



## REVISED AGENDA - COMMITTEE OF THE WHOLE

Thursday, October 8, 2020, 9:00 A.M.

COUNCIL CHAMBERS, CITY HALL, 1 CENTENNIAL SQUARE

The City of Victoria is located on the homelands of the Songhees and Esquimalt People

Due to the COVID-19 Pandemic, public access to City Hall is not permitted. This meeting may be viewed on the City's webcast at [www.victoria.ca](http://www.victoria.ca)

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- G.2 - Proposed Adjustment to Parking Fees
- G.4 - Proclamation - Taoist Tai Chi Arts 50th Anniversary
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*A report providing information regarding the 2019/2020 activities and initiatives organized and delivered by the City of Victoria Youth Council members and partners.*

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*A report providing information and recommendations regarding proposed adjustments to parking fees.*

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*A report providing information and recommendations seeking direction for a potential new U-Pass program which could take effect January, 2020*

- \*G.4.      Proclamation - Taoist Tai Chi Arts 50th Anniversary      216**

*A report providing recommendations regarding the proclamation for Taoist Tai Chi Arts 50th Anniversary Proclamation.*

- \*G.5.      Proclamation - Energy Efficient Day      219**

*A report providing recommendations regarding the proclamation for Energy Efficient Day Proclamation.*

**H.      NOTICE OF MOTIONS**



I. NEW BUSINESS

J. ADJOURNMENT OF COMMITTEE OF THE WHOLE

# CITY OF VICTORIA YOUTH COUNCIL 2019/20 YEAR END REPORT



PREPARED BY: EJ WESTON, CITY OF VICTORIA YOUTH COUNCIL COORDINATOR

## SUMMARY

This report will detail the activities and initiatives organized and delivered by City of Victoria Youth Council members and partners as well as give an overview of the 2019/20 cohort year.

## MEMBERS

The 2019/20 CVYC cohort was composed of 19 members, a 90% increase in members compared to last year's CVYC cohort.

Grace Sinats (she/her)  
Emma-Jane Burian (she/her)  
Alex Li (she/her)  
Alyssa Korol (she/her)  
Anna-belle Tian (she/her)  
Aza Bryson (she/her)  
Ben Fyfe (he/him)  
Chester Chau (he/him)  
Ella Lee (she/her)  
Emily Hiser (she/her)  
Jolina Lee (she/her)  
Leon Chen (he/him)  
Lucy Coburn (she/her)  
Monique Sekhon (she/her)  
Raine Guitierrez (she/her)  
Shae-linn Davies (she/her)  
Shreya Sivakumar (she/her)  
Stefanie Chen (she/her)  
Talía Fay (she/her)

EJ Weston, Coordinator (they/them)  
Milo the French Bulldog, CVYC honorary member

## PROJECTS

City of Victoria Youth Council members decided on three (3) projects for the 2019/20 year:

- *School Dog Therapy Days*
  - Council members would collaborate with SD61 and SD63 schools to organize therapy dog days for the students to reduce stress levels
- *2nd Annual Cultural Day Festival*
  - Cultural Day Festival is a cultural celebration that brings together the many different cultures that exist in Victoria

- The festival hosts cultural dances, art, poetry as well as invitees cultural organizations and food trucks
- *Affordable Eco-Friendly Sustainable Products Project*
  - This project's idea was to provide affordable eco-friendly products to at-risk youth and youth living in poverty
  - While sustainable products are great for the environment, they're not always affordable. CVYC members wanted to remove the financial barrier behind these products and provide them to at-risk youth and youth living in poverty
- *Youth Open Mic Night*
  - City of Victoria Youth Council wanted to organize a youth open mic night to bring together the community and give youth an opportunity to share their passions and talents.

## OTHER INITIATIVES

On top of organizing projects, CVYC also organized many other smaller projects.

Each week, City of Victoria Youth Council would post on social media youth job and volunteer opportunities as well as email the opportunities out to local youth organizations, youth groups, and school districts. These postings were very popular and helped many youth get jobs and access opportunities in their community.

In November 2019, CVYC hosted the 'Budget Town Hall Youth Engagement Night' in collaboration with the City of Victoria. Youth were guided through activities on budgeting and budgeting processes as well as given an opportunity to directly ask Council questions related to the 2020 budget. Youth were given an opportunity to ask council questions. The questions submitted were:

- Submitted in advance:
  - What topics highlighted in the climate leadership category in the budget will contribute to climate adaptation?
  - What money, other than CVYC funding, are you allocating to youth initiatives and services in the City of Victoria? How many of these are for at-risk or marginalized youth?
- Submitted during event:
  - 950 Kings Road is an integral part of the Quadra Village Community, being a host space for several youth programs and events such as the Halloween dance that saw over 300 youth attend. Right now, the future of this space is in jeopardy with the possibility of it turning into a seniors centre. What are you doing to save 950 Kings for our at-risk and marginalized youth?
  - When Victoria is collecting property tax from unceded territories, will any of this profit be directed towards those indigenous communities?

The City's Youth Strategy Assistant, EJ Weston, facilitated the development of the two questions during the event as well as a budget activity. Three groups of participants were provided time to learn about four City budget categories and then prioritize the

allocation of \$1,000. Each group then received an additional \$400 to allocate. All three groups placed “Environment” as the highest priority, each allotting \$400 of their \$1,200 budget. Coming in a close second was “Community Well-being”, followed by “Safe and Livable City” and “Sustainable Transportation”. Each group divided its budget in units of \$400 and \$300.

Budget Activity Summary:

Environment: \$400, \$400, \$400

Community Well-being: \$400, \$300, \$400

Safe and Livable City: \$300, \$400, \$300

Sustainable Transportation: \$300, \$300, \$300

Also in November 2019, CVYC had a ‘meet and greet’ session with Victoria Council answering any questions and inquiries that Council had.

In December 2019, City of Victoria Youth Council hosted their 2nd annual Community Soup Night in Centennial Square. Council members had made homemade fresh chicken noodle soup and hot chocolate and handed it out in Centennial Square from 6 - 8 p.m.

City of Victoria Youth Council also worked with the City’s Youth Poet Laureate and hosted many community workers and organizations during meetings.

As a response to COVID-19, City of Victoria Youth Council created and shared a youth resource toolkit for students and youth to access.

While COVID-19 had cancelled CVYC’s events and projects, members were still able to advise the City on projects for the remainder of the 2019/20 cohort. Recently, City of Victoria Youth Council assisted Rhiannon Moore, Zero Waste Engagement Strategist, with a Zero Waste Youth Engagement event which connected the City’s Zero Waste team with over 14 youth who advised on sustainability and zero waste.

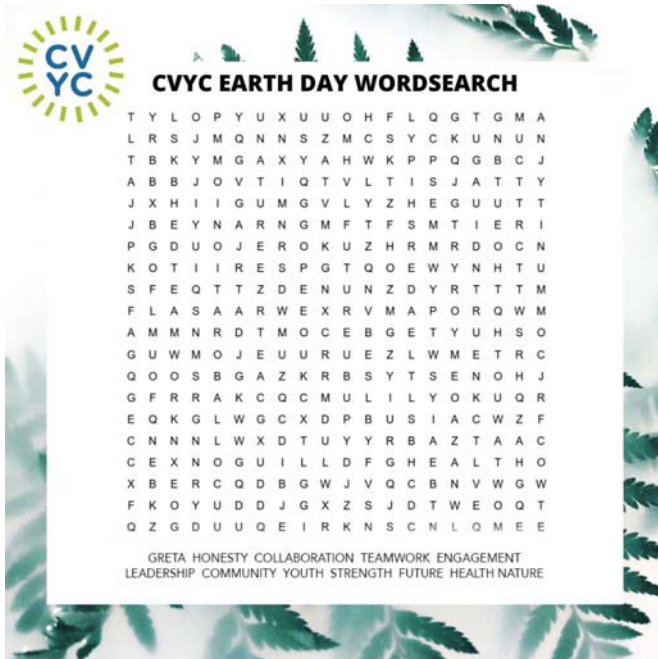
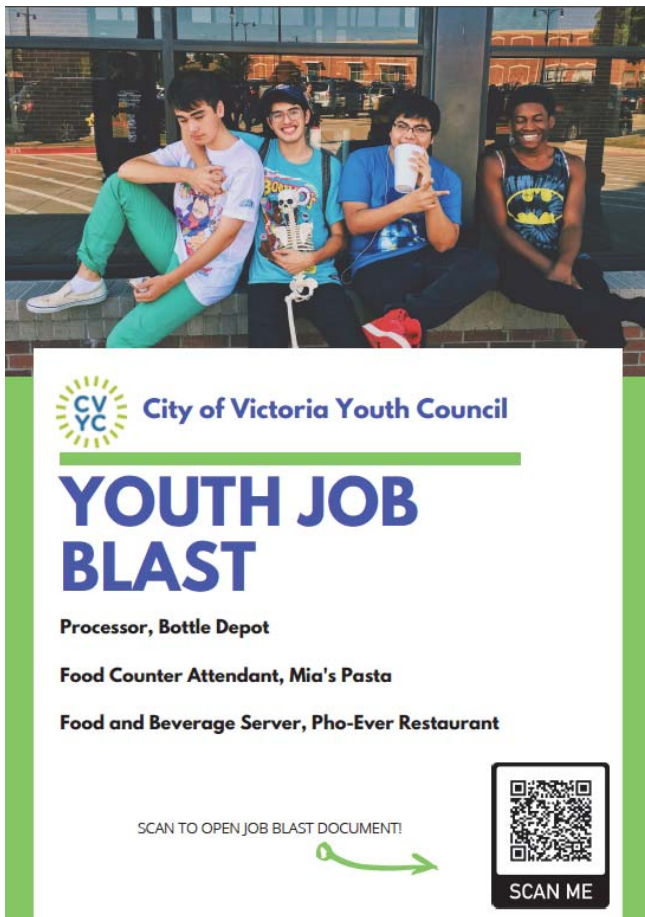
## **SOCIAL MEDIA**

Twitter:

- The council’s Twitter following grew from 262 followers in September 2019 to 401 in September 2020, a 54% increase

Instagram:

- The council’s Instagram following grew from 222 followers in September 2019 to 521 in September 2020, a 135% increase



Word search made for Earth Day, April 2020

Front page of Youth Wellness Toolkit



Graphic made for National Dinosaur Day, June 2020





## **Committee of the Whole Report**

### **For the Meeting of October 8, 2020**

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**To:** Committee of the Whole **Date:** October 1, 2020  
**From:** Karen Hoese, Director, Sustainable Planning and Community Development  
**Subject:** Report on the Potential Heritage Designation of 1623-1625 Bank Street

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### **RECOMMENDATION**

That Council receive this report for information.

### **LEGISLATIVE AUTHORITY**

In accordance with section 611 and 613 of the *Local Government Act*, Council may designate real property, in whole or in part, as protected heritage property. If a Heritage Designation Bylaw causes, or will cause a reduction in the market value of the designated property, the local government must compensate an owner of the designated property who makes an application no later than one year after the Heritage Designation Bylaw is adopted.

### **EXECUTIVE SUMMARY**

The purpose of this report is to provide Council with information on the potential designation of the heritage-registered Bank Street School at 1623-1625 Bank Street and a summary of discussions between the City and School District 61 (SD61) about their plans to demolish the building within the next year. SD61 has control over the operation and management of the Bank Street School for as long as the property continues to be required for school purposes and they intend to demolish the building to facilitate an expansion of the former Sundance Elementary School on the same site.

Staff met with SD61 representatives and explored a range of alternatives that would both retain the building and meet SD61's needs. Due to costs associated with rehabilitating the building, safety challenges, and the site configuration, a mutually acceptable alternative has not been found.

Negotiations with SD61 have been cordial, however SD61 is not willing to voluntarily designate and conserve the Bank Street School. Although Heritage Designation remains open to Council, it could lead to an arbitration process that could require the City to pay SD61 millions of dollars in compensation during a challenging fiscal year, so staff are not recommending further action at this time.

## BACKGROUND

SD61 informed the City of their intention to demolish the Bank Street School in May 2020. Since that time staff and SD61 representations have worked collaboratively to explore opportunities that would allow for a mutually beneficial outcome. However, due to the costs associated with the rehabilitation of the building and future needs of the school, the School Board has ultimately declined any options that involve the retention of the Bank Street School building. To provide staff with enough time to report to Council on the full range of issues, the School Board has committed to maintaining the Bank Street School building until at least November 15, 2020 (see Attachment E). SD61 has not applied for a demolition permit at this time, however, they have indicated that they intend to within the next year.

The Bank Street School is located in the South Jubilee Neighbourhood at the southeast corner of Bank Street and Leighton Street. The building sits at one end of a large property that includes the Sundance Elementary School to the south and playing fields that extend east to Fell Street behind both buildings. Under the 1946 *School Act*, school properties formerly held by School Trustees were vested in the City but SD61 acquired control over their operation and management. As long as the property continues to be required for school purposes, it and any improvements remain under the control of SD61, which does not require City's permission to redevelop the property.

Designed by architect Davis Couper Frame, the Bank Street School was built in 1912 as an elementary school with an enrollment of 193 students. In 1975, it ceased to be used as a school and was occupied by the Victoria College of Art. Their tenancy has expired.

The City added the building to its Register of Heritage Properties (the "Heritage Register") in June 1996 with seven other historic schools. Below is the description of the Bank Street School according to the Heritage Registry Schools Report:

*"Built in 1912, this school is an excellent example of a small masonry school in a nearly original state. It features a chateau roofline capped with bold cresting which repeats the profile of the dentils under the eaves. The elevations are particularly attractive through the use of a "battered" concrete base, red brick walls and window transoms which also reflect the detailing of the roofline. The school is a notable structure in the south Jubilee neighbourhood."*

The architect D.C. Frame designed many buildings in Victoria, including the Chinese Public School at 636 Fisgard Street.

SD61 operates seven other schools in Victoria with Heritage Register status:

1. George Jay Elementary School – 1118 Princess Avenue (1909 Wing)
2. Victoria High School – 1260 Grant Street (1911 wing)
3. Burnside School – 3130 Jutland Road (1913 wing)
4. Oaklands School – 2827 Belmont Avenue (1913 wing)- Register Status
5. Margaret Jenkins School and Annex – 1824 Fairfield Road (1913 wing and annex)
6. Quadra School and Annex – 3031 Quadra Street (1914 wing and annex)
7. Quadra Primary School – 2549 Quadra Street (1921)



Of the above schools, George Jay Elementary School and Victoria High School are considered to have national significance.

It is unknown if SD61 has plans to demolish any other heritage-registered buildings. Historically, SD61 has made these decisions on a case-by-case basis. In 2001, the 1912 wing of the Oaklands School was seismically upgraded and rehabilitated. In 1995-1996, the Sir James Douglas School at 401 Moss Street was demolished, although it was not on the heritage register. More recently, SD61 embarked on the major rehabilitation and seismic upgrading of Victoria High School at 1260 Grant Street.

## **ISSUES AND ANALYSIS**

### **Official Community Plan**

The heritage conservation policies of the Official Community Plan (OCP, 2012) do not provide explicit direction on involuntary designation, which is left to the discretion of City Council. Section 8, "Placemaking (Urban Design and Heritage)" does not support the demolition of heritage property, but encourages the City be cooperative and use incentives rather than involuntary designation and arbitration. Staff have considering whether the City should designate the building against the wishes of the owner and the report describes the significant costs that could be incurred during a time of financial uncertainty for the city.

### Jubilee Neighbourhood Plan, 1996

The *Jubilee Neighbourhood Plan (1996)* contains the following policies related to the long term protection of heritage-registered properties:

2. Encourage the voluntary designation of buildings listed on the Heritage Registry as a means of providing long term protection of buildings. Promote voluntary designation through awareness of the Victoria Heritage Foundation's house grants program. Further, that heritage designation be required when incentives are provided to the building owner
4. Ensure land use policies and zoning standards are consistent with the Heritage Registry. The City should consider initiating rezoning where permitted densities threaten heritage resources. Where heritage resources listed on the Heritage Registry are threatened with demolition, the City should consider designating the resource.

The above policies support voluntary designation and suggest the City should consider designation if the resource is threatened. This report considers the designation of the property.

### **Eligibility for Designation**

The Bank Street School meets the *Local Government Act* criteria for heritage designation. It has heritage value and heritage character for its aesthetic qualities including its chateau roofline, battered concrete foundation and symmetrical composition and its stature as a neighbourhood landmark positioned prominently at the corner of Bank Street and Leighton Road in the South Jubilee neighbourhood.

### **Building Condition, Repair Costs, Seismic Upgrade Costs**

SD61 submitted a Building Condition Assessment by D. Mattson Construction Services (Attachment C) evaluating the current condition of the school building and estimating the costs of rehabilitation. The report is based on visual inspections of the building and its interior. Destructive testing was not performed and the consultant did not complete detailed

environmental, civil, structural, mechanical or electrical reviews. The report evaluates the building condition, components and systems at a high level to reach a rough estimate of upgrade costs. The consultant notes that very few, if any, upgrades have been made since 1975. Key findings include:

- All exterior finishes require rehabilitation. Upgrades would include insulation, exterior sheathing, windows and doors. *(Note: The consultant proposed to replace all of the exterior masonry cladding of the building, which in staff's opinion is impractical and inconsistent with heritage conservation guidelines. Staff would recommend repointing and selectively replacing the existing masonry).*
- The slate roof requires replacement and has leaked in several location over time.
- Settlement and fractures are present in the concrete foundation around the perimeter of the building.
- Settlement of the foundation is causing minor spider cracking in mortar joints of the masonry walls.
- Interior finishes and most interior components are past their useful service life.
- Interior framing likely has no fire stopping/fire blocking.
- There are a significant number of wall penetrations that require fire caulking in order to comply with the Code.
- Most interior wall and ceiling assemblies throughout the school contain asbestos and lead paint and would be removed. The attic space is insulated with vermiculite and known to contain levels of asbestos. A high-risk abatement program would be required.
- Mechanical systems date back to 1912, are not operational and need replacement.
- Electrical systems require significant upgrades including service and lighting upgrades, life safety systems including fire alarms, exit and emergency lighting systems.
- The facility has no fire protection or fire alarms installed.
- The building is not accessible for people with disabilities.
- The facility is designated "H1 – High Level 1" by the Seismic Risk Assessment report conducted by Stantec 10 September 2018.
- Roof membranes will require full replacement to conduct seismic upgrades to roof decks.
- Structural upgrades to the balloon framed walls, floor diaphragms and stairwell openings will be significant.
- Heat loss/gain is significant on this building due to the lack of insulation.

The aforementioned repairs are extensive and would involve removing the roof, underpinning the foundation and gutting the interior. To remove hazardous materials, workers would need to follow high risk abatement protocols by Work Safe BC, including installing air-tight containment structures at each floor and equipping workers with full body personal protective equipment and air-purifying respirators. The total cost of rehabilitating the heritage building is estimated to cost \$7,534,000, whereas constructing a replacement building is estimated to cost \$4,536,000. Note that the cost estimate is a Class "D" estimate, which is the least precise in the construction cost estimate system. Accurate figures could only be obtained by establishing a scope of work and receiving quotes from qualified contractors. Staff also note that the budget includes removal and replacement of all exterior masonry on the building, which heritage conservation guidelines do not recommend. This is a \$3.5 million cost in the budget. A more appropriate heritage conservation treatment is repointing and selectively replacing damaged masonry as needed. This is also labour intensive and costly, but staff are unable to confirm if it would equal \$3.5 million.

## Site Layout and Future Expansion Plans

SD61 plans to expand the former Sundance Elementary School Building in time for the 2021 school year by adding 6-7 classrooms in a series of modular buildings. They also intend to construct a Neighbourhood Learning Centre (NLC) and a childcare. 170 students would occupy the expanded facilities on site. SD61 has stated that location of the heritage building interferes with the planned expansion. Staff suggested situating the classrooms and NLC on the east side of the former Sundance Elementary School, however this would require removal of multiple Garry Oaks protected under the City's *Tree Preservation Bylaw* and other landscape features that form part of the Garry Oak ecosystem and the area will be difficult to build on due to the rocky terrain.

## Seismic Risk

Seismic retrofit options have not been developed for the building, but SD61 did commission a risk analysis from Stantec Engineering, which is attached to the report. The soil hazard map of greater Victoria indicates that the property is "Site Class D" with no significant risk of liquefaction and a low risk of amplification. However, the building is considered to be in the highest risk category because of its unreinforced masonry construction and would sustain significant damage during an earthquake.

## Timing of Demolition Permit

Staff expect to receive a Demolition Permit Application for the school within the next year. In Development Permit Area 16: General Form and Character, a development permit is not required to construct a new institutional building or to demolish a heritage-registered building provided the applicant has a building permit for the construction of a new building or permissions for another use under the zoning. SD61 does not have funding to construct a new school or an addition to the existing Sundance Elementary School at this time.

## Heritage Property Protection Bylaw

The *Heritage Property Protection Bylaw* requires withholding of a demolition permit for property on the heritage register until all approvals for redevelopment are issued. Because the Bank Street School is on the City's heritage register, this provides some limited protection. However, as long as the SD61 obtains approval for any other use the land on which the building stands, the City will be required to issue the demolition permit. Therefore, this alone cannot be viewed as anything more than a delay and is not a substitute for proper heritage protection.

## Compensation

If a *Heritage Designation Bylaw* causes a reduction in the market value of the designated property, the City would likely be liable to compensate the School District to some degree. Assessing the market value of the property would be complicated. The property's "Public Facilities, Institutions, Parks and Open Space" Urban Place Designation in the OCP restricts the range of permitted uses and the property is technically owned by the City. Despite these factors, the property is under the operational control of SD61 as long as it is required for school purposes, therefore, SD61 would likely be entitled to some compensation for any loss of potential use or redevelopment of the property. To determine compensation, the City would need to hire an appraiser, with the final compensation amount determined through arbitration. It is possible that the compensation amount could be millions of dollars if the SD61's Class "D" cost estimate is accurate and the exterior rehabilitation estimate in particular.

Staff have not proactively retained an appraiser to determine the likely compensation amount, because a consultant report would be a substantial cost in itself. In 2008, the City requested an estimate for consulting services to undertake a market value assessment of 1612-1614 Store Street with and without heritage designation. Estimated fees were in the order of \$15-20,000.

If Council wishes to have staff commission an analysis to determine a more precise estimate of potential compensation, staff have included an option under the next section authorizing staff to retain a consultant to complete the analysis. Based on the rate of inflation, staff estimate that a market value assessment of 1623-1625 Bank Street could cost between \$18,000 and \$24,000.

Staff are only aware of one instance in which the City designated a heritage property against the owner's will. In 2007, Rogers' Chocolates Ltd. obtained a building permit to expand their ground floor retail area and move the rear wall backward 20 feet. The interior of the existing shop dated back to the original construction of the building and was among the oldest intact commercial interiors in Canada. Only the exterior was designated at the time, so the City proceeded to designate the interior of the store. Rogers' Chocolates appealed the designation and the City entered the arbitration process. The resulting decision awarded Rogers' Chocolates approximately \$600,000 in compensation for the loss of 650 square feet of retail space inside the building.

## **OPTIONS**

### **Option 1 – Take No Action (Staff recommendation)**

That Council receive this report for information. Taking no action will enable the applicant to obtain the necessary approvals to demolish the building as soon as SD61 has a building permit.

### **Option 2 – Pursue Involuntary Designation (Not recommended)**

That Council:

1. Approve the designation of the property located at 1623-1625 Bank Street, 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; and
2. Authorize staff to retain qualified consultants to complete an independent building condition assessment and a market value assessment of the property

The involuntary designation of the building would result in the City entering an arbitration process with SD61, which operates all public schools in Victoria. Completing a separate building condition assessment and market value assessment of the property would cost the city over \$24,000 in addition to legal fees and an unknown amount of compensation. Based on the estimated \$3 million difference in cost between rehabilitating the building and constructing a new building, the involuntary designation of the property could significant extra costs on SD61, and the City may be liable for some or all of these costs.

### ***Accessibility Impact Statement***

The building is currently inaccessible to persons with disabilities, particularly those who rely on a wheelchair for mobility. An elevator and a new primary entrance to the building would need to be designed. Washrooms, stair railings, some doorways and door handles throughout the building do not meet accessibility requirements and would have to be redesigned. Although the budget has not been fully developed in detail, the owner's consultant budgets \$100,000 for

accessibility upgrades including a new accessible building entrance (\$30,000), replacing washroom accessories and partitions (\$40,000) and replacing doors, frames and hardware inside the building (\$30,000). An elevator is not included in the budget, but would likely cost over \$100,000.

### *2019-2022 Strategic Plan*

Allowing the demolition of the Bank Street School does not meet the City's operational priority of heritage conservation and designation, however in staff's opinion, it would be consistent with the operational priority of sound fiscal management.

### *Impacts to Financial Plan*

The City has deferred \$22 million in capital spending and approximately \$2.5 million in other initiatives to create a larger operating budget contingency during the COVID-19 pandemic. These measures are intended to mitigate an estimated revenue shortfall that could range from \$12.5 million to \$17.5 million for the year. If the City designates the Bank Street School against the wishes of SD61, it risks incurring millions in compensation costs that have not been factored into the 2020 budget.

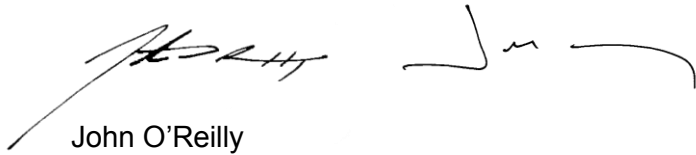
### *Official Community Plan Consistency Statement*

The heritage conservation policies of the OCP do not provide explicit direction on involuntary designation, which is left to the discretion of City Council. Section 8, "Placemaking (Urban Design and Heritage)" does not support the demolition of heritage property, but encourages a cooperative approach using incentives rather than involuntary designation and arbitration

## **CONCLUSIONS**

Staff have worked cooperatively with SD61 to encourage voluntary protection of the building and have discussed alternatives with SD61, however their position is unchanged. The heritage-registered Bank Street School is likely to be demolished in the next year if no action is taken. It is worthy of designation, however, the building has not been upgraded or well-maintained since 1975. It requires significant seismic and accessibility upgrades, hazardous materials abatement, the full replacement of its mechanical and electrical systems along with most interior finishes and fixtures. The roof requires replacement and most exterior elements including masonry and metal cornices are in need of significant rehabilitation. Costs to complete all of the deferred maintenance and upgrade the school are approximately \$3 million higher than the cost to build an equivalently sized new school. Designating the building against SD61's wishes will lead to an arbitration process that could cost the City millions of dollars in compensation during a challenging fiscal year. Staff are therefore not recommending any further action at this time.

Respectfully submitted,



John O'Reilly  
Senior Heritage Planner  
Development Services Division



Karen Hoese, Director  
Sustainable Planning and Community  
Development Department

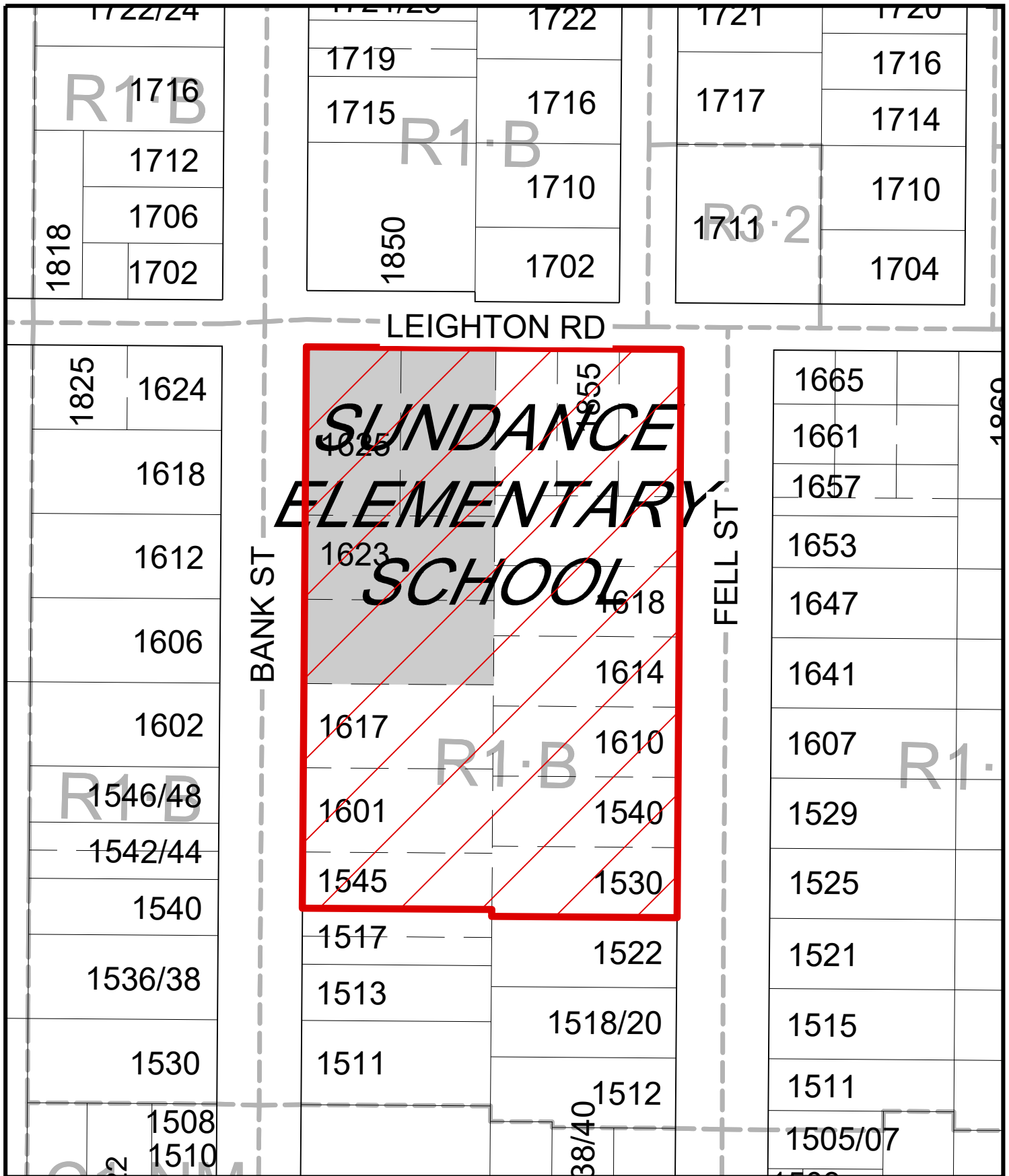
Report accepted and recommended by the City Manager:



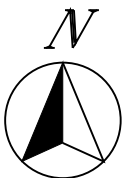
Date: October 1, 2020

### List of Attachments

- Attachment A: Map
- Attachment B: Aerial Map
- Attachment C: Bank Street School Condition Assessment Report
- Attachment D: Photographs of Heritage Register Schools
- Attachment E: Correspondence with SD61
- Attachment F: Photographs of Bank Street School Exterior and Interior



1623-1625 Bank Street



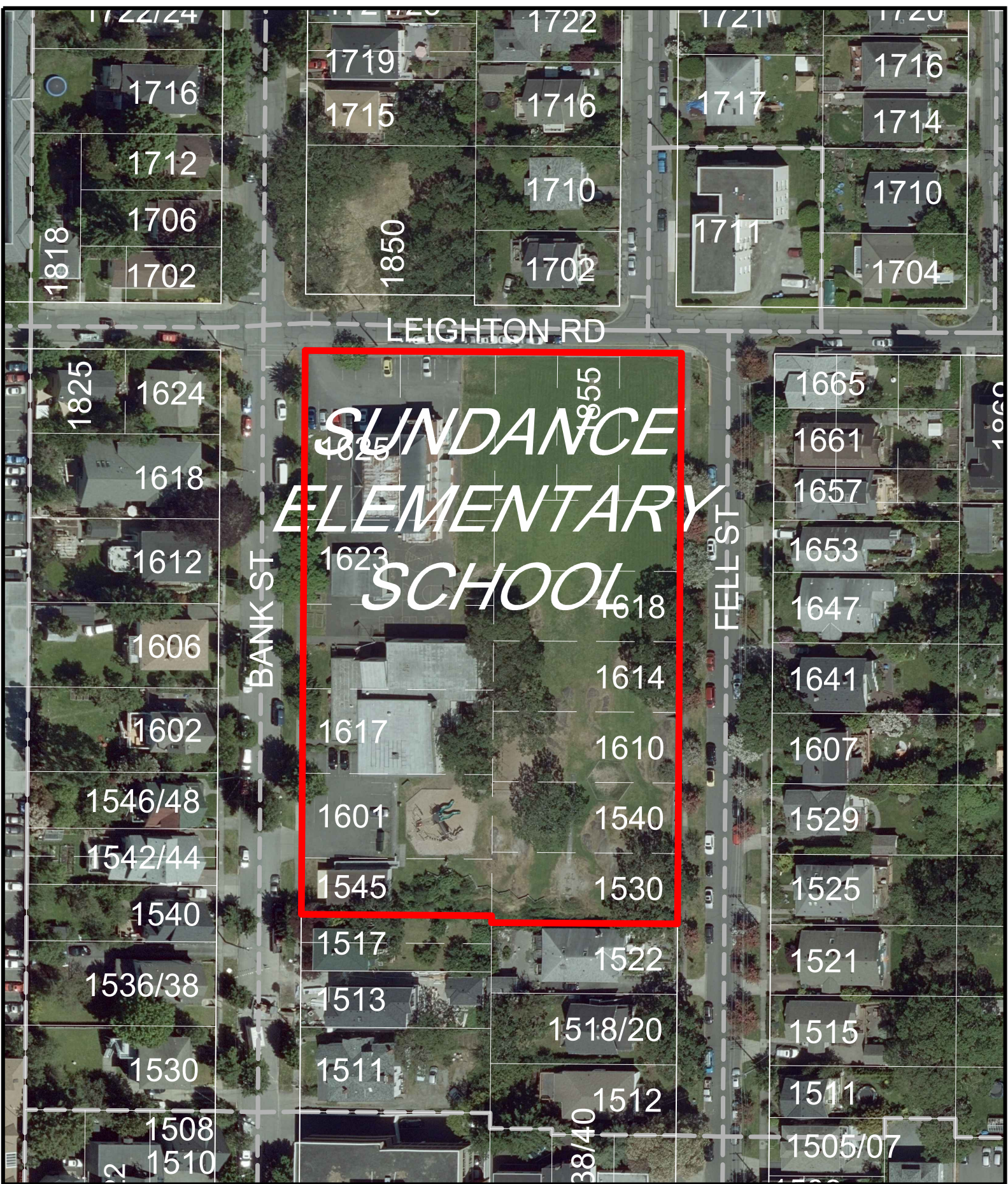
Designated



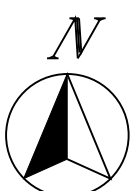
Registered







1623-1625 Bank Street



Designated Registered







## **BANK STREET SCHOOL CONDITION ASSESSMENT REPORT**

Prepared For:

GREATER VICTORIA SCHOOL DISTRICT NO. 61

556 BOLESKINE ROAD

VICTORIA, BC.

Attn:

MARNI VISTISEN-HARWOOD

Prepared by:

D. MATTSON CONSTRUCTION SERVICES

Submittal Date:

23 JULY 2020

File No. 2008

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# 1 Introduction

## 1.1 Terms of Reference

This report has been prepared by D. Mattson Construction Services (Consultant) exclusively for the Greater Victoria School District No 61 (Client) in 2020. The content reflects the Consultant's best judgment in light of the information reviewed at the time of preparation. The information, data, recommendations, and conclusions contained in this report are based on conditions revealed through limited visual inspections only and are subject to budgetary, time, and other constraints and limitations contained in the agreement between the Consultant and the Client.

The purpose of this assessment report is to:

- Assess the site, building envelope, building interiors, mechanical and electrical systems and associated components to provide a summation for the general condition of components for upgrading, repairing, or replacement considerations by the Client.
- Address possible building code issues and identify building upgrades for consideration by the Client that may be required to bring the building up to date with regard to the current edition of the building code, construction standards and best practices.
- Identify projects that can be categorized as Health & Safety, Maintenance or Life Cycle Replacement/Upgrades for the reliability of systems and components or whether there would be a health or safety issue, or major loss if it were not repaired/replaced.
- Identify the required scopes of work needed to restore the building to a usable condition for consideration by the Client.

## 1.2 Background

The subject building was originally constructed circa 1910-11 and served as a public school until approximately 1970. The Victoria College of Art have operated in the building since 1975. Very few upgrades have been conducted to the facility.

Bank Street School is Heritage Registered with the Victoria Heritage Register (VHR). Heritage Registered is not protected by Bylaw and is noted as ineligible for funding by the Victoria Heritage Foundation.

## 1.3 Scope of Service

D. Mattson Construction Services (DMCS) was retained by Marni Vistisen-Harwood of the Victoria School Board to conduct a field review and assess the roof membrane assembly the building assemblies, systems and components, and prepare this report, with a Class D costing summary of identified major capital projects.

The scope of our service includes discussions with the Client and a walk-through review of the facility to summarize existing conditions necessary to provide this report.

Detailed environmental, civil, structural, mechanical & electrical reviews are outside of the scope of this assessment.

## 2 Executive Summary

This Condition Assessment Report describes and summarizes a review conducted at the Bank Street School located at 1625 Bank Street, Victoria, BC. The building description summary can be found on page 5.

The building (Cira 1910) has a footprint of  $\pm 3650 \text{ ft}^2$  /  $340 \text{ m}^2$ . Due to the age of the building, methodology of construction and lack of upgrades, the building requires significant rehabilitation/upgrades to the site, civil works, structural assemblies, all exterior and interior finishes, and the mechanical and electrical systems with regard to code compliance and current conditions.

With regard to code compliance, this will include, but not be limited to, seismic upgrades, building envelope rehabilitation, accessibility standards for people with disabilities, exiting requirements, mechanical HVAC and plumbing, and electrical safety standards. Code compliance would be triggered upon application of a Building Permit.

1. A summary of our key observations found that due to the overall age of the facility:
  - Servicing the water supply, civil and sanitary discharge piping should be anticipated.
  - Most of the asphalt surfaces require maintenance and rehabilitation.
  - As a result of the age of the building materials, the construction detailing and installation practices utilized during time of construction and, repairs and past maintenance practices, all exterior finishes require rehabilitation. Upgrades would include, insulation, exterior sheathing, windows and doors.
  - The roofing materials appear original and require replacement. Roof has leaked in several location over time. The standard for repairs is unknown.
  - No fall protection system in place per WorkSafeBC requirements.
  - Settlement and fractures are present in the concrete foundation around the perimeter of the building.
  - Settlement of the foundation is causing minor spider cracking in mortar joints of the masonry walls.
  - The exterior brick clad walls are load bearing, supporting the floor framing.
  - Interior finishes, components and accessories should generally be considered past the useful service life for the component. Replacement of most interior components should be anticipated.
  - Interior framing would likely have no fire stopping/ fire blocking. There is a significant amount of wall penetrations that require fire caulking in order to comply with the Code.
  - Known hazardous materials are present in the building.
  - Mechanical and electrical systems were not reviewed. However, due to the age of the mechanical and electrical systems and components, we suggest most components are past the useful service life for the component. Replacement of all Mechanical and Electrical components should be anticipated.
  - The original heating and ventilation systems are no longer operational.
  - The facility has no fire protection or, fire alarm installed.
  - The building is not accessible for people with disabilities
  - Field assessment summaries of building components can be found in Appendix A.
2. A general approach to recommendations will result in:
  - Structural design and methodology for underpinning the foundation should be anticipated if any updates are considered.
  - The roof, exterior wall finishes, and components will require removal for seismic upgrading and life cycle replacement. For these upgrades, it should be anticipated most of the components that would need to be removed would be damaged beyond repair or, their ability to be reused.
  - For the removal of most interior finishes/ components a High-Risk hazardous materials abatement is required based on the level of asbestos, lead and vermiculite in the building. Other than wood trims and other similar woodwork, most components would not be suitable for reuse.
  - A major impact for budget and occupancy for any mechanical HVAC, plumbing or, electrical upgrades.
  - A significant cost for design and upgrades to provide accessibility standards for people with disabilities.

## 3. Notable:

## ➤ Environmental:

- Soils testing is recommended for the previously removed oil tank if, historical records cannot determine if all contaminated soils were adequately removed.
- Hazardous Materials testing was conducted by Island Environmental Health & Safety Ltd, June 2020. It is noted, most interior wall and ceiling assemblies throughout the school contain asbestos and lead paint. The attic space is insulated with vermiculite and known to contain levels of asbestos. Due to the levels of containment and types of construction a high-risk abatement program is anticipated for the entire school to remove all asbestos, lead and vermiculite.
- Removal of the original brick encased oil-fired boiler will require high-risk abatement.
- The presence of rodent droppings should be anticipated in the wall cavities and attic space. A detailed exposure and abatement plan/program are required.
- The presence of lead should be anticipated in solder joints on the galvanized roof membrane and ornate galvanized metalwork on the building façade as well some paint.
- Further information and clarifications for environmental elements, risk of exposure and recommended abatement can be found in the Appendix D.

## ➤ Structural:

- The facility is designated "H1 – High Level 1" by the Seismic Risk Assessment report conducted by Stantec 10 September 2018.
- Roof membranes will require full replacement to conduct seismic upgrades to roof decks.
- Structural upgrades to the balloon framed walls, floor diaphragms and stairwell openings will be significant.
- Further information and clarifications for seismic risks can be found in the Appendix E.

## 4. Budget figures in this report are to be considered Class D cost estimates only. Accurate figures can only be obtained by establishing detailed scopes of work and receiving quotes from qualified contractors and/or, engaging a professional cost consultant.

- Rehabilitation/replacement costs for the building components is indicated in Appendix B.
- For consideration of cost savings, by combining future upgrades and component lifecycle replacement projects, the Owner could realize savings for the repairs to the foundation and concrete floor, envelope systems (i.e. cladding roofing, doors and windows), interior finishes, and mechanical & electrical systems.

## 5. The following estimated replacement and repair costs are based on existing use, size, construction materials, and associated components of the building and site. All listed costs will change once a complete usage, scope of work, and detailing have been established. Costs provided for demolition are guesstimate values only. A hazardous material survey is required before a demolition permit would be issued by a local jurisdiction.

**I. Rehabilitation estimated repair and upgrade costs.**

- Building: \$7,534,000 for ±10,950 ft<sup>2</sup>. / 1296 m<sup>2</sup>.

**II. As-is estimated building replacement cost.**

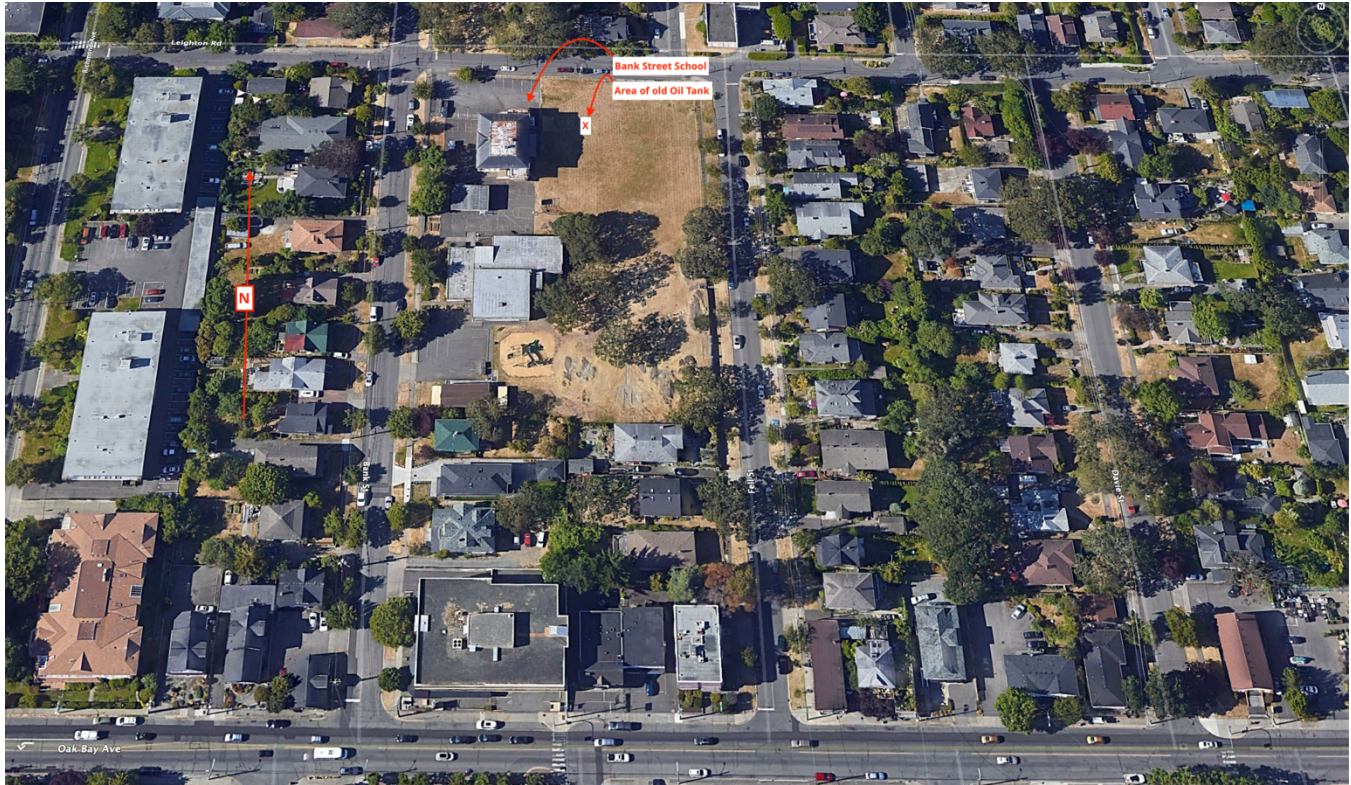
- Replacement building at \$3500 m<sup>2</sup>.: \$4,536,000 ±10,950 ft<sup>2</sup>. / 1296 m<sup>2</sup>.

