uptick and strategic coordination of pressure from several other key stakeholder groups, concerned at the global lack of progress on binding climate policy.

- **Investor pressure**: Certain shareholders, such as faith-based pension funds, have long targeted the oil majors, using their power as owners of the companies. This has now mainstreamed into the largest investor engagement process in history, the Climate Action 100+, in which 300 institutional shareholders representing $33Tn in assets are targeting the 100 or so most climate-critical listed companies. The five oil majors feature prominently in this latter group, and pressure on Royal Dutch Shell resulted in a wide-ranging statement on climate from the company late in 2018, including a pledge to reform its lobbying practices. Rival BP followed suit in early 2019.

- **Legal pressure**: Since the Paris Agreement legal pressure both from individual and government plaintiffs on climate has increased. As well as the high profile and ongoing lawsuits from the New York Attorney General against ExxonMobil and others for past practices on climate change, other US States including Rhode Island have joined the fray with a lawsuit against Exxon, BP and other majors. NGOs have similarly targeted Royal Dutch Shell in European courts. While none of these suits has caused the oil majors any financial stress thus far, this may change should a precedence be set in a future court ruling.

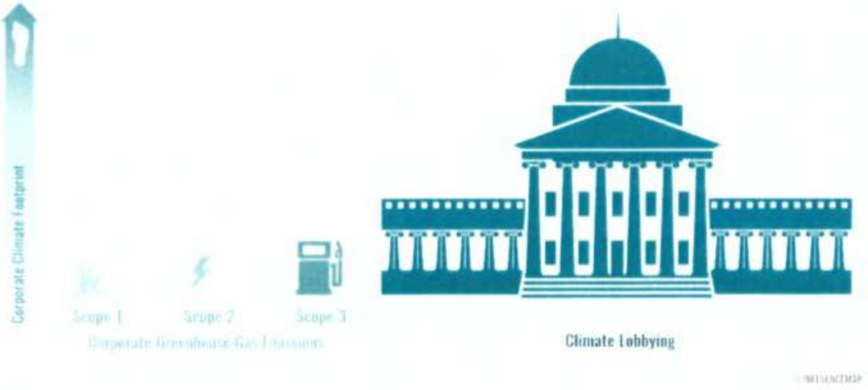
- **Media scrutiny**: The Economist magazine noted in its February 2019 cover *"The truth about big oil and climate change. Even as concerns about global warming grow, energy firms are planning to increase fossil-fuel production. None more than ExxonMobil."* This likely marked a turning point in the oil majors' ability to convince the world's financial and business media of their commitments to ambitious action on the Paris Agreement and climate change.

InfluenceMap works with all of the stakeholder groups identified above to ensure they remain well informed on the climate related activities of the oil majors and are able to interpret their statements in the context of actual behavior and actions.

The Corporate Climate Policy Footprint

Various criteria are used to measure the impact of individual companies on climate change. Scope 1 and 2 emissions refer to direct operational and supply-chain greenhouse gas emissions respectively, and remain the primary criteria used to assess corporate performance on climate. Increasingly, Scope 3 emissions arising from product use are being assessed. However, Scope 1,2 & 3 measurements fail to account for companies' impact through holding back policy and distorting the wider narrative of climate change. To address this gap, in 2017 InfluenceMap introduced the concept of the Carbon Policy Footprint for corporations.

These footprints are not measured in tons of emissions, but rather rank companies alongside each other according to their support for or opposition to a benchmark of Paris-Aligned regulatory measures around the world. To identify what constitutes influence on climate policy, InfluenceMap refers to a 2013 UN protocol which sets out a range of activities such as advertising, the use of social media, membership in trade associations and direct funding and contact with regulators. Further details of these activities and our methodology are provided in the Appendix.



Lobbying and Carbon Budgets

The IPCC's groundbreaking 2018 report states that limiting warming to 1.5°C would require a "rapid escalation in the scale and pace of transition" of energy systems, "particularly in the next 10-20 years", including in renewable energy and electric transport. It further notes such an unprecedented transition would necessarily require "public sector interventions" – i.e. policy responses around the world.[1] One key implication of these IPCC findings is the probable decline in oil's share of global energy supply should 1.5°C be achieved under most scenarios. The same applies for natural gas without widespread deployment of CCS, and this only if deep reductions in methane emissions can be achieved.

Despite this, and spurred on by deregulation and rising oil prices, the US oil and gas sector achieved record high production and proved reserves in 2018. Projected forward to 2050, research shows these operations alone will produce greenhouse gas emissions resulting in the 1.5°C global warming targets becoming nearly impossible under most IPCC noted scenarios.[2] Similarly, potential emissions from Western Australian's gas reserves would use Australia's Paris carbon budget three times over[3], whilst lobbying to weaken and delay methane regulations in Canada will lead to an extra 55 million tonnes of GHGs in the atmosphere before 2023.[4]

InfluenceMap's 2017 Carbon Policy Footprint research found the five oil majors have a disproportionate (relative to their economic size) and profoundly negative impact on climate policy

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[1] Special Report on Global Warming of 1.5°C, Frequently Asked Questions, IPCC, October 2018

[2] Drilling Towards Disaster, Why U.S Oil and Gas Expansion Is incompatible with Climate Limits, Oil Change International, January 2019

[3] Western Australia's Gas Gamble - Implications of natural gas extraction in WA. Climate Analytics, March 2018

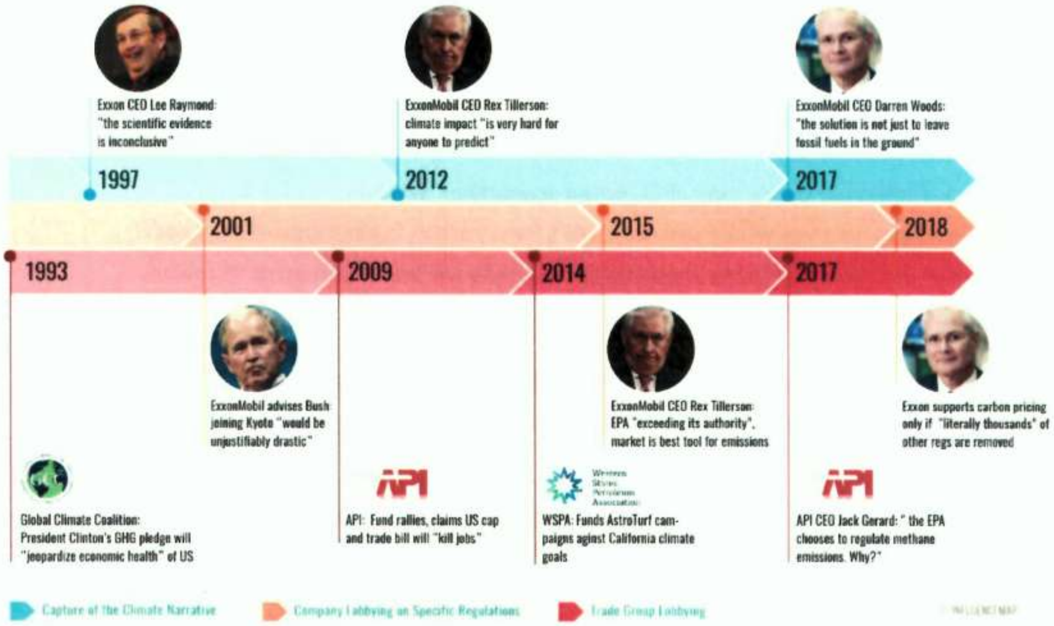
[4] Canada's Oil and Gas Challenge, Environmental Defence & Stand.Earth, December 2018

compared to companies in non-fossil fuel related sectors like tech, finance, healthcare and retail. Thus, despite the escalating warnings from the scientific community on the need for policy and implied reductions in fossil fuel usage, the industry appears to have been successful to date in preventing any policy measures that may materially impact their ongoing business operations.

The Evolution of Climate Lobbying

Oppositional corporate influencing on climate makes use of two increasingly linked strategies. The first involves capturing the political narrative and public understanding of climate change. This has the effect of reducing the likelihood of obtaining robust climate policy even before it makes significant political progress. The second involves more direct efforts to block, oppose or repeal regulations once politicians or policymakers have proposed or implemented them; in other words, what is more traditionally referred to as lobbying. The wider definition of lobbying used in this research covers both of these strategies.

In the past, companies like ExxonMobil and the networks they fund have sowed doubt around scientific consensus on climate science. As these tactics become increasingly unviable, they have moved to more subtle messaging tactics. These range from stressing the potential negative impacts of climate action on jobs and growth, to promoting the need to focus on gradual or incremental climate solutions based on as-of-yet unproven decarbonisation technologies. Another key trend is the increased outsourcing of direct, oppositional lobbying on climate regulations to powerful third-party industry groups such as the American Petroleum Institute. This evolution is illustrated in the timeline of statements from key ExxonMobil executives and those of its key lobbyists from the late 1990s to the present.



Building a Climate Brand

In the wake of pressure from campaigners, the media, and now from investors and legal plaintiffs, the oil majors have found it expedient to invest in individual and coordinated branding campaigns which position them as on board with an ambitious climate agenda post-Paris. To deliver this messaging, they make use of numerous channels. These include sophisticated advertising campaigns, targeting social media and the use of public transport and traditional media spaces to ensure they are widely received. This also includes high-level communications, predominantly delivered by senior management of the oil majors, to build trust with key stakeholders such as investors or politicians. Key tactics and examples of corporate climate branding strategies are noted in the next chapter and are illustrated in the graphic below.

The Oil and Gas Climate Initiative is a joint industry initiative established in 2014 to promote the sector's climate change efforts. Amplifying individual company narratives, the OGCI focuses on technology solutions, operational methane emissions and low carbon investments. This includes a $1Bn low carbon start up fund established by the OGCI as a sector-wide response to climate, in comparison with a total fossil fuel related capital expenditure by the five oil majors of $100Bn in 2018 alone. The OGCI deemphasizes the need for regulatory solutions and any limitations in fossil fuel use, both of which are strongly advocated as necessary to limit to 1.5°C in warming by the latest IPCC report. It can be argued that, given its substantial communications power, the OGCI thus plays a role in distracting from the need for an urgent and binding policy response to climate change.

This research highlights the increasing disconnect between the oil majors' efforts towards positive climate branding and their lobbying and actual business decisions. As the urgency of action on climate change grows, the line between this lobbying and that of the sector's branding on climate becomes ever blurred, with the ultimate effect of stalling meaningful action by policy makers.

Detailed Results

Background

Company disclosures on climate lobbying and branding activities are very limited. To fill this transparency gap, InfluenceMap has devised a methodology to calculate corporate spending on climate. This uses best-available disclosures to isolate line-item spending for each company across a range of activities (e.g. communications, government relations, advertising, etc.). Through an intensive research process, the organization's external output related to these activities is thoroughly assessed to give the proportion of these activities, and their associated costs, focused on climate-related issues. Details of this methodology can be found in the Appendix. Using this system, the research finds that the five largest publicly-traded oil and gas majors (ExxonMobil, Royal Dutch Shell, Chevron, BP and Total) are investing around $400M annually of shareholder's money on climate-related lobbying and branding activities between them. This constitutes well over $1Bn since the Paris Agreement was signed in December 2015.

Climate-related spending constitutes over a quarter of the oil majors' expenses on lobbying and branding, the total of which includes the marketing of their fuel and chemical products. However, company disclosures show low carbon investments will comprise only about 3% of the oil majors' expected investments, with the rest of their combined annual capital expenditure ($115Bn for 2019) focused on fossil fuel related businesses.[5]

FORECASTED CAPITAL EXPENDITURE, 2019

LOBBYING/BRANDING SPEND, 2018

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[5] Total expected capital expenditure for 2019 has been used where disclosed. Otherwise total capital expenditure for 2018 is used. Low carbon expenditure is based on company announcements of their expected yearly investment in low carbon businesses, taken from the 2018 CDP disclosures where available, and other best-available disclosures (e.g. company websites, reports).

While the five oil majors all display similar strategies and most fund the same advocacy and industry groups, they display individually different traits based on their geographic base, spread of operations, and business portfolios and strategies. The remainder of this section provides deep-dives into:

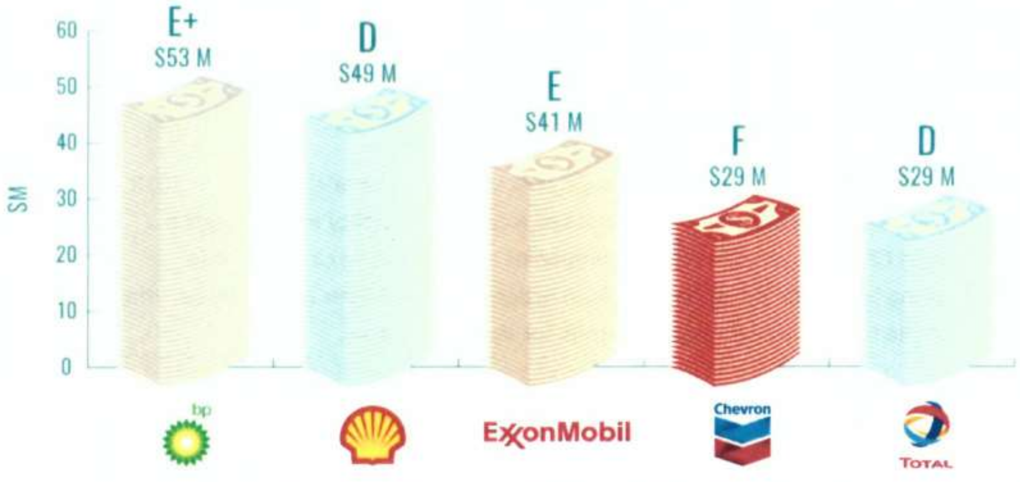
- Direct spending on **climate lobbying** by the five oil majors;
- Direct spending on **climate branding** by the five oil majors;
- The role of **trade associations** as powerful lobbying vehicles for the entire sector.

Full details of the methodology and scoring details can be found in the Appendix.

Spending on Climate Lobbying

To define what constitutes 'lobbying' on climate policy, InfluenceMap refers to a UN protocol from 2014: the Guide for Responsible Engagement in Climate Policy. Areas noted in this include direct interactions with policy makers, comments on specific regulations or policy areas, marketing and advertising, financial contributions to campaigns and the use of external groups like trade associations. The research finds that five oil majors are spending around $200M annually on these activities to influence on climate change policy, both directly and via funding of trade associations.