**III. Demolition estimated costs.**

- A budget of \$250,000 should be carried for demolition costs.



## 2.1 Aerial Photo



## 2.2 Building Description

- Original construction: Circa 1910.
- Facility is 2 stories with full height basement that extends approximately 2m above finished grade. Construction consists of concrete perimeter foundation with solid brick exterior walls and wood framed interior. Building footprint is approximately  $\pm 3650 \text{ ft}^2$  /  $340 \text{ m}^2$ .
- The roof is Bellcast Style and consists of slate tile on the pitched surfaces and heavy gauge galvanized sheet metal for the flat roof areas and decorative rooftop capitals. Most roofing materials are original.
- Exterior finishes consist of concrete, clay brick cladding and galvanized metal capitals, cornices and modillions for the architectural detailing. Windows and doors are original. Windows are wood frames and sash with single glazing. Exterior doors and frames are wood.
- Interior wall and ceiling finishes consist of painted plaster. All doors and frames are wood.
- Several interior windows are present throughout to allow for natural light transfer.
- Flooring consists of finished concrete in the basement level and resilient flooring on the main and second floors.
- Mechanical: Plumbing consists of copper supply piping and cast-iron sanitary piping. 3-Washrooms are provided. Heating and ventilation consisted of a garbage burner, an oil-fired furnace and a large single fan air handler and electric base boards.
- Electrical service to the building is underground. Power for the facility is 200A 3-Phase.
- There is a phone and data system by overhead drop.
- Electrical lighting system is comprised of a combination of outdated incandescent lights on the exterior and interior. Most interior lighting remains florescent T12 fixtures.
- Facility is not protected with fire protection sprinklers and is not required by the Building Code. However, for the size and usage of the building it is recommended a fire suppression system be installed to protect the building and contents.

### 2.3 Scope of Assessments

In preparation of this report, no existing drawings were provided for review. The Seismic Assessment Report and Hazardous Materials Report and were provided for reference. A site visit was conducted on June 23, 2020. The review is visual in nature and conducted to provide an assessment of the roof assembly, roof membrane and, the building envelope.

During our review, we examined, site drainage, visible foundations, exterior elevations, most interior rooms and finishes, major mechanical and electrical components. The attic and roof assembly where not accessible at time of our review.

The SD61 Facilities Manager, representatives from Iredale Architecture and Vancouver Island EH&S and the facility operator attended the site to assist with building access and to provide a snapshot of overall maintenance and history of the building. The Consultant has not been asked to provide updated drawings, site direction, or remediation at this time.

Detailed structural, mechanical, and electrical reviews are outside of the scope of this assessment. No destructive examinations or testing was conducted during the assessment. Our review and assessment methodology are intended to identify existing conditions and life cycle of common building components.

### 2.4 Expected Useful Service Life

Expected Useful Service Life (USL) time frames referenced for the building components are based on available manufacturer's literature, warranties, theoretical industry standards, Building Owners and Managers Association of BC (BOMA) Preventative Maintenance Guidebook and the Canadian Mortgage and Housing Corporation (CMHC) Life Expectancy Guidelines. All construction systems and components are subject to a wide variety of factors that affect their life expectancy, including quality of materials, quality of installation, environmental conditions and quality of maintenance programs. As a result of these variations, some components may outlive their expected service life, while others may not.

### 2.5 Component Assessment Information

The facility field assessments found in the appendices of this report provides descriptions of the site, building envelope, building interiors, mechanical and electrical systems and associated components.

- Components are briefly described in the Observations/Comments section of the facility assessment report and are provided with current age, estimated service life and a general condition rating. A description of the general condition rating (GCR) is provided in Table 1 of this report.
- Components that require projects for repair, replacement, or upgrade are highlighted within the Projects section of each facility assessment.
- Projects are itemized with category type and provided with an urgency timeline for scheduling the project(s). A description of the Project Categories and Urgencies are provided in Tables 2 and 3 respectively of this report. Included are cost estimate values within the project sections.
- An Order of Magnitude class D cost estimate is provided on an item by item summary and is located in Appendix B of this report.

### 2.5.1 GENERAL CONDITION RATINGS (GCR)

The following is a guide to field assessment ratings. The GCR identifies the general condition of a component

Table 1 – General Condition Rating		
Condition	GCR	Definition
Poor Critical	0	Component is at end of useful service life, has either failed, or is at imminent risk of failing. Repair or replacement is recommended within the current year.
Poor	1-3	Component approaching end of useful service life, exhibits significant deterioration and/or has significant issues reported by client / maintenance staff. Repair or replacement is recommended within 1 to 2 years.
Fair	4-6	Component exhibits minor deterioration and/or has issues reported by client / maintenance staff and requires attention. Repair or replacement is recommended within 3 to 5 years.
Good	7-9	Component does not exhibit deterioration and/or does not have significant issues reported by client / maintenance staff and does not require immediate attention. Repair or replacement is typically recommended in alignment with component lifecycle within 6 to 10 years.
Good New	10	Components that do not have significant deterioration and do not have any lifecycle replacement events recommended within 10 years.

### 2.5.2 PROJECT CLASSIFICATIONS

The following is a guide to classify project categories. Deficiencies are identified with four category types.

Table 2 – Project Categories		
Category	Type	Definition
Health & Safety	1	Projects required to eliminate potential health and safety danger. Repair or replacement is recommended within current year. Projects are highlighted yellow.
Component Restoration	2	Projects required to return components to designed operational standards and extend useful service life.
Arrest Deterioration	3	Projects required that, if not attended to, will result in continued deterioration and could lead to failure of the component.
Operational	4	Projects required to maintain either the appearance or operation of a component.
Maintenance	5	Projects allocated for scheduled routine maintenance.

### 2.5.3 PROJECT URGENCY LEVEL

The following is a guide to identify urgency of the scheduling for project categories.

Table 3 – Project Urgency Timeline	
Urgency	Definition
0	Immediate. Repair, replacement or maintenance is recommended within current year.
1	Project for repair, replacement, or maintenance is recommended within 1 to 2 years.
2	Project for repair, replacement, or maintenance is recommended within 3 to 5 years.
3	Project for repair, replacement, or maintenance is recommended within 6 to 10 years.



## 2.6 Limitations

This report is based on visual observations and data acquired from the Client and is limited to major items and maintenance activities. We note private property was not inspected. Site reviews are conducted by visual observation only. Unless otherwise agreed in writing by the Consultant, this report shall not be used to express or imply warranty to the property for a particular purpose.

Budget figures in this report are to be considered Class D cost estimates only and are our opinion of a probable current dollar value for typical market rates and maintenance requirements.

Accurate figures can only be obtained by establishing a scope of work and receiving quotes from qualified contractors and/or, engaging a professional cost consultant.

Please note that any conclusions, recommendations, or opinions of probable costs presented in this report must be viewed in light of the information available from the data obtained from the Client and the visual examination completed during our field review.

The work reflects the Consultant's best judgment in light of the information reviewed at the time of preparation and is not providing advice about mould, mildew, pollutants, contaminants or other hazardous materials. It is recommended that an Environmental Consultant be retained for these services.

Any use that a third party makes of this report, or any reliance on decisions to be made based on it, are the responsibility of those third parties. The Consultant's accept no responsibility for damage, if any, suffered by any third party due to decisions made or actions taken based on this report.

### 3 Assessment Summary

- **Site:** is generally flat and in fair condition. The adjacent field was not reviewed. Field maintenance is the responsibility of French school district, Conseil scolaire francophone de la Colombie-Britannique.

Projects are recommended for;

- Servicing the water supply, civil and sanitary discharge piping.
- Maintenance and rehabilitation of the asphalt surfaces.
- Surveying the Civil Sub-soil water and sanitary discharge.
- Soils testing recommended for the previously removed oil tank.

- **Roof / Exterior Finishes / Building Envelope:** appear to be all from original construction. All exterior finishes are in poor condition and past the estimated service life (ESL) of the component. The building has never had any structural upgrades.

Projects are recommended for;

- Roofing and associated components (seismic upgrading), fall protection and maintenance.
- Exterior finishes require replacement/rehabilitation/maintenance of all building envelope assemblies and exterior openings.
- Seismic upgrades to the wall and roof assemblies will be required as outlined in the BC Building Code.
- Building insulation. Heat loss/gain is significant on this building due to the lack of insulation.
- Hazardous materials abatement.

- **Interior Components:** most interior components are from original construction, well used and past the ESL of the component. There is visual presence rodent activity in the building.

Projects are required for;

- Wall repairs/rehabilitation /seismic updating, insulation upgrades and painting.
- Firestopping and fire caulking.
- Flooring replacement and seismic upgrading.
- With regard to the Building Code and fire rated assemblies numerous wall and ceiling assemblies do not meet the intent of the building code and require updating the assembly to achieve the required fire rating of the assembly.
- Hazardous materials abatement.

- **Mechanical systems:** are from original construction excluding, the baseboard heaters and hot water tank. Existing equipment/components are generally past ESL and would likely require replacement.

Mechanical Projects are required for;

- Mechanical ventilation and plumbing systems upgrades are required in order to conform to Code.
- Fire Dampers, Firestopping and fire caulking.
- Building has no fire protection and is recommended.

- **Electrical systems:** Although most of the electrical system is not from original construction as the facility was originally constructed without electricity, most of the electrical equipment is past ESL.

Electrical Projects are required for;

- Scheduled maintenance of all switch gear.
- Electrical Inspections of all equipment.
- Electrical Service and lighting upgrades.
- Life safety systems, fire alarm and the exit and emergency lighting systems are required in order to conform to Code.

## **4 Recommendations**

This document provides an inventory of infrastructure and building components, a snapshot of the condition in relation to life expectancy and formulates a program of capital renewal projects over a five-year window. For this document to be of value, the plan must be revisited every year, by Staff to review projects completed, changing conditions/demands, changing priorities, and to amend the planning spreadsheet to provide for the next five-year plan. Focus will always be on preparing projects for the next capital year. The primary reference document will not need revision for five years and then only subject to amendment for significant changes that have occurred.

-END-

## **5 Appendices**

**A. FIELD ASSESSMENT SUMMARY**

**B. CLASS D COSTING SUMMARY**

**C. ADDITIONAL PROJECT PHOTOS**

**D. HAZARDOUS MATERIALS REPORT - Island EH&S**

**E. SEISMIC RISK ASSESSMENT – Stantec**

**Attachment B - Photographs of Heritage Register Schools**



George Jay Elementary School- 1118 Princess Avenue (1909 Wing)



Victoria High School- 1260 Grant Street (1911 wing)





Burnside School- 3130 Jutland Road (1913 wing)



Oaklands School- 2827 Belmont Avenue (1913 wing)- Register Status





Margaret Jenkins School and Annex- 1824 Fairfield Road (1913 wing and annex)



Quadra School and Annex- 3031 Quadra Street (1914 wing and annex)



Quadra Primary School- 2549 Quadra Street (1921)



**Sustainable  
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August 20, 2020

Ms. Marni Vistisen-Harwood  
Manager, Capital Planning and Implementation  
Greater Victoria School District No. 61  
556 Boleskine Road  
Victoria, BC V8Z 1E8

Email: [mvistisen@sd61.bc.ca](mailto:mvistisen@sd61.bc.ca)

Dear Ms. Vistisen-Harwood,

**Re: 1623-1625 Bank Street – Protection of the Building until November 15**

Thank you for your email of August 12, 2020 confirming that School District No. 61 will postpone demolition and continue to preserve the heritage-registered Bank Street School at 1623-1625 Bank Street until at least November 15, 2020.

The additional time provides City staff the opportunity to present a report to Council describing the full range of challenges involved in rehabilitating the building, and to continue discussions with your team over possible conservation options.

Thank you for your cooperation to date and for providing staff with the opportunity to tour the building in person on July 29.

Regards,

A handwritten signature in black ink, appearing to read "K Hoese".

Karen Hoese  
Director  
Sustainable Planning and Community Development  
City of Victoria

**Attachment A - Photographs**



Front (West) and Rear (south) Elevation



Rear (south) elevation



South Entrance



Rear (East) Elevation





Side (north) elevation



Garry Oak



Crack in Brickwork

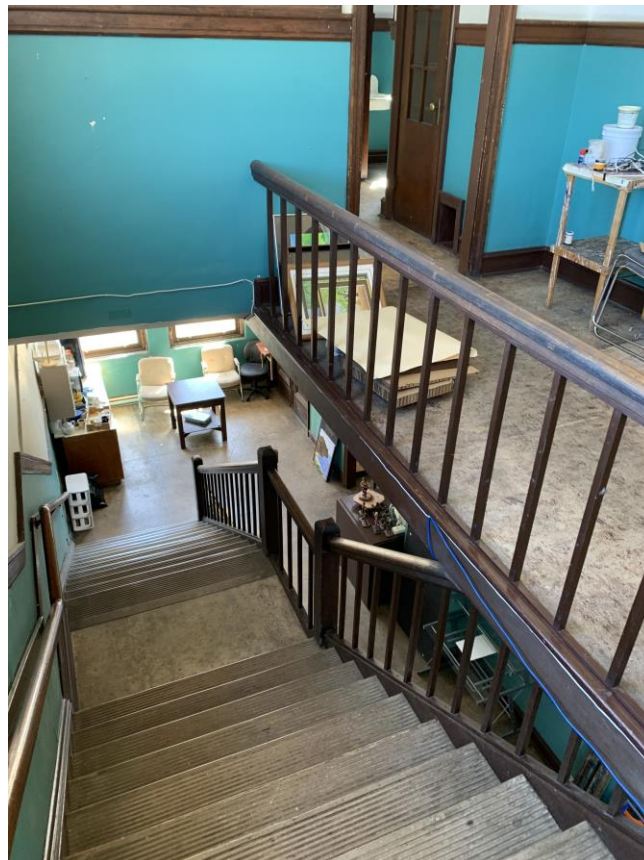


Second Storey Hallway





Classroom on Upper Storey



South Staircase from Upper Storey to Main Storey



Ceiling patches



Main Entrance



Washrooms with Slate Dividers at Ground Level



Basement Workshop Area





04 Oct, 2020

Lisa Helps  
Mayor, City of Victoria

Dear Lisa,

We are writing on behalf of the board of the South Jubilee Neighbourhood Association, with regard to the future of the Bank Street School and the former Sundance School in our neighbourhood.

At a meeting on Sept 4, with Chuck Morris and Marni Vistisen-Harwood, representatives of our community association were advised of the school district's intention to seek a demolition permit for the Bank Street School, in the very near future. This was said to be the first step in the redevelopment plans for the site of Bank and "Sundance" schools, after which the neighbourhood would be consulted on the future of the site.

At our AGM for the South Jubilee Neighbourhood Association on Sept 15, a committee was struck to conduct a survey of our residents to assess the opinions of our neighbours on the future of the school site, including the possible demolition of the existing Bank Street School. This is now under way.

We are writing to request that Victoria City Council make no decisions on granting a demolition permit for the Bank Street School to SD61 until the results of the neighbourhood survey have been collected and shared with both SD61 and our council liaison Marianne Alto. Once the survey is completed, we will request another meeting with the school district to discuss what we find about the residents' wishes for these school sites. We would welcome city representation at this proposed meeting.

We very much appreciate your willingness to cooperate with the South Jubilee Neighbourhood Association on the future plans to revitalize our neighbourhood schools.

With best regards,

Murray Gudmundson and Susan Wetmore  
On behalf of the SJNA Board

Dear Councillor, School Trustee,

I am a resident of South Jubilee. I have just learned that School District 61- SD61- wants to destroy the heritage Bank St. School.

SD61 has told City of Victoria staff that they want to demolish the heritage designated school.

The request will be on the agenda for committee of the Whole at City Hall this Thursday.

There has been no neighbourhood consultation.

Bank St. School is an iconic landmark for our neighbourhood.

Destruction of a school has not happened in Victoria in 25 years. ( James Douglas in 1995)

The greenest buildings are heritage buildings, like Bank St, that are re-furnished.

Please vote no on destruction.

Yours truly,

Catherine Green

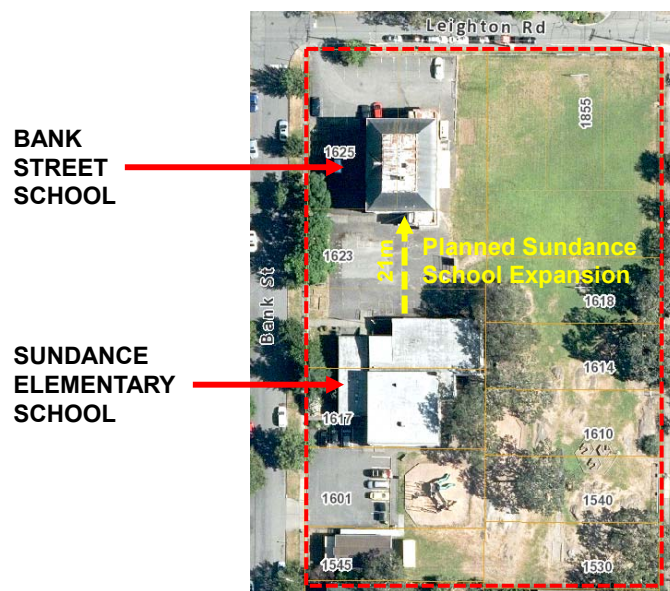


# Report on the Potential Heritage Designation of 1623-1625 Bank Street

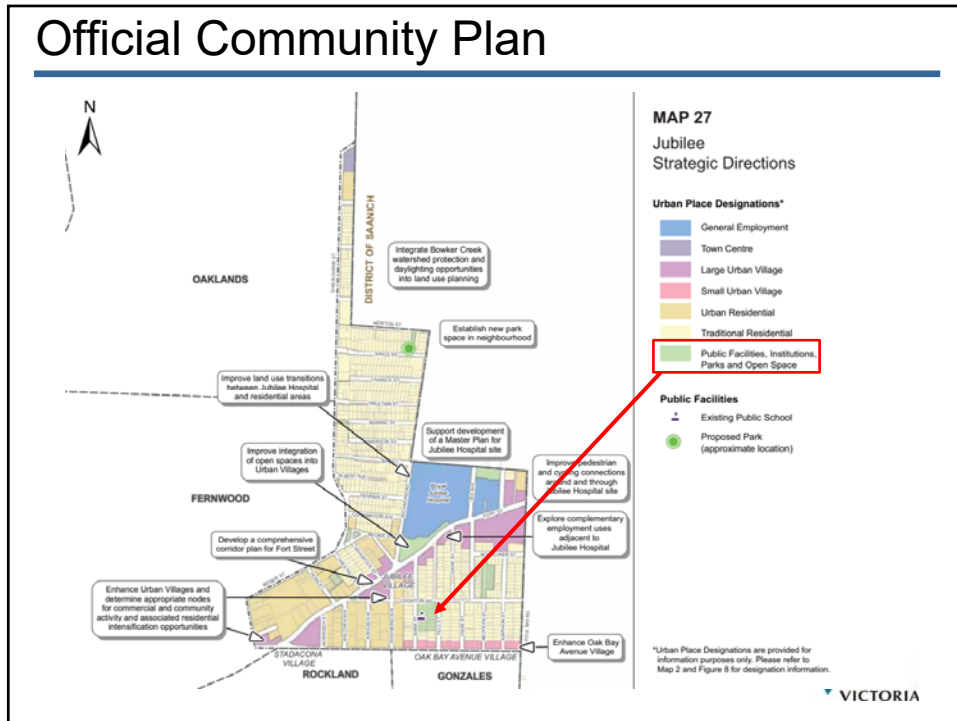


1

## Aerial Map



2



3



4



5



6





7



8



9



10





11



12

## History & Significance

- Designed by architect D.C. Frame (architect of the Chinese Public School at 636 Fisgard Street)
- Built in 1912, with an enrollment of 193 students
- Considered an excellent example of a small masonry school in a nearly original state
- Features a chateau roofline, red brick walls and a battered concrete base
- A landmark in the South Jubilee neighbourhood



13

## Building Condition

- Most interior walls contain asbestos and lead paint and would have to be removed
- Mechanical systems date back to 1912
- The building has no fire protection or fire alarms installed.
- The building has not been seismically upgraded and is at high risk during an earthquake
- Slate roof requires total replacement
- Windows are at the end of their service life
- Deteriorating brickwork, peeling paint, rusting cornices, spider cracking visible on exterior
- Building is inaccessible



Spider crack in foundation



14

## Building Condition



Second Storey Hallway



15

## Building Condition



16



## Building Condition



17

## Building Condition



Main Entrance



Washrooms with Slate Dividers at Ground Level



18

## Other Schools on the Heritage Register



George Jay Elementary School- 1118 Princess Avenue (1909 Wing)

Victoria High School- 1260 Grant Street (1911 wing)

Quadra School and Annex- 3031 Quadra Street (1914 wing and annex)



Burnside School- 3130 Jutland Road (1913 wing)

Oaklands School- 2827 Belmont Avenue (1913 wing)- Register Status

Margaret Jenkins School and Annex- 1824 Fairfield Road (1913 wing and annex)



Quadra Primary School- 2549 Quadra Street (1921)







## Committee of the Whole Report

### For the Meeting of October 8, 2020

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**To:** Committee of the Whole **Date:** September 24, 2020

**From:** Karen Hoese, Director, Sustainable Planning and Community Development

**Subject:** Development Permit Application No. 000576 for 1088 Johnson Street

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### RECOMMENDATION

That Council authorize the issuance of Development Permit Application No. 000576 for 1088 Johnson Street, in accordance with:

1. Plans date stamped August 4, 2020.
2. Development meeting all *Zoning Regulation Bylaw* requirements.

### 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 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.

### 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 1088 Johnson Street. The proposal is for a ten-storey, multi-unit residential building with ground-floor commercial space. The proposal remains virtually unchanged from Development Permit Applications approved by Council in 2013 and again in 2017 (except for minor interior revisions, primarily related to parking).

The following points were considered in assessing this Application:

- no variances from the R-48 Zone, Harris Green District, are requested
- the proposal is generally consistent with the design policies and guidelines contained within the Downtown Core Area Plan, 2011

- the proposal is largely unchanged from the previous proposal presented to, and approved, by Council in 2013 and again in 2017
- at its meeting on June 26, 2013, the Advisory Design Panel unanimously recommended that the application be approved, and since the policy context has not changed and the design has not significantly changed, staff recommend a secondary referral to ADP not be required.

## **BACKGROUND**

### **Description of Proposal**

The proposal is to construct a 10-storey, multi-unit residential building with ground-floor commercial space. The building is proposed on Johnson Street between the Sutton Place apartments on the west and the Mondrian apartment building on the east. The site is in the R-48 Zone, Harris Green District, which permits the proposed use and density. The same proposal was approved by Council in 2013 and again in 2017; however the Development Permit lapsed and so a new one is required.

### **Affordable Housing**

The applicant proposes the creation of 37 new residential units which would increase the overall supply of housing in the area.

### **Tenant Assistance Policy**

The proposal is to construct on a vacant property and no tenants will be displaced as part of this application.

### **Sustainability**

The applicant has not identified any sustainability features associated with this proposal.

### **Active Transportation**

The application proposes 46 long term bicycle stalls plus three for the commercial units. This is an increase in ten long term bicycle stalls from the previous proposal and is a result of *Schedule C* being updated since the previous application. In addition, there are a total of eight short term bicycle stalls for visitors of the building.

### **Public Realm**

No public realm improvements beyond City standard requirements are proposed in association with this Development Permit Application.

### **Accessibility**

The British Columbia Building Code regulates accessibility as it pertains to buildings. Ground-level access to the elevator is maintained without the use of stairs.

## Existing Site Development and Development Potential

The site has been used as a staging area for the construction of neighbouring properties and prior to that it was used as a parking lot.

In terms of use and density, the proposal reflects the maximum entitlement under the R-48 Zone, Harris Green District. In this zone, there is no maximum floor space ratio regulation. Building size and floor area are regulated by a maximum building height of 10 storeys. No rear or side yard setbacks are required; however, a front setback of 3.5m is required for ground-floor residential uses, and 0.5m setback for non-residential uses. This zone does not require the provision of parking.

### Data Table

The following data table compares the proposal with the existing R-48 Zone, Harris Green District. There are no variances associated with this application.

Zoning Criteria	Proposal	Zone Standard R-48
Site area (m <sup>2</sup> ) – minimum	675	N/A
Density (Floor Space Ratio) – maximum	5.56	N/A
Total floor area (m <sup>2</sup> ) – maximum	3754	N/A
Height (m) – maximum	29.94	30.00
Storeys – maximum	10	10
Site coverage (%) – maximum	95	N/A
Open site space (%) – minimum	5	N/A
<b>Setbacks (m) – minimum</b>		
Front (Johnson Street)	0.50	0.50
Rear	0	N/A
Side (east)	0	N/A
Side (west)	0	N/A
Parking – minimum	11	11
Visitor parking – minimum	1	1
Bicycle parking stalls (long term - residential) – minimum	46	46

Zoning Criteria	Proposal	Zone Standard R-48
Bicycle parking stalls (long term - commercial) – minimum	3	1
Bicycle parking stalls (short term) – minimum	6	5

## Relevant History

A previous application for a similar proposal was approved by Council at the meeting of August 29, 2013 (minutes attached), but the Development Permit expired on August 29, 2015. Subsequently, a renewal of the Development Permit was approved by Council on November 9, 2017, and again expired on November 9, 2019. The current proposal is very similar to the original designs, with minor changes to the basement floor plan to reduce the vehicle parking by five stalls and increase the long term bicycle stalls by ten stalls to comply with the updated *Schedule C*.

## Community Consultation

This Development Permit Application does not include any variances, therefore no formal consultation with the Downtown Residents Association was required.

## ANALYSIS

### Development Permit Area and Design Guidelines

Both the proposal and the design policies and guidelines contained within the *Official Community Plan*, 2012, and the *Downtown Core Area Plan*, 2011 and its appendices have remained relatively unchanged. Therefore, the proposal remains generally consistent with the applicable design guidelines.

### Tree Preservation Bylaw and Urban Forest Master Plan

There are no trees on the subject lot or on adjacent properties impacted by the proposed development. The applicant is proposing to plant five small canopy trees on various levels of the building. One new municipal tree is proposed on the frontage.

Tree Type	Total	To be REMOVED	To be PLANTED	Net Change
Onsite trees, bylaw protected	0	0	0	0
Onsite trees, non-bylaw	0	0	5	+5
Municipal trees	0	0	1	+1



Tree Type	Total	To be REMOVED	To be PLANTED	Net Change
Neighbouring trees, bylaw protected	0	0	0	0
Neighbouring trees, non-bylaw	0	0	0	0
<b>Total</b>	0	0	6	+6

Increased Inventory	Annual Maintenance Cost
Street Trees – 1 net new	\$60

### Advisory Design Panel

The proposal was presented to the Advisory Design Panel (ADP) on June 26, 2013. The Panel recommended that the application be approved as presented. Since the design of the current proposal has not significantly changed since the application was presented to ADP, staff recommend for Council's consideration that further referral to the ADP not be required.

### CONCLUSIONS

No variances are requested from the R-48 Zone, Harris Green District, and the proposal is generally consistent with the design policies and guidelines contained within the *Downtown Core Area Plan*, 2011 and its appendices. The changes that have occurred to the originally approved Development Permits are minor in nature and do not alter the integrity of the design. For this reason, staff recommend that Council consider supporting the application.

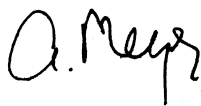
### ALTERNATE MOTION

That Council decline Development Permit Application No. 000576 for the property located at 1088 Johnson Street.

Respectfully submitted,



Mike Angrove  
Senior Planner  
Development Services Division




Karen Hoese, Director  
Sustainable Planning and Community  
Development Department

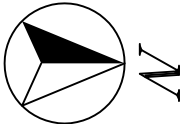
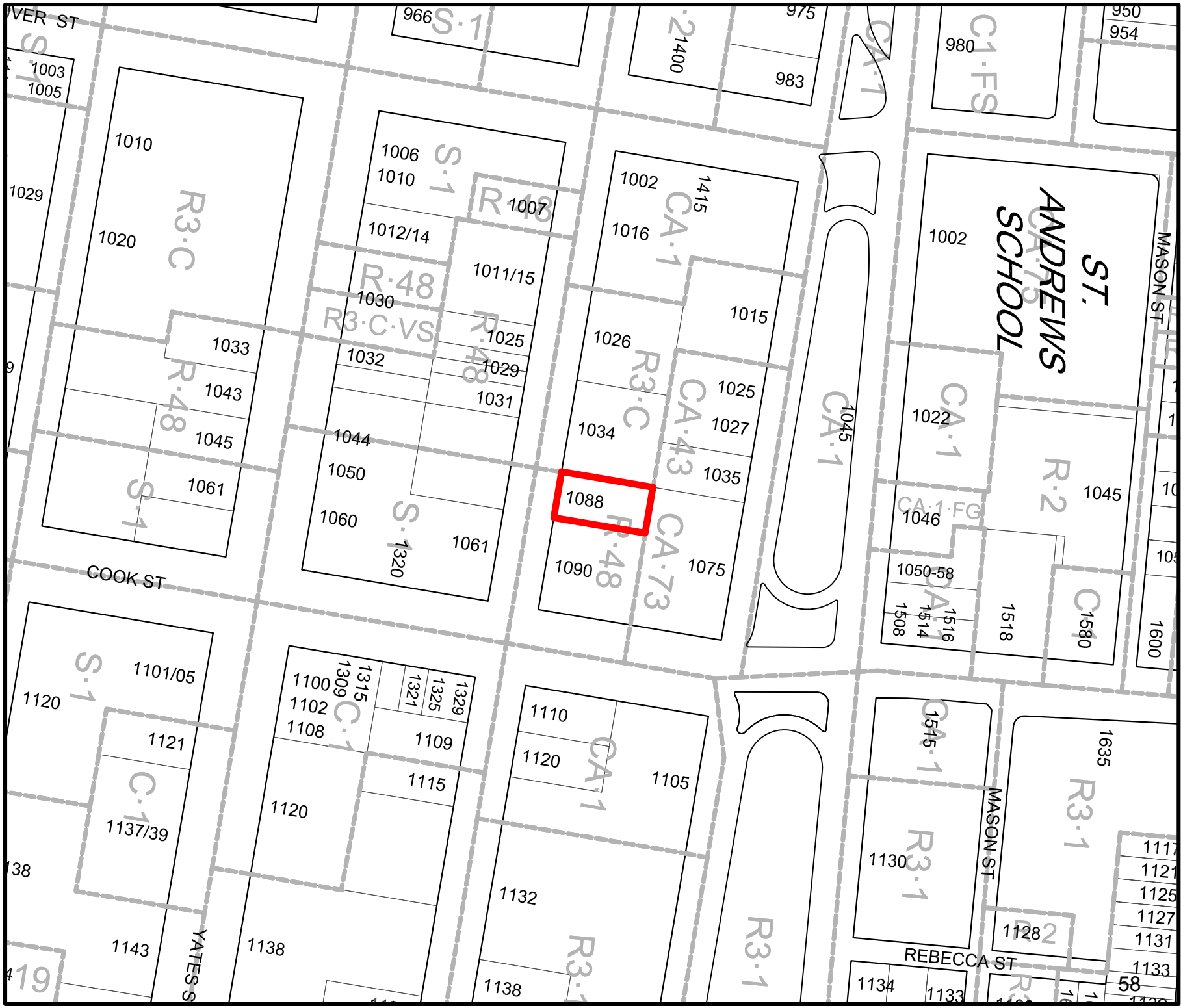
Report accepted and recommended by the City Manager:



Date: October 1, 2020

## List of Attachments

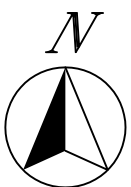
- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped August 4, 2020
- Attachment D: Letter from applicant to Mayor and Council dated May 22, 2020.



1088 Johnson Street  
Development Permit #000498







1088 Johnson Street  
Development Permit #000498







HDR ARCHITECTURE INC.  
202 - 655 TYEE ROAD  
VICTORIA, BC, CANADA V9A 6X5  
T. 250.388.5588  
www.hdrinc.com



LADR LANDSCAPE ARCHITECTS  
#3 - 864 QUEENS AVENUE  
VICTORIA, BC, CANADA V8T 1M5  
T. 250.598.0105  
www.ladria.ca

PROPOSED  
JOHNSON  
STREET  
RESIDENCES

VICTORIA, BC

Cover Sheet

ISSUED FOR

DATE	DESCRIPTION
MAY 29 2020	RE-ISSUED FOR DEVELOPMENT PERMIT
JUL 29 2020	DP APPLICATION RESUBMITTAL

A0.00

PROJECT TEAM

OWNER:



COX DEVELOPMENTS LTD.  
301 - 1025 MEARES STREET  
VICTORIA, BC, CANADA V8V 3J7  
T. 250.618-5424  
www.coxdevelopments.ca  
wstevencox@gmail.com  
CONTACT: MR. STEVEN COX

ARCHITECT:



HDR ARCHITECTURE INC.  
202 - 655 TYEE ROAD  
VICTORIA, BC, CANADA V9A 6X5  
T. 250.388.5588  
www.hdrinc.com  
CONTACT: MR. JIM AALDERS

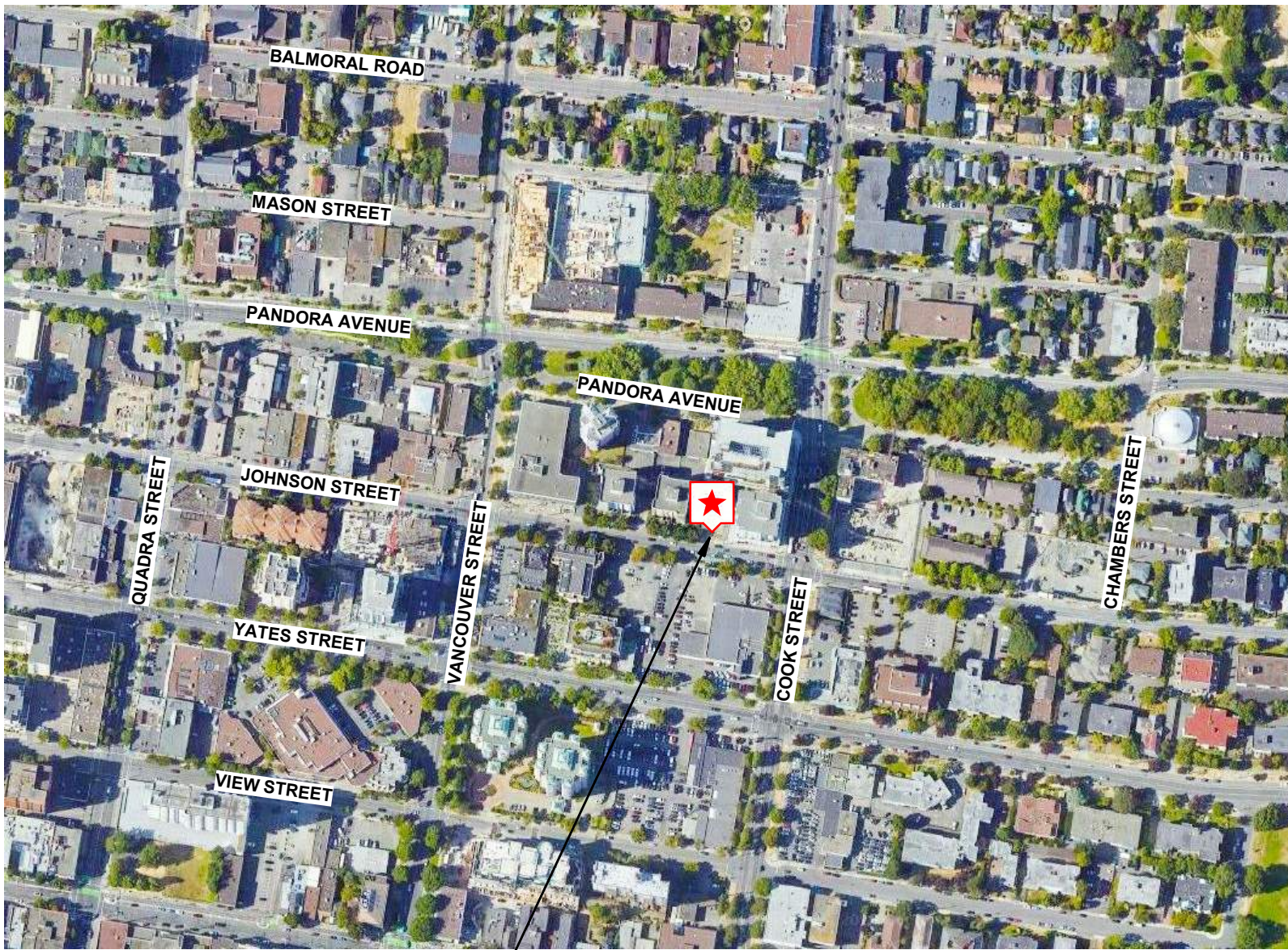
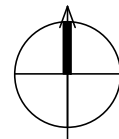
LANDSCAPE ARCHITECT:



LADR LANDSCAPE ARCHITECTS

LADR LANDSCAPE ARCHITECTS  
#3 - 864 QUEENS AVENUE  
VICTORIA, BC, CANADA V8T 1M5  
T. 250.598.0105  
www.ladria.ca  
CONTACT: MS. BEV WINDJACK

PROJECT LOCATION



PROPOSED BUILDING  
SITE @ 1088 JOHNSON  
STREET

PROJECT DEVELOPMENT DATA

<b>CIVIC ADDRESS:</b>	1088 JOHNSON STREET, VICTORIA, BC, CANADA		
<b>LEGAL DESCRIPTION:</b>	LOT B PLAN EPP35034 LAND DISTRICT 57 OF LOT 864		
<b>PROJECT DESCRIPTION:</b>	PROPOSED 10 STOREY BUILDING, MAIN FLOOR COMMERCIAL + 9 FLOORS OF RESIDENTIAL RENTAL ABOVE		
<b>ZONING:</b>	CURRENT ZONE R-48		
<b>SITE AREA:</b>	675m <sup>2</sup> (7,250ft <sup>2</sup> )		
<b>SITE COVERAGE:</b>	95%		
<b>OPEN SITE SPACE:</b>	5%		
<b>TOTAL FLOOR AREA:</b>	3,754m <sup>2</sup> (40,410ft <sup>2</sup> )		
<b>FLOOR SPACE RATIO:</b>	5.56		
<b>HEIGHT OF BUILDING:</b>	29.94m (10 STOREYS)		
<b>SETBACKS:</b>	<b>LOCATION:</b>	<b>REQUIRED:</b>	<b>PROPOSED:</b>
	FRONT (JOHNSON ST.):	0.5m	0.5 m (PRIMARY S. WALL) 2.0 m (SECOND S. WALL) 3.0 m (MAIN BUILDING)
	REAR (NORTH):	0 m	5.0 m
	SIDE (SOUTH):	0 m	3.0 m
	SIDE (WEST):	0 m	3.0 m
<b>PARKING (CARS):</b>	NO PARKING REQUIRED UNDER CURRENT ZONING. PARKING STALLS TO BE PROVIDED FOR RESIDENTIAL ON SITE. ONE (1) STALL IDENTIFIED AS 'VISITOR PARKING.' <b>NOTE:</b> 26 PARKING STALLS TO BE RESERVED FOR RESIDENTIAL PARKING WITHIN THE PARKING STRUCTURE OF EXISTING ADJACENT 1075 PANDORA ST.		
<b>PARKING (BICYCLE):</b>	<b>TYPE:</b>	<b>REQUIRED:</b>	<b>PROPOSED:</b>
	COMMERCIAL:	1 class1 / 1 class2	3 class1 / 2 class2
	RESIDENTIAL:	46 class1 / 4 class2	46 class1 / 6 class2
	<b>TOTAL:</b>	<b>47 class1 / 5 class2</b>	<b>49 class1 / 8 class2</b>

FLOOR AREAS:	GROSS AREA:	LEASABLE AREA:	
LEVEL 1:	532m <sup>2</sup> (5,730ft <sup>2</sup> )	133m <sup>2</sup> (1,430ft <sup>2</sup> )	COMMERCIAL
LEVEL 2:	426m <sup>2</sup> (4,590ft <sup>2</sup> )	368m <sup>2</sup> (3,960ft <sup>2</sup> )	RESIDENTIAL
LEVEL 3:	426m <sup>2</sup> (4,590ft <sup>2</sup> )	368m <sup>2</sup> (3,960ft <sup>2</sup> )	RESIDENTIAL
LEVEL 4:	344m <sup>2</sup> (3,700ft <sup>2</sup> )	285m <sup>2</sup> (3,070ft <sup>2</sup> )	RESIDENTIAL
LEVEL 5:	344m <sup>2</sup> (3,700ft <sup>2</sup> )	285m <sup>2</sup> (3,070ft <sup>2</sup> )	RESIDENTIAL
LEVEL 6:	344m <sup>2</sup> (3,700ft <sup>2</sup> )	285m <sup>2</sup> (3,070ft <sup>2</sup> )	RESIDENTIAL
LEVEL 7:	344m <sup>2</sup> (3,700ft <sup>2</sup> )	285m <sup>2</sup> (3,070ft <sup>2</sup> )	RESIDENTIAL
LEVEL 8:	344m <sup>2</sup> (3,700ft <sup>2</sup> )	285m <sup>2</sup> (3,070ft <sup>2</sup> )	RESIDENTIAL
LEVEL 9:	344m <sup>2</sup> (3,700ft <sup>2</sup> )	285m <sup>2</sup> (3,070ft <sup>2</sup> )	RESIDENTIAL
LEVEL 10:	306m <sup>2</sup> (3,300ft <sup>2</sup> )	248m <sup>2</sup> (2,670ft <sup>2</sup> )	RESIDENTIAL
TOTAL COMM:	532m <sup>2</sup> (5,730ft <sup>2</sup> )	133m <sup>2</sup> (1,430ft <sup>2</sup> )	COMMERCIAL
TOTAL RES:	3,222m <sup>2</sup> (34,680ft <sup>2</sup> )	2,695m <sup>2</sup> (29,010ft <sup>2</sup> )	RESIDENTIAL
<b>GRAND TOTAL:</b>	<b>3,754m<sup>2</sup> (40,410ft<sup>2</sup>)</b>	<b>2,828m<sup>2</sup> (30,440ft<sup>2</sup>)</b>	<b>COMMERCIAL/RESIDENTIAL</b>

RESIDENTIAL UNIT MIX:	UNIT AREA:	DESCRIPTION:	QUANTITY:
TYPE A:	73m <sup>2</sup> (790ft <sup>2</sup> )	2 BEDROOM	12
TYPE B:	84.5m <sup>2</sup> (910ft <sup>2</sup> )	2 BEDROOM	9
TYPE C:	55m <sup>2</sup> (590ft <sup>2</sup> )	1 BEDROOM	9
TYPE D:	113m <sup>2</sup> (1210ft <sup>2</sup> )	2 BEDROOM	1
TYPE E:	118m <sup>2</sup> (1265ft <sup>2</sup> )	2 BEDROOM	1
TYPE F:	62m <sup>2</sup> (665ft <sup>2</sup> )	1 BEDROOM	2
TYPE G:	55m <sup>2</sup> (590ft <sup>2</sup> )	1 BEDROOM	2
TYPE PENT:	110m <sup>2</sup> (1185ft <sup>2</sup> )	2 BEDROOM	1
<b>TOTAL RENTAL UNITS:</b>			<b>37</b>

ARCHITECTURAL DRAWING LIST

No.	Name
A0.00	Cover Sheet
A0.01	Site Analysis
A0.02	Urban Context
A1.00	Site Survey (Existing)
A2.00	Floor Plan - Level 1 & Basement
A2.01	Floor Plan - Level 2 & 3
A2.02	Floor Plan - Level 4 & 5-9 (Typical)
A2.03	Floor Plan - Level 10 & Roof
A4.00	Exterior Elevations 1 (South & West)
A4.01	Exterior Elevations 2 (East & North)
A4.03	Context Elevation - Cook St.
A5.00	Building Section - N-S
A5.01	Building Section - E-W
A6.00	Perspective Views 1
A6.01	Perspective Views 2
A7.00	Solar Shading Study
A7.01	Residential Entry Gate Detail
Total Sheets: 17	

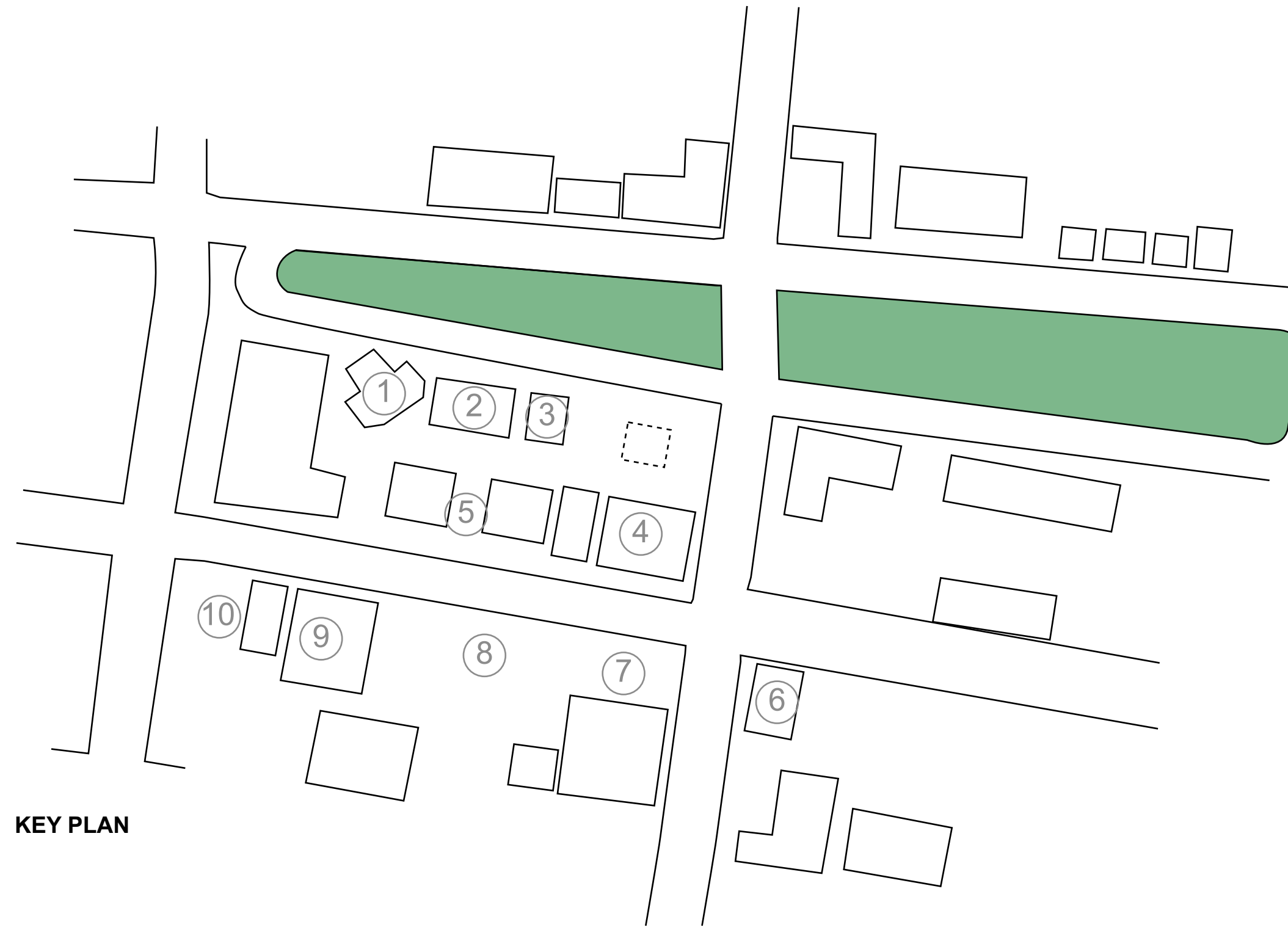
LANDSCAPE DRAWING LIST

No.	Name
L1	Level 1 Layout & Planting Plans
L2	Levels 2 & 4 Planting Plans
Total Sheets: 2	



**Revisions**  
**Received Date:**  
**August 4, 2020**





THE PACIFIC MONARCH

1



RAINCOAST BUSINESS CENTRE

2



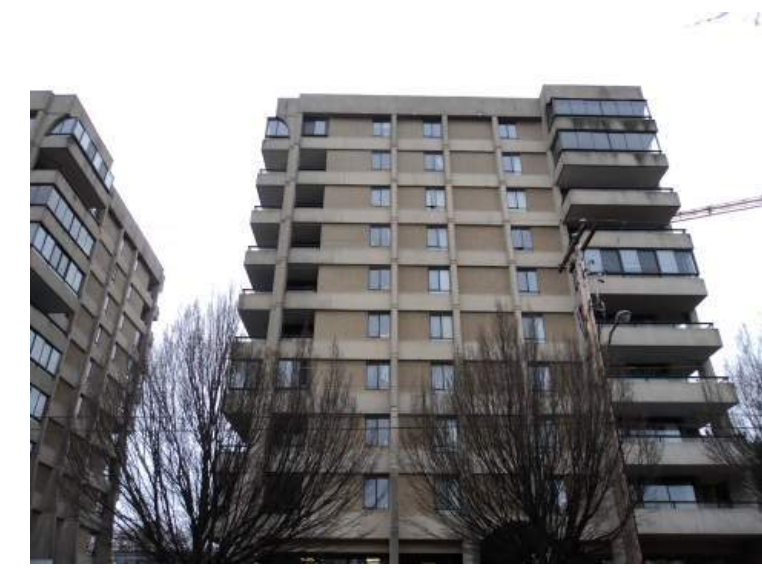
PANDORA DENTAL GROUP

3



THE MONDRIAN

4



SUTTON PLACE EAST

5



GEMI STYLISTS

6



7



PACIFIC MAZDA USED CARS - LOT

8



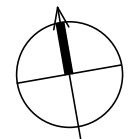
PACIFIC MAZDA USED CARS - LOT

9



PACIFIC MAZDA USED CARS - LOT

10



PROPOSED  
JOHNSON  
STREET  
RESIDENCES

VICTORIA, BC

Site Analysis

ISSUED FOR	
DATE	DESCRIPTION
MAY 20 2020	RE-ISSUED FOR DEVELOPMENT PERMIT

A0.01





Pursuant to Section 67 of the Land Title Act.  
BCGS 92B 044



**HDR ARCHITECTURE INC.**  
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VICTORIA, BC, CANADA V8T 1M5  
T. 250.598.0105  
[www.ladria.ca](http://www.ladria.ca)

# A1.00



**RICHARD J WEY & ASSOCIATES**  
Land Surveying Inc.  
[www.weysurveys.com](http://www.weysurveys.com)  
#4-2227 James White Boulevard  
Sidney, BC V8L 1Z5  
Telephone (250) 656-5155  
File: 2014/120099/SUB/BM



VICTORIA, BC

## Floor Plan - Level 1 & Basement

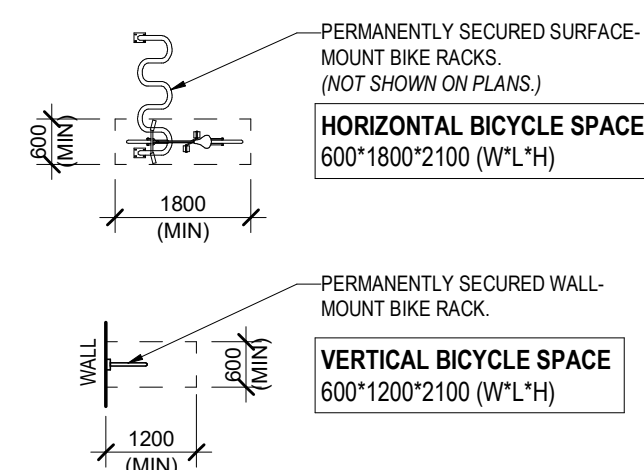
ISSUED FOR	
DATE	DESCRIPTION
MAY.29.2020	RE-ISSUED FOR DEVELOPMENT PERMIT
JUL.29.2020	DP APPLICATION RESUBMITTAL

## A2.00

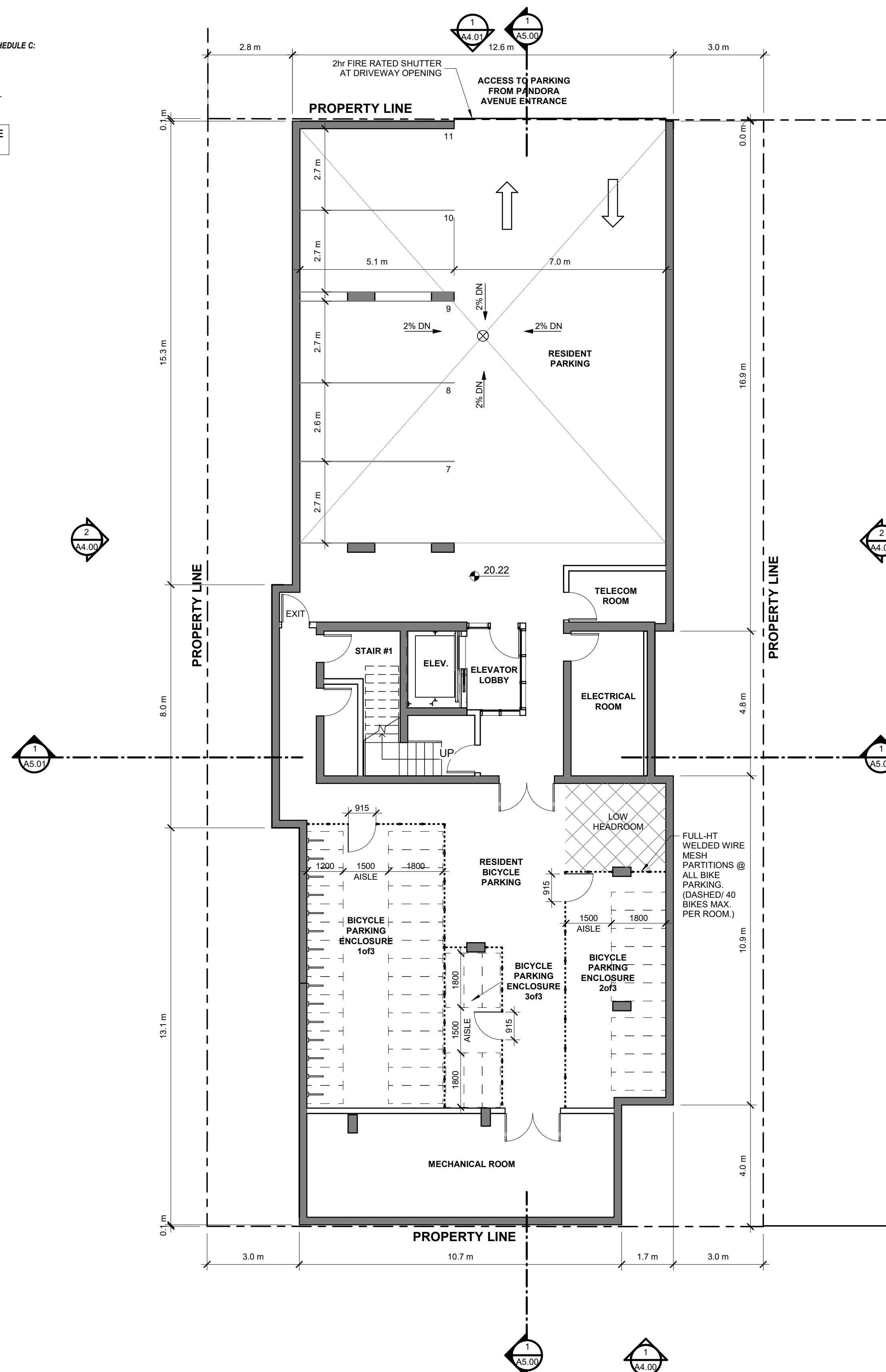
### **BICYCLE SPACE LEGEND**

**NOTE:**

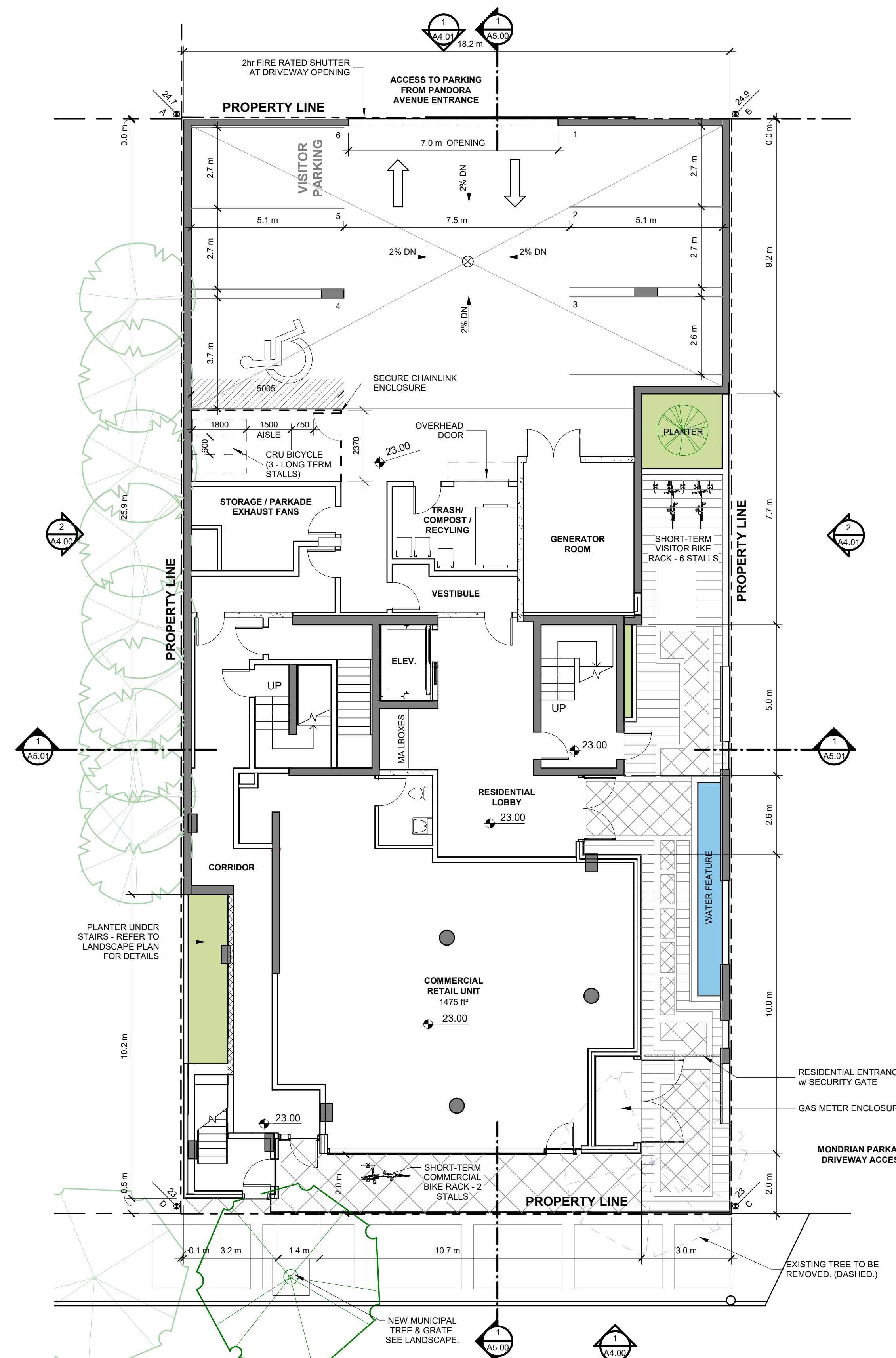
- BASED ON: 2018 CITY OF VICTORIA ZONING BYLAW NO. 80-159 SCHEDULE C: 'OFF-STREET PARKING REGULATIONS'
- DASHED LINES INDICATE CLEARANCE SPACE ONLY.
- PROVIDED FLOOR-MOUNT RACKS NOT SHOWN ON PLANS.



21 PARKING STALLS UNDER PANDORA  
AVENUE BUILDING RESERVED FOR  
JOHNSON STREET RESIDENTIAL USE



1	LEVEL P1 - BASEMENT/ PARKING
A2.00	SCALE: 1 : 100



2 LEVEL 1 - GROUND FLOOR



PROPOSED  
JOHNSON  
STREET  
RESIDENCES

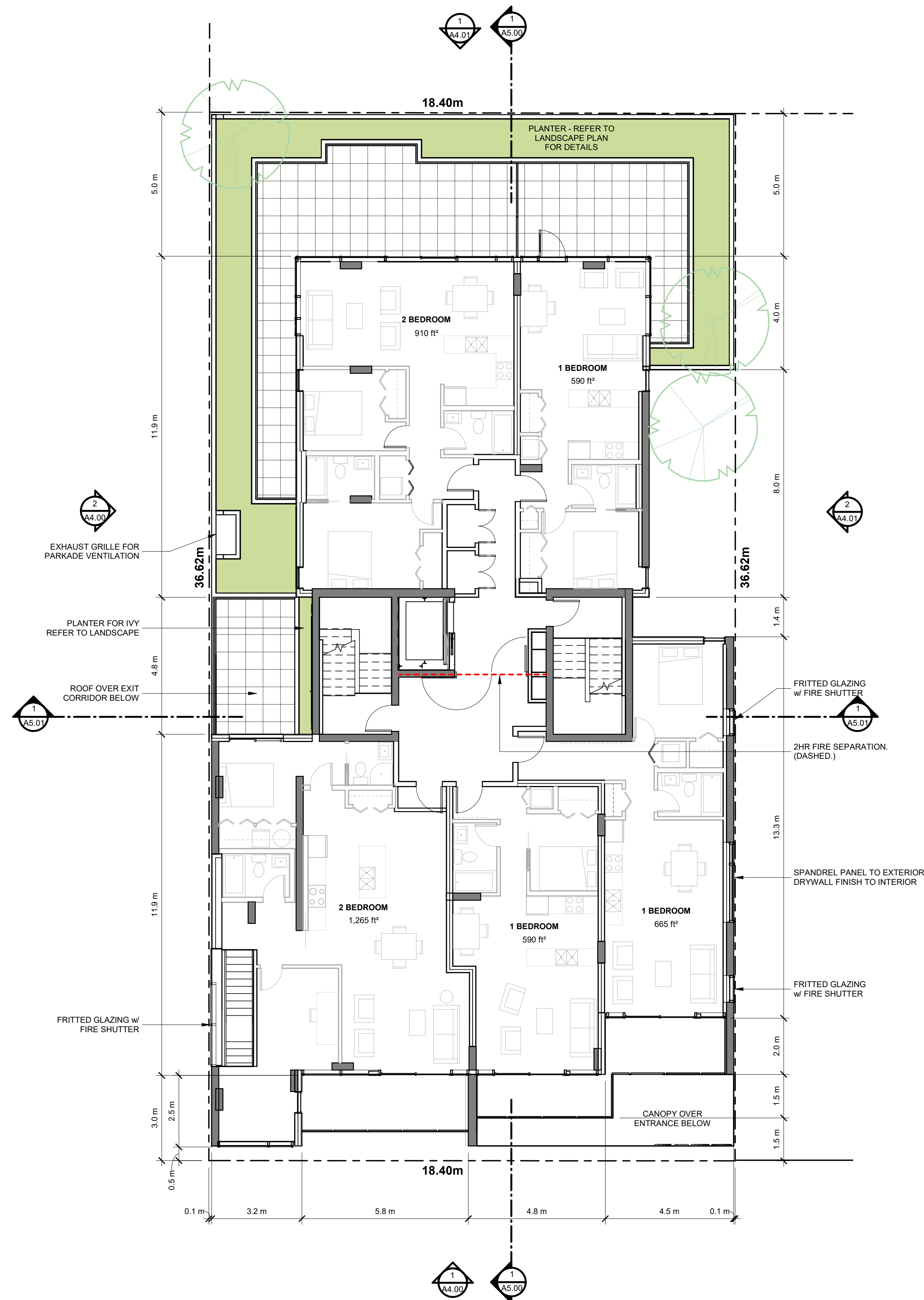
VICTORIA, BC

Floor Plan -  
Level 2 & 3

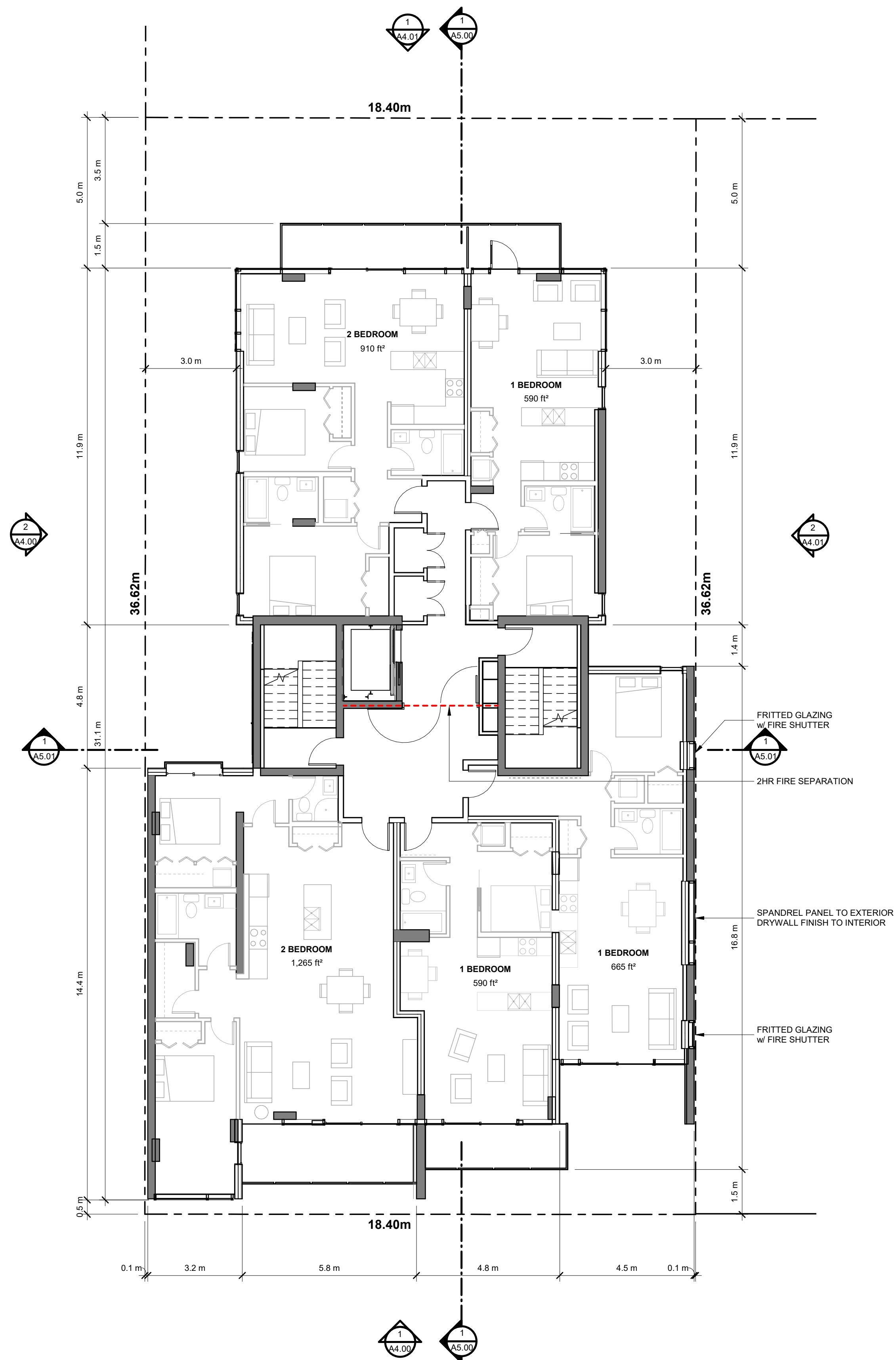
ISSUED FOR

DATE	DESCRIPTION
MAY 20 2020	RE-ISSUED FOR DEVELOPMENT PERMIT

A2.01



1 LEVEL 2  
A2.01 SCALE: 1 : 100



2 LEVEL 3  
A2.01 SCALE: 1 : 100



PROPOSED  
JOHNSON  
STREET  
RESIDENCES

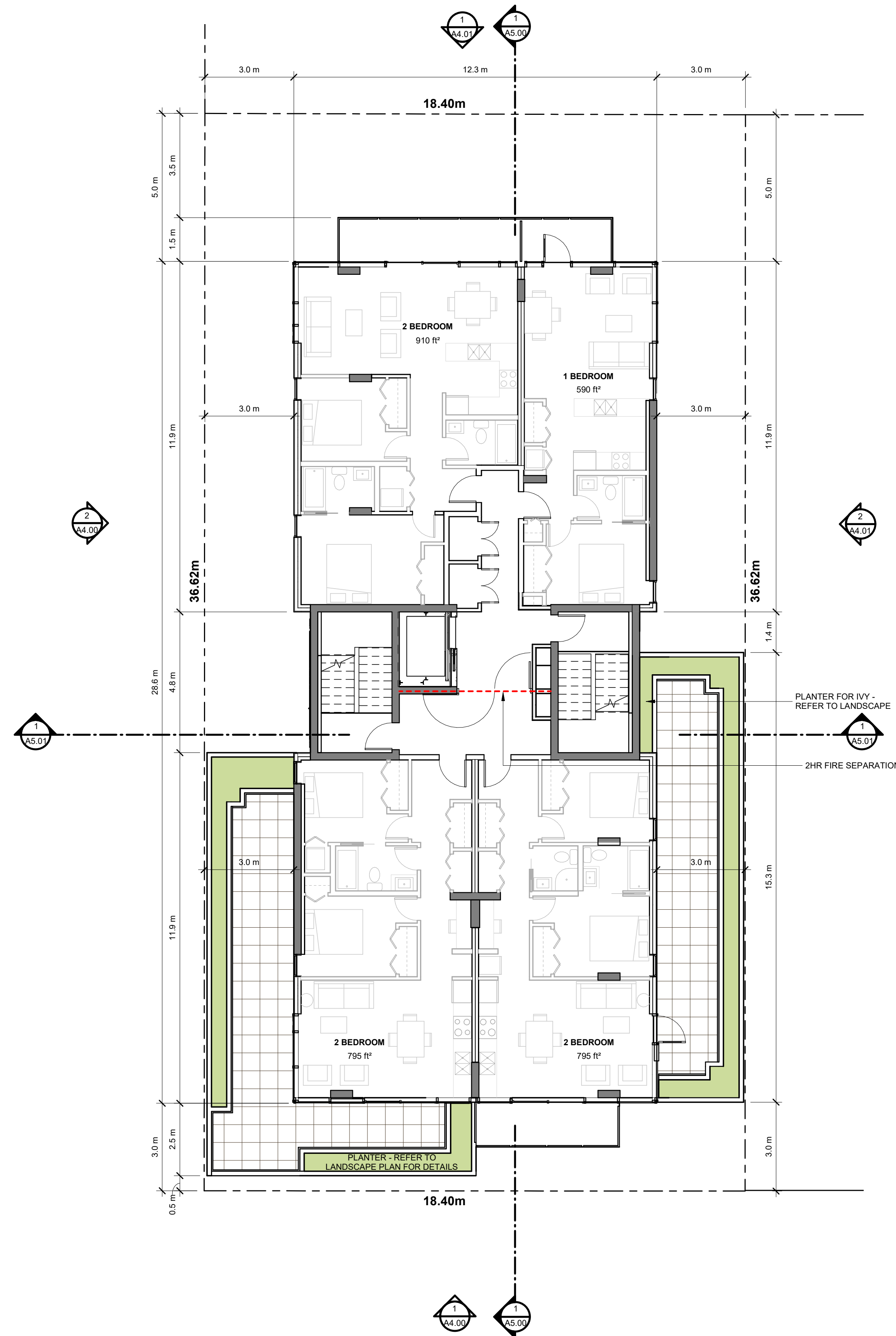
VICTORIA, BC

Floor Plan -  
Level 4 & 5-9  
(Typical)

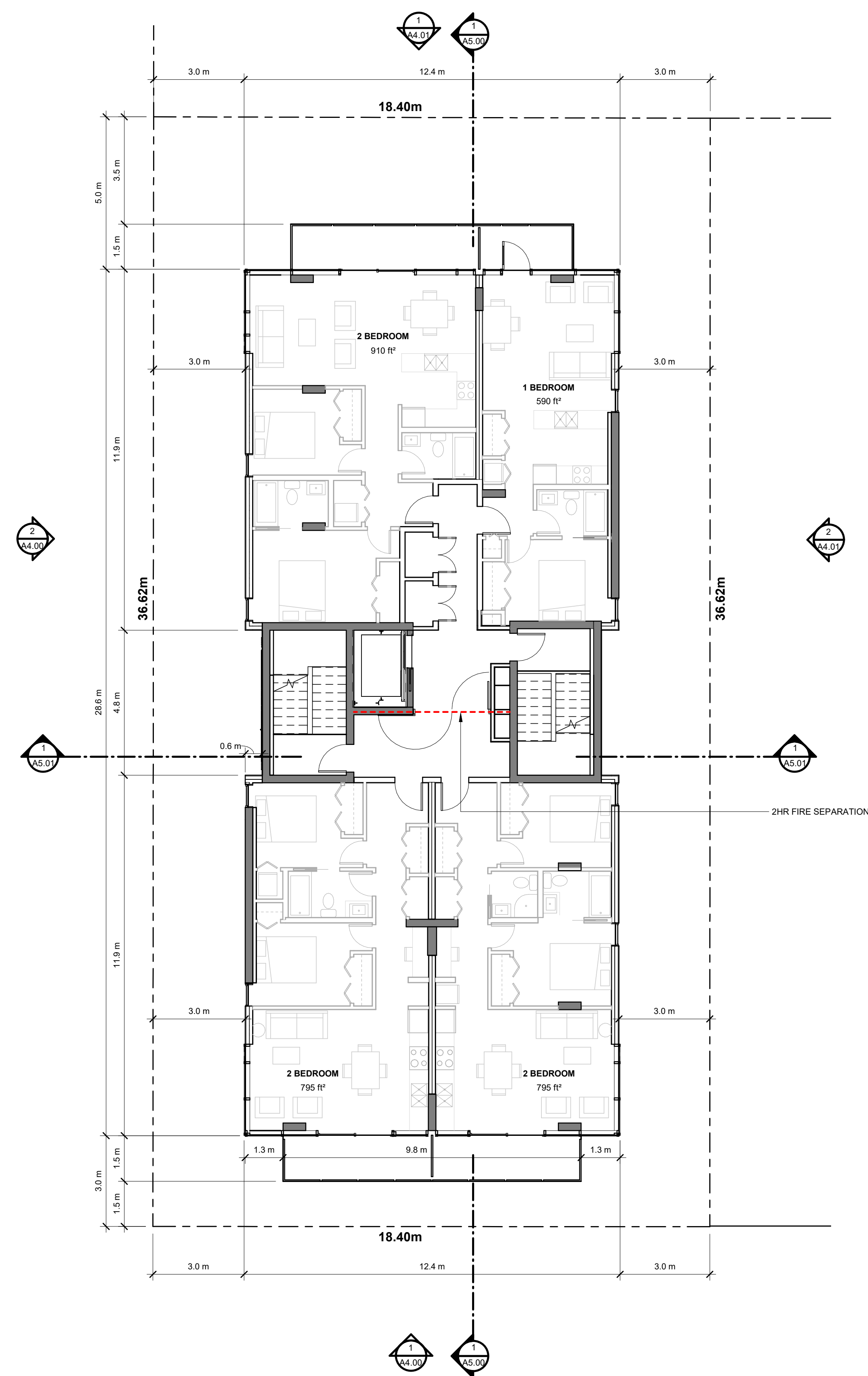
ISSUED FOR

DATE	DESCRIPTION
MAY 20 2020	RE-ISSUED FOR DEVELOPMENT PERMIT

A2.02



1 LEVEL 4  
A2.02 SCALE: 1:100



2 LEVEL 5- 9 (TYPICAL FLOOR)  
A2.02 SCALE: 1:100

PROPOSED  
JOHNSON  
STREET  
RESIDENCES

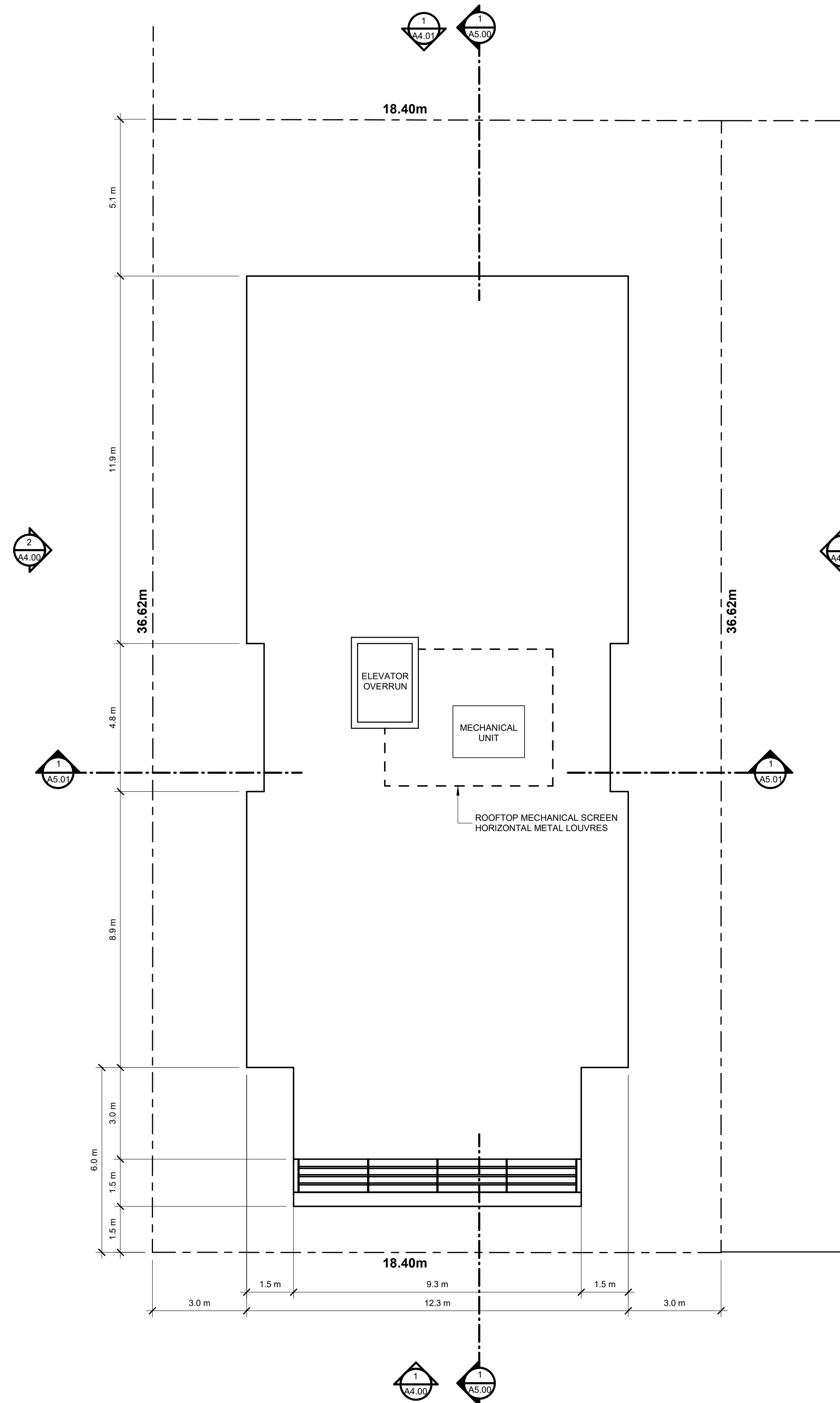
VICTORIA, BC

Floor Plan -  
Level 10 & Roof

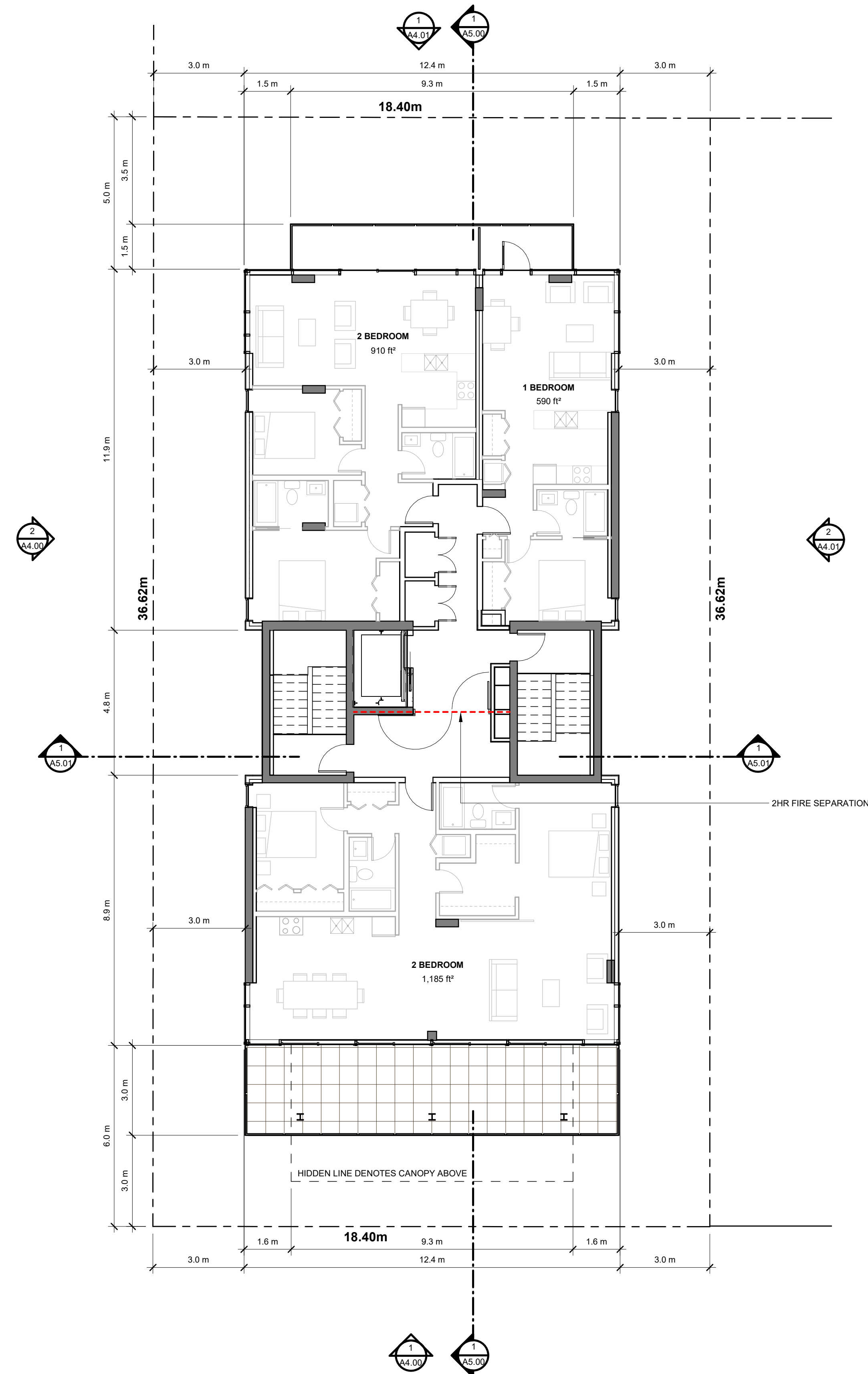
ISSUED FOR

DATE	DESCRIPTION
MAY 20 2020	RE-ISSUED FOR DEVELOPMENT PERMIT

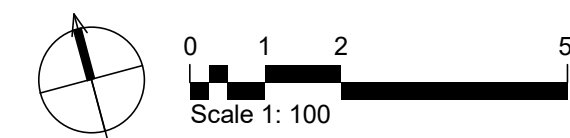
A2.03



1 ROOF PLAN  
A2.03 SCALE: 1 : 100



2 LEVEL 10 - PENTHOUSE  
A2.03 SCALE: 1 : 100





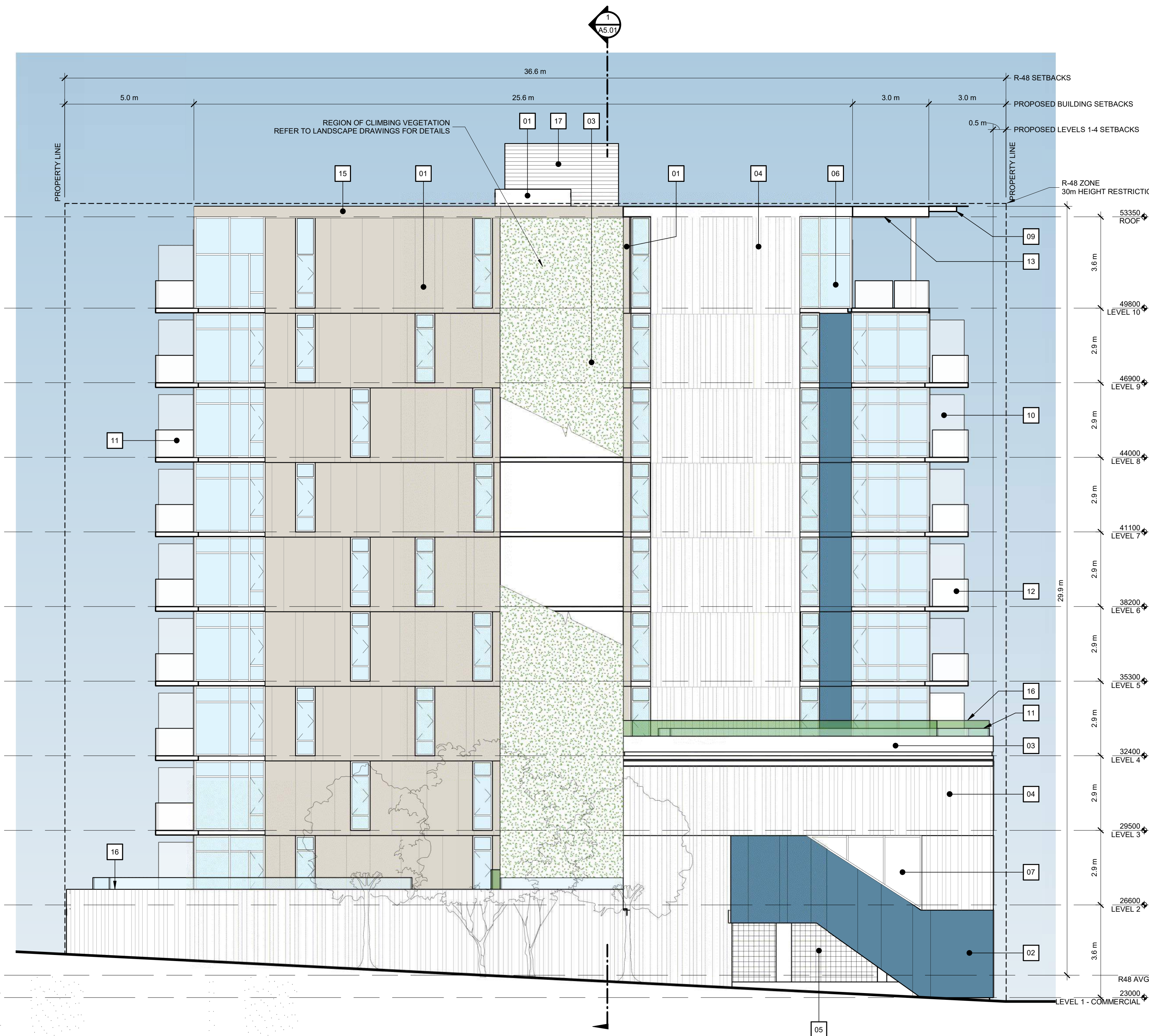
PROPOSED  
JOHNSON  
TREE  
RESIDENCES

VICTORIA, BC

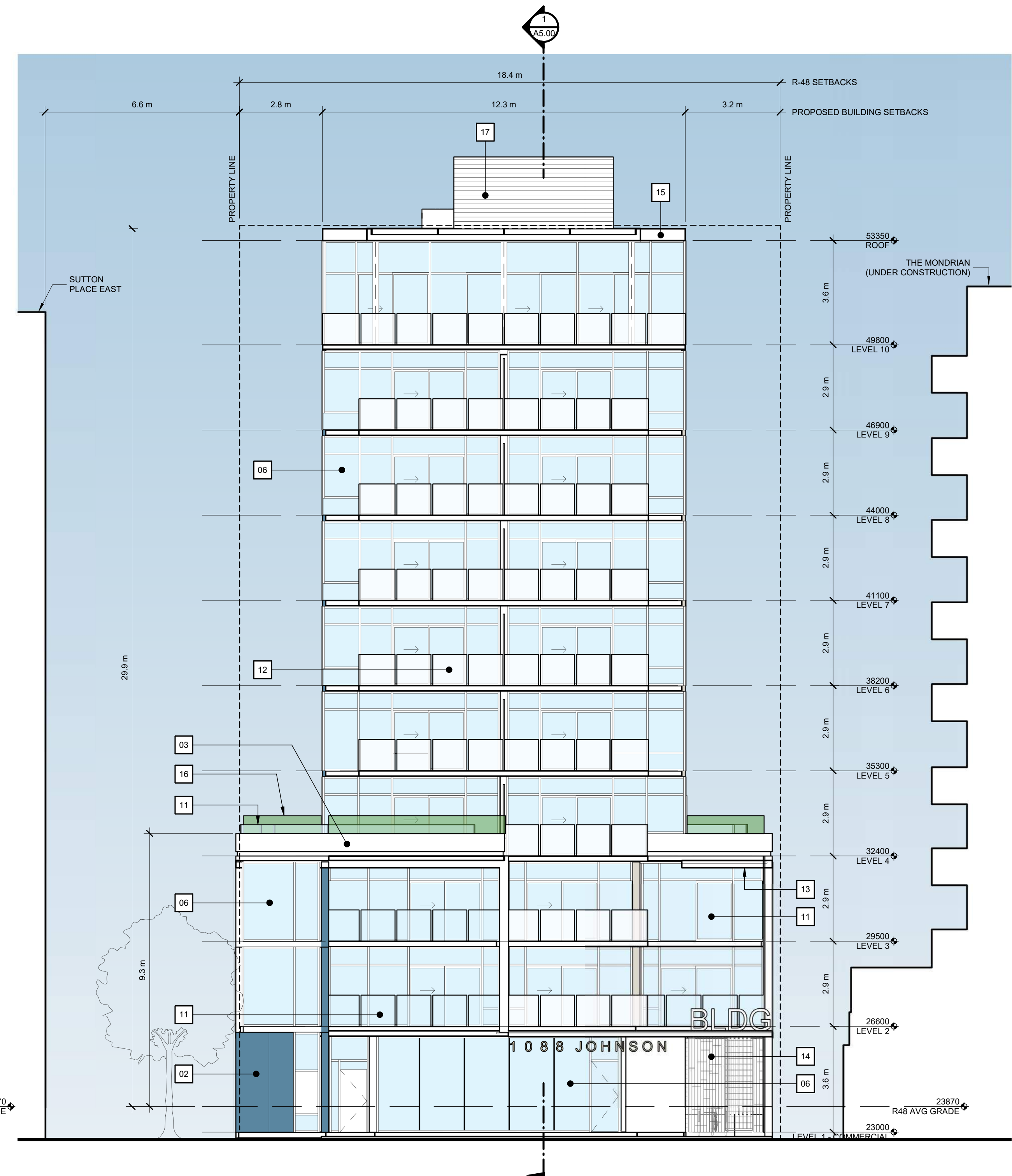
Exterior  
Elevations 1  
(South & West)