The climate lobbying spend for each oil major is quantified in the chart below, accompanied by InfluenceMap grades. These company grades indicate the level of support or opposition to climate-related policy. Under this scoring system, grades between B- and an A+ can be considered broadly supportive of meaningful climate policy, with a D to an F indicating increasing opposition. Full summaries of each company score can be found in the Appendix.



Climate Policy Score on an A - F Scale, with F Highly Oppositional

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Part of this lobby spend goes toward sophisticated efforts to capture the public and political narrative on climate change and the energy transition and is designed to deter policies which will impact fossil fuel usage. For example, BP has recently coordinated messages across its social media and advertising to reframe the climate crisis as a "dual" energy challenge, emphasizing the task of meeting rising energy demand as well as addressing climate change. At the same time, BP senior management has promoted "gradual" climate policy pathways with increased consumption of natural gas and "advantaged" oil. Powerful oil major CEOs play a key role in delivering pro-fossil fuel narratives. For example, Total CEO Patrick Pouyanné has argued against "the unrealistic idea of an abrupt transition", stating that fossil fuels are "essential" due to their contribution to growth.

This top line narrative capture of the energy transition supports direct lobbying on specific climate and energy regulations. Since Paris, Chevron, BP and ExxonMobil have led in opposition to a range of climate-motivated policy stands. For example, in 2018 both BP and Chevron have directly lobbied US policymakers for a rollback on US methane requirements. One recent trend is that Royal Dutch Shell and to some extent Total have made steps since 2015 to be more positive on a number of climate policy issues. However, both companies continue to support policy that will extend the role for fossil fuels in the energy mix and remain part of highly climate-oppositional trade associations.

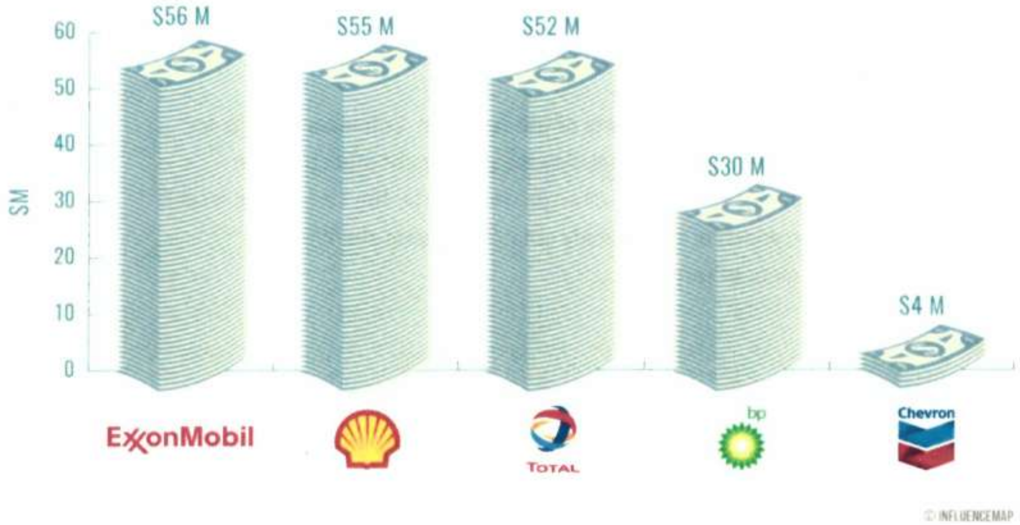
A key part of the oil majors' lobbying strategy is apparent support for concepts like carbon pricing, while attaching numerous conditions to this support. For example, ExxonMobil made a highly publicized $1M donation to a campaign for a US federal carbon tax that also proposes the repeal of greenhouse gas emission standards under the US Clean Power Plan and the removal of company legal liability for climate change. Similar tactics are illustrated in the examples below.

- *Claiming to share government concern for tackling climate yet opposing binding regulations*. Chevron's 2019 Climate Resilience Report Update sets out its opposition to regulation directly associated with the use of its products based on emissions. BP CEO Bob Dudley thanked the Trump administration in 2018 for rolling back the "avalanche of regulation" on the sector, and ExxonMobil's apparent support for a federal carbon tax is conditioned on the removal of "literally thousands of regulations, laws and mandates" on greenhouse gas emissions.

- *Claiming support for a carbon price but opposing specific policies to implement this price*. In 2018, BP donated $13M to a campaign that successfully blocked a carbon tax policy in Washington State, also supported by Chevron. In other cases, companies are supporting cap and trade policies while attempting to control the policy details in order to weaken their impact by securing special exemptions in the form of free emission permits for their businesses.

Spending on Climate Branding

This research finds that the oil majors' lobbying expenditures are supported by extensive climate-focused branding activities, totaling $195M annually. This spend compares with branding on other activities such as fuel and chemical product marketing and promoting non climate-related corporate sustainability initiatives of around $965M a year. The climate branding spend for each oil major is quantified in the chart below.



Analysis of the Spending

- Each oil major's spending on climate branding its largely in line with respective economic size, with ExxonMobil and Shell leading the pack. For example, Shell maintains 800 internal communications staff globally and has a reported advertising spend of over $200M.

- The research suggests that Total maintains the highest proportion of its branding activities on climate (29%). Following this, ExxonMobil, which has faced significant negative media attention in 2018, allocates 19%. Shell and BP followed with 16% and 14% respectively. Chevron appears far less concerned, using approximately 2% of its branding budget on climate issues in 2018.

- With oil major CEOs looking to ramp up their climate-positive branding, as articulated at this year's World Economic Forum in Davos, these figures can be expected to rise in 2019. BP, for example, has already launched a substantial new global TV, digital, and print media advertising campaign, "Possibilities Everywhere", in 2019 to promote their low carbon initiatives.

Climate Branding Tactics

Three significant trends in climate branding tactics are increasingly evident from the oil majors.

- **Draw attention to low carbon (and away from fossil fuels):** This is the most commonly used and best recognized advertising theme. For example, ExxonMobil's promotion of its biofuels from algae technology in its 'Tiny Organism' campaign.

- **Position the company as a climate expert:** Framing the company as an authority on climate change and integral to a solution. Themes include emphasizing the companies' knowledge monopoly on the global energy system or know-how on clean technologies. Shell's promotion of its "energy ideas" through its Make the Future campaign is a key example, so too is BP's extensive promotion of its Statistical Review, Technology Review and Energy Outlook.

- **Acknowledge climate concern while ignoring key parts of the solution:** Enhanced efforts to assimilate the messaging tone and style of the global climate movement and convince stakeholders of the company's concern for climate change. In general, the campaigns largely ignore the need for binding policy, which is increasingly counter to what the IPCC's recommendations imply to meet climate targets.

Misalignment Issues

The research demonstrates how the companies have used branding to counter increasing societal pressure on climate rather than decisive efforts to change their business and lobbying practices. Two core disconnects are emerging.

- **Gap between spin and reality in low carbon investment**: Despite efforts to draw attention to low carbon activities, the overwhelming business focus remains on oil and gas related business, ($110Bn vs $3Bn among for the five oil majors for 2019 projections). Exxon's high-profile advertising of its biofuels from algae research contrasts with the relatively tiny role it currently plays or will play in its overall business. Exxon's goal of reaching 10,000 barrels of biofuel a day by 2025 would still equate to just 0.2% of its current refinery capacity – in other words, a rounding error relative its global business.