ISSUED FOR	
DATE	DESCRIPTION
29.2020	RE-ISSUED FOR DEVELOPMENT PERMIT

A4.00



2	WEST ELEVATION
A4.00	SCALE: 1 : 100



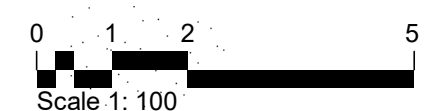
1	SOUTH ELEVATION
A4.00	SCALE: 1 : 100



05 - FRIT GLASS PATTERN

## TYPICAL KEYNOTES: EXTERIOR ELEVATIONS

01	CEMENT PANEL 1 - CHAMPAGNE COLOR	04	CONCRETE - TEXTURED FINISH	07	FRITTED GLASS SPANDREL PANEL IN ANODIZED ALUMINUM FRAME	10	TRANSLUCENT GLASS PRIVACY SCREEN	13	CEDAR SOFFIT/WALL FINISH	16	PLANTING - REFER TO LANDSCAPE DRAWINGS
02	CEMENT PANEL 2 - TWILIGHT BLUE COLOR	05	GLASS BLOCK	08	CLIMBING VEGETATION OVER CONCRETE COLOURED CEMENT PANEL. SEE LANDSCAPE	11	GUARD RAIL - CLEAR GLASS	14	SECURITY FENCE - REFER TO LANDSCAPE DRAWINGS	17	ROOFTOP MECHANICAL SCREEN - PREFINISHED METAL HORIZONTAL LOUVRE ASSEMBLY
03	CONCRETE - SMOOTH FINISH	06	CLEAR GLASS IN ANODIZED ALUMINUM FRAME	09	PAINTED STEEL FRAME - COLOR TO MATCH CEMENT PANEL 1	12	GUARD RAIL - FRITTED GLASS	15	METAL FASCIA - COLOR TO MATCH CEMENT PANEL 1		





PROPOSED  
JOHNSON  
STREET  
RESIDENCES

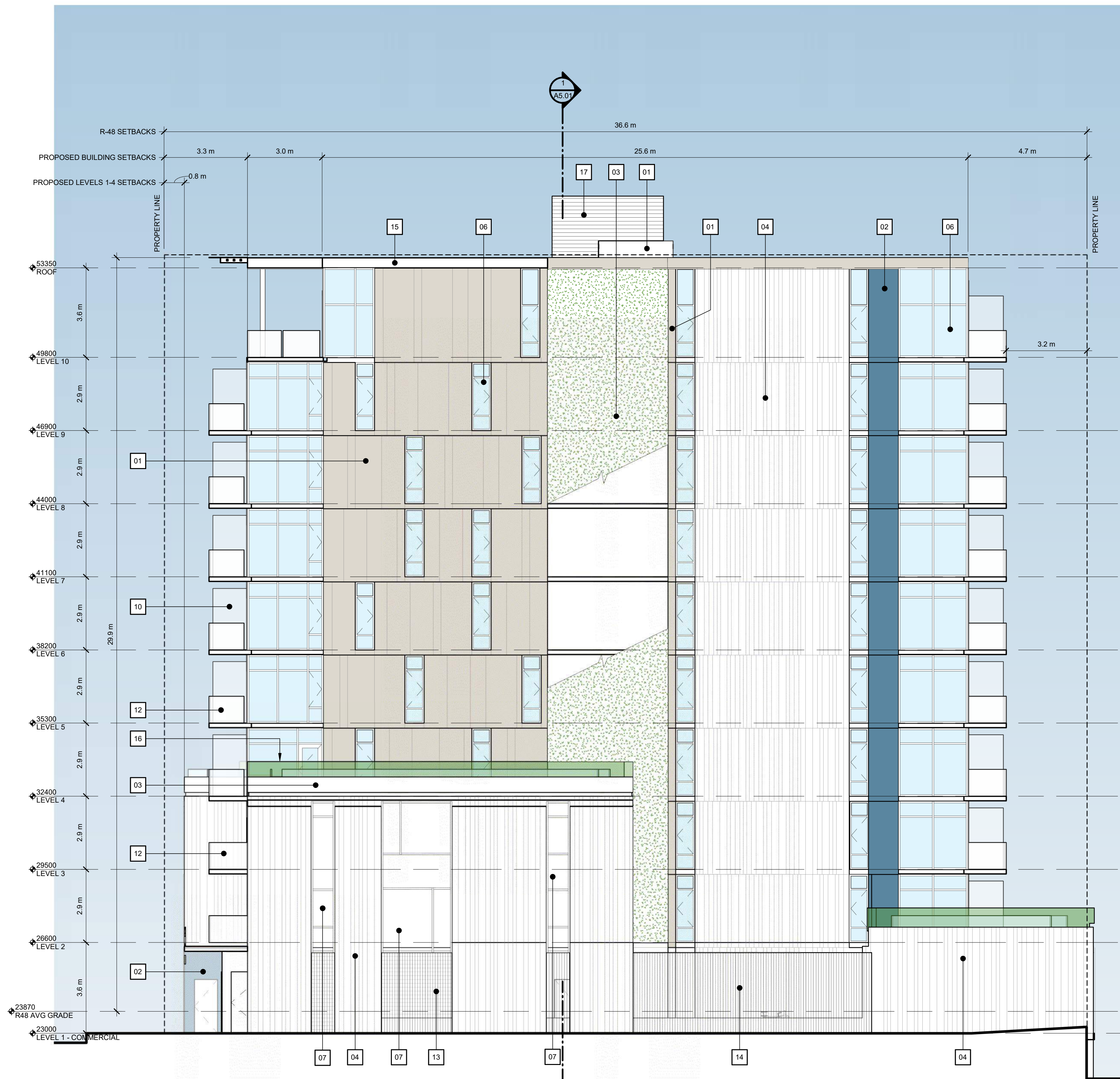
VICTORIA, BC

Exterior  
Elevations 2  
(East & North)

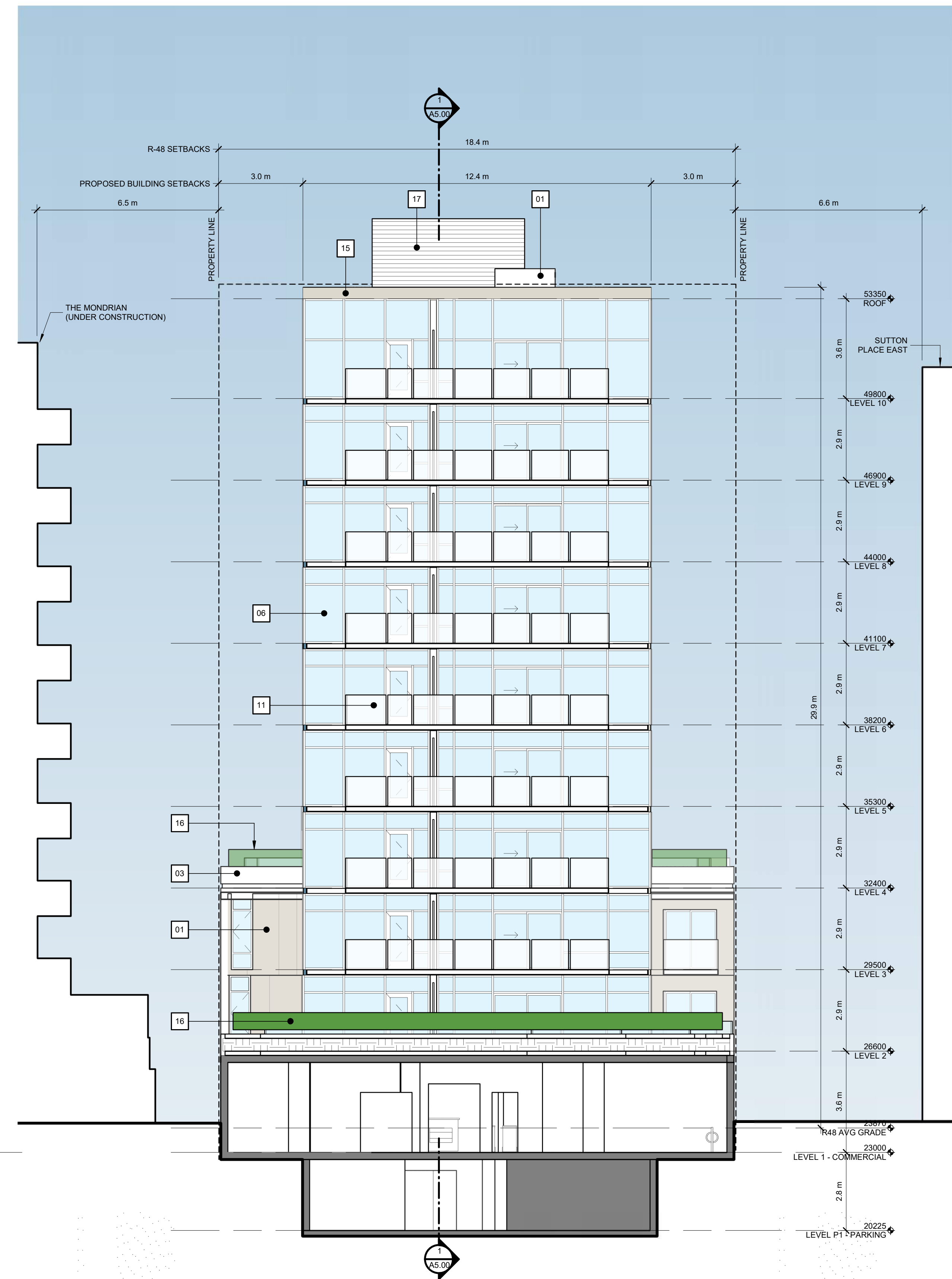
ISSUED FOR

DATE	DESCRIPTION
MAY 20 2020	RE-ISSUED FOR DEVELOPMENT PERMIT

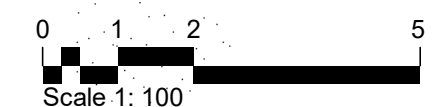
A4.01



2 EAST ELEVATION  
A4.01 SCALE: 1:100



1 NORTH ELEVATION  
A4.01 SCALE: 1:100



05 - FRIT GLASS PATTERN

TYPICAL KEYNOTES: EXTERIOR ELEVATIONS

01	CEMENT PANEL 1 - CHAMPAGNE COLOR	04	CONCRETE - TEXTURED FINISH	07	FRITTED GLASS SPANDREL PANEL IN ANODIZED ALUMINUM FRAME	10	TRANSLUCENT GLASS PRIVACY SCREEN	13	CEDAR SOFFIT/WALL FINISH	16	PLANTING - REFER TO LANDSCAPE DRAWINGS
02	CEMENT PANEL 2 - TWILIGHT BLUE COLOR	05	GLASS BLOCK	08	CLIMBING VEGETATION OVER CONCRETE COLOURED CEMENT PANEL, SEE LANDSCAPE	11	GUARD RAIL - CLEAR GLASS	14	SECURITY FENCE - REFER TO LANDSCAPE DRAWINGS	17	ROOFTOP MECHANICAL SCREEN - PREFINISHED METAL HORIZONTAL LOUVRE ASSEMBLY
03	CONCRETE - SMOOTH FINISH	06	CLEAR GLASS IN ANODIZED ALUMINUM FRAME	09	PAINTED STEEL FRAME - COLOR TO MATCH CEMENT PANEL 1	12	GUARD RAIL - FRITTED GLASS	15	METAL FASCIA - COLOR TO MATCH CEMENT PANEL 1		





**DEVELOPMENT SITE**

## COOK STREET

PROPOSED  
JOHNSON  
STREET  
RESIDENCES

VICTORIA, BC

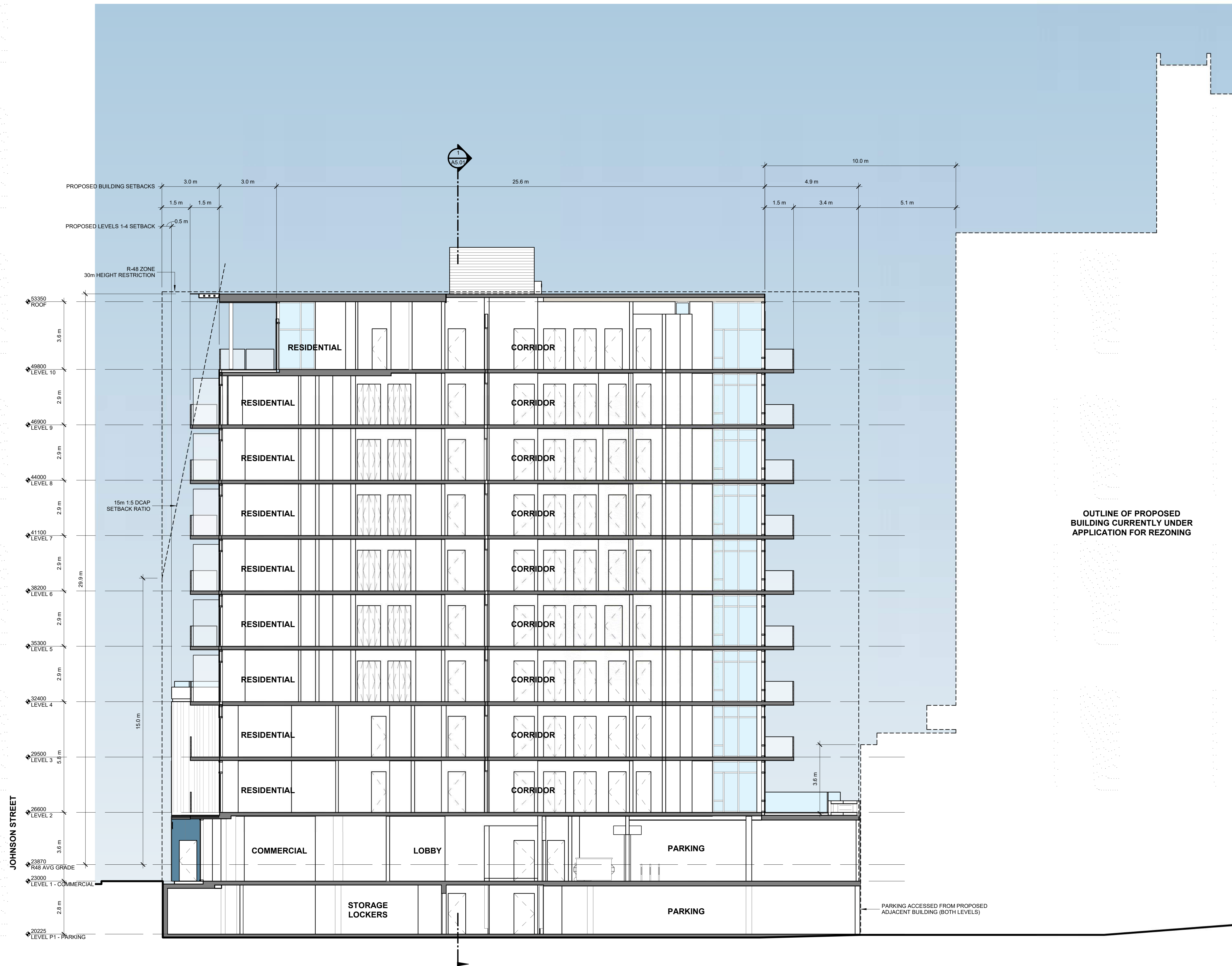
Context  
Elevation - Cook  
St.

ISSUED FOR	
DATE	DESCRIPTION
MAY.29.2020	RE-ISSUED FOR DEVELOPMENT PERMIT

## A4.03



OUTLINE OF PROPOSED  
BUILDING CURRENTLY UNDER  
APPLICATION FOR REZONING



PROPOSED  
**JOHNSON**  
STREET  
RESIDENCES

VICTORIA, BC

Building Section  
- N-S

ISSUED FOR	
DATE	DESCRIPTION
MAY 20 2020	RE-ISSUED FOR DEVELOPMENT PERMIT

**A5.00**

0 1 2 5  
Scale 1: 100













VIEW LOOKING NORTH WEST

THIS IS AN ARTIST'S RENDERING BASED ON CURRENT DEVELOPMENT CONCEPTS, WHICH ARE SUBJECT TO CHANGE WITHOUT NOTICE. NO GUARANTEE IS MADE THAT THE PROJECT DEPICTED WILL BE CONSTRUCTED, OR IF CONSTRUCTED, WILL BE OF THE SAME TYPE, SIZE, OR NATURE AS ILLUSTRATED.



VIEW LOOKING NORTH EAST

THIS IS AN ARTIST'S RENDERING BASED ON CURRENT DEVELOPMENT CONCEPTS, WHICH ARE SUBJECT TO CHANGE WITHOUT NOTICE. NO GUARANTEE IS MADE THAT THE PROJECT DEPICTED WILL BE CONSTRUCTED, OR IF CONSTRUCTED, WILL BE OF THE SAME TYPE, SIZE, OR NATURE AS ILLUSTRATED.

PROPOSED  
JOHNSON  
STREET  
RESIDENCES

VICTORIA, BC

Perspective  
Views 2

ISSUED FOR	
DATE	DESCRIPTION
MAY 20 2020	RE-ISSUED FOR DEVELOPMENT PERMIT

A6.01

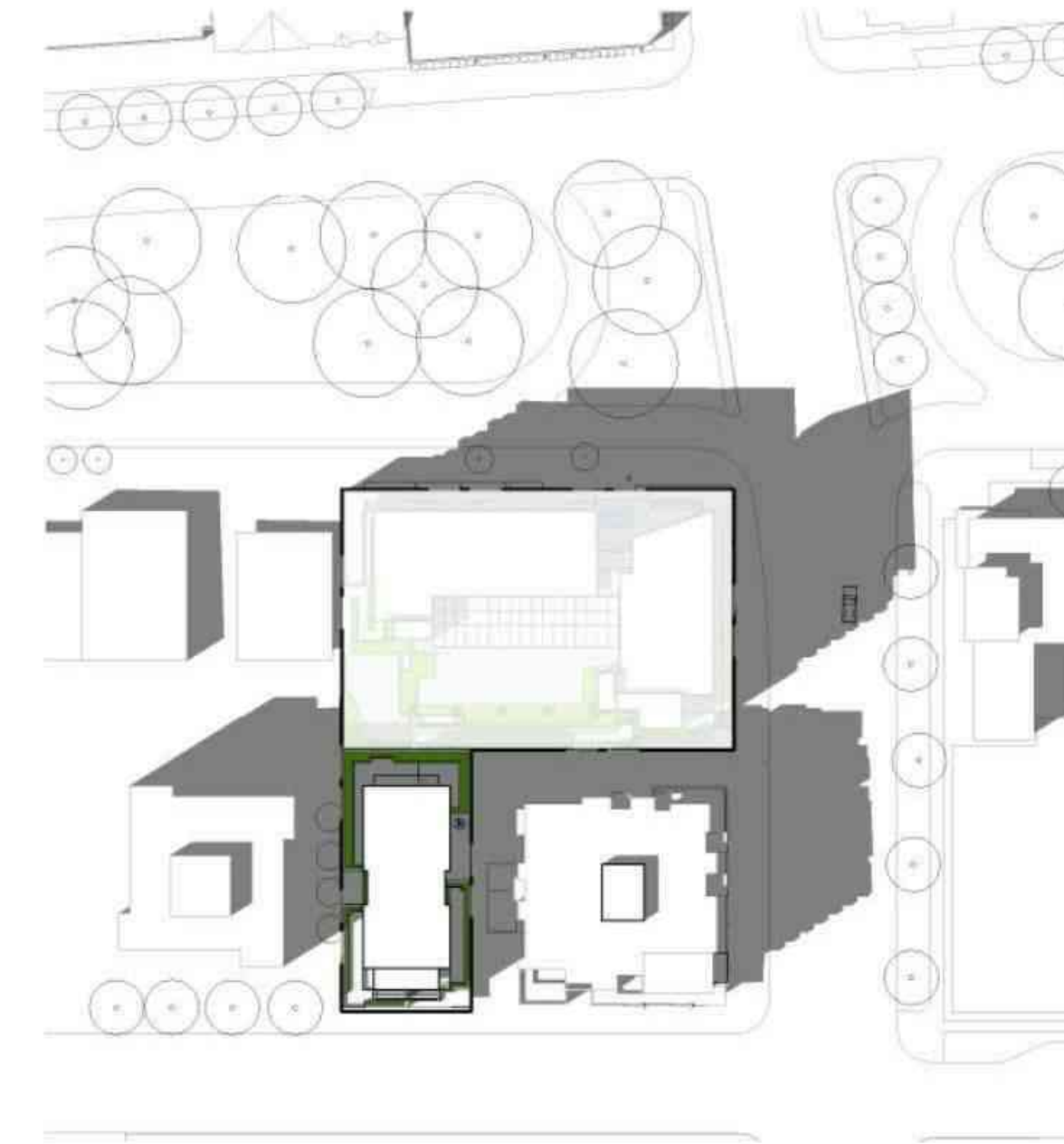
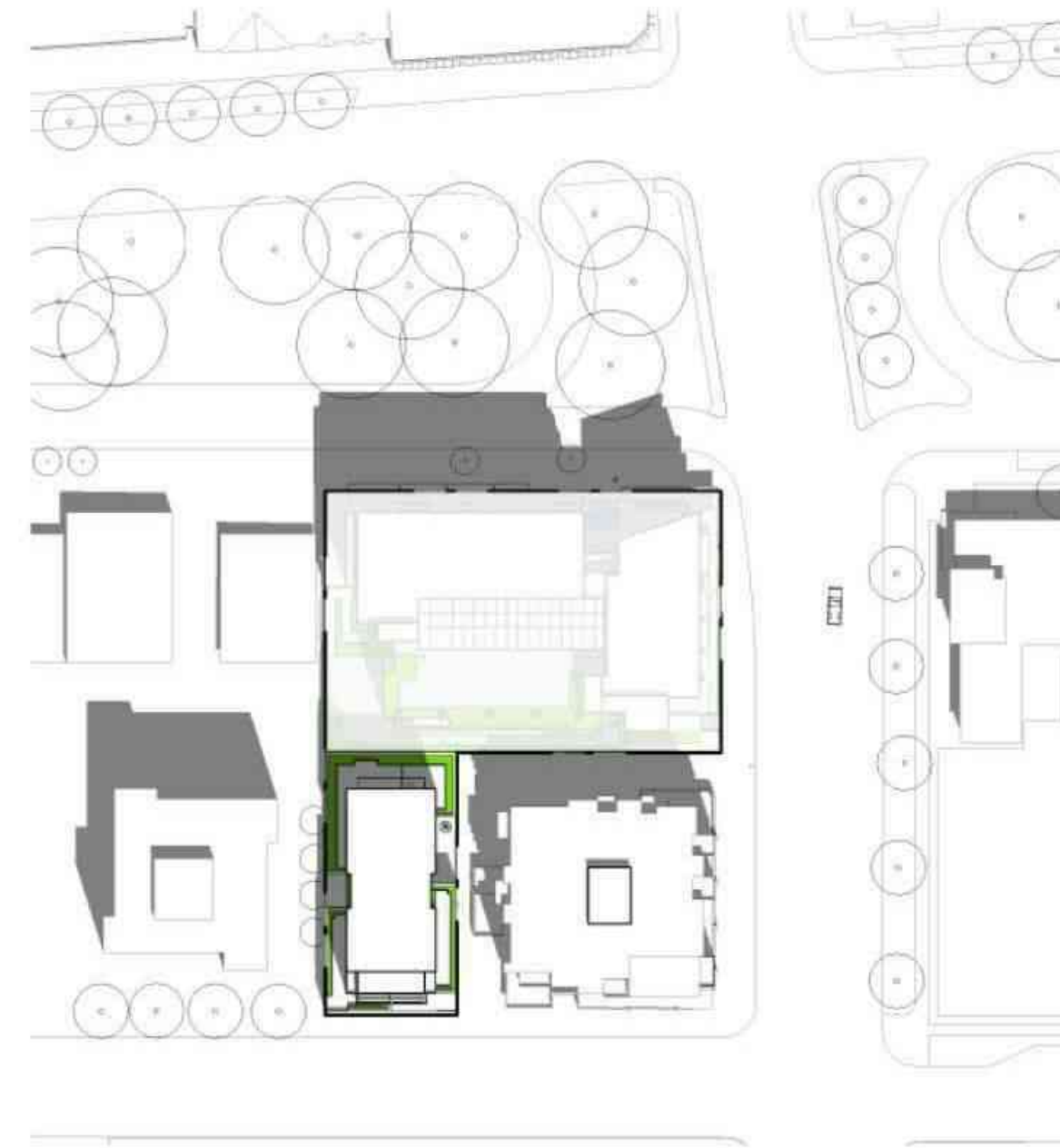
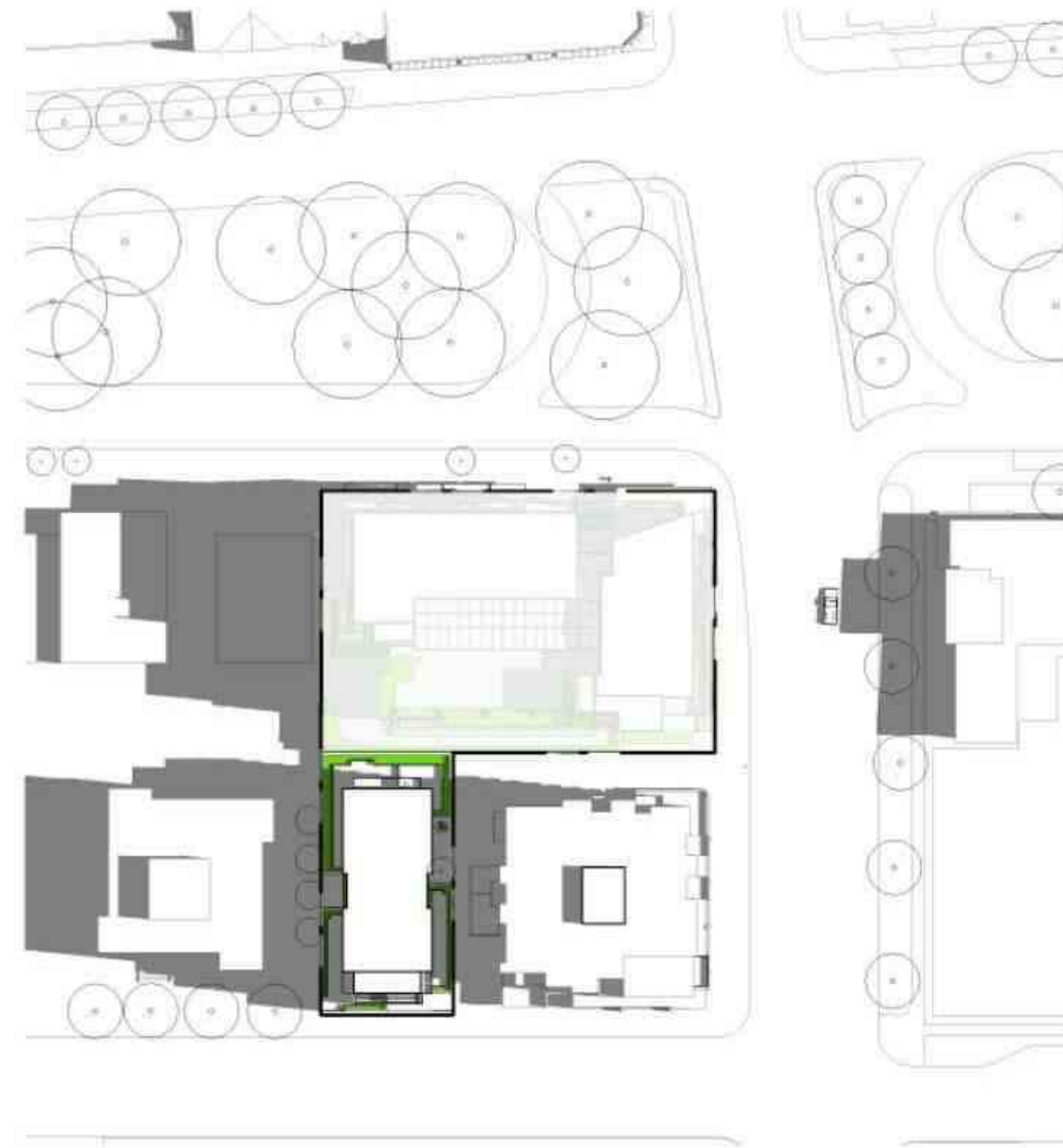


## SUMMER SOLSTICE

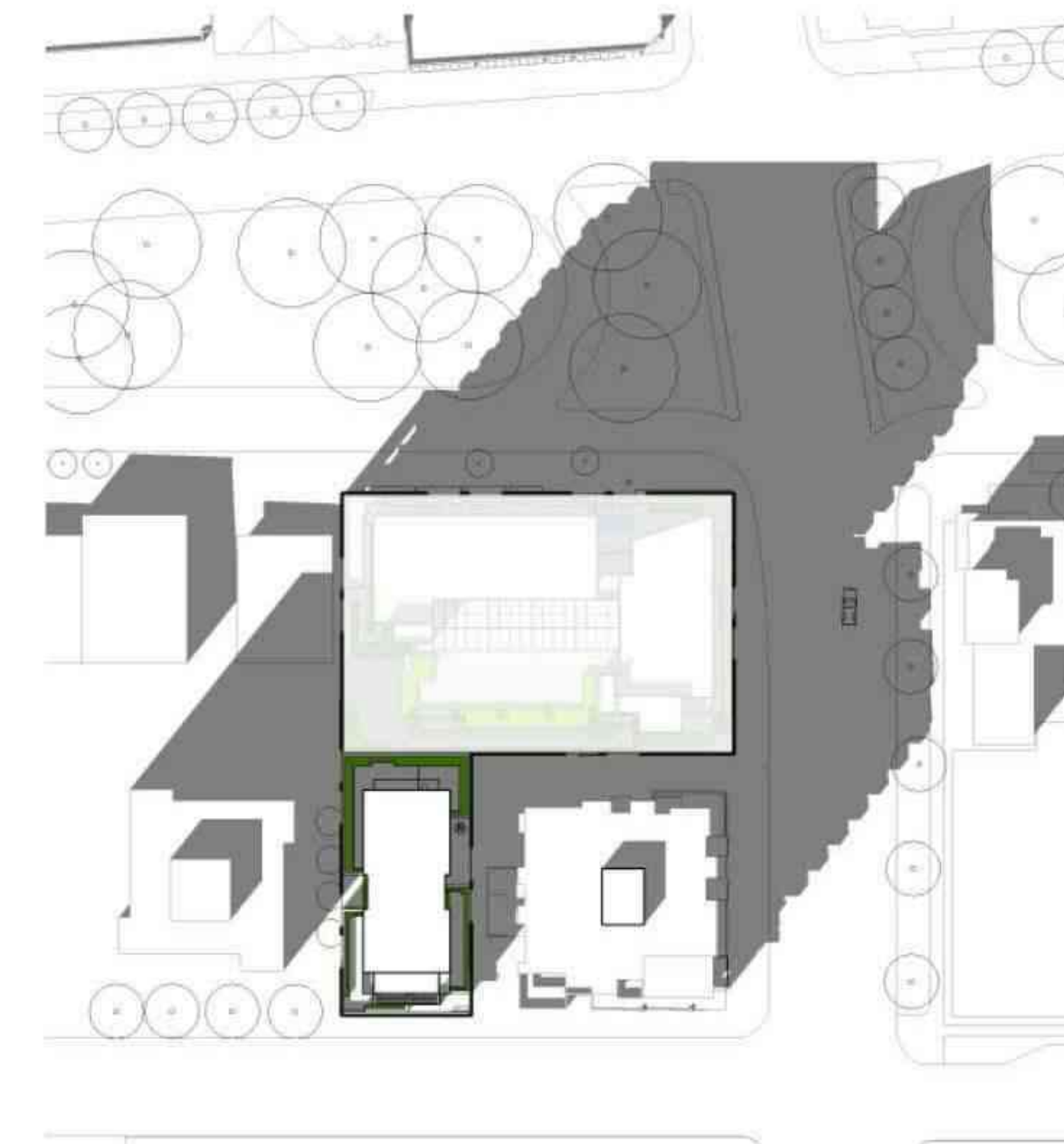
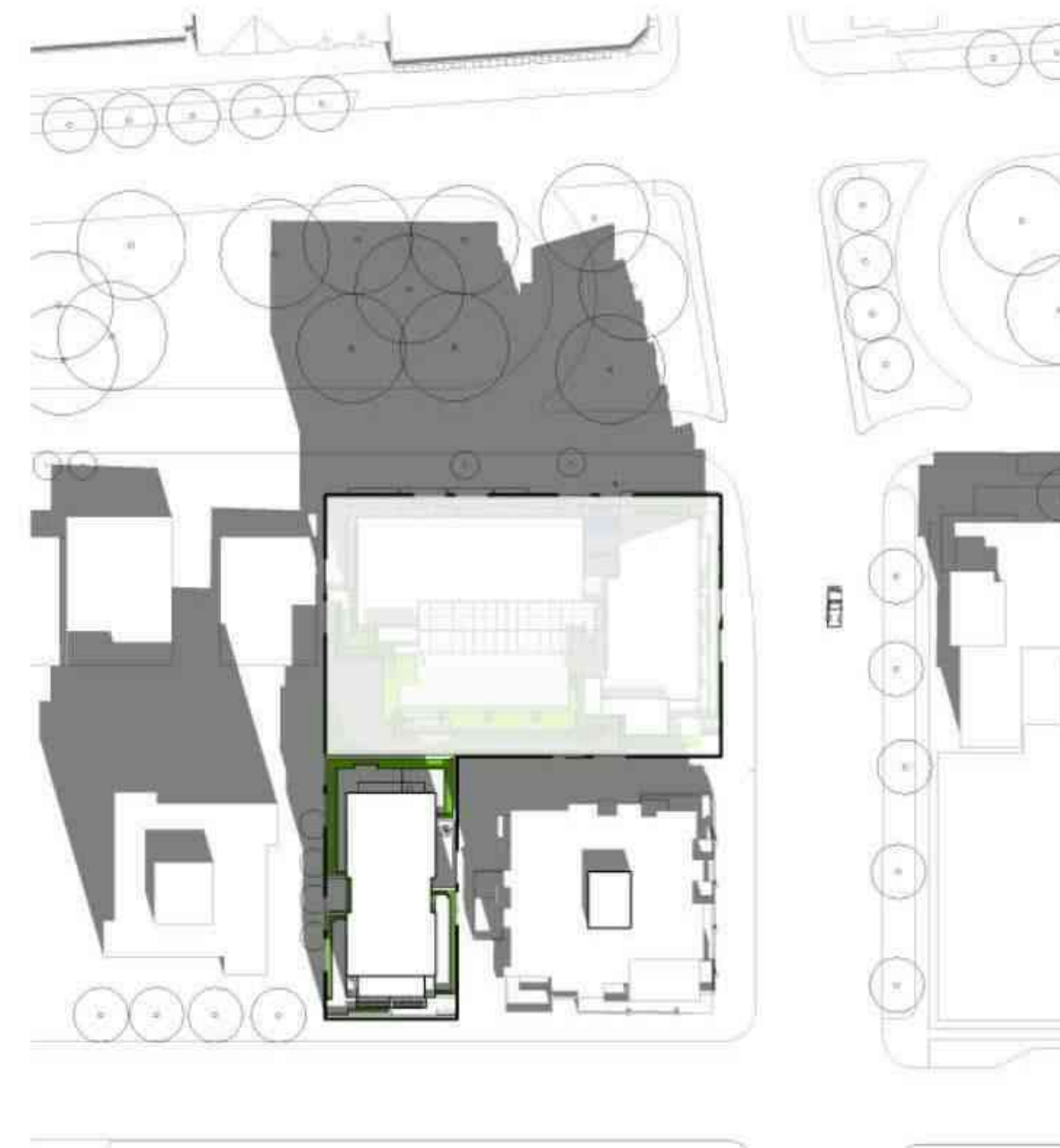
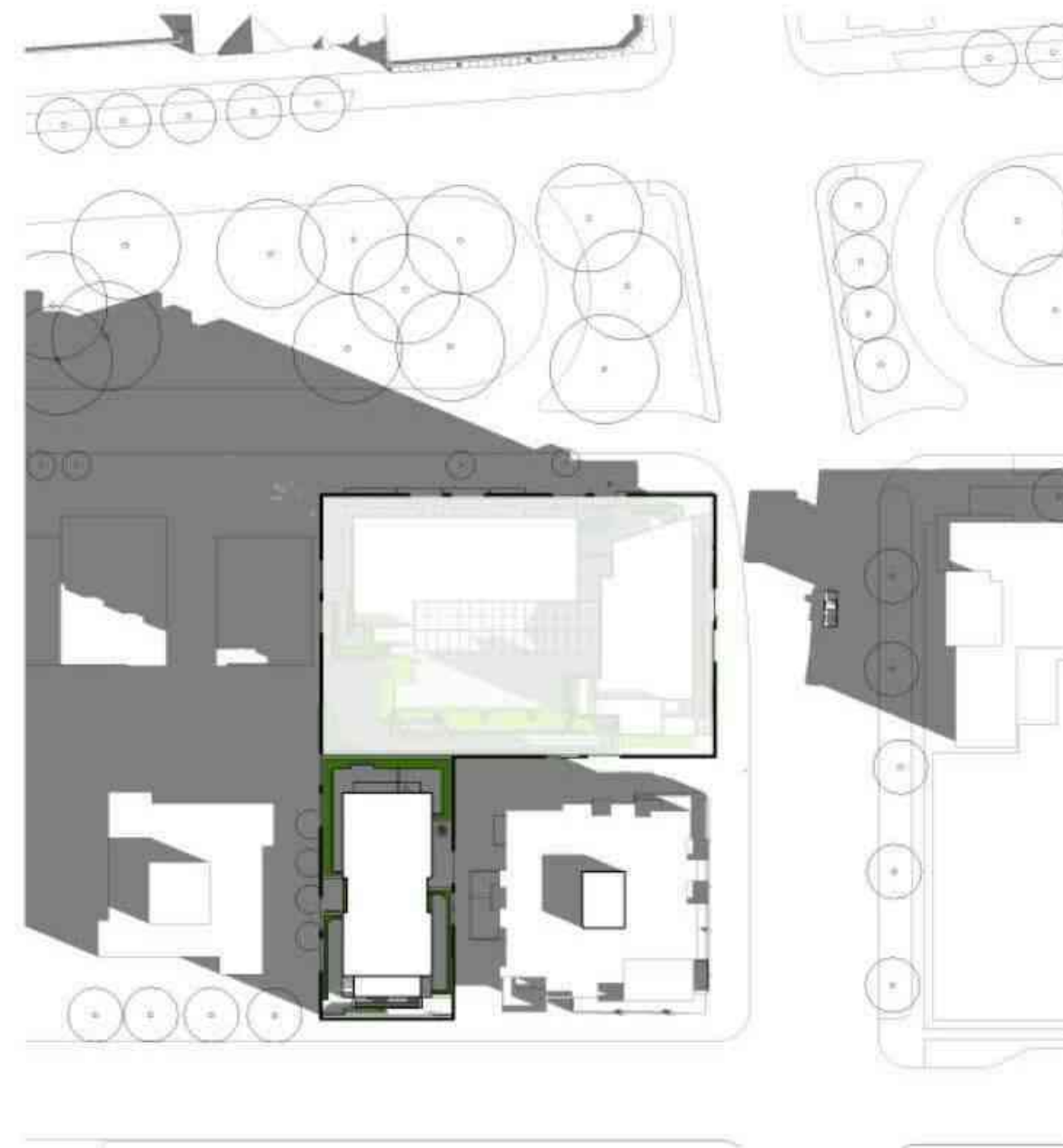
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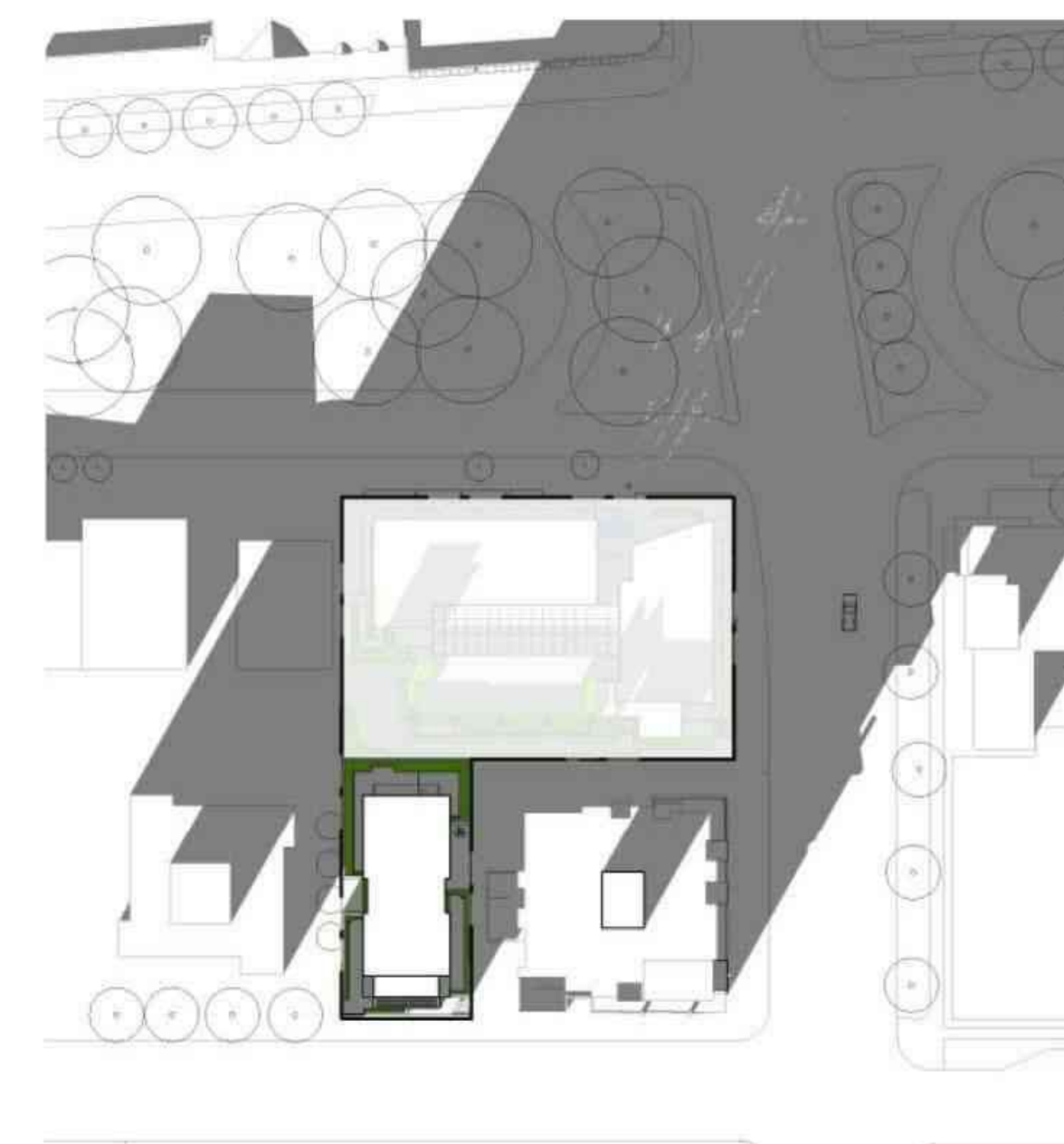
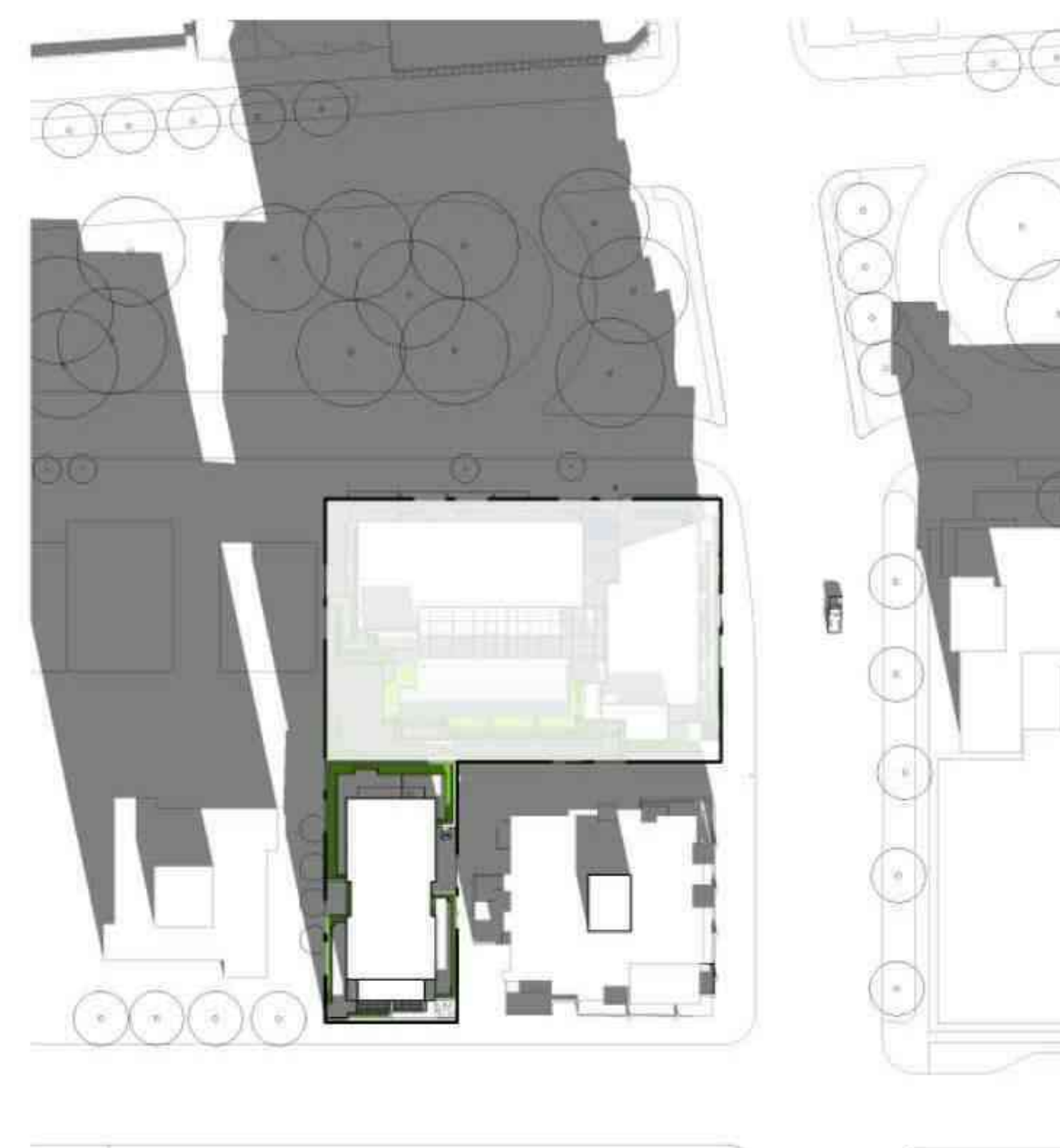
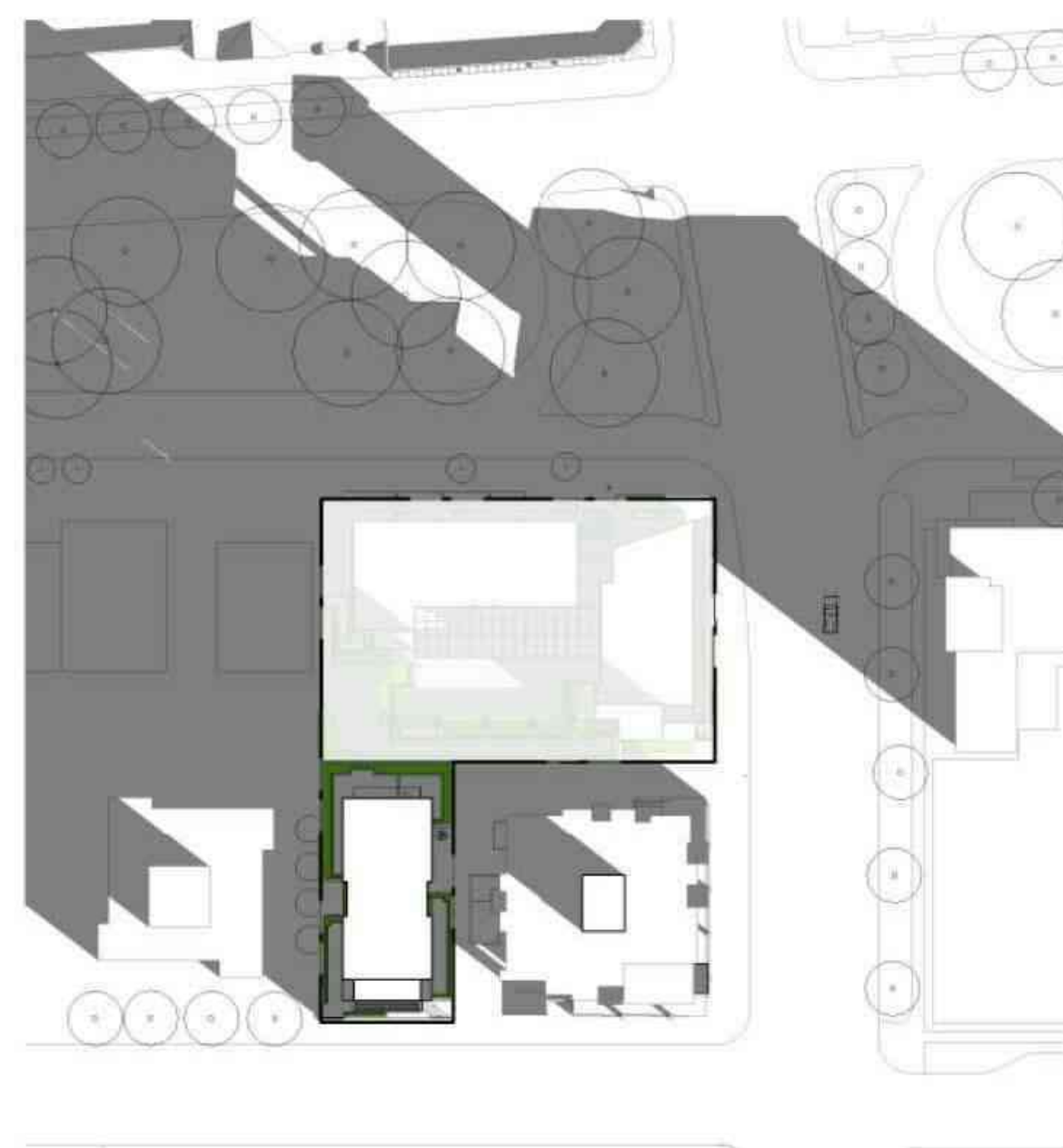
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## EQUINOXES