- **Gap between top line climate statements and actual lobbying**: The oil major's lobbying practices remain clearly misaligned from the positivity of their top-level communications. For example, at the same time as making high-profile commitments on the importance of reducing methane from oil and gas facilities through the Oil and Gas Climate Initiative (OGCI), Chevron and BP have actively lobbied US policymakers to roll back US efforts to regulate such methane emissions.

The Role of Trade Associations

While the five oil majors may need to have their individual voices heard on climate policy, given their diverse geographic and business portfolio mixes the use of jointly funded trade associations plays a crucial role in lobbying against binding regulations. The importance of this is two-fold. Firstly, as direct opposition by the companies to climate policy becomes increasingly untenable, the use of trade associations to do this work becomes increasingly desirable, as these groups are easier to hide behind and defend. Secondly, a trade group with a mandate to represent the entire sector and the jobs/growth narrative it deploys may be more powerful than a single-company approach. This study looks at the most powerful oil & gas sector trade groups operating in the US, Canada, Europe and Australia. The chart below tracks the money each of the five oil majors contributes towards climate lobbying by their trade groups and how it contributes to these groups' overall climate lobbying budgets. The American Petroleum Institute clearly dominates in this spending. Detailed summaries of each trade association's climate lobbying can be found in the Appendix.

Trade associations structure their membership and fees depending on the size of a company's operations in the region they represent. The five oil majors, owing to their economic size, appear likely to dominate the agendas of most if not all groups highlighted above. Their presence represents a global strategic lobbying asset to combat binding regulations deemed a risk to the expansion of fossil fuels. All five oil majors, as truly global firms, have close links to all the trade associations in the flow chart above, with a few exceptions (e.g. Chevron remains outside of FuelsEurope, Total remains outside the WSPA).

Misalignment Issues – Investors Take Notice

The disconnect between the top line climate positions of the oil majors and their policy lobbying stances is noted in the section above. When considering the gap between this top line climate branding and the lobbying positions of their key trade associations, the disconnect is extreme. Moreover, it only continues to widen as the oil majors' branding becomes more positive while trade group lobbying against climate policy holds firm. This disconnect in combination with the huge power wielded by trade groups wield through their lobbying has attracted growing investor concern. Key institutional investors like pension funds are anxious to eliminate the lobbying blocking climate policy and to drive better corporate governance on climate (i.e. ensuring there is no disconnect between the "walk and the talk" on climate change).

A key theme of a shareholder engagement launched by institutional investors with $2Tn in assets in 2018 was the misalignment by European oil majors with their trade associations over climate change (see Financial Times, Investors challenge 55 companies on climate, Oct 2018). Royal Dutch Shell, facing a potential shareholder resolution on the matter, announced in December it would comprehensively assess its lobbying and trade association links. These pressures are likely to increase on all five oil majors, especially as the Climate Action 100+ engagement process proceeds. The following table outlines some glaring recent disconnects between the corporate top line stance and trade group lobbying on climate change.

Company	Top Line Climate Statements by Company	Contradictory Lobbying by its Trade Group
	"The next step should be for governments to put in place the right policies [...] they should include regulations that speed up investment in low carbon technologies and — at the same time — move consumer demand" - Shell CEO, Ben Van Beurden, CERAWeek, March 2017 "We need battery electric vehicles" – Shell CEO, Ben Van Beurden, July 2018	"American Petroleum Institute (API) opposes mandates and subsidies [...] the level of market penetration achieved by electric vehicles should not rely on government interference" - API Testimony before the US House of Representatives, May 2018
ExxonMobil	"We've been vocal in our support of a carbon tax, and recently joined the pro-carbon-tax Climate Leadership Council." - Energy and Carbon Report, February 2018	"[a carbon tax would be] bad public policy [...] We currently do not support, as a trade association, a carbon tax." American Fuel and Petrochemical Manufacturers (AFPM) CEO Chet Thompson, March 2019

bp	"BP and seven peers have agreed to five principles for reducing methane emissions across the gas value chain. [...] They are: [...] Advance strong policies and regulations on methane emissions" - BP Website	"[...] the EPA chooses to regulate methane emissions. Why? Good question" - American Petroleum Institute CEO Jack Gerard, January 2017
TOTAL	"Currently, the most pressing issue is simply to promote the idea of carbon pricing in any form." - Climate Report, September 2018	"Current climate policies in Canada are prompting companies to move to countries" – Canadian Association of Petroleum Producers (CAPP) twitter post, June 2018
Chevron	"Chevron shares the concerns of governments and the public about climate change." - Chevron, Climate Change Resilience Report, 2018	"Markets, not government interventions, should determine energy sources for power generation." – American Petroleum Institute 2019 State of American Energy Report

Big Oil and the US Elections

Background

With the exception of France's Total, the oil majors' climate lobbying expenditures are geographically weighted towards the United States. One explanation is that the United States, in particular its shale fields, have become of increasing strategic importance in corporate investment plans. A further explanation is that the legal framework structuring the way companies spend on lobbying and politics in the US enables far greater levels of effective spending than the other regions included in the survey (Europe, Canada, Australia). US corporate political spending has received increasing political and media attention in 2019. In light of this concern, the US political contributions from the five oil majors since 1990 are listed below, with data from opensecrets.org.

Organization	Aggregated US Political Donations since 1990
Chevron	$28,436,617
ExxonMobil	$20,980,168
bp	$8,583,322
	$3,310,304
TOTAL	$380,285 (since 2000)

Under the 1995 Lobbying Disclosure Act, lobbying disclosures require the linkage of money spent to a particular policy agenda such as climate change (although the positions taken do not need to be disclosed). However, disclosure of this targeted policy agenda is not generally required under US Federal campaign finance laws pertaining to political contributions. Furthermore, research by US watchdog the Centre of Responsive Politics reveals significant amounts of US political contributions do not even fully disclosure their ultimate donors.[6] Political contributions that were made without full disclosure of their ultimate source totaled $539M in the 2018 election cycle according to opensecrets.org. *Given these limitations in ascertaining targeted policy agenda and ultimate donors, this research does take into account such political donations. InfluenceMap does recognize that this influencing and spending could be highly significant to the overall climate-influencing strategies of the oil majors and their agents.*

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[6] Center for Responsive Politics, State of Money in Politics: Billion-dollar 'dark money' spending is just the tip of the iceberg, February 2019

The Mid-Term Elections, Big Oil and Social Media

Aside from political donations to support particular campaigns which, as noted above, are extremely difficult to track, much attention in recent years has been paid to the role of sophisticated, targeted social media campaigns aimed at influencing elections around the world. Following a number of related controversies surrounding the 2016 US Presidential Election and the UK's Brexit vote, platforms like Facebook and Twitter have implemented systems for public searching and tracking of political ads on their platforms. Using Facebook's disclosure facility (covering both Facebook and Instagram) InfluenceMap has identified significant investment in political social media advertising by the oil majors and their agents. Such data for 2018 indicates concentrated ad purchasing around the US midterm elections, when $2M was spent on Facebook and Instagram ads in just four weeks.

During the midterm elections, "ballot initatives" and other referendum-like mechanisms are used for key decisions of interest in certain states. As with all other elections, these also represent an opportunity for interest groups to lobby. The infographic below details the five states most targeted by the oil majors' political advertising in the four weeks leading up to the November 6th elections. It demonstrates how the companies have used sophisticated social media advertising techniques to help swing key climate and energy decisions in their favour.