## WINTER SOLSTICE



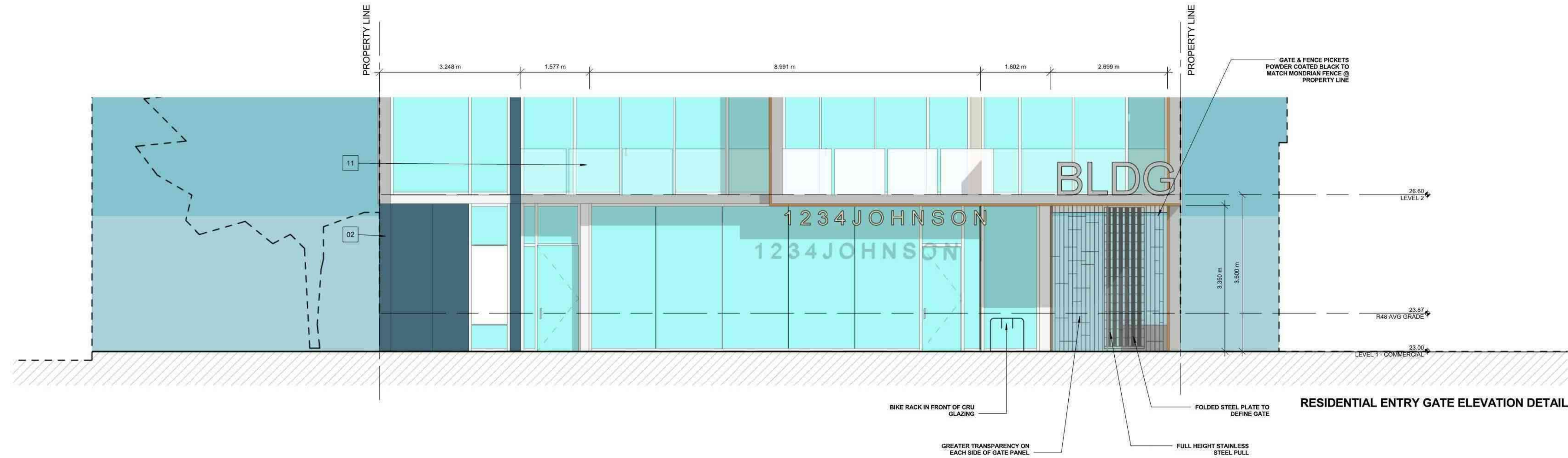




PRECEDENT IMAGE  
PARIS APARTMENT GATE - JEAN PROUVÉ



RESIDENTIAL ENTRY GATE VIGNETTE



RESIDENTIAL ENTRY GATE ELEVATION DETAIL



PROPOSED  
**JOHNSON STREET RESIDENCES**

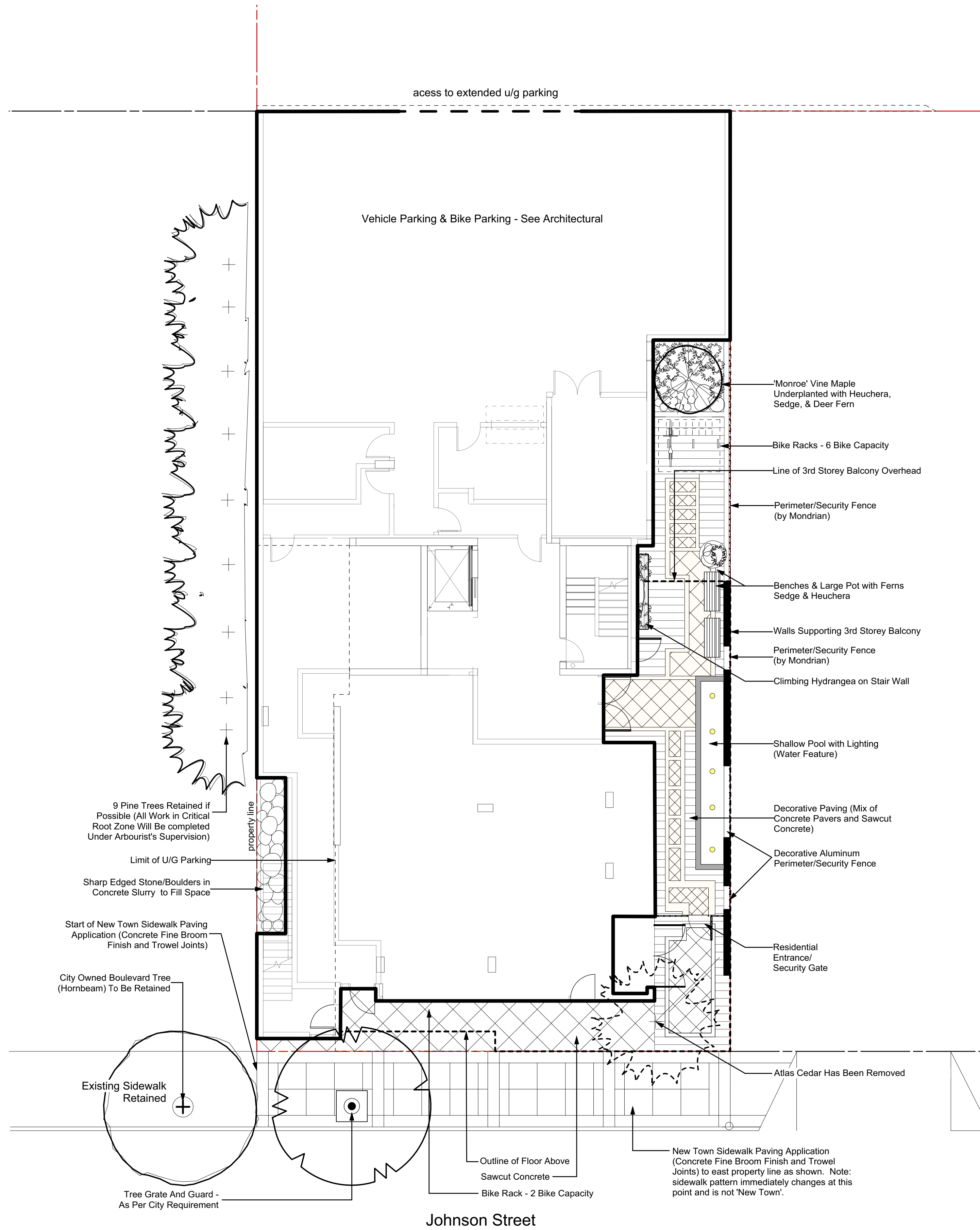
VICTORIA, BC

Level 1 Layout & Planting Plans

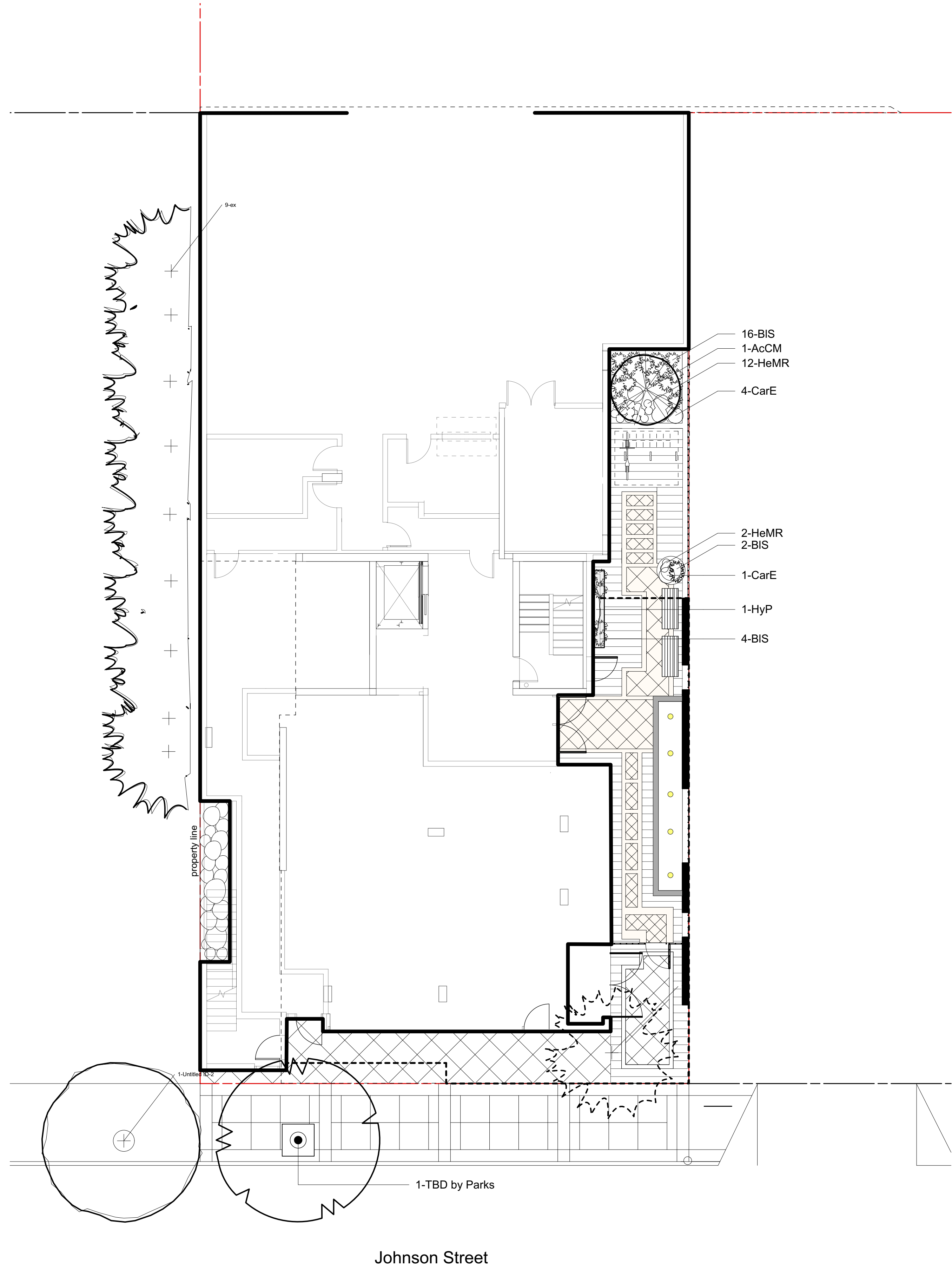
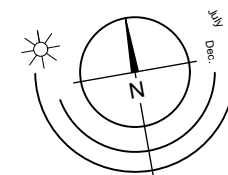
ISSUED FOR

DATE	DESCRIPTION
MAY 20 2020	RE-ISSUED FOR DEVELOPMENT PERMIT
JUL 22 2020	DP APPLICATION - RESUBMITTAL

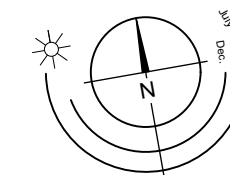
L1



**1**  
**L1** Level 1 Layout Plan  
1:100

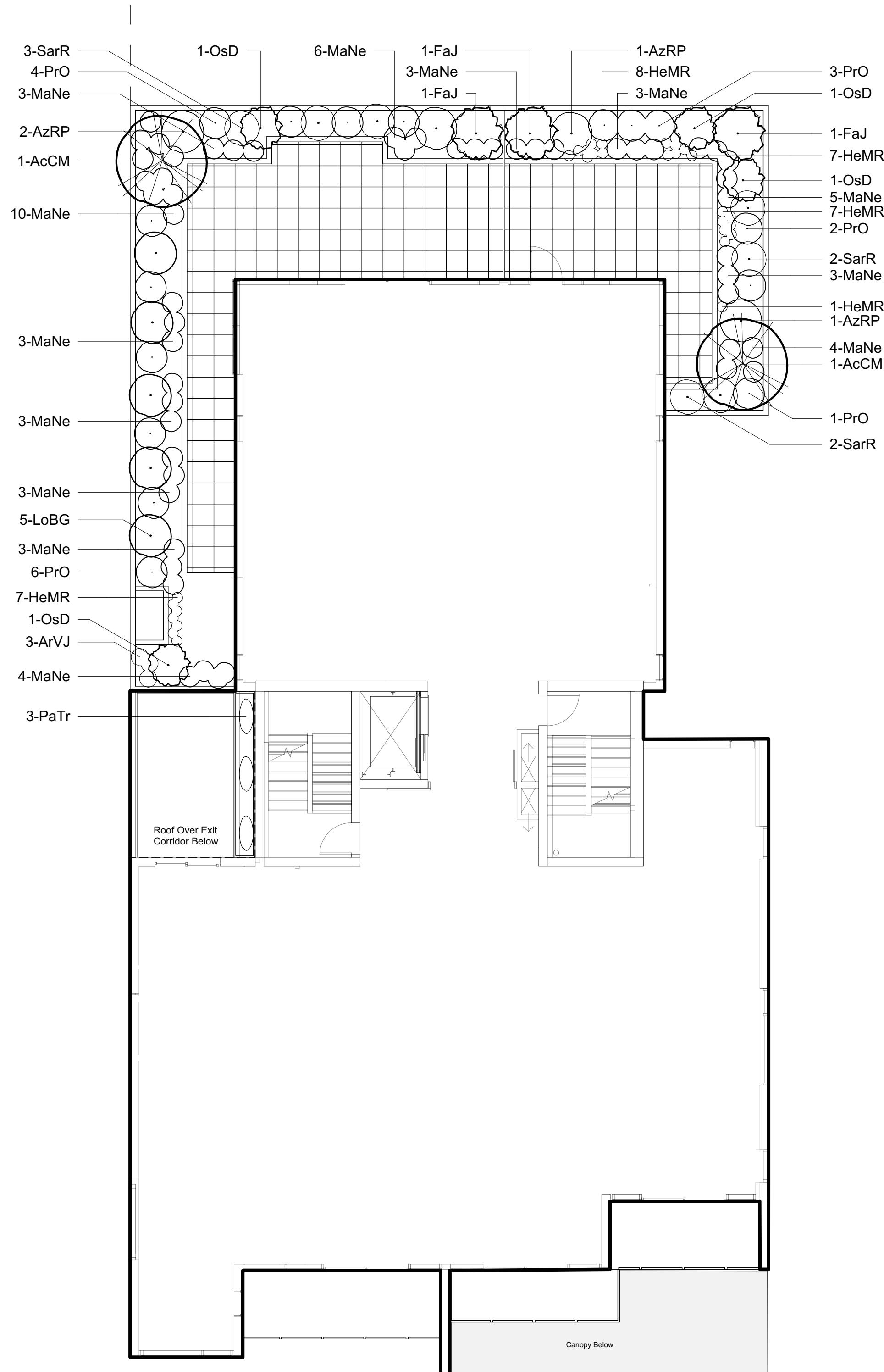


**1**  
**L1** Level 1 Planting Plan  
1:100

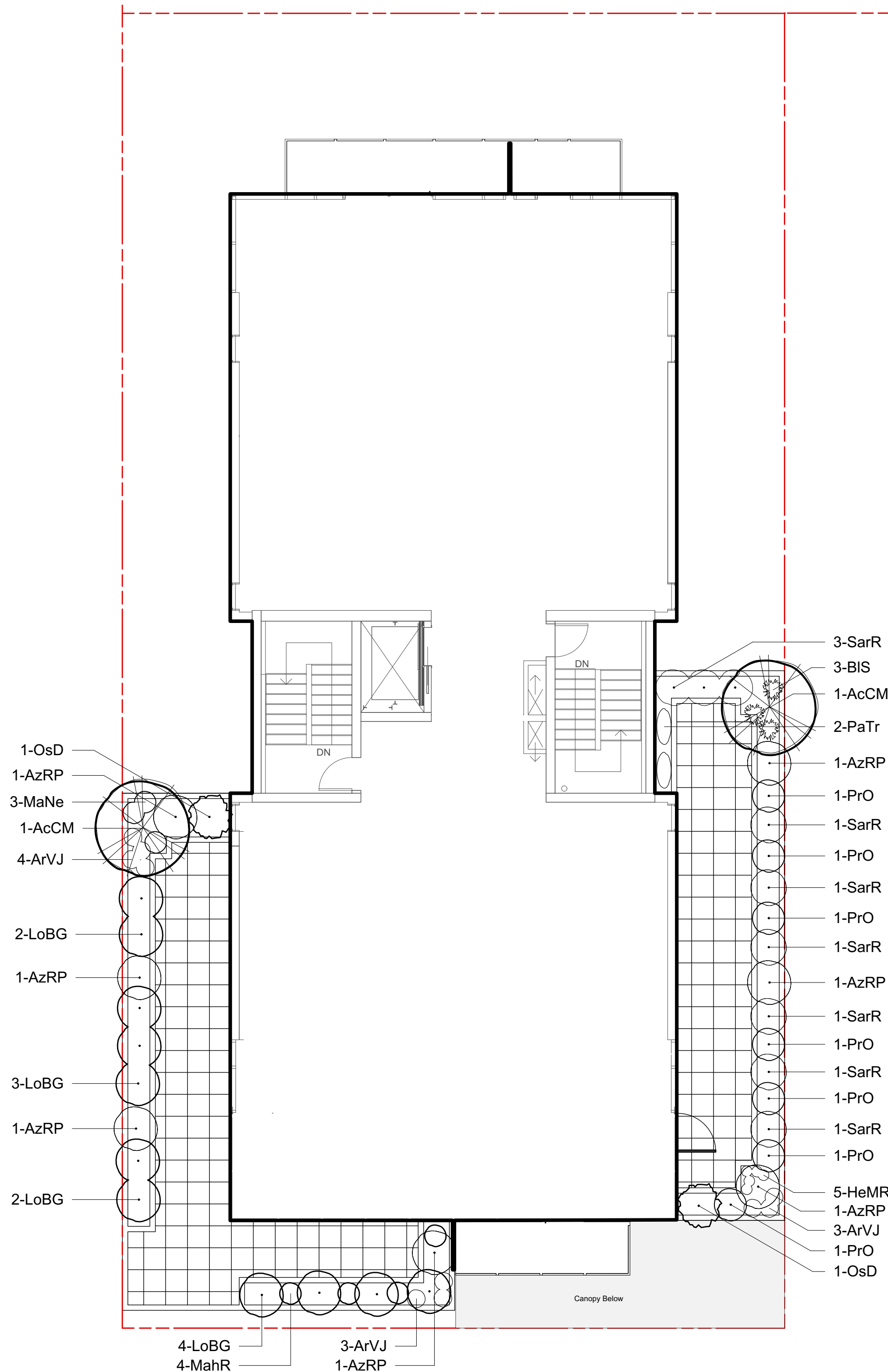
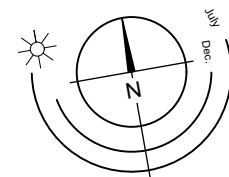


0 1 2 5  
Scale 1: 100





1 Level 2 Planting Plan  
L2 1:100



2 Level 4 Planting Plan  
L2 1:100

### Recommended Nursery Stock

#### Trees

ID	Quantity	Botanical Name	Common Name	Size
AcCM	5	Acer circinatum 'Monroe'	Monroe Vine Maple	2.5m ht; multi-stem
TBD by Parks	1	TBD by Parks	TBD by Parks	6 cm cal.

#### Large Shrubs

ID	Quantity	Botanical Name	Common Name	Size
FaJ	3	Fatsia japonica	Japanese Fatsia	#7 pot

#### Medium Shrubs

ID	Quantity	Botanical Name	Common Name	Size
AzRP	11	Azalea 'Red Poppy' (Belgian Indica)	Red Poppy Azalea	#5 pot
LoBG	16	Lonicera nitida 'Baggesens's Gold'	Golden Boxleaf Honeysuckle	#5 pot
OsD	6	Osmanthus delavayi	Sweet Olive	#7 pot
PrO	23	Prunus laurocerasus 'Otto Luyken'	Otto Luyken English Laurel	#5 pot
SarR	16	Sarcococca ruscifolia	Sweet Box	#5 pot

#### Small Shrubs

ID	Quantity	Botanical Name	Common Name	Size
MaNe	3	Mahonia nervosa	Low Oregon Grape	#1 pot
MahR	4	Mahonia repens	Creeping Oregon Grape	#1 pot
	0			

#### Groundcovers

ID	Quantity	Botanical Name	Common Name	Size
ArVJ	13	Arctostaphylos uva ursi 'Vancouver Jade'	Knnickinnick	#1 pot

#### Perennials, Annuals and Ferns

ID	Quantity	Botanical Name	Common Name	Size
BIS	25	Blechnum spicant	Deer Fern	#1 pot
CarE	5	Carex oshimensis 'Evergold'	Variegated Japanese Sedge	#1 pot
HeMR	49	Heuchera x 'Midnight Rose'	Midnight Rose Coral Bells	#1 pot

#### Vines

ID	Quantity	Botanical Name	Common Name	Size
HyP	1	Hydrangea anomala petiolaris	Climbing Hydrangea	#5 pot
PaTr	5	Parthenocissus tricuspidata	Bosotr Ivy	#5 pot

#### Notes:

1. All work to be completed to current BCSLA Landscape Standards
2. All soft landscape to be irrigated with an automatic irrigation system

PROPOSED  
JOHNSON  
STREET  
RESIDENCES

VICTORIA, BC

Level 2 & 4  
Planting Plans

#### ISSUED FOR

DATE	DESCRIPTION
MAY 23 2020	RE-ISSUED FOR DEVELOPMENT PERMIT
JUL 22 2020	DP APPLICATION - RESUBMITTAL

0 1 2 5  
Scale 1: 100

L2

Cox Developments Ltd.  
c/o 10946 Madrona Drive  
North Saanich, BC V8L 5P2

Mayor and Council  
Centennial Square  
Victoria, BC

May 22<sup>nd</sup>, 2020

Mayor Helps et al,

Please accept this letter asking for a re-issuing of a previously issued Development Permit for 1088 Johnson St.

We had applied for and received a Development Permit for 1088 Johnson Street some years back with the intention of building it along with what was 1075 Pandora (now 1488 Cook St.) Technical concerns caused us to have to delay the building of this second phase of the rental project built at 1488 Cook St. It was decided by the Engineers it wasn't safe to build both at the same time. Accordingly, we delayed the smaller of the two rental buildings.

The last year we have spent going back and forth with City of Victoria Engineering going over various details. We were about to break ground, having gone through four separate full plan checks, extending over about a year. At the last plan check it was noticed by Planning the original Development Permit had expired in the fall!

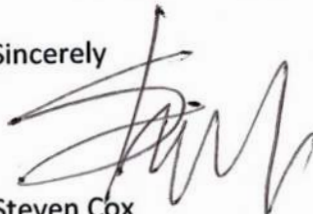
Accordingly, we have been asked to have the DP re-issued for this, in order to finalize having our Building Permit issued. Please note, this is NOT a re-zoning, and it is fully compliant with the zoning on the site.

The project in question is a 37 unit rental building consisting of mostly two bedroom units. It shares a parking garage with 1488 Cook, having 25 of the 37 stalls already built under that building. An easement is in place allowing access from 1488 Cook St.

It will be built with the same high quality and care of all our rental buildings.

Thank you for considering this...once again.

Sincerely



Steven Cox  
Cox Developments Ltd.



1

# Development Permit Application for 1088 Johnson Street



1

2

## Aerial View



2

## Context

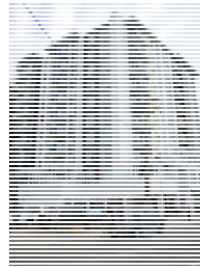
3



Subject Property



Sutton Place (west on Johnson Street)



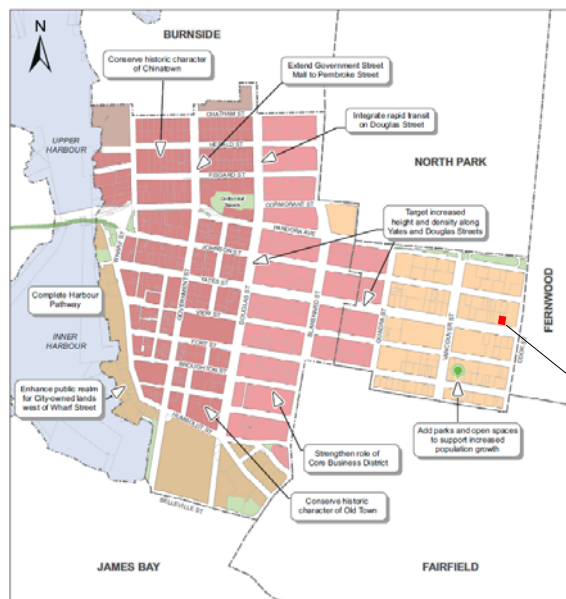
Mondrian (east on Johnson Street)



3

## Official Community Plan

4



MAP 20  
Downtown and  
Harris Green  
Strategic Directions

**Urban Place Designations\***

- Core Historic
- Core Business
- Core Employment
- Core Inner Harbour/Legislative
- Core Residential
- Public Facilities, Institutions, Parks and Open Space
- Rail Corridor
- Working Harbour

**Public Facilities**

- Proposed Park (approximate location)

1088 Johnson Street

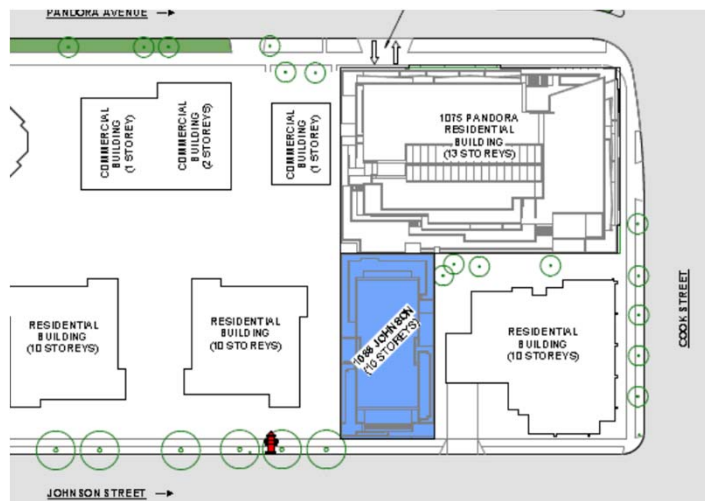


4



## Site Plan

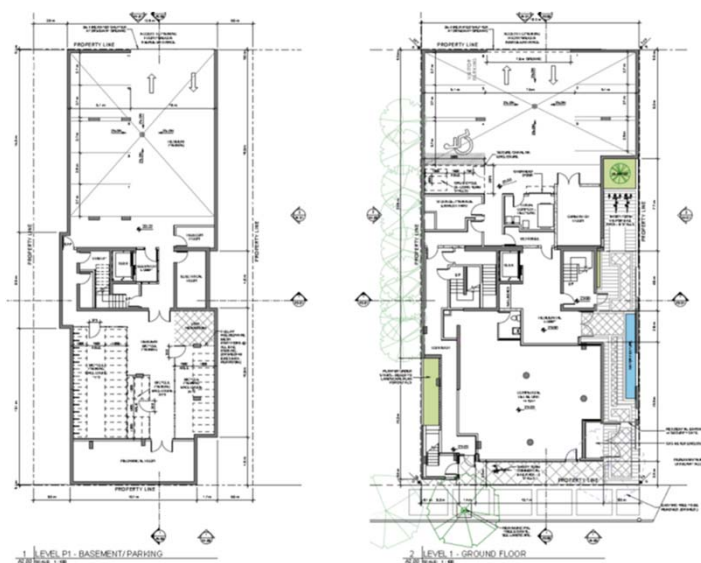
5



5

## Floor Plans: Basement & First

6



6

## Floor Plans: Second & Third

7



7

## Floor Plans: Fifth-Ninth

8



8



## Floor Plans: Tenth & Roof

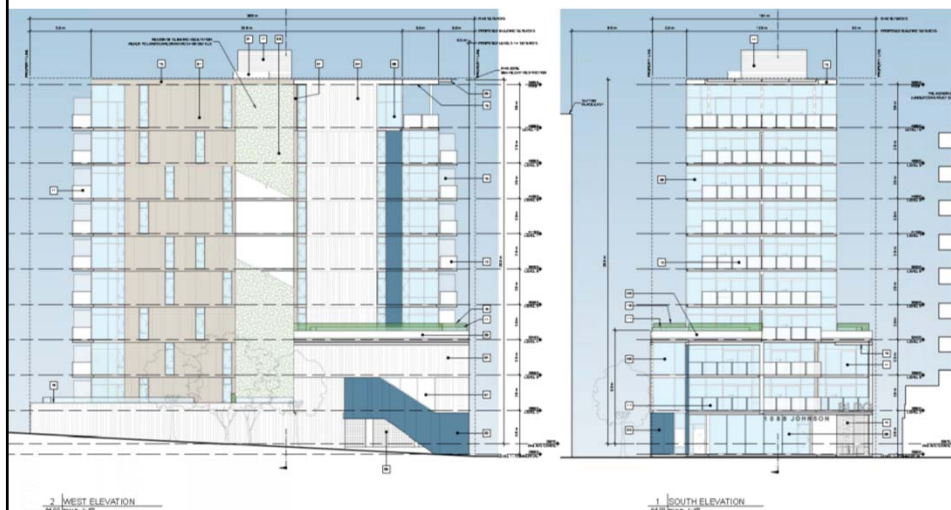
9



9

## Elevations

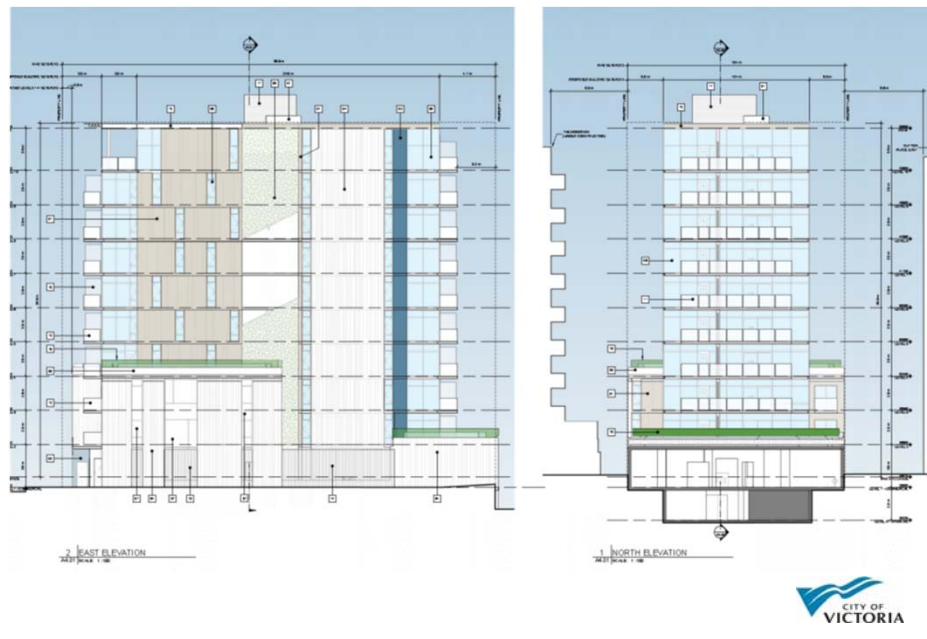
10



10

## Elevations

11



11

## Renderings & Street Context

12

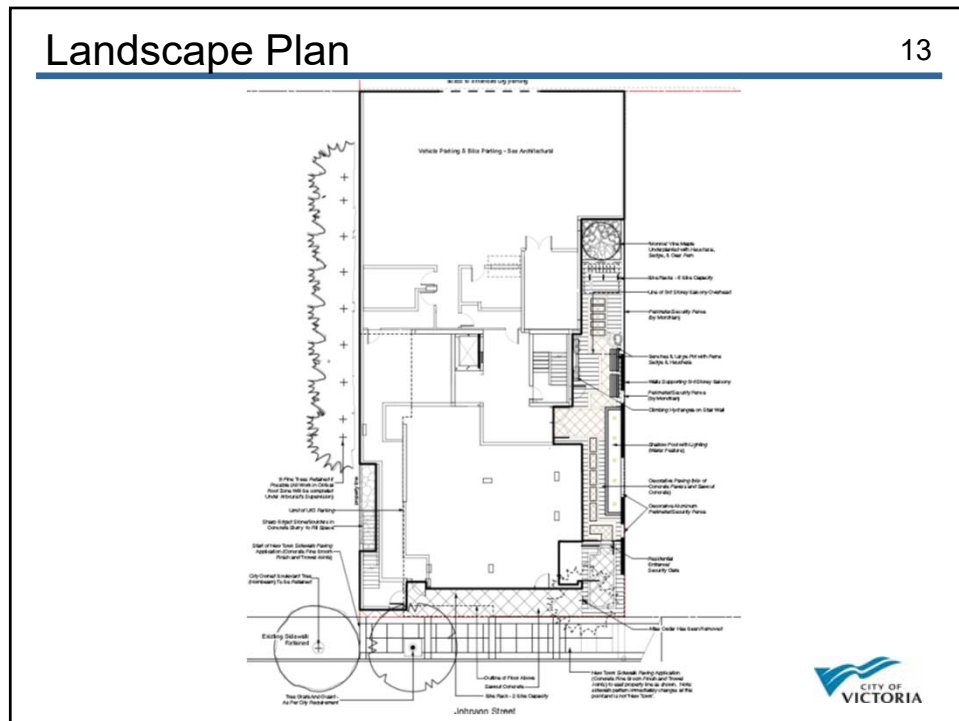


12



## Landscape Plan

13



13



## **Committee of the Whole Report**

### **For the Meeting of October 8, 2020**

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**To:** Committee of the Whole **Date:** September 21, 2020

**From:** Karen Hoese, Director, Sustainable Planning and Community Development

**Subject:** 210 Gorge Road East – Update to Victoria Housing Reserve Fund Grant

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### **RECOMMENDATIONS**

That Council:

1. Revise the Victoria Housing Reserve Fund (VHRF) grant approved on August 9, 2018 to the Victoria Cool Aid Society for the Cedar Grove project, located at 210 Gorge Road East, from \$600,000 to \$520,000 to reflect a reduction in the number of eligible affordable rental units from 50 to 42 units, as well as a reduction in the total number of funded bedrooms from 60 to 52.
2. Confirm that all other terms and conditions of the grant approval continue to apply in accordance with the August 9, 2018 approval.

### **EXECUTIVE SUMMARY**

The purpose of this report is to present Council with updated recommendations related to a Victoria Housing Reserve Fund (VHRF) grant application in the amount of \$600,000 that was approved by Council on August 9, 2018 to support the construction of 50 units of affordable housing including the provision of 60 bedrooms as part of the Cedar Grove affordable housing development at 210 Gorge Road East by the Victoria Cool Aid Society.

A housing agreement, rezoning application and development permit with variances were subsequently approved on June 27, 2019. The approved project reflects a reduction to the overall building size and total of rental units in response to a previous Council motion. As a result, the project will contain 42 funded units, providing 52 bedrooms. Staff have determined that the eligible VHRF grant is now \$520,000 rather than \$600,000 in accordance with the funding structure of the VHRF guidelines that existed when the original grant was approved. The redesign of the project also resulted in a one-year construction delay and related financial impacts from additional design and permitting costs. Therefore, the applicant is requesting that Council consider maintaining the original grant amount rather than a reduced grant. However, staff have recommended a reduced grant in accordance with the Council approved VHRF guidelines and funding structure.

### **PURPOSE**

The purpose of this report is to present Council with updated recommendations related to a previously-approved VHRF grant application for a below-market housing project at 210 Gorge Road East, proposed by the Victoria Cool Aid Society (VCAS).



## BACKGROUND

On August 9, 2018, Council approved a Victoria Housing Reserve Fund grant application from the Victoria Cool Aid Society for \$600,000 to support the development of 50 affordable rental units, with a total of 60 bedrooms for low to moderate income residents at 210 Gorge Road East:

*“That Council approve a Victoria Housing Fund grant to the Victoria Cool Aid Society in the amount of \$600,000 to assist in the construction of 50 non-market rental apartment units, with a total of 60 bedrooms for low-to-moderate income residents, located at 210 Gorge Road East, subject to the following conditions:*

- 1. The grant will be disbursed to the applicant once the Housing Fund Grant Agreement is executed by the applicant and the Housing Agreement Bylaw has been adopted by Council.*
- 2. The Victoria Cool Aid Society enters into a Housing Fund Grant Agreement with terms, to the satisfaction of the Director of Sustainable Planning and Community Development; and in a form to the satisfaction of the City Solicitor, which include requirements that:*
  - a. the Victoria Cool Aid Society will identify the City of Victoria as a contributor on publications, documents, and public events related to the development, completion and operation of the project;*
  - b. upon project completion, Victoria Cool Aid Society will submit a final report to the Sustainable Planning and Community Development Department; and*
  - c. the grant is to be repaid by the Victoria Cool Aid Society if the project does not proceed as proposed*
- 3. The Victoria Cool Aid Society enters into a Housing Agreement securing the housing units at affordable rental levels for low-to-moderate incomes in perpetuity, consistent with the Victoria Housing Fund Guidelines, and with terms to the satisfaction of the Director of Sustainable Planning and Community Development, and in a form satisfactory to the City Solicitor, and that Council:*
  - a. direct staff to bring forward a Housing Agreement Bylaw for Council's consideration after condition No. 3 is fulfilled; and*
  - b. that Council authorize the Mayor and City Clerk to execute the Housing Fund Grant Agreement.”*

On June 27, 2019, Council approved a rezoning application and development permit with variances for the project. The approval process included a redesign of the project to better align with the Burnside Neighbourhood Plan as directed through a Council motion on October 4, 2018. Key design changes included a lowering of the building height from six storeys to five storeys and a reduction in overall dwelling units from 82 to 72. Council also approved a related Housing Agreement on June 27, 2019 that secures the 72 units as rental in perpetuity including the related levels of affordability. There are no proposed changes to the Housing Agreement associated with the rezoning application.

## ISSUES AND ANALYSIS

### Reduced Eligibility for VHRF Grant

In accordance with the approved rezoning application and development permit with variances, the applicant had to eliminate 10 units from the original proposal including eight studio units that

were previously eligible for a VHRF grant of \$10,000 per unit and two supportive studios that were not subject to the grant. As a result, staff have determined that the overall eligible grant amount is now \$520,000 rather than \$600,000 as outlined in the table below.

Unit Type	Income Type	Original Unit Count	Approved Unit Count	Original VHRF Grant	Revised VHRF Grant Eligibility
Studio (Supportive)	Shelter Rate	32	30	No Grant Requested	N/A
Studio	Low	10	8	\$100,000	\$80,000
Studio	Moderate	20	14	\$200,000	\$140,000
One Bedroom	Moderate	10	10	\$100,000	\$100,000
Two Bedroom	Moderate	10	10	\$200,000	\$200,000
<b>Total</b>		<b>82</b>	<b>72</b>	<b>\$600,000</b>	<b>\$520,000</b>

### Reduction in Bedrooms

The original motion to approve the VHRF grant was predicated on providing funding for 50 non-market rental apartment units, with a total of 60 bedrooms for low to moderate income residents. However, the current project will have 42 funded units with a total of 52 bedrooms. Therefore, the project does not conform with the original approved terms. This means that Council has the option to consider reducing the grant from \$600,000 to \$520,000 to fund 42 units with a total of 52 bedrooms. The calculation of the revised grant amount has been undertaken using the VHRF guidelines that existed when the original grant was approved.

### Financial Impacts to Project

The applicant has provided a letter (Attachment 1) requesting that Council consider retaining the original approved grant amount of \$600,000 although the project is providing less eligible units. The applicant has identified that although 10 units were eliminated from the project, they have taken additional efforts to maintain the same level of one and two-bedroom units for couples and small families. In addition, the applicant has continued to prioritize the retention of supportive units to balance the needs of the various funding programs and supports including those from BC Housing. However, these changes will result in a greater loss of operating revenue that would otherwise have been generated through the other low- and moderate-income units that were eliminated.

The reduction in building size also resulted in additional costs associated with architectural re-design, consultant fees and application fees. The construction of the project was also delayed by one year, which has had a negative impact on construction and labour costs. At the same time, the applicant has made efforts to retain affordable rents that comply with the approved Housing Agreement. Therefore, the applicant is seeking the ability to offset the financial impacts through the retention of the original grant amount.

### Capacity of the Victoria Housing Reserve Fund

The VHRF has a current unallocated balance of \$2,582,942 that includes the original \$600,000 grant for 210 Gorge Road East. Therefore, the VHRF has sufficient funding to retain the current



grant, or if Council approves a reduced grant, the VHRF would have an increased unallocated balance of \$2,662,942 to support other affordable housing projects that may be received through the September 30, 2020 intake process.

## **OPTIONS AND IMPACTS**

### **Option 1 – Approve a Reduced Grant Amount (Recommended)**

Approval of a reduced VHRF grant of \$520,000 will continue to support the Victoria Cool Aid Society's proposal to construct a project that will supply much-needed affordable and supportive housing for individuals, couples and small families with a range of income types. A reduced grant amount maintains consistency with the funding structure outlined in the Council approved VHRF guidelines that existed when the original grant was approved.

### **Option 2 – Maintain the Original Grant**

In recognition of the design changes that were approved by Council and the additional financial impacts incurred by the applicant, Council has the option to retain the original grant of \$600,000. Retaining the original grant amount would result in the project being overfunded by \$80,000 based on the funding structure outlined in the original VHRF guidelines as well as the conditions of the original Council approved motion.

#### *Accessibility Impact Statement*

Council's consideration of a revised VHRF grant does not have any accessibility impacts. However, the project will continue to provide a total of 10 accessible units.

#### *2019 - 2022 Strategic Plan*

Providing grants to support the development of affordable rental housing supports multiple actions described within Strategic Objective Three: Affordable Housing as well as Strategic Objective Eight: Strong, Liveable Neighbourhoods.

#### *Impacts to Financial Plan*

A revised grant to the Victoria Cool Aid Society in the amount of \$520,000 will result in the VHRF having an overall unallocated balance of \$2,662,942, which is comprised of \$705,000 available for seniors' housing and \$1,957,942 for all other applications.

#### *Official Community Plan Consistency Statement*

This project supports *Official Community Plan* policies related to working with coordinated community and regional efforts to enable stable, affordable housing within the region.

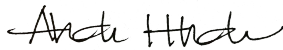
## **CONCLUSIONS**

Approval of a reduced Victoria Housing Reserve Fund grant to the Victoria Cool Aid Society will continue to support the development of a 72-unit affordable housing project at 210 Gorge Road East.

Respectfully submitted,



Robert Batallas,  
Senior Planner  
Community Planning Division



Karen Hoese, Director  
Sustainable Planning and Community  
Development Department

Report accepted and recommended by the City Manager:



Date: October 1, 2020

### List of Attachments

- Attachment 1: Letter from Victoria Cool Aid Society.



September 2, 2020

Mayor & Council  
City of Victoria  
1 Centennial Square  
Victoria BC V8W 1P6

**RE: Victoria Housing Reserve Fund Request**  
**210 Gorge Road East – Affordable Housing**

Dear Mayor Helps and Council,

Council approved a Housing Reserve grant of \$600,000 towards our 210 Gorge Rd E. redevelopment project in July 2018. As we proceeded with our Rezoning and Development permit application, Council's referral motion at our October 2018 public hearing asked that we reduce the building height to align with the local area plan which meant a reduction from six to five storeys and the loss of 10 units of housing overall. This correlated to the loss of 8 affordable rental units and 2 units of housing with supports. We have been advised that this loss of 8 units would translate to a reduction in our VHRF grant to \$520,000.

We are writing to request that the City maintain the current approved VHRF Grant of \$600,000 on the following grounds:

1. In losing the 10 units, we undertook additional efforts to maintain the same number of one and two bedroom unit types in order to provide housing opportunities for couples and small families in the development.
2. In order to balance the needs of the various funding programs supporting this development, we needed to prioritize retaining as many supportive housing units as we could. The net impact was a greater loss of the affordable rental units which has an even greater impact on the rental pro forma.
3. Redesigning the building had a significant financial impact on the project – delayed construction of the project by one year, additional consultant fees and application fees. At the same time, we have made great efforts to keep the rents as affordable as possible. This makes each equity contribution to the project all the more critical.

BC Housing has now granted final project approval and we have our demolition and building permits in place for the project to begin. The VHRF grant helped us to leverage other funding approvals from the CRD Regional Housing Trust Fund and the Regional Housing First Program. It would be challenging at this juncture to manage this shortfall in our capital budget, therefore we would really appreciate Council's consideration of providing the full \$600,000 grant towards the project.

Sincerely,

A handwritten signature in black ink that reads "Deanna Bhandar".

Deanna Bhandar,  
Director, Real Estate Development  
Victoria Cool Aid Society

cc: Kathy Stinson, CEO, Victoria Cool Aid Society



# Victoria Housing Reserve Fund Grant Application

210 GORGE ROAD EAST  
(Cedar Grove)



1

## Purpose

- To provide updated recommendations for a VHRF grant previously approved for 210 Gorge Road East.



210 Gorge Road East – Update to Victoria Housing Reserve Fund Grant

2

## Background

- **August 9, 2018** – Council approved a \$600,000 VHRF grant to Victoria Cool Aid Society.
- Grant supports 50 units of affordable housing with 60 bedrooms for low to moderate income residents.
- Cedar Grove project located at 210 Gorge Road East (Burnside)



210 Gorge Road East – Update to Victoria Housing Reserve Fund Grant

3

## Background

- **October 4, 2018** – Council directed project design to better align with Burnside Neighbourhood Plan:
  - Building height lowered from 6 to 5 storeys
  - Total dwellings reduced from 82 to 72
- **June 27, 2019** – Council approved housing agreement, rezoning application, and development permit with variances.



210 Gorge Road East – Update to Victoria Housing Reserve Fund Grant

4



## Reduced Grant Eligibility

Unit Type	Income Type	Original Unit Count	Approved Unit Count	Original VHRF Grant	Revised VHRF Grant Eligibility
Studio (Supportive)	Shelter Rate	32	30	No Grant Requested	N/A
Studio	Low	10	8	\$100,000	\$80,000
Studio	Moderate	20	14	\$200,000	\$140,000
One Bedroom	Moderate	10	10	\$100,000	\$100,000
Two Bedroom	Moderate	10	10	\$200,000	\$200,000
<b>Total</b>		<b>82</b>	<b>72</b>	<b>\$600,000</b>	<b>\$520,000</b>

- 10 studio units eliminated including eight units previously funded at \$10,000 per unit.



210 Gorge Road East – Update to Victoria Housing Reserve Fund Grant

5

## Financial Impacts to Project

- Design changes and reduction in dwelling units have resulted in:
  - Reduced operating revenue
  - Additional consultant and application fees
  - One-year construction delay and increased construction costs
  - \$80,000 shortfall to the project capital budget
- Applicant has requested retention of \$600,000 grant.
- Reduced grant of \$520,000 is consistent with the VHRF guidelines.



210 Gorge Road East – Update to Victoria Housing Reserve Fund Grant

6

## Recommendation

- That Council revise the Victoria Housing Reserve Fund grant to the Victoria Cool Aid Society for the Cedar Grove project from \$600,000 to \$520,000.
- All other terms and conditions of the grant approval continue to apply in accordance with the August 9, 2018 approval.







## Committee of the Whole Report

### For the Meeting of October 8, 2020

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**To:** Committee of the Whole **Date:** September 22, 2020

**From:** Karen Hoesel, Director, Sustainable Planning and Community Development

**Subject:** Official Community Plan Annual Review 2019

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### RECOMMENDATION

That Council:

1. Receive the Official Community Plan Annual Review 2019 (Attachment 1) for information and direct staff to communicate the findings and highlights to the public.
2. Direct staff to prepare amendments to the *Official Community Plan, 2012* as part of the adaptive management framework to address the following:
  - a. Alignment with the *Victoria Climate Leadership Plan, 2018*
  - b. Alignment with *Go Victoria – Our Mobility Future, 2019*
  - c. Alignment with the *Transgender, Non-Binary and Two Spirit + Inclusion Plan, 2019*
  - d. Alignment with the *Accessibility Framework, 2020*
  - e. Amendments to support the *Inclusionary Housing and Community Amenity Policy, 2019* regarding Council's motion of June 27, 2019 to consider densities and building heights above OCP maximums for affordable housing and community amenity contributions
  - f. Amendments to help achieve *Victoria Housing Strategy* objectives and COVID-19 recovery, including the priority action to advance and support the rapid supply of affordable and supportive housing with government partners and non-profit housing providers
  - g. Amendments to Section 6: Land Management and Development to fix inconsistent language and improve policy interpretation
  - h. Amendments to Appendix A: Development Permit Areas to add the *Guidelines for: Multi-Unit Residential, Commercial and Industrial* to: DPA 4: Hillside Town Centre; DPA 5: Stadacona Village, Jubilee Village (excepting Jubilee Hospital), James Bay Village; DPA 6A: Oak Bay Avenue Village; DPA 7A: Hillside Corridor, Oak Bay Avenue Corridor, Fort Street Corridor (north of Oak Bay Avenue), Shelbourne Avenue Corridor; and DPA 7B(HC): Fort Street Corridor.
3. Consider consultation under Section 475(2)(b) of the *Local Government Act* and direct that no referrals of the Official Community Plan Amendment Bylaw are necessary to the Capital Regional District Board, Island Health, Songhees Nation, Esquimalt Nation, provincial or federal governments, Township of Esquimalt, District of Saanich and the District of Oak Bay.

4. Consider consultation under Sections 475(1) and 475(2) of the *Local Government Act* and direct consultation on the proposed *Official Community Plan* amendments in accordance with the consultation plan in Attachment 2.

## EXECUTIVE SUMMARY

The purpose of this report is to present the results of the Official Community Plan Annual Review (Annual Review) for 2019. This is the eighth annual snapshot of progress towards achieving the *Official Community Plan* (OCP). It presents 17 indicators related to the OCP and reports key findings from the 2019 calendar year.

Overall, the indicators for the 2019 calendar year show that targets are mostly being met or exceeded, with several indicators experiencing changes worth noting. These include:

- 519 net new housing units were created in 2019
- of the 600 gross new units created in Victoria in 2019, 41.5% were identified as rental units, 53.6% as strata ownership, and 4.9% as fee simple ownership
- areas around Large Urban Villages and Town Centres saw a lesser proportion of the city's residential development in 2019 than envisioned in the OCP, at 13% (the 2012-2019 cumulative total is 21%, continuing to trail the target of 40% by 2041)
- the city's share of the region's new housing was somewhat lower in 2019 than in recent years, hitting closer to the targets in the OCP
- in 2019, the city saw 3.3 km of new bicycle infrastructure built, 1.3 km of greenway improvements and 2 km of upgrades or additions to the sidewalk network
- highest number of trees planted since 2012
- decreasing vacancy rates for downtown street front commercial space (3.1%) and downtown office space (4.7%) indicates a high demand and a strong economy for 2019.

The preparation of the Annual Review is guided by the OCP adaptive management approach, which establishes a regular cycle of plan implementation, monitoring and adjustment. The Annual Review is intended to help identify emerging trends, issues and new knowledge that may have an impact on the OCP and over time inform potential changes to the OCP and other plans, policies and practices.

In keeping with this approach, this report also recommends that staff prepare amendments to update the OCP to address alignment with recently-approved city-wide plans, policies and Council direction, including the *Victoria Climate Leadership Plan*; *Go Victoria – Our Mobility Future* including outcomes of network planning and alignment processes related to transit and cycling; *Transgender, Non-Binary and Two-Spirit + Inclusion Action Plan*; *Accessibility Framework* (pending final approval by Council); and achieving inclusionary housing in developments and providing housing security as part of COVID-19 recovery. Staff are also recommending updates to the OCP to address improvements to policy interpretation and existing development permit areas.

## PURPOSE

The purpose of this report is to present the results of the OCP Annual Review for the 2019 calendar year and bring forward recommended OCP amendments as part of adaptive management.

## BACKGROUND

On July 30, 2012, Council adopted the *Official Community Plan* (OCP). One of the distinguishing features of the OCP is its adaptive management approach, which establishes a regular cycle of



plan implementation, monitoring and adjustment that supports the OCP's long-term goals and objectives, and ensures that the OCP responds to emerging issues and opportunities.

The OCP monitoring program includes both annual and five-year reporting. The annual review evaluates the progress towards OCP implementation, goals and objectives, and reports on key annual indicators (OCP Policy 22.9). The Five-Year Monitoring Report was envisioned to feature a comprehensive set of indicators and a more detailed evaluation of the plan progress (OCP Policy 22.11), prepared approximately every five years as resources allow. The first five-year report was completed in connection with the OCP Annual Review 2017 and was received by Council in July 2018.

## **OCP Annual Indicators**

The OCP Annual Review 2019 (Attachment 1) presents the eighth annual snapshot of progress towards achieving the OCP. It monitors annual indicators related to the OCP and, in conjunction with previous annual reviews and the Five-Year Report received in 2018, provides a reference point against which progress can be measured in future years.

The following annual OCP indicators are reported in each Annual Review. The indicators are focused primarily on land management and development and are limited to those where data is available on an annual basis:

1. New housing units
2. Share of new housing units in growth target areas
3. Regional share of new housing units
4. New commercial and industrial space in target areas
5. Improvements to greenways network
6. Improvements to sidewalk network
7. Improvements to cycling network
8. Improvements to underground infrastructure
9. Activities in public spaces
10. New trees on City lands
11. New housing units by tenure
12. New housing units by type
13. Rental housing vacancy rate
14. Emergency shelter use
15. Retail, office, and industrial vacancies
16. Official Community Plan amendments
17. Contributions from development

## **Housing Demand and OCP Capacity**

On September 19, 2019 at last year's OCP Annual Review reporting, Council directed staff to undertake an updated housing demand forecast and OCP capacity assessment in response to the Capital Regional District's updated population projections created by BC Stats in support of the Regional Growth Strategy. Following this direction, the City initiated two complementary projects:

- a report on Housing Trends and Projections in Victoria
- a Residential Capacity Assessment of the *Official Community Plan*.

The first project is focused on estimating the quantity and types of housing that would be required to meet latent demand and the housing needs of our future population.

The second project is focused on estimating the amount of housing development likely to occur based on the land use designations in the *Official Community Plan*, recent development trends, and market conditions. In addition to assessing the "status quo" of land use designations in the OCP, this project is also intended to provide the City with a modelling tool that can be used on an ongoing basis to estimate outcomes associated with alternative land use scenarios that might be considered through local area planning or other planning processes.

Results from both studies are in progress and expected to be complete later this year.

## ISSUES & ANALYSIS

### 1. OCP Annual Indicators

Overall, the indicators for the 2019 calendar year show that targets are mostly being met or exceeded, with several indicators experiencing changes that are worth noting. The following is a high-level summary of several targets. More specific details on each indicator are included in the OCP Annual Review (Attachment 1):

- **519 net new housing units were created in 2019.** While this is a relatively low number compared to the last four years, an increasing proportion of townhouse, triplex, and duplex units as well as secondary and garden suites is observed. In July 2020, Council adopted *Victoria Housing Strategy 2016 – 2025, Phase Two: 2019 – 2022*, which builds on Phase One of the Strategy and the *2019-2022 Strategic Plan*. Phase Two included updated housing targets to align with the City's growth targets and current needs. The targets will be monitored in the Housing Strategy Annual Review (to be presented to Council later in 2020).
- **Of the 600 gross new units created in Victoria in 2019, 41.5% were identified as rental units, 53.6% as strata ownership, and 4.9% as fee simple ownership.** While 2018 saw a record number of units created, including the highest number of both rental and strata units since the 2012 baseline, 2019 saw a more modest number of units created overall.
- **Areas around Large Urban Villages and Town Centres continue to see a lesser proportion of the city's residential development than envisioned in the OCP. Following a 13% growth in 2019, the cumulative total since 2012 now sits at 21%.** The share of new housing built in the Urban Core in 2019 was in alignment with the OCP vision, at 53%, while the remaining 34% of new housing was situated in residential areas. The OCP target is to accommodate approximately 50% of new homes in the Urban Core, 40% in or within walking distance of Town Centres and Large Urban Villages, and 10% in Small Urban Villages and the remainder of residential areas by 2041. Since 2012 there is a consistent trend of the areas around Town Centres and Large Urban Villages not seeing the proportion of growth envisioned. This reaffirms the need for focusing local area planning on villages and associated transportation corridors, which is currently in progress.
- **The city's share of the region's new housing was somewhat lower in 2019 than in recent years, hitting closer to the targets in the OCP.** The OCP target for 2041 is to accommodate approximately 20% of the region's new housing in the city and 10% in the Urban Core. While those targets have been exceeded in recent years, this year Victoria as a whole accommodated 16% of the region's new units and the Urban Core accommodated 9%.



- **In 2019, the city saw 3.3 km of new bicycle infrastructure built, 1.3 km of greenway improvements and 2 km of upgrades or additions to the sidewalk network.** Victoria's new Sustainable Mobility Strategy, *Go Victoria – Our Mobility Future*, was adopted in 2019 and affirms the City's values, policy positions and key initiatives on mobility. As a part of *Go Victoria*, the City has identified the importance of aligning and updating mobility networks, streetscape standards and guidelines to reflect mode share objectives and adjacent land uses.
- **Highest number of trees planted since 2012.** The number of new trees on City land increased for the fifth year in a row, with 516 trees planted and 465 removed resulting in a net of 51 trees added.
- **Decreasing vacancy rates for downtown street front commercial space (3.1%) and downtown office space (4.7%) indicates a high demand and a strong economy.** The vacancy rate for industrial properties continues to decline to 0.4% in 2019, indicating that the City's industrial lands are at capacity. The city-wide retail shopping centre vacancy rate was also lower in 2019 compared to 2018, at 5.9%. It should be noted that due to the effects of COVID-19 on our local economy, retail vacancy rates can be expected to increase significantly before the end of 2020, however, that will be confirmed by 2020 data at next year's reporting.

## 2. Adaptive Management

### a. OCP Alignment with Recently Approved City-Wide Plans and Policies

As directed by the OCP, Council has recently adopted other city-wide plans that contain more detailed objectives, policies and targets on climate action, transportation and housing. As part of adaptive management, staff recommend amendments to the OCP to ensure it is up to date and aligned with these recent plans and policies. These include:

#### i. Victoria Climate Leadership Plan, 2018

In 2018, Council passed the *Victoria Climate Leadership Plan* (CLP), an ambitious strategy to achieve 100% renewable energy and reduce our greenhouse gas emissions by 80% by 2050. These new targets are more aggressive than those originally included in the OCP in 2012 and reflect the latest science from the Intergovernmental Panel on Climate Change and the need to limit global warming to 1.5C. Staff recommend integrating these new CLP targets and accelerated climate action programs and policies as future amendments to integrate into the OCP.

#### ii. Go Victoria – Our Mobility Future, 2019

The City of Victoria's sustainable mobility strategy, *Go Victoria – Our Mobility Future*, was adopted in 2019 and affirms the City's values, policy positions and key initiatives on mobility. Amendments to the OCP are required to reflect updated policies and targets established within *Go Victoria*. Associated maps and guidelines in OCP Section 7 will also need be amended with directions from the strategy and outcomes of network planning and alignment processes, specifically related to transit and cycling.

#### iii. Transgender, Non-Binary and Two-Spirit + Inclusion Action Plan, 2019

The City of Victoria's Transgender, Non-Binary and Two-Spirit + Inclusion Action Plan (TNB2S+) was adopted in 2019. It outlines and prioritizes actions the City will take to enhance TNB2S+ inclusion both internally at the City as a workplace, and externally for the benefit of all TNB2S+

individuals and communities who live, work, play, or visit Victoria. It includes actions the City will take in collaboration with community or other partners, as well as direct actions for the City to implement. A specific action identified in this plan is to review and update the OCP to include language on inclusion and wellbeing for marginalized communities, including TNB2S+ communities.

#### iv. Inclusionary Housing and Community Amenity Policy, 2019

In June 2019, Council adopted an *Inclusionary Housing and Community Amenity Policy*, which sets out the City's expectations for community amenity contributions when multi-unit or mixed-use strata development applications request additional residential density. The policy encourages the supply of new affordable housing, through the creation of inclusionary housing units. Specifically, the policy establishes targets for inclusionary housing units within larger projects and seeks contributions to affordable housing and neighbourhood amenity funds from small and medium-sized projects. The amount and type of amenity contribution for specific development applications are negotiated and may vary from the targets set out in the policy.

Along with this policy, Council also passed a motion to consider densities and building heights above the maximums indicated in OCP policies to help applicants achieve on-site inclusionary housing, as well as other community amenities and City objectives including:

- affordable housing
- energy efficiency above the current BC Energy Step Code
- accessible housing (special needs housing as defined by the *Local Government Act*)
- two and three bedroom units
- daycare facilities
- enhanced green space
- other provisions deemed appropriate by Council.

Council's resolution to consider development applications that exceed the OCP's guidance related to height and density limits requires an OCP amendment to include policy language to this effect. An amendment to the OCP would not change existing zoning regulations, and all development proposals that request additional height and densities beyond those permitted in zoning would still require a rezoning application to be submitted, a public hearing to be held and considered by Council.

#### v. COVID-19 Recovery – Housing Security, 2020

At the Special Council meeting of June 4, 2020, Council directed staff to re-prioritize actions in the Victoria Housing Strategy to improve housing security as part of COVID-19 recovery. One of the actions is to advance and support the rapid supply of affordable and supportive housing with government partners and non-profit housing providers.

To this end, staff are currently considering development process improvements. It is recommended that this include a review of the OCP to determine if policy updates could help facilitate more rapid delivery of affordable and supportive housing when development opportunities come forward.

#### vi. Accessibility Framework, 2020

Council will be considering final approval of the City of Victoria Accessibility Framework in October 2020. This framework will articulate the foundation for integrating accessibility standards, goals, objectives and actions across all City service areas. The Framework applies to the spectrum of



City planning and operations, including capital investments and municipal programs and services for residents and businesses.

In anticipation of final approval in the coming weeks, it is recommended that the OCP also be updated to align with definitions and objectives within focus areas identified in the Accessibility Framework.

#### **b. Improvement of OCP Policy Interpretation**

The OCP is a proactive community planning tool that describes the long-term vision for the city, and guides Council's decisions about planning and land use management. It states broad community objectives on topics within local government jurisdiction and includes policies to achieve the objectives. As it is a city-wide plan, the policies and guidelines are at a broad, high-level, and are not regulatory.

OCP Section 6: Land Management and Development is one of the critical sections for evaluation of land use (rezoning) applications. It contains policies and guidelines for future land use, density, building height and place character.

Recently, the City was legally challenged in the Supreme Court of British Columbia on a rezoning decision in 2019 (*Wells v. Victoria City*) in which the petitioner contended that the zoning amendment bylaw associated with a rezoning application was inconsistent with the OCP. The petitioner based this challenge on their interpretation of the building height policies outlined in Section 6.

The court ruled in the City's favour and reaffirmed that the OCP is intended to be a high-level policy document and should not be interpreted as regulations. However, the emergence of the court challenge demonstrates that there may be some misinterpretation of the language within the OCP and how it is it meant to be applied. In the spirit of transparency and ensuring the OCP can be clearly understood, staff recommend that Section 6 be rewritten to reaffirm its intended purpose as high-level guiding policy, including improvements to language inconsistencies and maps.

#### **c. Update to Development Permit Areas Lacking Contemporary Guidelines**

When the OCP was adopted in 2012, a new city-wide Development Permit Area (DPA 16) was introduced to guide the form and character of new development using new *Guidelines for: Multi-Unit Residential, Commercial and Industrial*. DPA 16 did not apply to some villages and corridors, which were envisioned to have their own area-specific guidelines to be developed during local area planning. In the meantime, these villages and corridors had pre-existing guidelines, which were left in place and were anticipated to be updated during local area planning. While local area planning of villages and corridors is in progress in some parts of the city, other areas are experiencing redevelopment now.

The existing guidelines that apply to these villages and corridors are very limited, leaving the City with insufficient control of form and character, and not providing applicants with enough guidance when formulating their development proposals. Therefore, it is recommended that the following Development Permit Areas be updated to include the *Guidelines for: Multi-Unit Residential, Commercial and Industrial*:

- DPA 4: Town Centres - Hillside Town Centre
- DPA 5: Large Urban Villages - Stadacona Village; Jubilee Village (exempting Jubilee Hospital for which a Master Plan applies); James Bay Village

- DPA 6A: Small Urban Villages - Oak Bay Avenue Village
- DPA 7A: Corridors - Hillside Corridor; Oak Bay Avenue Corridor; Fort Street Corridor; Shelbourne Avenue Corridor
- DPA 7B (HC): Corridors Heritage - Fort Street Corridor

Due to their city-wide nature, the *Guidelines for: Multi-Unit Residential, Commercial and Industrial* are written to apply in a number of circumstances and cover important themes such as relationship of buildings to the street and public realm, transitions to adjacent lower-scale development, character of open spaces, context-sensitive design, and livability. While staff recommend this amendment now, further guidelines that are specific to each of the above villages and corridors to supplement these can be developed through future local area planning if deemed necessary.

#### **d. Consultation on OCP Amendments**

During a process to amend an official community plan, the *Local Government Act* requires the City to provide one or more opportunities for consultation with persons, organizations and authorities it considers will be affected (in addition to the required public hearing). Many of the amendments proposed in this report are to align with Council-approved plans including the *Victoria Climate Leadership Plan*, the *TNB2S+ Plan*, *Go Victoria* and the *Accessibility Framework* which will be considered for imminent approval. Each of these plans included extensive consultation, and the results of those consultations were reported to Council when each plan was brought forward for consideration. Therefore, the consultation proposed to amend the OCP to align with these plans takes this into account.

There are other amendments proposed in this report that are new initiatives that have not yet been subject to consultation. Staff have identified the following persons, organizations and authorities considered to be affected by these proposed OCP amendments, which the City will engage with:

- Community Association Land Use Committees (CALUCs)
- Urban Development Institute (UDI)
- Non-profit housing providers including BC Housing, Capital Region Housing Corporation, Greater Victoria Housing Society, Pacifica Housing Advisory Association, Victoria Cool Aid Society, Our Place Society, Portland Hotel Society, M'akola Housing Society and Development Services, Threshold Housing Society, Gorge View Society, Garth Homer Society, Kiwanis Village Society and Habitat for Humanity
- Property owners within Development Permit Areas 4, 5, 6A, 7A and 7B (HC)

Given the circumstances with COVID-19 and the need to maintain small gatherings and social distancing, staff recommend the following engagement methods and techniques to receive input on this suite of proposed OCP amendments:

- newspaper advertisement and social media to alert the general public to the OCP amendments proposing to align with the Council-approved plans that received previous public consultation, noted in this report
- digital engagement tools including creating a project website through the City's engagement portal that describes the proposed amendments, includes staff contact information and provides opportunities to review OCP and related documents and provide comments
- offering to meet virtually with the above-noted groups and organizations to communicate the desired objectives and receive input to help inform the OCP amendments
- direct mail to property owners within the above-noted Development Permit Areas.

The specific persons, organizations and authorities considered affected by these proposed OCP amendments are listed in Attachment 2. The results of these consultations will be provided to Council through an engagement summary when the proposed OCP amendment bylaws are brought forward and reported to Council for consideration.

## **OPTIONS & IMPACTS**

### *Accessibility Impact Statement*

With respect to the 2019 data provided in the OCP Annual Review, indicator number 6 measures one aspect of accessibility through improvements to the built environment. This is specifically in reference to the City's sidewalk network, both in the form of new sidewalks and upgrades to existing sidewalks (widening or other improvements).

The recommended OCP amendments to align with the forthcoming Accessibility Framework will reaffirm the City's objectives to remove barriers, promote inclusion and support people with disabilities through the three established focus areas.

The City engagement portal complies with accessibility principles and offers alternative tools to facilitate access by persons of differing needs. As much as possible, any virtual meetings will be inclusive and accessible.

### *2019 – 2022 Strategic Plan*

The Annual Review provides an annual snapshot of progress towards achieving the OCP and the data presented can be used to monitor Strategic Plan progress as some of the indicators are also identified as measurable outcomes in the Strategic Plan (in particular, decrease in homelessness, monitoring missing middle housing units and rental vacancy rates).

### *Impacts to Financial Plan*

The OCP Annual Review does not impact the 2020 - 2024 Financial Plan. Undertaking amendments to the OCP will require staff time to prepare and undertake engagement. Staff will aim to absorb this work into existing work programs. At this stage, no resource impacts have been identified.

### *Official Community Plan Consistency Statement*

The Annual Review is consistent with Policy 22.7 of the OCP, which calls for the development of an OCP monitoring and evaluation program that identifies: outcomes and targets, measurable indicators, methods for data collection and analysis, considerations for data interpretation, and methods for reporting and dissemination. The recommendation to prepare amendments to update the *Official Community Plan* is consistent with the broad objectives outlined in OCP Section 22, Adaptive Management.

## **CONCLUSIONS**

The Annual Review presents the eighth annual snapshot of progress towards achieving the OCP. This report presents data from the 2019 calendar year, which can be compared to the findings in previous Annual Reviews since 2012 and the 5-Year Monitoring Report to begin to understand if trends are developing. Many of the OCP indicators do not yet show conclusive trends within this



limited time frame, however some patterns are emerging with regards to population growth and distribution.

Several City-wide policies and plans have also been adopted in recent years, which include new and updated information and directions to help achieve the City's overarching goals. In keeping with the OCP's adaptive management approach, it is recommended that Council direct staff to prepare amendments to update the OCP to align with Council's priorities around climate action and housing affordability, other recently-approved city-wide plans, improve OCP interpretation and existing development permit areas, and that staff undertake consultation on these proposed amendments.

Respectfully submitted,

		
Amanda Blick McStravick Planning Assistant Community Planning Division	Andrea Hudson Assistant Director Community Planning Division	Karen Hoese, Director Sustainable Planning and Community Development Department

Report accepted and recommended by the City Manager:



Date: October 1, 2020

#### List of Attachments

- Attachment 1: Official Community Plan Annual Review 2019
- Attachment 2: Consultation Plan - Proposed OCP Amendments.



# OFFICIAL COMMUNITY PLAN Annual Review 2019

#### Publishing Information

**Title:** City of Victoria Official Community Plan – 2019 Annual Review

**Prepared By:** City of Victoria – Sustainable Planning and Community Development Department  
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# Introduction



The purpose of the Official Community Plan (OCP) Annual Review is to provide an annual snapshot of progress towards achieving the OCP, which Council approved in July 2012. The OCP Annual Review 2019 is the eighth annual review and presents key indicators related to the OCP for the 2019 calendar year. Data collected in future years will allow progress to be measured as the indicators show trends over time.

The preparation of the Annual Review is guided by the OCP, which establishes a regular cycle of plan implementation, monitoring and adjustment as part of an adaptive management approach. More details regarding the OCP monitoring program were outlined in the Annual Review 2012 (previously called OCP Annual Review 2013), approved by Council in December 2013.

The Annual Review will be used to help identify emerging trends and issues that may have an impact on the OCP and to inform potential changes to the OCP and other policies, plans or practices.

The Annual Review indicators are focused primarily on land management and development, and are limited to those where data is available on an annual basis. A more comprehensive monitoring report will be produced approximately every five years, as resources allow, and provide a more complete review of progress towards achieving the OCP. These reports will feature an extensive list of indicators, covering all topics in the OCP.

## KEY MONITORING FINDINGS

Overall, the indicators for the 2019 calendar year show that targets are mostly being met or exceeded, with several indicators experiencing changes that are worth noting. These include:

- › 519 net new housing units were created in 2019. While this is a relatively low number compared to the last four years, an increasing proportion of townhouse, triplex, and duplex units as well as secondary and garden suites is observed.
  - › Of the 600 gross new units created in Victoria in 2019, 41.5% were identified as rental units, 53.6% as strata ownership, and 4.9% as fee simple ownership.
- › Areas around Large Urban Villages and Town Centres saw a lesser proportion of the city's residential development in 2019 than envisioned in the OCP, at 13%. (The 2012-2019 cumulative total is 21%, continuing to trail the target of 40% by 2041).
- › The city's share of the region's new housing was somewhat lower in 2019 than in recent years, hitting closer to the targets in the OCP.
- › In 2019, the city saw 3.3 km of new bicycle infrastructure built, 1.3 km of greenway improvements and 2 km of upgrades or additions to the sidewalk network.
- › Highest number of trees planted since 2012.
- › Decreasing vacancy rates for downtown street front commercial space (3.1%) and downtown office space (4.7%) indicates a high demand and a strong economy for 2019. The vacancy rate for industrial properties continues to decline to 0.4% in 2019, indicating that the City's industrial lands are at capacity.



# Victoria's *Official Community Plan*

## BACKGROUND

An *Official Community Plan* (OCP) is one of the most important guiding bylaws for a community. Victoria's current OCP was adopted by Council in July 2012 after two and a half years of public consultation with more than 6,000 people.

Guided by the *Local Government Act*, an OCP is a set of high-level objectives and policies that guide land use planning; social, economic and environmental policies; and civic infrastructure investments. Victoria's OCP provides direction for growth and change over the next 30 years, guiding Victoria to become a more sustainable community. Victoria's OCP encourages a strong downtown core and a network of vibrant walkable villages and town centres. It also emphasizes sustainable transportation and a greater range of housing options.

## RELATIONSHIP TO THE OCP IMPLEMENTATION STRATEGY

The *OCP Implementation Strategy*, approved by City Council in September 2013, identifies 174 different actions to achieve the OCP. For each action, the *OCP Implementation Strategy* lists the responsibility, funding status, time frame and how it supports other priorities of the organization. At the time the OCP Implementation Strategy was created, it was intended that the status of implementation actions be reported as part of future OCP Annual Reviews. In future OCP Annual Reviews, particularly at milestone years (i.e. approximately every five years as resources allow), staff can highlight outstanding or upcoming OCP implementation items to inform priority setting by Council in following years.



# Targets

The following list presents those targets identified in the OCP, along with the frequency with which their progress can be measured:

## LAND MANAGEMENT AND DEVELOPMENT

› Victoria accommodates a minimum of 20,000 additional residents from 2011 to 2041	Measured every 5 years
› The Urban Core accommodates a minimum of 10,000 additional residents from 2011 to 2041	Measured every 5 years
› Victoria accommodates a minimum of 20% of the region's cumulative new housing units to 2041	Measured annually
› The Urban Core accommodates a minimum of 10% of the region's cumulative new housing units to 2041	Measured annually
› A minimum 90% of all housing units are within 400 metres of either the Urban Core, a Town Centre or an Urban Village by 2041	Measured every 5 years

## TRANSPORTATION

› At least 70% of journey to work trips by Victoria residents take place by walking, cycling and public transit by 2041	Measured every 5 years
› A minimum of 60% of all trips by Victoria residents take place by walking, cycling and public transit by 2041	Measured every 5 years
› A minimum of 99% of Victoria residents live within 400 metres of a transit stop by 2041	Measured every 5 years

## CLIMATE CHANGE AND ENERGY

› Victoria's greenhouse gas emissions are reduced by a minimum of 33% below the 2007 levels by 2020	Measured every 5 years
---	------------------------

## ECONOMY

› Victoria accommodates a minimum of 20% of the region's new employment by 2041	Measured every 5 years
› Victoria's employment has increased by a minimum of 10,000 jobs by 2041	Measured every 5 years

## FOOD SYSTEMS

› A minimum of 90% of residents are within 400 metres of a full service grocery store by 2041	Measured every 5 years
› All organic food waste generated within Victoria is diverted from the regional landfill by 2041	Measured every 5 years

# Monitoring the *Official Community Plan*

## OVERVIEW

A community's ability to prepare and respond to change is an indication of its resiliency and sustainability. The OCP is based on an adaptive management approach, where an institution learns from implementation successes and failures in order to improve subsequent policies and actions over time. A regular system of review, monitoring and adjustment will measure progress towards achieving the OCP's long-term goals and objectives and ensure that the OCP responds to emerging trends, issues, and opportunities.

## OCP ADAPTIVE MANAGEMENT FRAMEWORK



Source: Policy 22.1, City of Victoria *Official Community Plan*, 2012

## MONITORING REPORTS

The OCP Monitoring Program will produce two different reports\*:

1. An Annual Review, presenting a snapshot of implementation progress and reporting on key annual indicators
2. A Five-Year Monitoring Report containing a comprehensive set of indicators and evaluation of implementation progress

## INDICATOR CRITERIA

The OCP monitoring program collects data for nearly 100 indicators. Seventeen of these indicators are measured on an annual basis with the remaining indicators measured approximately every five years. The list of indicators will be reviewed regularly. New indicators may be added and others may be adjusted or removed.

The indicators were selected with close attention to existing City monitoring initiatives. The final indicators were chosen based on the following criteria:

Criteria	Description
Meaningful	Does the indicator provide useful and relevant information about reaching OCP goals and objectives?
Readily available	Is the data needed to measure the indicator readily available? If not, can a new system to measure the indicator be easily set up? Is the indicator reported on a regular basis?
Outcome-oriented	Does the indicator measure results and not just the resources invested?
Reliable	Are the methods used to measure the indicator standardized and reliable? Is the data of a good quality?
Accepted	Is the indicator seen by other municipalities as a valid, reliable and verifiable measure?
Spatial	If possible, is the indicator spatially-oriented and able to be mapped?

\*OCP policies 22.3, 22.7, 22.9, 23.1 – 23.8 provide more detailed guidance for the OCP Monitoring Program and reporting.