During this time ExxonMobil was by far the most prolific spender, racking up over $400K in four weeks on over 360 individual political ads. The ads urge rejecting specific ballot initaitves whilst promoting the benefits of increased fossil fuel production. Facebook's data indicates that ExxonMobil's ads made over 10 million "impressions" in this time with users in Colorado, Texas and Louisiana.

Oil industry trade groups were also active with campaigns. The Western States Petroleum Association (WSPA)'s 'Vote NO on 1631' campaign group was established to oppose a ballot initiatve proposing the implementation of a carbon tax in Washington State. The group received over $13M in funding from BP alone and spent more than $1M of this on political social media ads in the four weeks running up to the vote. Similar ads were evident in the state of Alaska prior to the midterms.

A selection of stills from these adverts are shown above, indicating the use of highly political, negative and seemingly targeted messages by the companies to swing critical energy and climate decisions in their favour. For example, the WSPA Vote No on 1631 campaign ran adverts stressing the negative impact of an 'unfair tax' on Washington state families and small businesses. The industry-backed campaign 'Stand for Alaska' against new environmental standards appealed to Alaskans to oppose 'ousiders' and 'billionaire activitists from Washington DC and California' telling them what to do.

Social media disclosures suggest neither Shell nor Total appear directly involved in funding these Facebook/Instagram ads relating to climate and energy policy leading up to the midterm elections, although indirectly, key trade groups they are members of (like the AFPM) were involved in such activities.

Conclusions

The five global oil majors have invested over $1Bn since the Paris Agreement on misleading climate lobbying and branding activities. The overriding intention and net result of these efforts has been to stall binding and increasingly crucial policy designed to implement the Agreement by national governments. Clearly the companies deem such spending necessary to preserve their business models.

In a speech to an industry-wide conference in March 2018, Shell's CEO Ben van Beurden noted the challenges of climate change, stating there is "*no other issue with the potential to disrupt our industry on such a deep and fundamental level*". Yet in November 2018, at another oil industry conference, he acknowledged that recent headlines generated around Shell's investments in low carbon energy were misleading and that it was wrong to think they had gone "soft on oil and gas".

The issue for Shell and its oil major peers is one of credibility and increasing disconnect on climate. Most glaring is the gap between their seemingly positive statements on climate change and the often directly oppositional actions of their lobbying, both directly and through highly effective trade associations. Second is the disconnect between these seemingly positive statements, the companies' actual low carbon investments, and the growing consensus of the scientific community, non-fossil-fuel business sectors, shareholders and civil society more broadly on the urgency of action needed on climate. The oil sector's climate branding is increasingly sounding hollow and disingenuous.

It is likely that the IPCC's groundbreaking 2018 report on limiting warming to 1.5°C will be a watershed moment for the fossil fuel industry. The IPCC notes limiting warming to 1.5°C will require a "rapid escalation in the scale and pace of transition" of energy systems, "particularly in the next 10-20 years" including renewable energy and electric transport. It further notes such an unprecedented transition would necessarily require "public sector interventions". It appears almost inevitable that these changes would be accompanied by limitations on oil and gas usage in this time frame.

Oil major messaging on climate with its focus on market-driven solutions (often involving commercially unproven technology), low carbon investments dwarfed by fossil fuel capex budgets and incremental operational improvements are increasing seen as attempts to distract from science-based reality and stall real progress. It is highly probable they will find it increasingly hard to pursue this manner of lobbying and branding strategy into the future without significant push back from emerging pressures – shareholders, the media, the public and potential court plaintiffs.

These pressures could feasibly catalyze what the sector has been fearing and suppressing for decades: meaningful and binding regulations on their operations in line with what is needed to address one of the most important challenges faced by humanity.

Appendix: Methodology

InfluenceMap's methodology for this research is based on a four-stage process.

Stage One - Defining Scope of Activities: Areas of corporate activity that might be used for climate lobbying or for climate branding are identified. To assist in this process, InfluenceMap refers to a UN protocol from 2014, the Guide for Responsible Engagement in Climate Policy. Areas noted in this include direct interactions with policy makers and comments on specific regulations or policy areas, marketing and advertising, financial contributions to campaigns and the use of external groups like trade associations. The scope of what constitutes "climate-motivated policy" (e.g. global treaties, carbon taxes, renewables, emissions limits etc.) follows InfluenceMap's recognized platform for measuring climate lobbying and is noted at this FAQ landing page.

Stage Two - Estimating Spending: Spending associated with these activities is then estimated. Some of these costs can be assessed from organizational disclosures such as lobbying registers, regulatory financial filings and annual reports. Where these are not available, (e.g. the maintenance of corporate departments involved (Regulatory Affairs, PR/Communications) and external advertising/PR spend) InfluenceMap has made best-attempt efforts to estimate budgets based on industry norms and external sources.

Stage Three – Estimating Climate Relevance: InfluenceMap then estimates the proportion of this spending directed at climate change related issues. This is done by assessing the content of the outputs of these activities. For example, if the activity is PR/communications, every press release, publication or social media post over the time period is assessed. Similarly, for advertising, all ads released across all platforms (such as YouTube) are assessed. This provides hundreds of data points for evaluation. Each is then scored for climate relevance (0.0 for no relevance to 1.0 for full relevance).

Stage Four – Computing Total Climate Lobbying/Branding Spend: Each spend item is then categorized as lobbying or branding based on whether the activity pertains to a policy agenda (e.g. commentary on the energy mix) or is related purely to corporate activity. Total spending is computed by multiplying the climate relevance for each spending item and aggregating for both branding and lobbying. Where a company is member of a trade association engaged in climate lobbying, InfluenceMap's methodology incorporates estimation of each companies' contribution to that trade group's climate related spend and this is included in the company totals.

Lobbying activities are graded using InfluenceMap's well established process devised in 2015 and updated continuously. These grades are evident on page 10 of the report where the nature of each oil majors' lobbying is noted. Chevron proves the most oppositional to climate with a "F" grade on the A+ to F scale. Full profiles of each of the oil majors and the main trade groups are provided in the next Appendix. Examples of their lobbying are included throughout the main report.

Appendix: Climate Scoring Profiles

The following is also available on InfluenceMap's online climate lobbying database.

The Oil Majors

Climate Policy Score: E+

Improvements in BP's top line statements on climate change since 2015 appear increasingly disconnected from the companies' lobbying on a range of climate and energy policy. Responding to the IPCC's special report on 1.5C warming in October 2018, BP CEO Bob Dudley stated publicly - "Clearly it's a call to action." In the same month, however, responding to an an EU consultation, BP appears not to have supported increasing the region's GHG emission reduction contribution by 2050. In 2016, BP's Chairman Carl-Henric Svanberg and CEO Bob Dudley told shareholders that the company supported "strengthening" climate policy frameworks. However, this does not appear consistent with the company's support for the US Administration's rollback of regulations impacting their operations since this time. In 2017, former BP America CEO John Minge sent then US EPA Administrator Scott Pruitt a document with a handwritten note thanking him for his "vision" on regulatory reform. BP also lobbied the US Administration on reducing "regulatory burdens" impacting its operations. In 2018 BP CEO Bob Dudley thanked the Trump administration for the "avalanche of regulations" that have been reduced or removed. BP also actively lobbied the US Administration between 2016-2018 for the repeal or rollback of various methane emission requirements. Bob Dudley has separately explained that the company supports a "carbon price" as it is "by far a better way to go than regulation." The company's website states that the company supports either emissions trading or carbon taxes. Despite this, BP spent $13m in 2018 to oppose carbon pricing regulation in the US state of Washington which would have placed a $15 fee on every ton of CO2 produced. BP has also engaged through multiple channels, including direct consultations with consultations and along with EU trade body FuelsEurope, to weaken the impact of the EU ETS by pushing for greater immunity for industry installations through the allocation of free emission permits. BP's high-level framing of a global energy transition, promoted through various messaging channels, suggests the need for a "gradual" approach, with increased short-term investment in "advantaged" oil and gas. The company has advocated with both EU and US policymakers for policy to support investment in CCS technologies in 2018. BP's support for a transition from coal to gas in the power sector is premised on the notion that gas represents a permanent solution rather than a transition fuel. BP has also lobbied for measures to facilitate increased oil and gas development in the US in 2017-2018..

Chevron

Climate Policy Score: F

Chevron appears to continue opposing almost all forms of climate-motivated regulation whilst actively pushing a US energy policy agenda that accelerates oil and gas production. Chevron's 2019 climate policy position states support only for a "market-based" route to "lower-carbon outcomes", whilst opposing a regulatory approach that establishes GHG emission targets on the use of its products. Between 2015-2018, successive Chevron CEOs have questioned the desirability and feasibility of action on climate in line with the recommendations of the IPCC, for example by suggesting that the challenge of meeting growing energy demand in developing countries should be prioritized over urgent climate policy action. Throughout 2016-2017 former Chevron CEO John Watson also advocated against emissions trading and carbon taxes, suggesting they constitute an unnecessary cost to "the consumer and ... business". In 2018, Chevron appeared to shift from opposing carbon taxes, to suggesting it would support a carbon tax but only with several poorly specified conditions. Despite this, the company still donated $500K to a successful campaign to defeat a carbon tax policy proposal in Washington State in 2018. Chevron has disclosed that it supports the repeal or significant revision of US methane regulations and has directly lobbied the US EPA on the rollback of a number of methane emission measurement requirements in 2018 including, seemingly, through direct meetings with Trump Administration officials. In 2017, Chevron CEO called renewable and low carbon fuel policies in the US and Canada 'failures' and in 2015-2018, Chevron has repeatedly lobbied for the repeal of Renewable Fuel Standards at the federal level. Between 2016 and 2018, Chevron directly lobbied US policymakers to open US federal land to oil/gas exploration, demanding that all offshore areas from the lower 48 states and Alaska should be considered for their "hydrocarbon potential". Chevron is represented on the boards of various trade associations that are opposing climate policy. For example, CEO Michael Wirth is on the board of directors of the American Petroleum Institute which, like Chevron, has lobbied for the rollback on US methane regulation throughout 2017-2018. The company further appears to retain membership to ALEC, a US group renowned for disseminating climate misinformation and for using legal tactics to block a range of US state-level and federal climate polices.

ExxonMobil

Climate Policy Score: E

ExxonMobil continues to oppose most forms of climate regulation whilst promoting an energy policy agenda to accelerate fossil fuel development. Despite claiming in 2008 that it would cease its funding of climate denial, it has continued to fund organizations like the American Legislative Exchange Council (ALEC) until 2018. ExxonMobil continues to question the desirability or feasibility of urgent action towards a global low-carbon energy transition. ExxonMobil claims to support a carbon tax as long as its revenue-neutral. However, when questioned on its lobbying activities around US carbon tax bills in 2015-2018, the company has failed to disclose the specific messaging conveyed to policymakers through this lobbying. This includes not clarifying the company's detailed position on Republican Carlo Curbelo's proposal to place a $24 per ton tax on carbon emissions and dedicate 70% of the revenue to rebuilding US infrastructure. In 2016, the company opposed a revenue-neutral carbon tax bill in the state of Massachusetts. ExxonMobil's support for a carbon tax further appears to come with a number of conditions, including the rollback of other regulations such as the US Clean Power Plan. In 2018, an ExxonMobil representative explained that they would support carbon pricing only if the policy replaced the "patchwork of literally thousands of regulations, laws and mandates" currently regulating carbon emissions. Despite advocating in late 2018 for the maintenance of "key elements" of Obama-era methane regulations, ExxonMobil appears to have supported a rollback of certain technical detection requirements. ExxonMobil sits on the board of the API, which actively sought the rollback on methane regulations in 2016-2018, and company representatives accompanied the API to meetings with Trump Administration officials throughout 2017 and 2018. In 2017, ExxonMobil lobbyists actively opposed renewable energy and energy efficiency standards in Ohio and the company has criticized renewable subsidy programs in Europe. ExxonMobil is on the board of directors for the American Fuel and Petrochemical Manufacturers, which appears to have played a significant role in pushing for a rollback of the Corporate Average Fuel Economy (CAFE) standards in the United States in 2018. In Canada, ExxonMobil's affiliate Imperial Oil appears to have successfully persuaded the government to delay a clean fuel standard. ExxonMobil has also opposed US renewable fuel standards. In 2018, CEO Darren Woods argued that oil and natural gas "will play a huge role in all scenarios". ExxonMobil appears to make extensive use of social media advertising to communicate its position on the energy mix. In the run-up to the US mid-terms in 2018, ExxonMobil ran an extensive social media advertising campaign promoting increased oil and gas production and opposing a number of state-level policy initiatives that would have placed restrictions on such activities.

Climate Policy Score: D

Between 2015-2018, Shell has become more positive across different areas of climate policy while continuing to simultaneously lobby for policy to advance fossil fuel production and consumption. It also retains membership to various trade groups that directly contradict Shell's own positions. In consultation with EU policymakers in 2017, Shell supported a transition to a net zero economy in Europe 'before 2070' based on its '2C aligned' Sky Scenario. However, Shell CEO Ben Van Beurden has suggested that ambition beyond a 2C scenario should not be explored to avoid disappointment. In 2017, Shell supported EU emission standards for power facilities in EU capacity markets. Throughout 2018 the company has also advocated for carbon pricing policy including international carbon markets, further reforms to raise the ambition of the EU Emissions Trading Scheme, and appears to support a US federal-level carbon tax. Despite this, in 2018, US subsidiary Shell Oil lobbied against measures to strengthen the ambition of the Cap and Trade scheme in California. Furthermore, despite choosing not to fund a joint industry effort to block a carbon tax policy in Washington state in 2018, Shell's CEO publicly criticized the policy prior to a public vote. In 2019, Shell has called on the US EPA to tighten rather than weaken methane regulations. However, the company previously attended meetings with Trump Administration officials along with the American Petroleum Institute in 2017-2018 to discuss methane, disclosing in 2018 that it supported "fixing" the EPA's Obama-era methane rule to make it "workable". In 2018, Shell opposed the rollback of US Fuel Economy Standards despite being on the board of the American Fuel & Petrochemical Manufacturers, which appears to have played a significant role in pushing for their weakening in 2018. In 2017 Shell advocated to EU policymakers for "well-targeted regulation" to support particular low-carbon technological innovation investments the company is making. However, Shell also communicates that they see oil and gas "playing a major role throughout the decades of transition and beyond." In 2018, the company lobbied the EU commission to embed natural gas in the EU's future energy mix. In the US, Shell Oil also lobbied the EPA for regulatory approaches that avoid "significantly encumbering" natural gas-fired generation, despite recognizing that CCS "may be too costly to constitute the best system of emission reduction". Between 2017-18, the company also lobbied US policymakers in support of opening new areas of US federal land for oil and gas exploration and production. Whilst Shell has used advertising to promote its EV business and the electrification of transport, the company is a member of the API, the AFPM and FuelsEurope, all of which lobbied against progressive policy to promote electric vehicles in the US and EU in 2017-2018.