## ANNUAL INDICATORS

The following indicators are measured on an annual basis and reported in the OCP Annual Review:

OCP Section	Annual OCP Indicators
Land Management and Development	1. New housing units 2. Share of new housing units in growth target areas 3. Regional share of new housing units 4. New commercial and industrial space in target areas
Transportation and Mobility	5. Improvements to greenways network 6. Improvements to sidewalk network 7. Improvements to cycling network
Infrastructure	8. Improvements to underground infrastructure
Placemaking	9. Activities in public spaces
Parks and Recreation	10. New trees on City lands
Housing and Homelessness	11. New housing units by tenure 12. New housing units by type 13. Rental housing vacancy rate 14. Emergency shelter use
Economy	15. Retail, office and industrial vacancies
Plan Administration	16. <i>Official Community Plan</i> amendments 17. Contributions from development

## FIVE-YEAR INDICATORS

The OCP monitoring program includes both annual and five-year reporting. The Five-Year Monitoring Report was envisioned to feature a comprehensive set of indicators and a more detailed evaluation of the plan progress (OCP Policy 22.11), prepared approximately every five years as resources allow.

The first five-year report was completed in connection with the OCP Annual Review 2017, and focused on growth and change in Victoria's population, housing and employment since the OCP was adopted. A key component in preparing the next five-year report (2022) will be the Development Outcomes Monitoring and Evaluation (DOME) project, which is currently in progress.

The DOME project will explore the feasibility of capturing new data streams or improved data quality about new development, in order to identify development trends, support research, planning and policy initiatives across city departments and more accurately measure progress towards the objectives in the Official Community Plan. The proposed five-year indicators listed in Appendix A serve as a key input to the DOME project, identifying where there are current data deficiencies to be addressed.

## Trends and Issues

One of the objectives of the Annual Review is to identify observable trends from the findings of the monitoring program. The Annual Review also aims to recognize other emerging issues, new knowledge and information that may be relevant to the implementation of the OCP. This information will be used to review and update relevant policies and practices in a coordinated and timely manner.

### KEY MONITORING FINDINGS

This report presents data from the 2019 calendar year, which can be compared to the data from 2012 to 2018 to begin to understand if trends are developing. However, many of the OCP indicators do not yet show conclusive trends within this limited time frame. Additional data added in future years will allow more thorough analysis of trends as they develop.

Several indicators have experienced changes worth noting in the 2019 calendar year. The following is a high level summary of several targets:

- **519 net new housing units were created in 2019.** While this is a relatively low number compared to the last four years, an increasing proportion of townhouse, triplex, and duplex units as well as secondary and garden suites is observed. In July 2020, Council adopted *Phase Two: Victoria Housing Strategy 2019 – 2022*, which builds on Phase One of the Strategy and the *2019-2022 Strategic Plan*. Phase Two included updated housing targets to align with the City's growth targets and current needs. The targets will be monitored in the Housing Strategy Annual Review (to be presented to Council later in 2020).
- **Of the 600 gross new units created in Victoria in 2019, 41.5% were identified as rental units, 53.6% as strata ownership, and 4.9% as fee simple ownership.** While 2018 saw a record number of units created, including the highest number of both rental and strata units since the 2012 baseline, 2019 saw a more modest number of units created overall.
- **Areas around Large Urban Villages and Town Centres continue to see a lesser proportion of the city's residential development than envisioned in the OCP.** Following a 13% growth in 2019, the cumulative total since 2012 now sits at 21%. The share of new housing built in the Urban Core in 2019 was in alignment with the OCP vision, at 53%, while the remaining 34% of new housing was situated in residential areas. The OCP target is to accommodate approximately 50% of new homes in the Urban Core, 40% in or within walking distance of Town Centres and Large Urban Villages, and

10% in Small Urban Villages and the remainder of residential areas by 2041. Since 2012 there is a consistent trend of the areas around Town Centres and Large Urban Villages not seeing the proportion of growth envisioned. This reaffirms the need for focusing local area planning on villages and associated transportation corridors which is currently in progress.

- **The city's share of the region's new housing was somewhat lower in 2019 than in recent years, hitting closer to the targets in the OCP.** The OCP target for 2041 is to accommodate approximately 20% of the region's new housing in the city and 10% in the Urban Core. While those targets have been exceeded in recent years, this year Victoria as a whole accommodated 16% of the region's new units and the Urban Core accommodated 9%.
- **In 2019, the city saw 3.3 km of new bicycle infrastructure built, 1.3 km of greenway improvements and 2 km of upgrades or additions to the sidewalk network.** Victoria's new Sustainable Mobility Strategy, *Go Victoria – Our Mobility Future*, was adopted in 2019 and affirms the City's values, policy positions and key initiatives on mobility. As a part of Go Victoria, the City has identified the importance of aligning and updating mobility networks, streetscape standards and guidelines to reflect mode share objectives and adjacent land uses.
- **Highest number of trees planted since 2012.** The number of new trees on City land increased for the fifth year in a row, with 516 trees planted and 465 removed resulting in a net of 51 trees added.
- **Decreasing vacancy rates for downtown street front commercial space (3.1%) and downtown office space (4.7%) indicates a high demand and a strong economy.** The vacancy rate for industrial properties continues to decline to 0.4% in 2019, indicating that the City's industrial lands are at capacity. The city-wide retail shopping centre vacancy rate was also lower in 2019 compared to 2018, at 5.9%. It should be noted that due to the effects of COVID-19 on our local economy, retail vacancy rates can be expected to increase significantly before the end of 2020, however, that will be confirmed by 2020 data at next year's reporting.

### EMERGING TRENDS AND ISSUES

As more data is collected over the next few years, this section will provide a summary of any emerging trends, issues or new information that may have an impact on the implementation and success of the OCP.



# OCP Indicators

The indicators presented in this report are based on data for the 2019 calendar year, except where noted. Results from earlier years were included for some indicators where the data was available. In many cases, this data was not available and it will be several years before conclusive trends can be determined.

Many of the OCP indicators in this report were first measured for the 2012 baseline year. This has meant finding reliable data sources and developing standard methods to collect and analyze the data. The monitoring methods for some indicators are still under development and these results will be reported in future OCP Annual Reviews. Those annual indicators are shown in the table at right.

**Note:** Unless otherwise noted, all data is provided by the City of Victoria.

Annual Indicators Under Development	
Indicator	Details
1. New housing units	Will be expanded to include new housing units completed, through Development Outcomes Monitoring and Evaluation project (in progress).
2. Share new housing units located within target areas	Will be expanded to include new housing units completed, through Development Outcomes Monitoring and Evaluation project (in progress).
3. Regional share of new housing units	Will be expanded to include new housing units completed, through Development Outcomes Monitoring and Evaluation project (in progress).
4. New commercial and industrial space in target areas	Under development, as part of Development Outcomes Monitoring and Evaluation project (in progress).
5. Greenways network	Will be expanded in the future to measure the percentage of the Greenways network that is complete
11. New housing units by tenure	Will be expanded to include new housing units completed, through Development Outcomes Monitoring and Evaluation project (in progress).
12. New housing units by structure type	Will be expanded to include new housing units completed, through Development Outcomes Monitoring and Evaluation project (in progress).
17. Contributions from development	Some data is currently reported, but this indicator is under development, as part of Development Outcomes Monitoring and Evaluation project (in progress).



# 1 New Housing Units

## WHAT IS BEING MEASURED?

This indicator measures the number and geographic distribution of net new housing units in the City of Victoria. Net new housing units are calculated from building permits issued in the calendar year. The number of housing units that will be lost (through demolition) are subtracted from the number of housing units that will be gained.

## WHY IS THIS INDICATOR IMPORTANT?

Victoria is anticipated to grow by a minimum of 20,000 people over the next 30 years. This indicator measures how well the new housing supply is meeting the projected demand.

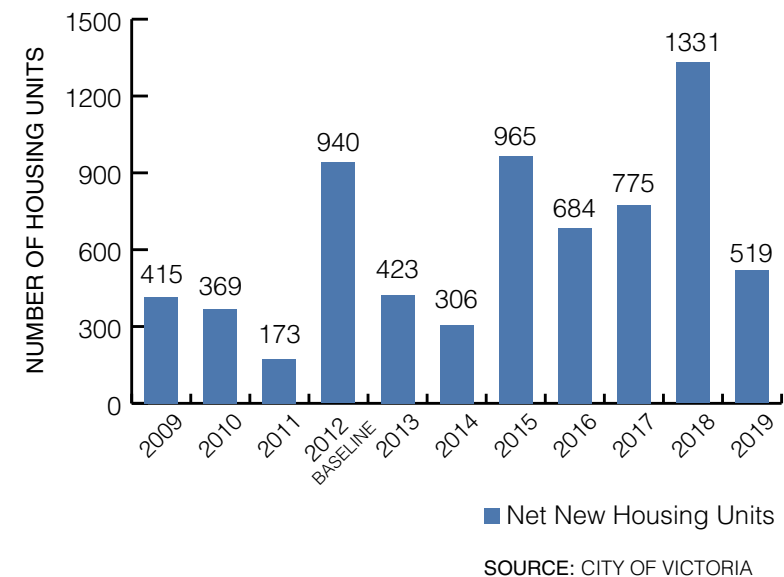
**TARGET/DESIRED TREND:**  increase sought

## HOW ARE WE DOING?

A net total of 519 new housing units were created in 2019, based on building permits issued. This is a lower number than seen in the last four years, directly following a significant peak in 2018. In addition to fewer gross new units in 2019 (600) compared to the year before, there were also more permits issued for demolitions or conversions resulting in 81 units lost (to be compared with 50 in 2018).

The highest number of net new units created in 2019 were in the James Bay neighbourhood (121), followed by Harris Green (113). Fairfield, Burnside and Victoria West neighbourhoods all saw a negative net total, with the most units lost due to demolitions or conversions seen in Fairfield (42 units lost and 22 created).

Net New Housing Units in the City of Victoria



**Note:** New housing units are based on building permits issued.



MAP 1:

## Net New Housing Units by Neighbourhood

2019 Total Net New Housing Units

in Victoria = 519

**Note:** Net new housing units are calculated from building permits issued. The number of housing units that will be lost (through demolition or conversion) are subtracted from the number of housing units that will be gained.

SOURCE: CITY OF VICTORIA



# Share of New Housing Units in Growth Target Areas

## WHAT IS BEING MEASURED?

This indicator measures the annual share of new housing units located in the OCP's growth target areas. Housing growth is measured in three different target areas:

- 1) the Urban Core
- 2) located in or within walking distance (400m) of a Town Centre or Large Urban Village
- 3) Small Urban Villages and the remainder of residential areas

Housing units are calculated from building permits issued, and categorized by OCP target growth areas.

## WHY IS THIS INDICATOR IMPORTANT?

The OCP designates certain areas of the city for accommodating new population and associated housing growth. The Urban Core should accommodate 50% of the population growth, and areas in and near Town Centres and Large Urban Villages should accommodate 40% of the growth. Remaining growth is targeted for Small Urban Villages and other residential areas (10%). Concentrating housing and population growth in certain areas can provide the critical population mass to support better transit, local businesses, more efficient use of infrastructure, and better use of cycling and pedestrian facilities. It also reduces pressure on other residential parts of Victoria, where change is less desirable. A large share of Victoria's housing growth will be concentrated downtown to support the development of a strong urban core that retains its predominant role in the regional economy.

## TARGET/DESIRED TREND:

- To accommodate at least 20,000 new residents and associated housing growth over the next 30 years in the following approximate proportions: 50% in the Urban Core; 40% in or within close walking distance of Town Centres and Large Urban Villages; and 10% in Small Urban Villages and the remainder of residential areas

## HOW ARE WE DOING?

In 2019, 53% of residential development occurred in the Urban Core, with 13% of development within walking distance of Town Centres and Large Urban Villages and 34% in Small Urban Villages or the remainder of residential areas (MAP 2).

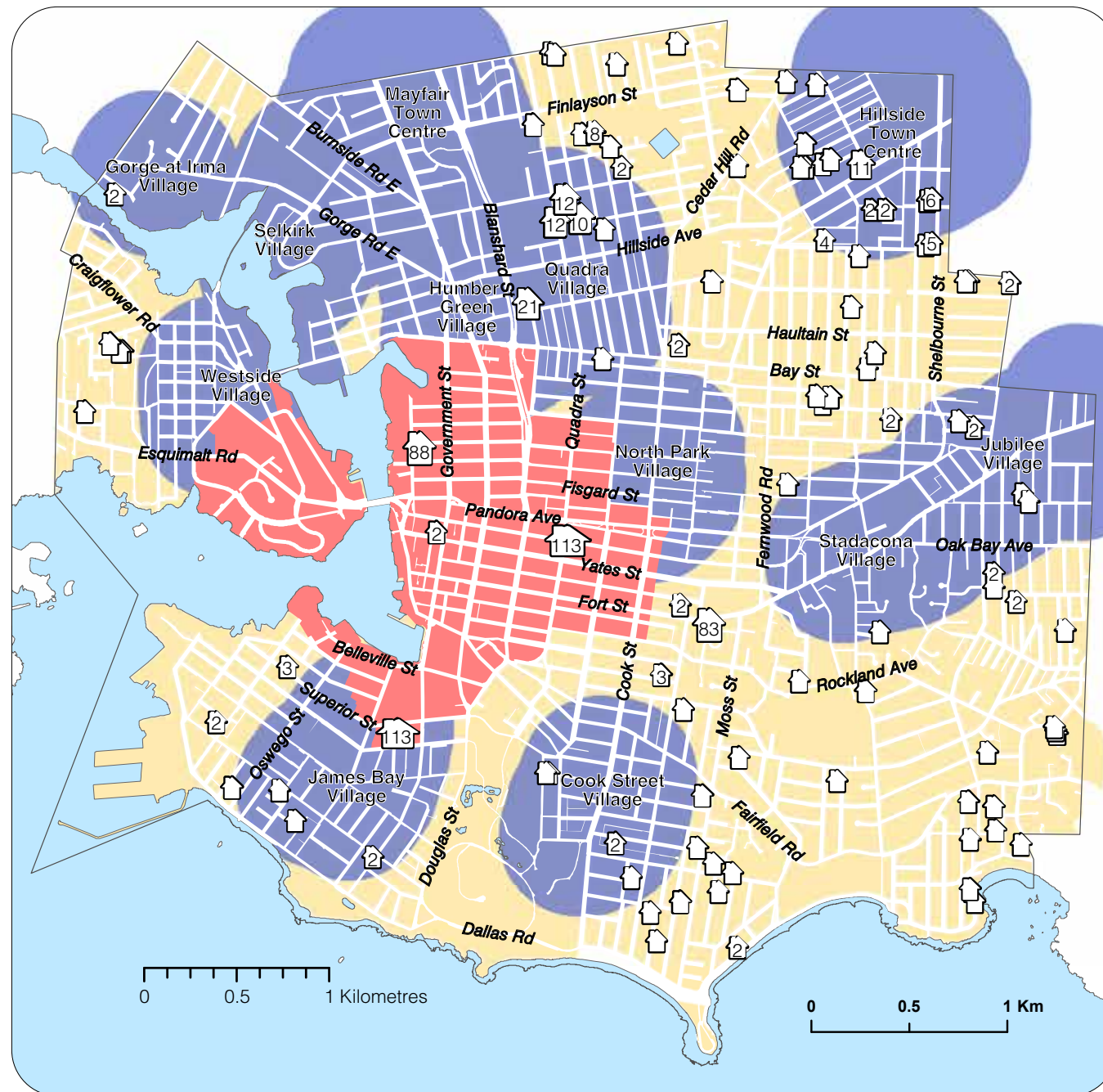
As seen in the table below, the distribution has varied from year to year, and looking at the cumulative numbers since 2012 gives the best idea of how we are doing so far. Of the new units between 2012-2019, 60% were in the Urban Core; 21% were in or within walking distance of a Town Centre or Large Urban Village; and 19% were located in a Small Urban Village or the remainder of the residential areas.

Although development in the Urban Core represented a slightly smaller share of all residential development in 2019 than in 2018, the trend over time continues to show a higher proportion in the Urban Core and in Small Urban Villages and remainder of residential areas than the targets stated in the OCP. Areas in and around Town Centres and Urban Villages are so far seeing a smaller part of all residential development than desired.

Growth Area	2012	2013	2014	2015	2016	2017	2018	2019	2012-2019 Cumulative	Target for 2041
Urban Core	73%	33%	33%	81%	67%	78%	62%	53%	60%	50%
In or within walking distance of a Town Centre or Large Urban Village	17%	28%	48%	12%	22%	14%	15%	13%	21%	40%
Small Urban Village or the remainder of the residential areas	10%	39%	19%	7%	11%	8%	23%	34%	19%	10%

SOURCE: CITY OF VICTORIA





MAP 2:

## New Housing Units in Growth Target Areas

- New Housing Unit (single unit)
- New Housing Unit (# of units)
- Urban Core - 316 units (53%)
- 400 m walking distance from Town Centres/Large Urban Villages - 76 units (13%)
- Small Urban Villages and remainder of residential areas - 201 units (35%)

**Note:** New housing units are calculated based on building permits issued.

SOURCE: CITY OF VICTORIA

## 3 Regional Share of New Housing Units

### WHAT IS BEING MEASURED?

This indicator measures the annual share of new housing units throughout the Capital Regional District that are located in the City of Victoria. It shows the share of the regional total that was in: 1) the City of Victoria as a whole, and 2) Victoria's Urban Core. New units are calculated from building permits issued in the calendar year.

### WHY IS THIS INDICATOR IMPORTANT?

An increased share of new housing units within Victoria's Urban Core has potential impacts for the whole region: more efficient use of infrastructure and facilities, better access to transit services, decreased air pollution, less reliance on car travel, and less development pressure on agricultural and other rural lands. Within Victoria, encouraging new housing growth within the Urban Core will support the economic vibrancy of downtown and ensure that it retains its predominant role in the regional economy.

### TARGET/DESIRED TREND:

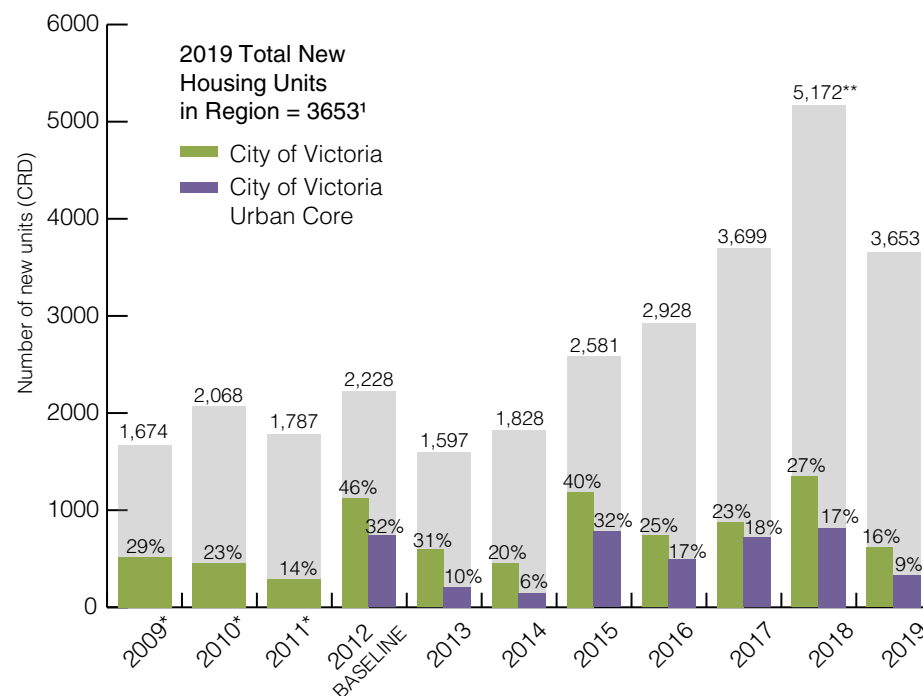
- Victoria accommodates a minimum of 20% of the region's cumulative new housing units to 2041
- The Urban Core accommodates a minimum of 10% of the region's cumulative new housing units to 2041

### HOW ARE WE DOING?

In 2019, Victoria accommodated 16% of the region's new housing units, while the Urban Core accommodated 9%. These are lower rates than seen in the last few years, and slightly lower than the target of accommodating 20% of the region's new housing in the City and 10% in the Urban Core.

Previously, since the 2012 baseline, this target has been exceeded almost every year. For the whole period of 2012-2019, 28.5% of new units in the region have been located within the City of Victoria and 17.6% of new units within Victoria's Urban Core. If this trend continues, the 2041 target will be met or exceeded.

City of Victoria's Regional Share of New Housing Units



\* % new units in Urban Core was not measured prior to 2012

\*\* Please note that 2018 Total New Housing Units in Region has been corrected

<sup>1</sup> SOURCE: CRD MONTHLY PERMIT REPORTING TOOL, 2009-2019

## 4 New Commercial and Industrial Space

### WHAT IS BEING MEASURED?

This indicator will measure the amount of new commercial and industrial floor area that is approved on an annual basis.

### WHY IS THIS INDICATOR IMPORTANT?

A strong economic base is an essential component of a complete community. A diverse economy, including industrial, commercial and office sectors, not only provides increased stability, but also offers citizens the opportunity to access goods and services locally. The OCP focuses new employment growth in the Urban Core, Town Centres, in employment districts and along corridors served by frequent and rapid transit. New office development will be concentrated downtown to support the development of a strong downtown core that retains its predominant role in the regional economy. Outside of downtown, the concentration of employment growth in certain areas will maximize the use of municipal infrastructure, develop densities that allow for district energy, reduce commercial traffic, as well as increase the use of public transit by employees. Concentrating new employment growth in certain areas will also preserve the traditional residential character of other parts of the city.

**TARGET/DESIRED TREND:**  increase sought

### HOW ARE WE DOING?

Data collection methods for this indicator are under development.



## 5 Greenways Network

### WHAT IS BEING MEASURED?

This indicator measures the length of the Greenways network that has received major upgrades on an annual basis. It also measures the total length of Greenways that have been added or upgraded since the inception of the *Greenways Plan* in 2004. The Greenways network consists of routes on streets, lanes, pathways and trails and with varying levels of service for different road users.

### WHY IS THIS INDICATOR IMPORTANT?

Victoria's Greenways network encourages active transportation, recreation, and the restoration of native and aquatic habitat and places of cultural importance. The OCP and *Go Victoria*, the City's Sustainable Mobility Strategy, encourage investments such as street trees, wayfinding and placemaking on these routes and investments to support barrier removal for people with disabilities. The OCP also supports using the Greenways network, in addition to the city's bicycle and sidewalk network, to link the Urban Core, Town Centres and Urban Villages with common destinations such as major parks, places of employment, schools, and recreational and cultural attractions.

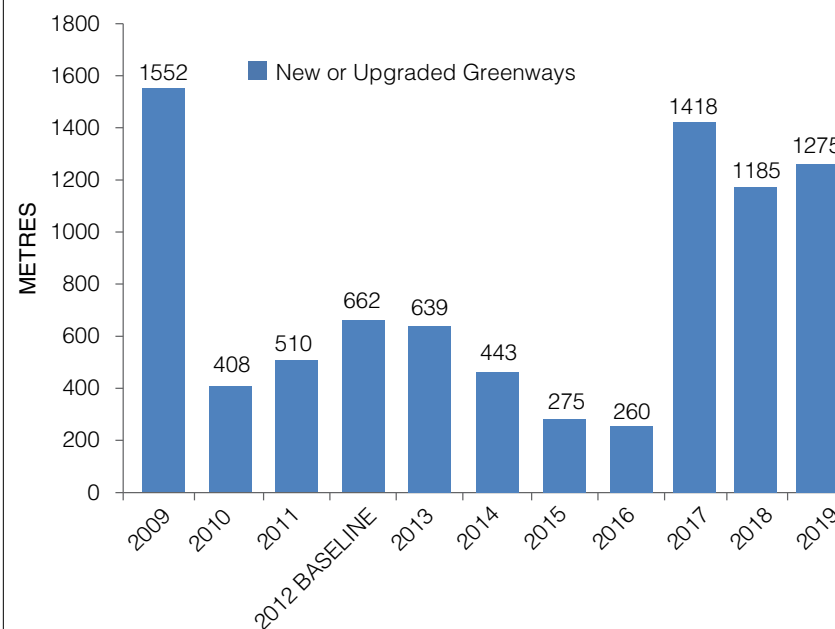
**TARGET/DESIRED TREND:**  increase sought

### HOW ARE WE DOING?

The total length of the identified Greenways network measures 99.6 kilometres (MAP 3). A total of 1,275 metres along the network was implemented or upgraded in 2019. This included new sidewalks on Brighton Ave and Higgins St, accessibility improvements on Graham St, and a new pedestrian connection under the Johnson Street Bridge. Cycling improvements along Government St, Belleville St and Superior St are also counted to the 2019 greenway improvements (also accounted for in Section 7). Additionally, three intersections along the Greenways network saw pedestrian crosswalk enhancements in 2019: Fort St at Fern St, Richmond Ave at Brighton Ave, and Dallas Rd at Erie St.

Since 2004, a total of 13.8 kilometres along the Greenways network have been implemented, or seen upgrades.

Annual Greenways Network Improvements



SOURCE: CITY OF VICTORIA



MAP 3:

### Improvements to Greenways Network (2004–2019)

- Greenway Improvements (2019)
- Greenway Improvements (2004 - 2018)
- Designated Greenway

Length of new or major upgrades to  
Greenways network (since 2004) – 13.8km

Total length of designated Greenways  
network (2019) – 99.6km

SOURCE: CITY OF VICTORIA

## 6 Sidewalk Network

### WHAT IS BEING MEASURED?

This indicator measures the length of the sidewalk network that is added or receives major upgrades on an annual basis. It also measures the total length of sidewalks that have been added or upgraded since the inception of the *Pedestrian Master Plan* in 2009. New sidewalks are added where no sidewalk existed previously; a major upgrade includes work such as widening the sidewalk or making other improvements for pedestrians.

### WHY IS THIS INDICATOR IMPORTANT?

Creating walkable, pedestrian-friendly neighbourhoods is a central focus of Victoria's OCP. Walkability has many benefits for air quality, the reduction of greenhouse gases, public health and the life and vitality of neighbourhoods. Accelerating active and accessible transportation is also a key initiative identified in *Go Victoria*, the City's Sustainable Mobility Strategy. A continuous, high quality sidewalk network is important in making a street comfortable, safe and inviting for pedestrians and people with disabilities.

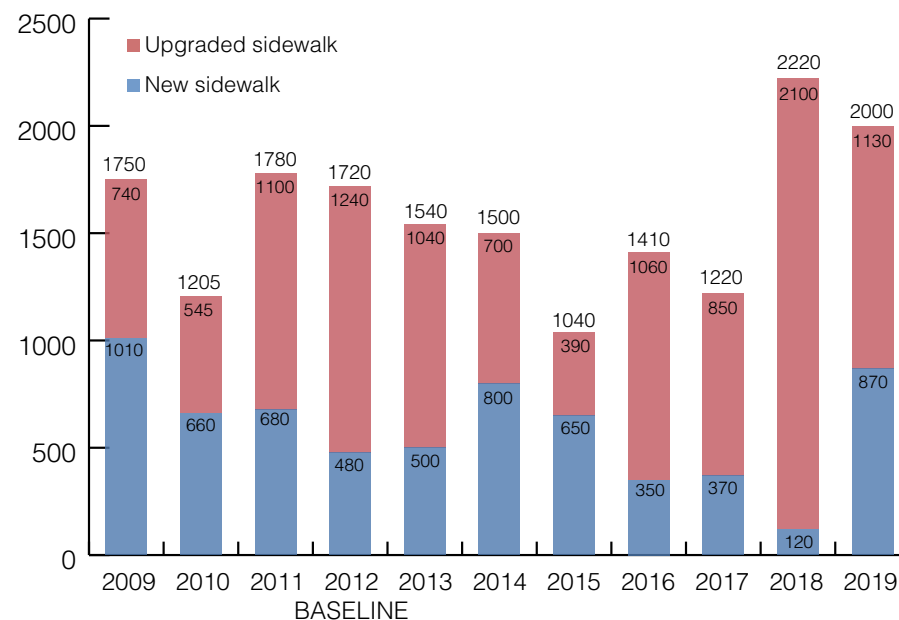
**TARGET/DESIRED TREND:**  increase sought

### HOW ARE WE DOING?

The total length of the designated sidewalk network is approximately 525 linear kilometres. In 2019, 0.87 kilometres of new sidewalk was added and 1.13 kilometres were upgraded along the sidewalk network, for a total of 2.0 linear kilometres.

The percentage of City blocks that have a sidewalk was 88.9% at 2019 year end.

### Annual Sidewalk Network Improvements



SOURCE: CITY OF VICTORIA

Total length of designated sidewalk network (2019): approx. 525km

Total length of completed sidewalk network (201): 466.7km

Length of new or major upgrades to sidewalk network (2009–2019): 17.4km

Percentage of City blocks with a sidewalk: 88.9%



## 7 Cycling Network

### WHAT IS BEING MEASURED?

This indicator measures the length of the cycling infrastructure that is added or receives major upgrades on an annual basis. It also measures the total length of cycling infrastructure that has been added or upgraded since 1995. Cycling investments includes various types of infrastructure including off-street multi-user trails, on-street painted cycling lanes, on-street separated cycling lanes, on-street signed cycling routes and combined bus/bike lanes.

### WHY IS THIS INDICATOR IMPORTANT?

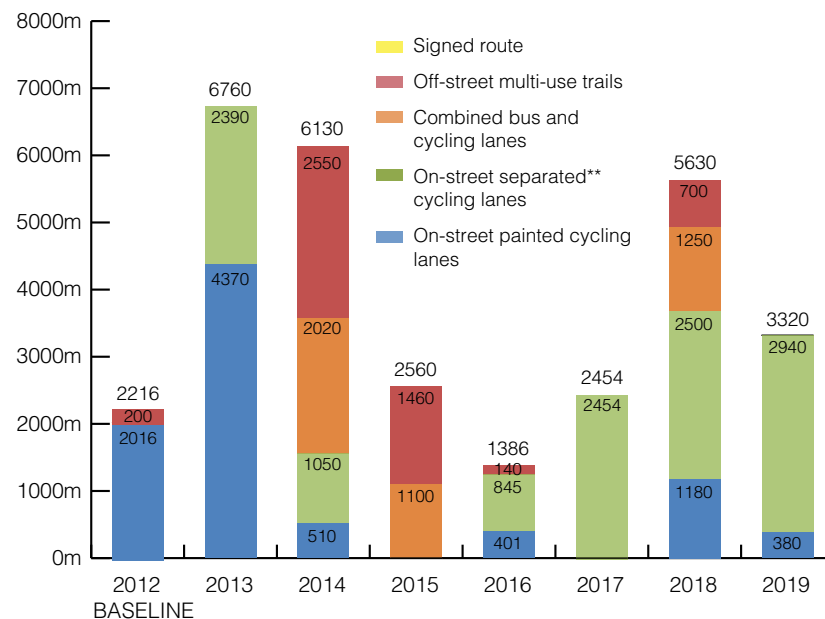
Victoria's compact size and mild climate make it well-suited for cycling, a cost efficient, low-carbon mode of transportation. The OCP encourages the expansion of cycling infrastructure in order to manage population growth and limited roadway capacity, reduce parking demand, and provide affordable, safe and convenient ways to travel. Accelerating active and accessible transportation is also a key initiative identified in *Go Victoria*, the City's Sustainable Mobility Strategy. Cycling routes that connect to shops, services, schools and workplaces is an important way to support multi modal transportation options for residents and businesses.

**TARGET/DESIRED TREND:**  increase sought

### HOW ARE WE DOING?

In 2019, the City added or improved a total of 3.32 km of the Cycling Network. The majority of the improvements consisted of new separated cycling lanes on streets, including protected lanes on Wharf St, Humboldt St and Superior St as well as buffered lanes on Fort St, Government St and Superior St. 380 m of unprotected, painted bike lanes were also added on Belleville St.

Upgrades and Additions to Cycling Network\*



\*For bi-directional routes, the distance for both directions are added to make up the total length of improvements.

\*\*On-street separated cycling lanes are separated from roads and sidewalks by parked cars, bollards, physical barriers, or painted buffer areas. This category includes on-street separated All Ages and Abilities bike lanes which are often also referred to as "protected bike lanes".



SOURCE: CITY OF VICTORIA

MAP 4:  
City of Victoria's Cycling  
Network, 2019

- AAA off street pathway
- AAA protected bike lane (on-street)
- Buffered bike lane (on-street)
- Conventional bike lane (on-street)
- Bus and bike lane combined
- Signed bike route

Improvements completed in 2019

Type of facility	All Ages and Abilities?	Total at 2019 year end
Off-street multi-use trail	Yes	13.8km*
On-street protected lanes	Yes	6.8km
On-street painted lanes (conventional and buffered)	No	49.5km
Combined bus and bike lanes	No	4.1km
Signed cycling route	No	20.3km
Total cycling infrastructure		91km

\*Starting in 2018, off-street multi-use trails are counted as bi-directional trails where applicable resulting in a significantly higher number than in previous Annual Reviews.

# 8 Underground Infrastructure

## WHAT IS BEING MEASURED?

This indicator measures the length of water, stormwater and sanitary sewer mains that are replaced or rehabilitated on an annual basis. It also measures the total length of each network. Rehabilitation includes physical improvements such as the relining of pipes in order to extend the life of the infrastructure.

## WHY IS THIS INDICATOR IMPORTANT?

Underground infrastructure for drinking water, stormwater and sanitary sewers are vital to the economic, environmental and public health of a community. The location, condition and capacity used in these systems can influence development patterns. Like many municipalities across the country, Victoria is challenged with repairing and replacing aging infrastructure, while meeting new population and employment growth over the next 30 years. The OCP encourages improvements to water, stormwater and sanitary sewer systems and services to meet current and future demand. At the same time, it identifies the need to continue to make physical improvements to existing infrastructure. The OCP focuses population and employment growth in the Urban Core, Town Centres and Urban Villages in order to make use of existing infrastructure, and minimize the need for new infrastructure.

**TARGET/DESIRED TREND:** ↑ increase sought\*

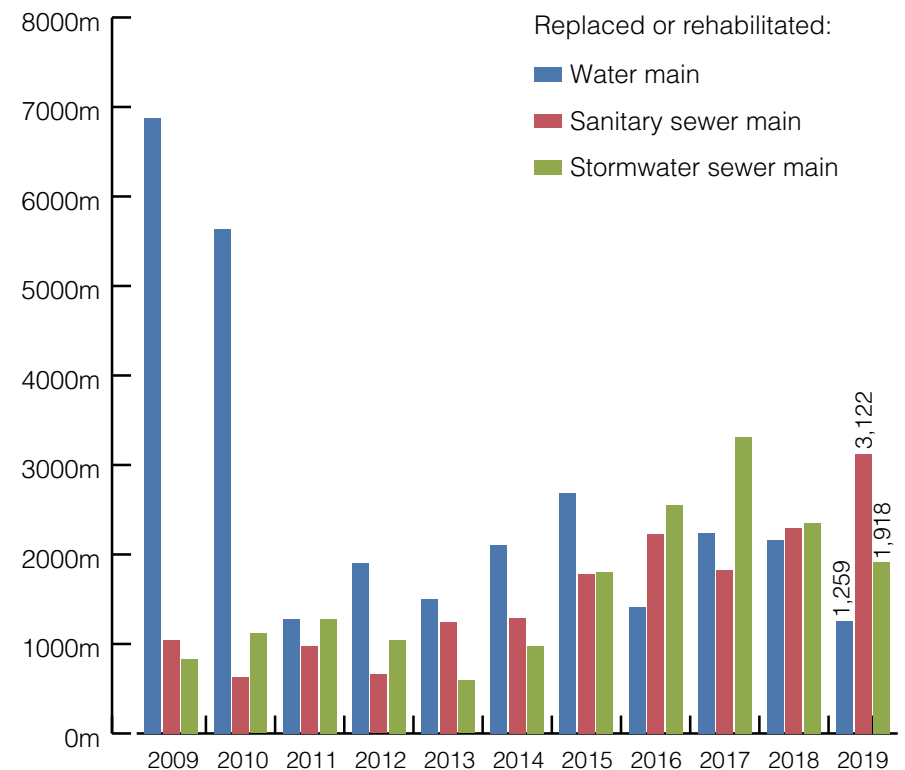
## HOW ARE WE DOING?

The total length of the water main network is 333 kilometres, the total length of the sanitary sewer network is 237 kilometres, and the total length of the stormwater sewer network is 258 kilometres.

1,259 metres of the water main network were replaced or rehabilitated in 2019, which was slightly less than in the previous year. The amount of replaced or rehabilitated sanitary sewer (3,122 metres) was higher than in 2018, and the amount of replaced or rehabilitated stormwater sewer (1,918 metres) was slightly less than in 2018.

\*An increase is sought in the length of mains that are added or upgraded on an annual basis but, in keeping with OCP direction, not to the total length of the overall network.

Improvements to Water, Stormwater and Sanitary Sewer Mains



Total length of water main network (2019): 333 km

Total length of sanitary sewer network (2019): 237 km

Total length of stormwater sewer network (2019): 258 km



## 9 Activities in Public Spaces

### WHAT IS BEING MEASURED?

This indicator measures the number of permits issued for a variety of activities that happen in outdoor and public spaces: markets, block parties, mobile food carts, sidewalk cafes, special events and street entertainers. Special events include festivals, sporting events, rallies and a variety of other public gatherings.

### WHY IS THIS INDICATOR IMPORTANT?

Activities such as markets, festivals and street vending help make streets and neighbourhoods lively and vibrant. They also generate economic activity, contribute to the city's arts and cultural life, reflect Victoria's unique identity, and help local residents feel more connected to each other. The OCP encourages more outdoor festivals, celebrations, concerts and special events to continue to animate the city's public spaces, streets and parks.

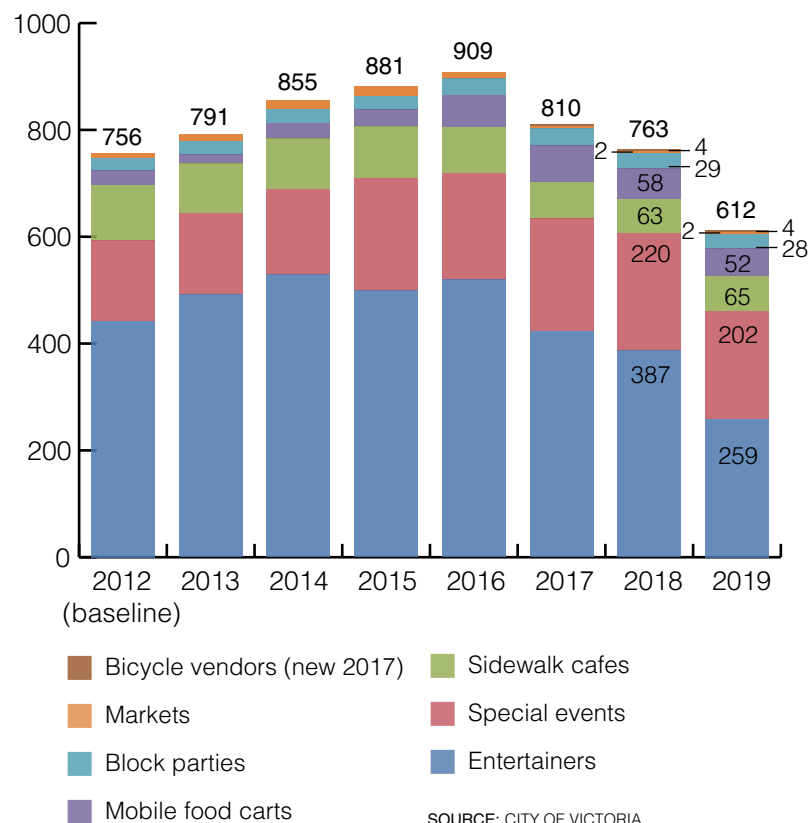
**TARGET/DESIRED TREND:**  increase sought

### HOW ARE WE DOING?

The amount of permits issued for different activities in public spaces continued to decrease in 2019 to a total of 612, which is below the baseline year (2012). The decrease is found in the Entertainers, Special Events, Mobile Food Carts and Block Parties categories while the remaining categories either saw a slight increase in permits issued or stayed stable.

While Entertainers have represented a majority of permits issued in previous years, those permits made up only 42% of the total in 2019. Special Events represented 33% of the permits issued.

Permits Issued for Activities in Public Space



# 10 New Trees on City Land

## WHAT IS BEING MEASURED?

This indicator measures the number of net new trees planted on City lands on an annual basis (trees planted minus trees removed). City lands include parks, boulevards and other City-owned public spaces.

## WHY IS THIS INDICATOR IMPORTANT?

The urban forest provides many ecological and community benefits. Trees reduce stormwater runoff, filter air and water pollution, and provide important habitat for birds, insects and other wildlife. In addition to their beauty, trees protect people from weather, provide privacy and buffer sound. Trees add beauty to public spaces and along roads and sidewalks, making walking and cycling more enjoyable. The OCP aims to enhance the urban forest to continue to support the many benefits that an urban forest provides.

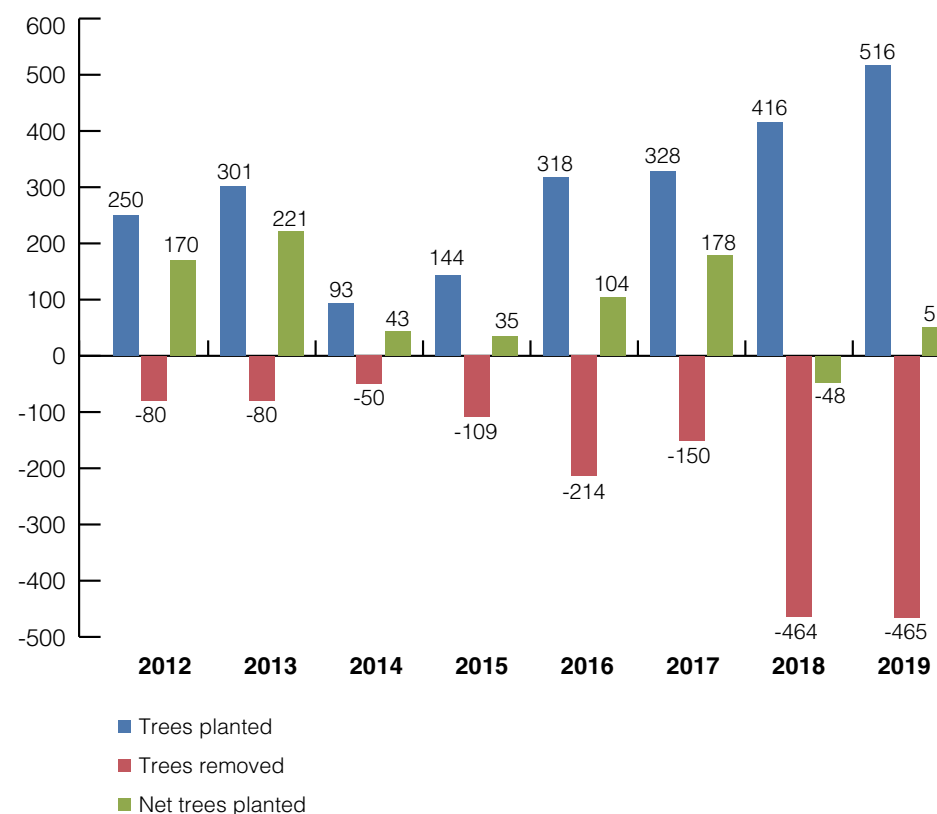
**TARGET/DESIRED TREND:**  increase sought

## HOW ARE WE DOING?

In 2019, 516 trees were planted and 465 trees were removed, for a net total of 51 trees added. 411 of the trees removed were trees that were either dead, in severe decline or considered high risk.

There are a total of approximately 33 000 trees on City lands. Please note that this represents only 20-25% of the total number of trees within the city and does not include trees on private property.

New Trees Planted and Removed on City Land





# New Housing Units by Tenure

## WHAT IS BEING MEASURED?

This indicator measures the total number of new rental<sup>1</sup>, strata<sup>2</sup> and fee simple<sup>3</sup> housing units through building permits issued on an annual basis. It also measures the new housing units gained by tenure for each neighbourhood.

## WHY IS THIS INDICATOR IMPORTANT?

Providing a mix of rental and ownership (strata and fee simple) housing is important for building a diverse community. Providing options for rental and ownership housing within the same neighbourhood can accommodate people at a variety of life stages and income levels. The OCP encourages a wide range of housing types, tenures and prices in each neighbourhood. It also aims to maintain and expand Victoria's supply of aging rental housing through upgrades and regeneration.