Climate Policy Score: D

Total has communicated a more positive position on certain climate-motivated policies since 2015, although continues to advocate an energy policy agenda focused around fossil fuels. Furthermore, the company retains memberships to a number of powerful trade associations engaged in active opposition of climate regulations. In line with its efforts to project itself as a "responsible energy major", Total has stated support for an energy mix "in line with the IEA's 2°C scenario and whose carbon intensity declines steadily." In 2017, Total supported emission standards to ensure the phase-out of coal in EU capacity markets. Total also supports the implementation of a carbon price between 30-40 USD and has stated support for policies including the emission trading system (EU ETS) and a carbon price floor in Europe, as well as a carbon tax & dividend plan in the US. However, the carbon tax policy supported by the company in the US appears to come with the caveat that other regulations, including the US Clean Power Plan, are rolled back. In its 2018 CDP disclosure Total stated that it supports "one single EU-wide GHG emissions reduction target", although this suggests the company has not supported increasing separate targets for energy efficiency, for example. Total is supporting measures to transition from coal to gas power but rejects the notion of gas as a transition fuel, instead promoting it as a long-term energy solution. The company does not appear to support urgency on decarbonizing the global energy mix and Total CEO Patrick Pouyanne has opposed the "unrealistic idea of an abrupt transition." Total retains membership of trade associations including Canadian Association of Petroleum Producers (CAPP), the American Petroleum Institute (API) and the Australian Petroleum Production & Exploration Association (APPEA), all of which have actively lobbied for the expansion of oil and gas production globally. Patrick Pouyanne does not appear to support a significant shift to electricity in the transport sector and Total retains membership of trade associations including the API, the AFPM and FuelsEurope that lobbied against progressive policy to promote electric vehicles in the US and EU in 2017-2018.

The Trade Associations

Climate Policy Score: F

The API has consistently advocated against the role of the US government in tackling climate change. In 2015 API President Jack Gerald argued that President Obama's support of the Paris climate change summit was driven by "narrow political ideology" and, since the 2016 US election, the group has heavily promoted a deregulatory agenda in the country, suggesting it is more important than further action on climate change. In 2018, the API continued to lobby the US EPA for a broad a reconsideration of its approach to increasing emission limits and regulation and in 2019 maintains its position of opposition to the role of government policy in defining the US energy mix. In 2019, the API has refrained from taking a position on a US carbon tax despite it being backed by some of API's largest members, and instead, President Mike Sommers has emphasised the importance of voluntary emission reductions in press briefings. In 2017, former API President Jack Gerard stated that the API doesn't have a position on a US carbon tax because he didn't believe it would be given "serious consideration" in the House or Senate. The organisation has, however, opposed carbon pricing regulation in the past; in 2016, an API spokesperson claimed that the organisation "had a long history opposing carbon taxes." The API appears to oppose direct regulation of methane. Since 2016, the organisation has relentlessly pursued the removal or weakening of Bureau of Land Management's regulation of methane as well as the EPA's New Source Performance Standards for oil and gas sector emissions. In 2017, API lobbied in favour of reconsidering previously agreed US vehicle emission standards for 2021-2025, which the Trump administration has since moved to roll back. The API has also funded research that calls into question the link between air pollution and health impacts that was subsequently used in 2018 by the automotive sector to support the case for weaker vehicle emission rules. In 2018, the API remained actively opposed to tax credits, mandates or subsidies to help incentivize electric vehicles. This includes directly lobbying the US House, the US Senate and a number of US State Governors calling on them to reject such policies. The API has also continually lobbied for the repeal or reform of US renewable fuel standards and has lobbied heavily in favour of measures that will help maintain a high GHG energy mix, for example, the removal of restrictions on unconventional oil and gas production, including in the Arctic.

AFPM
American Fuel & Petrochemical Manufacturers

Climate Policy Score: F

The American Fuel & Petrochemical Manufacturers (AFPM) is negatively lobbying on a wide range of US climate policies. In 2015 AFPM criticized the 'heavy burden' emission reductions the Paris Agreement had placed on the U.S. public, and called into question their financial value. In 2018 AFPM argued that removing regulations on gas and oil production could lead to over a million new jobs and contribute billions of dollars to the US economy. In 2019, AFPM President and CEO Chet Thompson has stated: "We currently do not support, as a trade association, a carbon tax." In 2018 the group strongly supported the Scalise-McKinley anti-carbon tax resolution introduced in Congress and has funded campaigns to oppose carbon tax policies in Washington State in both 2016 and 2018. AFPM appears strongly opposed to regulations to decarbonize the mobility sector, and has repeatedly criticized the Renewable Fuel Standard (RFS), describing it as "unworkable", and a "broken program". In December 2018, CEO Chet Thompson stated the organization "adamantly opposes EV subsidies and mandates". In June 2018, AFPM called on the governors of eight states to reject subsidies for electric vehicles and zero emission vehicles. Similarly, AFPM has supported the repeal of California's Zero Emission Vehicle mandate, and made the case in October 2018 that other states should not be allowed to adopt similar mandates. AFPM also appears to have run an extensive public campaign in 2018 to support the rollback of Corporate Average Fuel Economy (CAFE) standards, and CEO Chet Thompson previously applauded the US federal government's October 2018 decision to freeze the standards at 2020 levels until 2026.

appea the voice of australia's oil and gas industry

Climate Policy Score: E+

APPEA appears to recognize IPCC science, but has emphasized the need to balance climate action with competitiveness and growing energy demand. Shortly before COP24 in December 2018, APPEA stressed the need for policies which reduce emissions at "least cost." APPEA has promoted the role of gas Australia's energy mix, including as an alternative to coal. Whilst the group appears to support some energy regulation, APPEA Chief Executive, Dr. Malcolm Roberts, stated in December 2018 that an energy policy framework would work best by facilitating market innovation and investment. The organization has further qualified support for regulations by stating they should not affect national or regional competitiveness. In June 2018, APPEA stated its opposition to a recommendation to impose a financial penalty for non-compliance with the National Energy Guarantee (NEG). In February 2018 the organization attempted to have LNG manufactured for export made exempt from emissions requirements. APPEA has voiced its opposition to individual renewable energy targets at the State level in Australia, and in June 2018 proposed replacing these and lessening the role of the Renewable Energy Target with a "low-cost" NEG. The organization has lobbied against various state-level bans and moratoriums on unconventional gas production threatened the NEG's success, and advocated for their removal. APPEA has expressed support for climate policy consistent with an international price on carbon and in December 2018 Malcolm Roberts called for the finalization of UNFCCC rules on trading emissions permits and credits. However, the organization in the meantime appears opposed to more achievable policy ambitions at the national level.

CAPP CANADIAN ASSOCIATION OF PETROLEUM PRODUCERS
Canada's Oil and Natural Gas Producers

Climate Policy Score: E-

Whilst CAPP has acknowledged climate change and the need for action, its lobbying clearly favours the Canadian oil and gas sector's global competitiveness in opposition to climate change policy. The group has, for example, continuously warned of the threat posed by carbon leakage to counter ambitions in Canada to reduce emissions. Since 2016, the group appeared to have become more outwardly supportive of the concept of carbon pricing policy. However this support has been based on the condition that a federal policy "not only preserve, but enhance" the sector by recycling revenues from the scheme back to the oil and gas companies. In 2018, CAPP argued for the federal government to provide the oil and gas sector with increased subsidies to compensate for the costs of the federal carbon tax scheme as a "trade-exposed industry". A December 2018 report indicated that oil and gas companies will have on average 80% of their emissions exempt from federal carbon pricing. At the same time, CAPP has lobbied to weaken carbon pricing regulation already implemented in several Canadian provinces, whilst opposing it in provinces without such regulation. For example, in Alberta, CAPP directly lobbied policymakers in 2018 to ensure exemptions for the sector until 2023 and in 2017 lobbied for a weaker carbon tax in British Columbia. In Ontario, CAPP appears to have funded a social media campaign attacking carbon pricing in the lead up to elections in June 2018. In 2016-17, CAPP directly lobbied the Canadian government to weaken proposed methane emission standards, advocating instead for voluntary standards and a delay in their introduction. It also opposed a "prescriptive" enforcement of methane rules in Alberta. In 2018, CAPP argued that the Clean Fuels Standard is duplicative and called on the Canadian government to limit its scope by exempting the upstream oil and natural gas sector. CAPP promotes policy to enable a "strong growth scenario" for oil and gas in Alberta and used its 'Energy Platform' to influence voters on this issue prior to elections in the state in June 2018. In a September 2018 submission to Alberta policymakers, the group pushed for measures including streamlined regulatory timelines and a range of 'financial levers' to incentivise the expansion of oil sands exploitation

FuelsEurope

Climate Policy Score: E+

FuelsEurope is negatively lobbying EU climate change policy. Despite stating support for the Paris Agreement in 2015, FuelsEurope has stressed carbon leakage concerns to warn against EU climate ambition. In a 2018 consultation with the European Commission on increasing the EU's contribution to global GHG emission reductions, FuelsEurope argued that Europe should not focus on "ever-higher unilateral targets". While appearing to support the EU ETS as an alternative to other climate policies, FuelsEurope has not supported reforms to raise its carbon price. In 2016-17, FuelsEurope communicated opposition to an import inclusion mechanism and free allowance reductions related to the scheme. Throughout 2018 the organisation engaged EU policymakers to secure continued compensation for the refinery sector for costs related to the scheme. FuelsEurope has communicated opposition to binding environmental targets, including EU energy efficiency targets and has supported a transport exemption from the EU energy efficiency obligation scheme. FuelsEurope has previously opposed renewable energy legislation, advocating against both the binding 27% EU 2030 renewable energy target and renewable subsidies in 2014-16 consultation responses. Since then, the organisation has supported a closer alignment between EU renewable energy policy and transport policy. In 2017, the group appears to have been more accepting of a EU-wide renewable energy target of 27%, focusing on promoting the role that renewable fuels can play in achieving it, although not specifying a position on proposals to raise this target and arguing that any target should be realistic and flexible. Between 2016-2018, FuelsEurope has been critical of increasing EU vehicle GHG emission standards arguing that this "risks misleading the car industry into premature electrification " and neglects the "potential for further efficiency improvements in conventional vehicles". In 2018, the organisation has proposed changes to the policy to give vehicle producers extra compliance credits to count towards CO2 reduction targets if renewable fuels are used. FuelsEurope opposes policy promoting the electrification of transportation and its CEO, John Cooper, has criticized electric vehicles as "a route to much more expensive fuels in transport." FuelsEurope directly engaged the EU Commission in 2017 to oppose a proposal for zero-carbon vehicle sales mandates, as well as EV subsidies.

IOGP International Association of Oil & Gas Producers

Climate Policy Score: D

The International Association of Oil and Gas Producers (IOGP) is supporting some high-level GHG emission reduction targets in Europe and appears to support the Paris Agreement. However, the organisation's detailed lobbying is negative on European climate policy and promotes increased fossil fuel production. In a consultation response to the European Commission's 2050 Climate Strategy, IOGP stated support for GHG reductions within the range of 80% to 95% by 2050, although the organisation seemingly does not support an increase in ambition to net-zero by 2050 as suggested by European policymakaers. IOGP states support for the EU ETS as the "core instrument" for reducing CO2 in Europe but has criticised the policy for the negative impact it will have on natural gas production due to the reduction of free emission permits for the sector in its next phase. IOGP has opposed binding energy efficiency and renewable energy targets under the EU 2030 Climate and Energy Framework, calling instead for a single GHG emissions target in 2016. In a 2016 consultation response to the European Commission, IOGP also opposed renewable energy support schemes, instead favoring a phase out of subsidies, and maintained such a position in 2017. IOGP promotes a long-term role for natural gas in the energy mix, as well as its role as a 'low carbon' solution. In 2018 IOGP also advocated in favour of European policy to support increased investment in CCS. At the same time, as a founding member of GasNaturally, IOGP has been involved in lobbying efforts to secure the place of natural gas in Europe's energy mix for an extended period through supporting infrastructure projects. IOGP further supports increased fossil fuel development including in the Arctic and European shale gas. In 2018, IOGP also lobbied the EU Commission to make sure that support for "exploration & production of untapped domestic oil and gas resources" was included in the EU's long-term strategy on GHG emissions.

Western States Petroleum Association

Climate Policy Score: E+

Western States Petroleum Association (WSPA) has an extensive record of lobbying against climate-motivated policy designed to regulate or increase the cost of releasing GHG emissions or support alternatives to fossil fuels in transportation or electricity production. On transportation, in 2018 WSPA responded to a new proposal to achieve 100% zero-emission vehicles in California by 2040 (AB 1745) with clear opposition, arguing that ZEV standards will undermine peoples' lifestyles and finances. It similarly opposed the Oregon Clean Fuels Program from 2015 to 2018, when it argued for its complete removal. This follows a campaign against a provision in California's bill SB 350 to reduce California's petroleum usage by 50% by 2030 - a campaign which in 2015 involved fake-citizen-lead methods. WSPA applauded the policy's eventual removal. In 2015, the group advocated against SB 350's 50% renewable energy and energy efficiency targets. WSPA also actively opposed GHG emissions reduction targets in SB 32 and has consistently rejected GHG emissions standards for hydrocarbon refining facilities in California, taking legal action against local measures in 2016. WSPA opposed California's cap and trade scheme throughout 2014-16; however, by 2017 its position had switched to supporting an extension of the emissions trading program with the exception that provisions be included to prevent California from regulating GHG emissions at refineries through other measures, with evidence suggesting a successful amendment introduced in the final bill was at WSPA's behest. Throughout 2018, WSPA has heavily engaged with Californian policymakers to oppose measures that would increase the cap and trade system's stringency going forward. The WSPA rebranded in June 2018 as an "inclusive" supporter of "common goals" and "socially, economically, and environmentally responsible" policies. However, they do not appear to have changed their lobbying behaviour to date. In 2018, WSPA ran a successful campaign 'No on 1631' against the introduction of a carbon tax in Washington State. The proposal was voted down in November 2018.