## TARGET/DESIRED TREND:

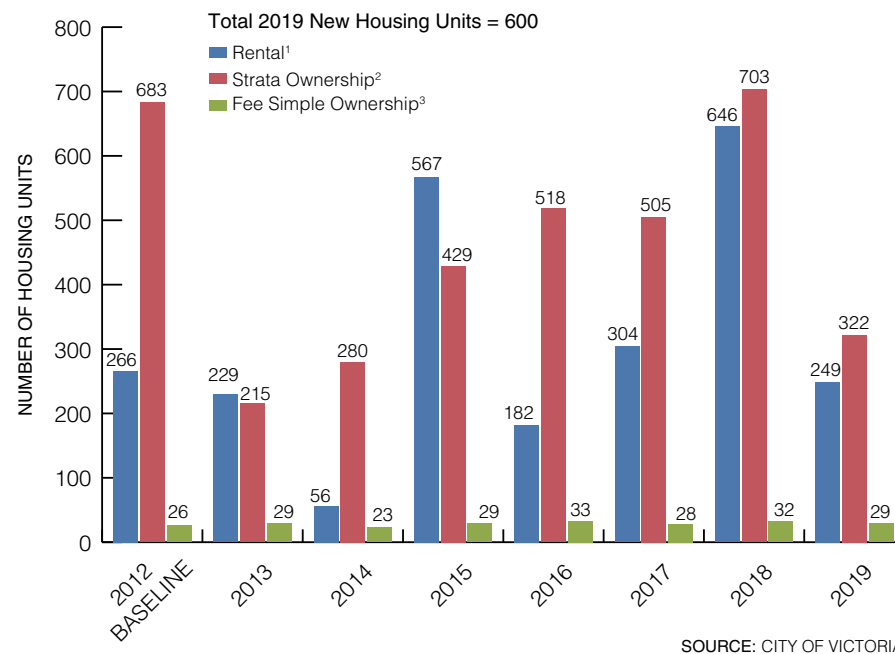
No target

## HOW ARE WE DOING?

Of the 600 gross new units created in Victoria in 2019, 41.5% were identified as rental units, 53.6% as strata ownership, and 4.9% as fee simple ownership. While 2018 saw an unusually high number of units created, including the highest number of both rental and strata units since the baseline year (2012), 2019 saw a more modest number of units created overall. As a result of relatively few apartment complexes being issued building permits, the percentage of units in the fee simple category was higher than in the last few years although the absolute number is staying stable.

In July 2020, Council adopted Phase Two: Victoria Housing Strategy 2019 – 2022, which builds on Phase One of the Strategy and the 2019-2022 Strategic Plan. Phase Two of the Strategy included updated housing targets to align with the City's growth targets and current needs. The targets will be monitored in the Housing Strategy Annual Review (to be presented to Council later in 2020).

New Housing Units by Tenure, City of Victoria

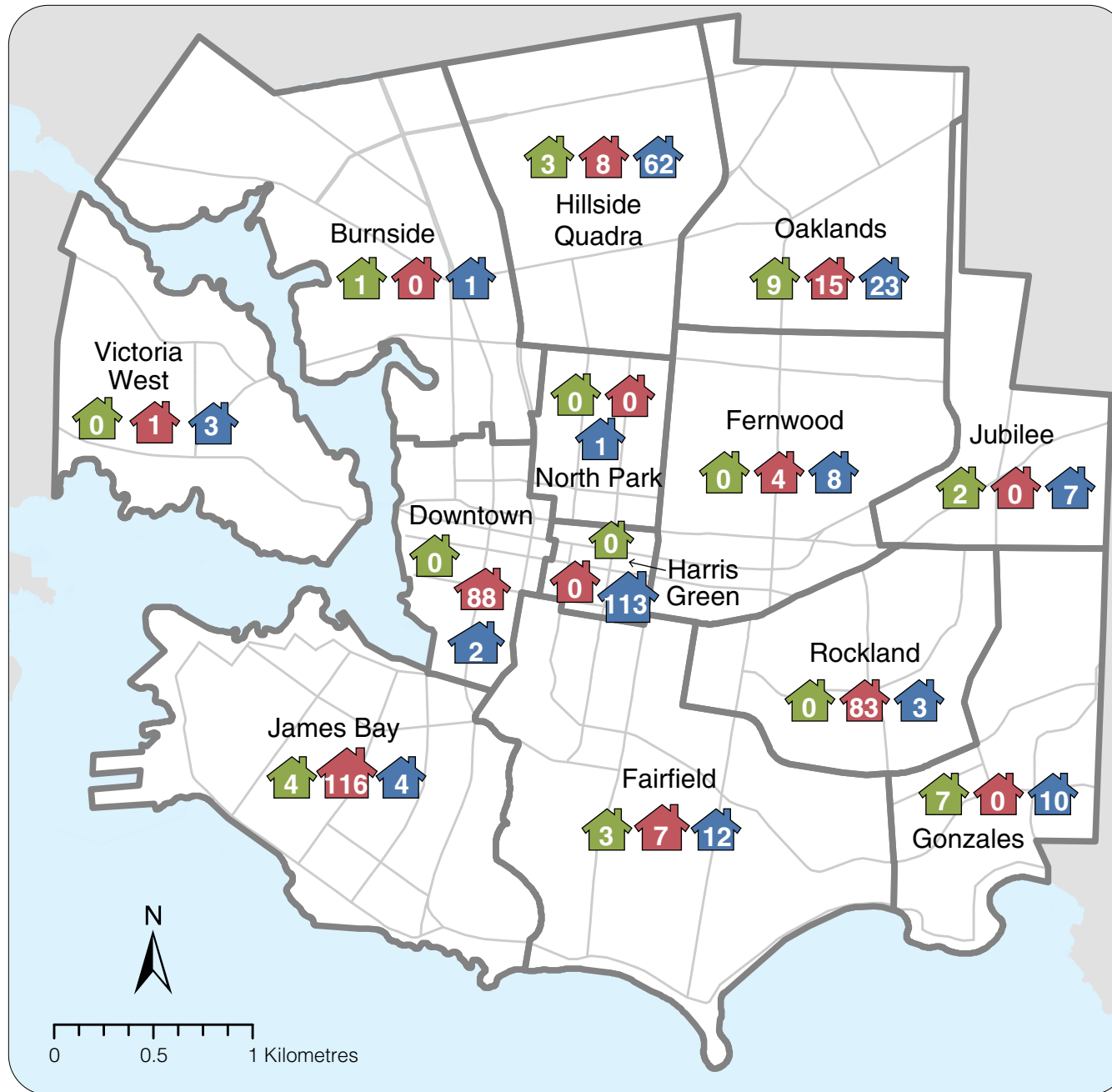


<sup>1</sup> Rental: includes purpose-built rental apartments, secondary suites, garden suites

<sup>2</sup> Strata: includes strata duplexes, triplexes and fourplexes; strata townhouses; strata units in apartment, mixed-used and other multi-unit buildings

<sup>3</sup> Fee Simple: includes single family dwellings and non-strata attached houses





# 12 New Housing Units by Type

## WHAT IS BEING MEASURED?

This indicator measures the total number of new housing units by type of housing (townhouse, duplex, secondary suites, etc.) on an annual basis. It also measures the number of new housing units by type of housing in each neighbourhood. New housing units are calculated from building permits issued in the calendar year.

## WHY IS THIS INDICATOR IMPORTANT?

The OCP encourages a wide range of housing types to support a diverse, inclusive and multigenerational community. Neighbourhoods with a wide range of housing types – such as townhouses, duplexes, single family dwellings, apartment buildings, special needs housing and secondary suites – can support a diverse population that includes students, families, seniors, group housing, singles or couples. This mix reinforces neighbourhood stability by allowing people to stay in the same neighbourhood throughout different stages of their life. It can also encourage social and economic diversity and different levels of affordability.

## TARGET/DESIRED TREND:

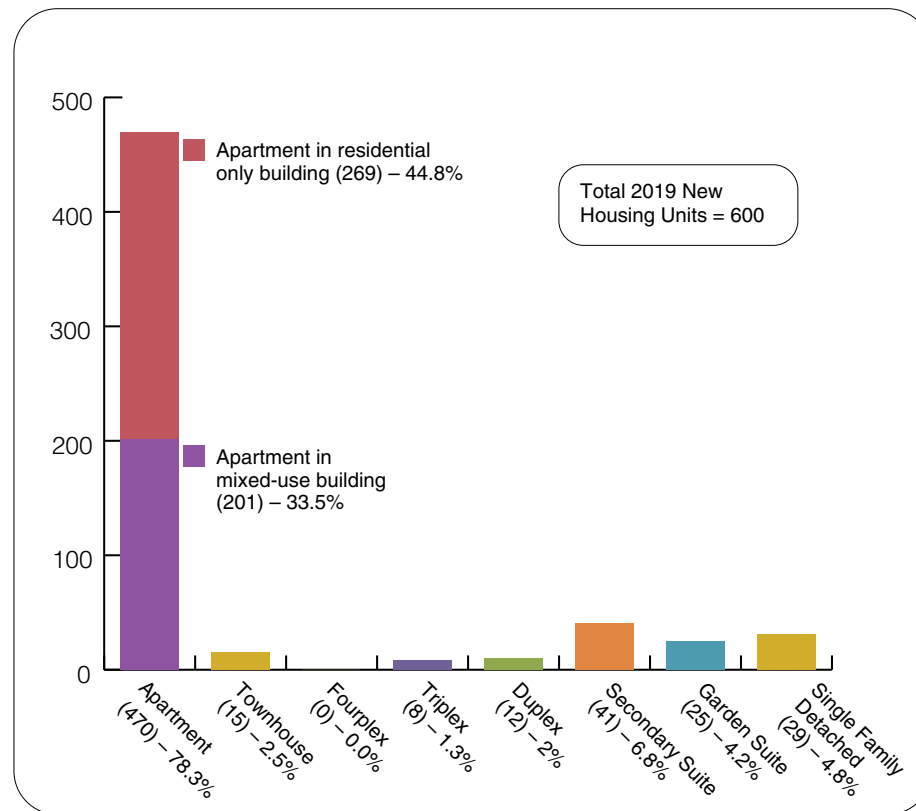
No target

## HOW ARE WE DOING?

Out of all units created (based on permits issued) in 2019, 78.3% were apartments. This is a slightly lower percentage than seen in 2018 (92.8%). All other forms of housing saw an increase in their respective share of the whole (compared to 2018), with the exception of fourplexes of which there were none. Notably, secondary suites and garden suites together make up for 11% of all units created and 2.5% of new units were townhouses. The absolute number of single family homes created is staying stable.

The table on the following page shows that James Bay saw the highest number of new apartments (116), followed by Harris Green (113). Single family dwellings were added in 7 out of 13 neighbourhoods, while either secondary or garden suites were being added in all neighbourhoods except Downtown and Harris Green. New units in duplexes and/or triplexes could be seen in several neighbourhoods, and new townhouses were added in Hillside-Quadra and in Oaklands.

## 2019 New Housing Units Created by Type



**Note:** New housing units are based on building permits issued.

2019 New Housing Units by Type of Housing										
	Apartment	Mixed-use* (sub-category of Apartments)	Single Family Dwelling	Duplex	Triplex	Fourplex	Townhouse	Secondary Suite**	Garden Suite	New Units
Burnside			1					1		2
Downtown	90	88								90
Fairfield			3	4	3			8	4	22
Fernwood	2			4				4	2	12
Gonzales			7					7	3	17
Harris Green	113	113								113
Hillside Quadra	55		3	4			4	5	2	73
James Bay	116		4					3	1	124
Jubilee			2					4	3	9
North Park								1		1
Oaklands	11		9		4		11	6	6	47
Rockland	83							1	2	86
Victoria West					1			1	2	4
<b>Total</b>	<b>470</b>	<b>201</b>	<b>29</b>	<b>12</b>	<b>8</b>	<b>0</b>	<b>15</b>	<b>41</b>	<b>25</b>	<b>600</b>

SOURCE: CITY OF VICTORIA

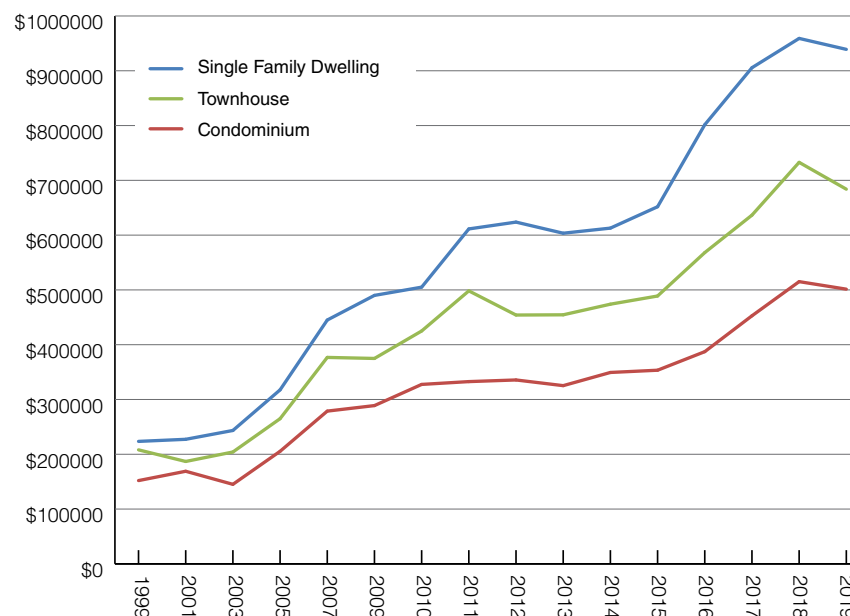
\* Mixed-use: Building that includes both residential and commercial units

\*\*Secondary Suite: A legal suite, located within a single family detached house

**Note:** New housing units are based on building permits issued.

1999 - 2019 Average Sale Prices			
	SFD	Condominium	Townhouse
1999	\$227,309	\$168,989	\$186,864
2001	\$243,445	\$145,131	\$204,144
2003	\$317,540	\$205,379	\$264,941
2005	\$445,017	\$278,782	\$376,789
2007	\$490,000	\$288,850	\$374,900
2009	\$505,000	\$327,500	\$425,000
2011	\$611,312	\$332,638	\$498,232
2012	\$623,775	\$335,629	\$454,150
2013	\$603,477	\$325,260	\$454,556
2014	\$612,784	\$349,324	\$473,938
2015	\$651,810	\$353,409	\$488,861
2016	\$801,513	\$387,262	\$568,094
2017	\$905,556	\$452,732	\$636,456
2018	\$959,059	\$515,107	\$732,831
2019	\$939,066	\$501,352	\$683,849

Average Housing Sale Prices – Victoria 1999-2019



The average sale prices for both single family dwellings, condominiums and townhouses took a downturn in 2019.

Between 2018-2019, the average price of a single family home in the city of Victoria decreased by 2%, the average price of a condominium decreased by 2.5%, and the average prices for a townhouse decreased by 6.5%.

The average price is the total dollar value of all properties sold divided by the number of sales.

(SOURCE: VICTORIA REAL ESTATE BOARD  
MULTIPLE LISTING SERVICE)



# 13 Rental Housing Vacancy Rate

## WHAT IS BEING MEASURED?

This indicator measures the average annual vacancy rate for purpose-built rental housing buildings with three or more units. It does not include the secondary rental market (secondary suites, private condominiums, or other private housing that is rented) which forms an important part of Victoria's rental housing market.

## WHY IS THIS INDICATOR IMPORTANT?

The demand for rental housing is affected by the combination of employment growth, income levels and migration levels (people moving in and out of the city). In Victoria, the demand for rental housing is also influenced by the high cost of home ownership in the region. The OCP policies encourage an increase in the city's supply of rental housing through upgrades and re-investment, and that a wide variety of housing types, tenures and prices gives residents choice. A balanced rental market would have affordable prices for a diversity of household incomes and a vacancy rate between 2 to 3%.

## TARGET/DESIRED TREND:

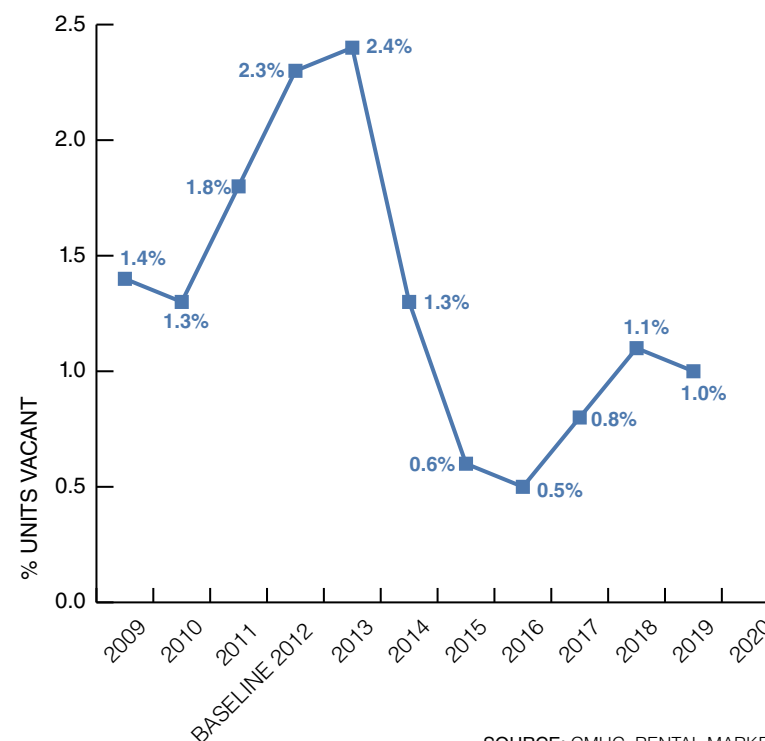
2-3% rental vacancy rate

## HOW ARE WE DOING?

Vacancy rates in the City of Victoria went down slightly in 2019, from 1.1% in 2018 to 1.0%. Greater Victoria vacancy rates followed the same pattern and also decreased from 1.2% to 1.0% in the same period. A balanced market is considered to have a rental vacancy rate around 2-3%, which we have not seen in the city since 2013. The national vacancy rate was 2.2% at the end of 2019, also a slight decrease from 2.4% the year before.

Compared to 2018, year-to-year average rents in the City of Victoria increased by 4% for a bachelor unit, 4% for a one-bedroom unit and 2% for a two-bedroom unit. The average rent for 3 bedroom units decreased by 1%. Overall, average rent was 3% higher for all rental units in 2019 compared to 2018.

Overall Vacancy Rates for Purpose-built Rental Housing Units



SOURCE: CMHC, RENTAL MARKET SURVEY (2019 OCT)

# 14 Emergency Shelter Use

## WHAT IS BEING MEASURED?

This indicator measures the number of people who have used one or more emergency shelters in Greater Victoria at least one time over the preceding year. In 2012/2013, all of the emergency shelters surveyed (5) were located within the City of Victoria. The indicator does not show how many times people stayed in the shelters over the year, nor how long they stayed. The numbers are measured from April to March of the next year.

## WHY IS THIS INDICATOR IMPORTANT?

One of the core principles of the OCP is that housing is a basic human need: all people deserve access to housing that is safe, stable and affordable, and supports personal health. Homelessness results from a complex set of circumstances such as the high cost of housing, unstable or inadequate income, and other factors such as illness or violence. Emergency shelter use presents only one dimension of homelessness, which includes a combination of people who are living on the street, living in a shelter, and those who live in insecure or inadequate housing. The OCP recommends that the City work with other community partners to enable stable housing for all people and to increase the supply of affordable crisis, transitional, supported and non-market rental housing so that people who are homeless have more options for stable housing.

## TARGET/DESIRED TREND:

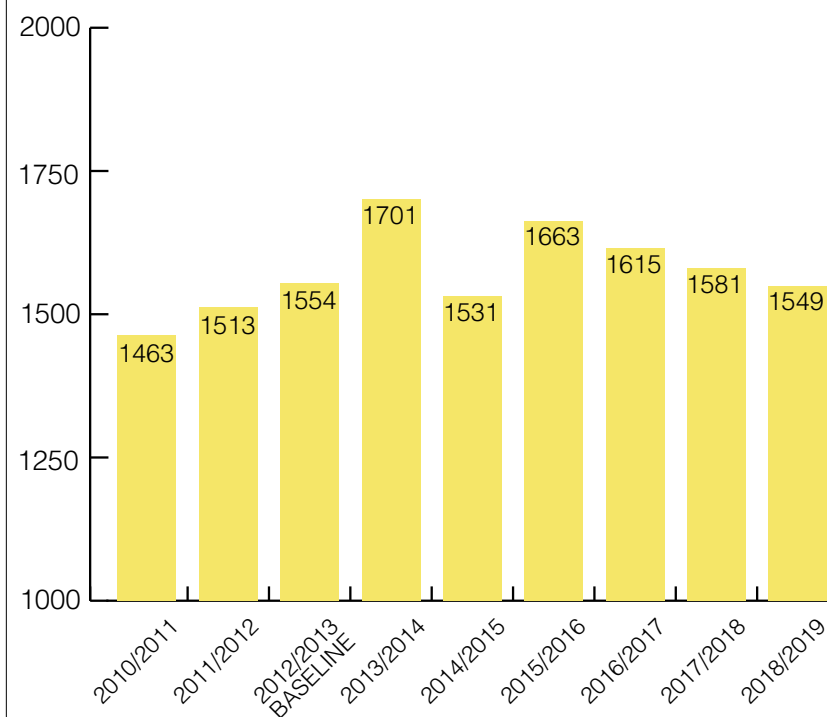
No target

## HOW ARE WE DOING?

The number of unique individuals using an emergency shelter continued to decrease in 2019, and is now lower than the baseline number of 1554 individuals in 2012/2013.

The numbers in the graph on the right have all been retroactively adjusted this year, after Victoria Cool Aid Society found and corrected minor errors in their data (such as inadvertent duplicates). The adjustments were not significant enough to change the general trend over the period.

Number of Unique Individuals Using  
Greater Victoria Emergency Shelters



Source: Victoria Cool Aid Society



# Retail, Office and Industrial Vacancies

## WHAT IS BEING MEASURED?

This indicator measures the vacancy rate for industrial, retail shopping centres<sup>1</sup>, and downtown office properties. It also measures the vacancy rate for downtown streetfront retail properties.

## WHY IS THIS INDICATOR IMPORTANT?

The availability of office, retail and industrial space is important for fostering a dynamic and competitive economy. The office, retail and industrial vacancy rate is a measure of Victoria's market strength and economic performance, showing the current balance between demand and supply. The OCP encourages Victoria to attract a reasonable share of regional growth in employment and new commercial and industrial development, to enhance the city's retail sector, and to increase the supply of downtown office space.

## TARGET/DESIRED TREND:

No target

## HOW ARE WE DOING?

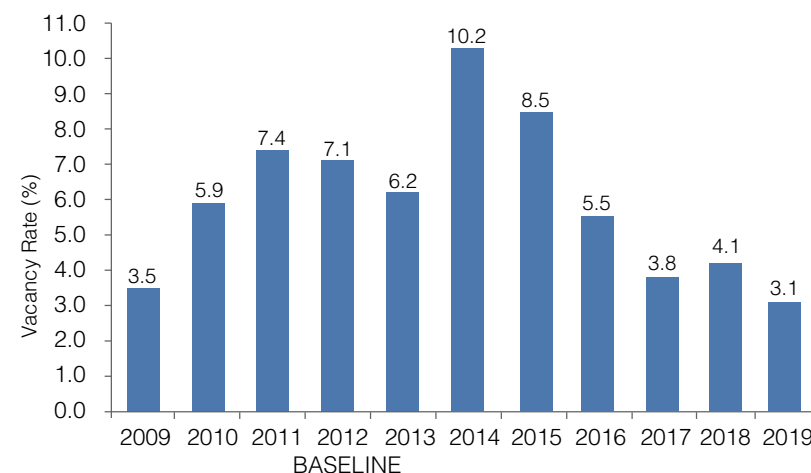
The streetfront vacancy rate in Victoria's downtown dropped to 3.1% in 2019, from 4.1% the year before. Colliers International points to factors such as an increasing population and a strong tourism economy contributing to this relatively low number. For downtown office space, the vacancy rate also dropped for the second year in a row down to 4.7%.

The city-wide retail shopping centre vacancy rate was down in 2019 compared to 2018, which was an unusual number explained by a large empty space in Hillside Mall. The 2019 rate of 5.9% is closer to the numbers seen in general over the last few years, but still higher than in 2017.

The city-wide Industrial vacancy rate dropped further from an already low 0.7% in 2018 to 0.4% in 2019, continuing to indicate that the city is at capacity for industrial lands.

<sup>1</sup>Retail Shopping Centres: a group of retail and commercial establishments that is planned, developed, owned and managed as a single property (International Council of Shopping Centres, 2010)

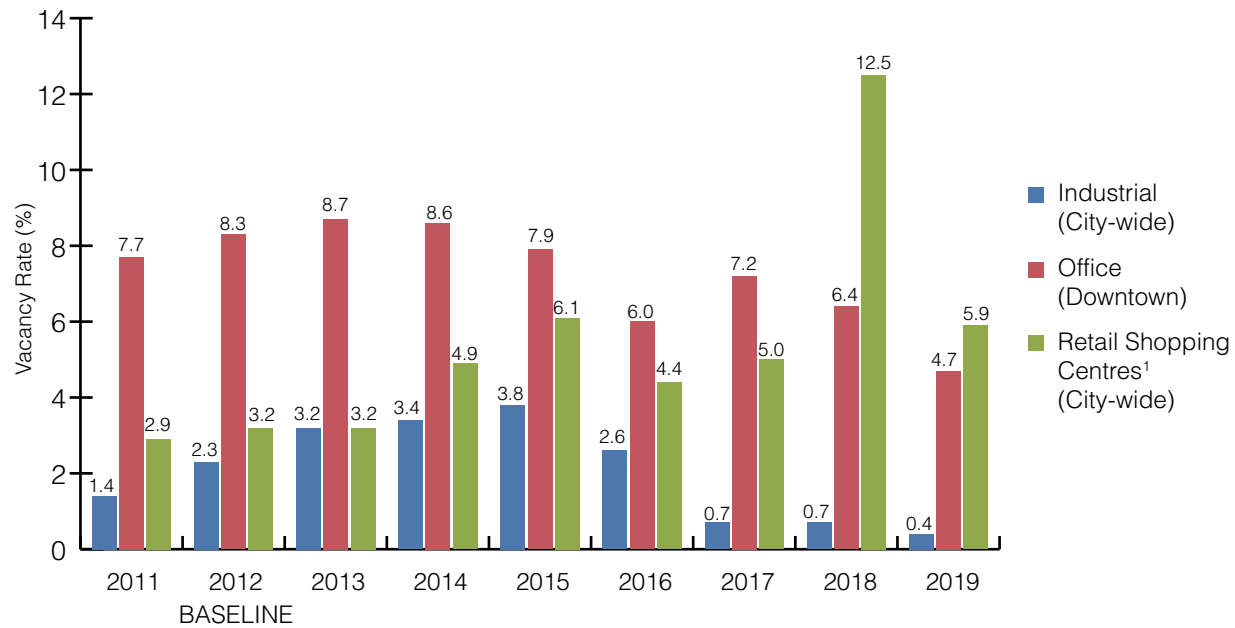
Downtown Streetfront Vacancy Rate



SOURCE: COLLIERS INTERNATIONAL REAL ESTATE REPORTS VICTORIA, BRITISH COLUMBIA, 2019: RETAIL (Q4 2019)



## Industrial, Commercial and Retail Vacancy Rates



SOURCE: COLLIERS INTERNATIONAL REAL ESTATE REPORTS VICTORIA, BRITISH COLUMBIA, 2019: INDUSTRIAL (SUMMER 2019); OFFICE (Q4 2019); RETAIL (Q4 2019)

¹Retail Shopping Centres: a group of retail and commercial establishments that is planned, developed, owned and managed as a single property (International Council of Shopping Centres, 2010)

# 16 OCP Amendments

## WHAT IS BEING MEASURED?

This indicator measures the number of amendments to the OCP approved by Council. The amendments are categorized by the type of amendment.

## WHY IS THIS INDICATOR IMPORTANT?

The OCP provides direction on how Victoria should grow and change over the next 30 years. While all City policy, projects, and spending should be broadly consistent with the OCP, the OCP is intended to be flexible and adaptable. The number of OCP amendments measures when Council has approved a change to the OCP policy or land use framework.

## TARGET/DESIRED TREND:

No target

## HOW ARE WE DOING?

Nine land use amendments to the OCP were approved by City Council in 2019, one of which served the purpose of aligning the OCP with the new Fairfield Neighbourhood Plan (September 12, 2019). The Regional Context Statement was also revised to align with the Capital Regional District's new Regional Growth Strategy (November 14, 2019).

Official Community Plan Amendments – Administrative		
Bylaw Number and Location	Date	Purpose of Amendment
n/a	n/a	n/a

Official Community Plan Amendments – Land Use		
Bylaw Number and Location	Date	Purpose of Amendment
#18-116	January 17, 2019	Amend the Official Community Plan to change 1400 Quadra Street from the Core Business urban place designation to the Core Residential urban place designation, to add text to specify the density, and to change the Development Permit Area from DPA 2 (HC): Core Business to DPA 3 (HC): Core Mixed-Use Residential for the same land
#18-046	March 14, 2019	To change the urban place designation for 1303 Fairfield Road from Small Urban Village to Large Urban Village
#19-019	March 28, 2019	To substitute the Design Guidelines: Old Town, Victoria, BC – New Buildings and Additions to Non-Heritage Buildings (2006) with the new Old Town Design Guidelines – New Buildings and Additions to Existing Buildings (2019) and to delete reference to the Chinatown Guidelines for Buildings, Canopies, Landscaping, Colours & Signs (1983)
#19-071	September 5, 2019	To change the urban place designation for 2566, 2570 and 2580 Fifth Street from Urban Residential to Large Urban Village
#19-030	September 12, 2019	To make changes to Chapter 6: Land Management and Development in order to clarify the intent of local area plan study areas and policies related to Urban Villages

<b>Official Community Plan Amendments – Land Use, continued:</b>		
Bylaw Number and Location	Date	Purpose of Amendment
#19-031	September 12, 2019	To make changes to Urban Place Designations and Development Permit Areas in order to implement directions in the Fairfield Neighbourhood Plan
#19-032	October 24, 2019	To change the Urban Place Designation for 1025-1031 Johnson Street and 1050 Yates Street to add text to specify a density in the Core Residential Urban Place Designation
#19-102	November 14, 2019	Replacing the Regional Context Statement with a new Regional Context Statement that highlights the alignment and consistency between the Official Community Plan and the Capital Regional District's new Regional Growth Strategy (2018)
#19-079	December 12, 2019	Revising the references to the Design Guidelines For: Multi-Unit Residential, Commercial and Industrial (July 2012) and the Design Guidelines for Attached Residential Development (May 2018) in order to reflect an amendment to those guidelines that mandates native, adapted, food bearing or pollinator plants in landscape design





## Contributions from Development

### WHAT IS BEING MEASURED?

This indicator will report the total value of community benefits contributed through new development.

### WHY IS THIS INDICATOR IMPORTANT?

Physical features such as greenways, pedestrian improvements, and public spaces contribute to the livability of a community. New development can play an important role in funding these and other features to serve new residents and employees, and in off-setting some of the impacts of growth.

### TARGET/DESIRED TREND:

No target

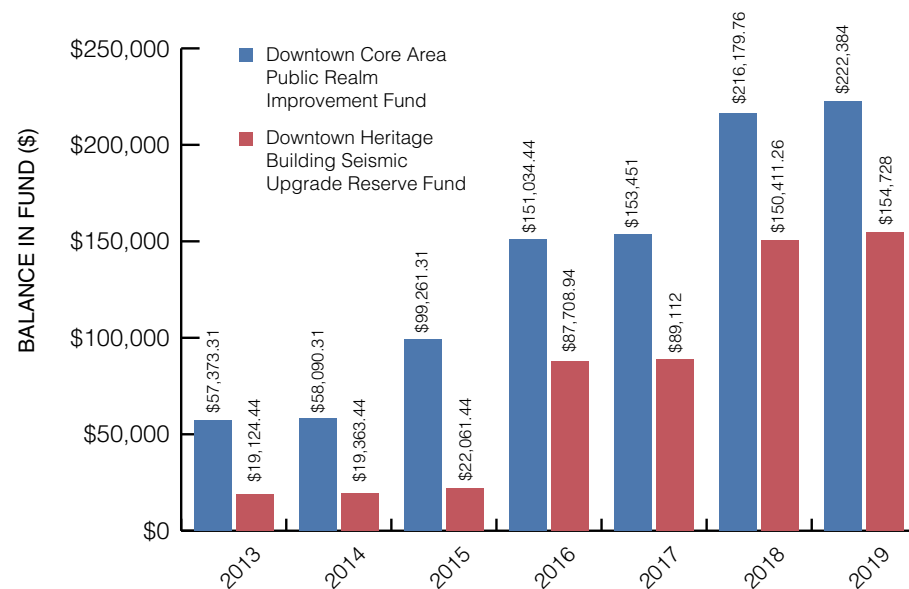
### HOW ARE WE DOING?

The scope of this indicator is under development to track contributions from development City-wide. As an interim indicator, the balances in the Downtown Core Area Public Realm Improvement Fund and the Downtown Heritage Building Seismic Upgrade Reserve Fund are presented in the adjacent chart.

As of the year ended December 31, 2019, there was a total of \$222,384 in the Downtown Core Area Public Realm Improvement Fund, and there was \$154,728 in the Downtown Heritage Building Seismic Upgrade Reserve Fund. These figures consist of contributions from development projects and interest allocations, less funding allocations.

The Victoria Housing Fund, which consists of contributions both from the City and from developers, had a fund balance of \$4,264,942 before commitments, and an available balance of \$3,112,942 after commitments as of the year ended December 31, 2019. Please note however that as of June 30, 2020, the available balance was \$2,132,942 due to future commitments. For more information on the Victoria Housing Fund activity, please see the 2019 Housing Report.

Contributions from Development







## Appendix A: Proposed Five-Year OCP Indicators

The OCP monitoring program includes both annual and five-year indicators. The table below lists the proposed five-year indicators. These were identified in close collaboration with other City departments and consider ongoing City monitoring initiatives and other municipal, planning and sustainability monitoring systems. It is proposed that the indicators be monitored approximately every five years, as resources permit. The list of indicators will be reviewed regularly to consider changes in data availability, data quality, and the availability of City resources. Accompanying the 2017 review, a supplemental report and presentation was made outlining key demographic and housing trends that have developed over the last 5 years in Victoria.

OCP Section <sup>1</sup>	Proposed Five-Year Indicators (80)
Land Management and Development (10)	<ol style="list-style-type: none"> <li>1. Population growth</li> <li>2. Share of population growth in target areas</li> <li>3. New housing units</li> <li>4. Share of new housing units located in target areas</li> <li>5. Net new housing units by tenure</li> <li>6. Net new housing units by structural type</li> <li>7. Remaining residential capacity</li> <li>8. Regional share of new housing units</li> <li>9. New commercial and industrial space in target areas</li> <li>10. Share of housing units within walking distance of Town Centres and Urban Villages</li> </ol>
Transportation and Mobility (11)	<ol style="list-style-type: none"> <li>11. Percentage of all trips by mode</li> <li>12. Percentage of journey to work trips by mode</li> <li>13. Length of greenways network</li> <li>14. Length of sidewalk network</li> <li>15. Length of cycling network</li> <li>16. Kilometres driven per capita</li> <li>17. Share of housing within walking distance of a frequent or rapid transit stop</li> <li>18. Transit service hours</li> <li>19. Response time for emergency services</li> <li>20. New car share parking spaces</li> <li>21. New bicycle parking spaces in private development</li> </ol>

<sup>1</sup>Indicators in this table are organized by the most relevant section in the OCP. However, it is recognized that each indicator may also be relevant to a number of other sections in the OCP. For example, "Library use" (#73) is classified as an indicator related to Arts and Culture, but is also relevant with respect to the Community Well-Being, Parks and Recreation, and Economy sections.





## Appendix A: Proposed Five-Year OCP Indicators

OCP Section <sup>1</sup>	Proposed Five-Year Indicators (80)
Placemaking (6)	22. Number of new and improved street furnishings 23. Number of street trees 24. Activities in public spaces 25. Level of pedestrian activity 26. Number of heritage properties 27. Number of artworks in public spaces
Parks and Recreation (6)	28. Percentage of land that is park and public open space 29. Share of housing within walking distance of park or open space 30. New and upgraded parks 31. Percentage tree canopy cover 32. Indoor recreation space per capita 33. Participation in recreational programs
Environment (4)	34. Percentage of park land base that is natural area or ecological habitat 35. Abundance and diversity of bird species 36. Water quality 37. Air quality
Infrastructure (4)	38. Length of upgraded storm, water and sewer mains 39. Consumption of potable water 40. Solid waste collected 41. Percentage impervious surface cover
Climate Change and Energy (2)	42. Greenhouse gas emissions 43. Energy consumption

<sup>1</sup>Indicators in this table are organized by the most relevant section in the OCP. However, it is recognized that each indicator may also be relevant to a number of other sections in the OCP. For example, "Library use" (#73) is classified as an indicator related to Arts and Culture, but is also relevant with respect to the Community Well-Being, Parks and Recreation, and Economy sections.



## Appendix A: Proposed Five-Year OCP Indicators

OCP Section <sup>1</sup>	Proposed Five-Year Indicators (80)
Housing and Homelessness (9)	<ul style="list-style-type: none"> <li>44. Average purchase price for residential unit</li> <li>45. New rental housing units</li> <li>46. Rental vacancy rate</li> <li>47. Households spending more than 30% of income on housing</li> <li>48. Required income to purchase a first home</li> <li>49. New strata units with no restrictions on rental</li> <li>50. New affordable and accessible units secured by housing agreement</li> <li>51. Size of new housing units</li> <li>52. Emergency shelter use</li> </ul>
Economy (8)	<ul style="list-style-type: none"> <li>53. Net jobs</li> <li>54. Employment growth in target areas</li> <li>55. Share of total regional jobs by sector</li> <li>56. Remaining capacity for employment lands</li> <li>57. Value of business assessment growth</li> <li>58. Percentage of population living in poverty</li> <li>59. Annual unemployment rate</li> <li>60. Percentage of businesses who believe Victoria is good for business</li> </ul>

<sup>1</sup>Indicators in this table are organized by the most relevant section in the OCP. However, it is recognized that each indicator may also be relevant to a number of other sections in the OCP. For example, "Library use" (#73) is classified as an indicator related to Arts and Culture, but is also relevant with respect to the Community Well-Being, Parks and Recreation, and Economy sections.



## Appendix A: Proposed Five-Year OCP Indicators

OCP Section <sup>1</sup>	Proposed Five-Year Indicators (80)
Community Well-Being (10)	61. Age of population 62. Household income 63. Household size 64. Enrolment numbers at Victoria public schools 65. Participation in neighbourhood events 66. Number of block party permits 67. Attendance at civic meetings 68. Municipal voter participation rate 69. Crime rate 70. Feeling of safety
Arts and Culture (4)	71. Number of arts and cultural venues 72. Local visits to an arts or cultural facility 73. Library use 74. Events at Centennial Square
Food Systems (3)	75. Allotment garden plots per capita 76. Commercial urban agriculture business licences 77. Share of housing within walking distance of a food store
Emergency Management (3)	78. Percentage of civic buildings that meet seismic standards 79. Number of heritage buildings with seismic upgrades 80. Percentage of population prepared for an emergency

<sup>1</sup>Indicators in this table are organized by the most relevant section in the OCP. However, it is recognized that each indicator may also be relevant to a number of other sections in the OCP. For example, "Library use" (#73) is classified as an indicator related to Arts and Culture, but is also relevant with respect to the Community Well-Being, Parks and Recreation, and Economy sections.





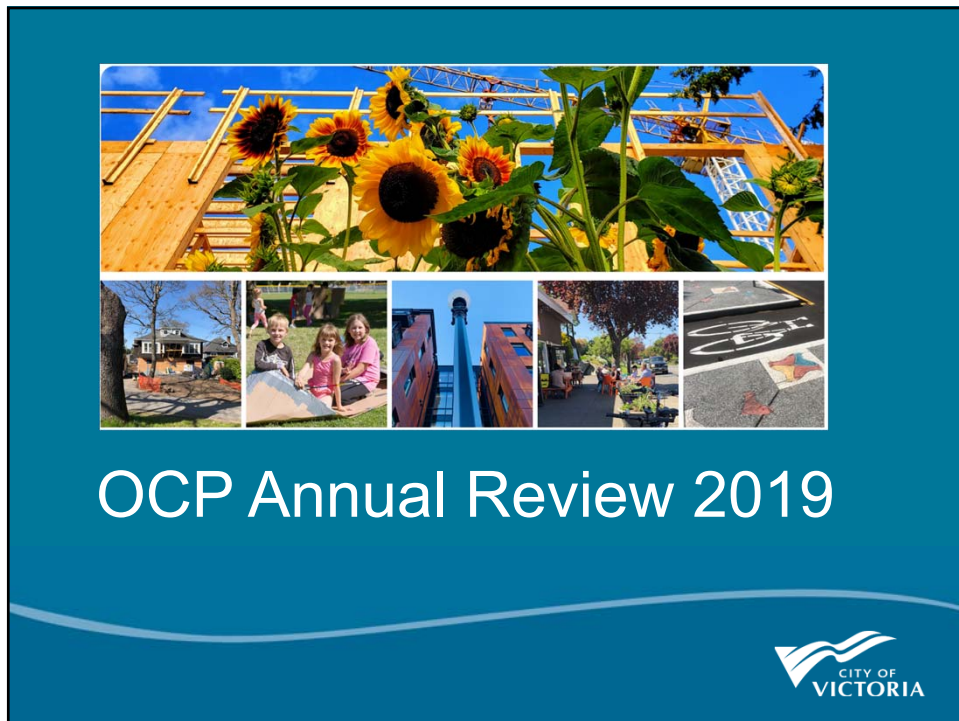
1 Centennial Square  
Victoria, British Columbia  
V8W 1P6  
[www.victoria.ca](http://www.victoria.ca)

## Attachment 2 – Consultation Plan on Proposed OCP Amendments

OCP Amendment Categories	Who We Will Consult	How We Will Consult
1. Alignment with Victoria Climate Leadership Plan	General public	<p>Newspaper advertisement and social media to alert the public and direct to the following:</p> <ul style="list-style-type: none"> <li>project website through the City's engagement portal that describes the proposed amendments and related documents</li> <li>staff contact information</li> <li>instructions for how to submit comments</li> </ul>
2. Alignment with Go Victoria – Our Mobility Future and transportation network outcomes		
3. Alignment with TNB2S+ Plan		
4. Alignment with Accessibility Framework		
5. Housing policy updates	<ul style="list-style-type: none"> <li>BC Housing</li> <li>Capital Region Housing Corporation, Greater Victoria Housing Society</li> <li>Pacifica Housing Advisory Association</li> <li>Victoria Cool Aid Society</li> <li>Our Place Society</li> <li>Portland Hotel Society</li> <li>M'akola Housing Society</li> <li>Garth Homer Society</li> <li>Kiwanis Village Society</li> <li>Habitat for Humanity</li> <li>Community Association Land Use Committees (CALUCs)</li> <li>Urban Development Institute (UDI)</li> </ul>	<ul style="list-style-type: none"> <li>Emails to the identified stakeholders to direct them to the project website</li> <li>Offering to meet virtually to communicate the desired objectives and receive input to help inform the OCP amendments</li> </ul>
6. Improvements to Section 6: Land Management and Development	<ul style="list-style-type: none"> <li>CALUCs</li> <li>UDI</li> </ul>	<ul style="list-style-type: none"> <li>Emails to the CALUCs and UDI to direct them to the project website.</li> <li>Offering to meet virtually to communicate the desired objectives and receive input to help inform the OCP amendments</li> </ul>

OCP Amendment Categories	Who We Will Consult	How We Will Consult
7. Adding guidelines to Development Permit Areas	<ul style="list-style-type: none"> <li>• Property owners within Development Permit Areas 4, 5, 6A, 7A and 7B(HC)</li> <li>• CALUCs</li> <li>• UDI</li> </ul>	<ul style="list-style-type: none"> <li>• Direct mail to property owners</li> <li>• Emails to the CALUCs and UDI to direct them to the project website.</li> <li>• Offering to meet virtually to communicate the desired objectives and receive input to help inform the OCP amendments</li> </ul>



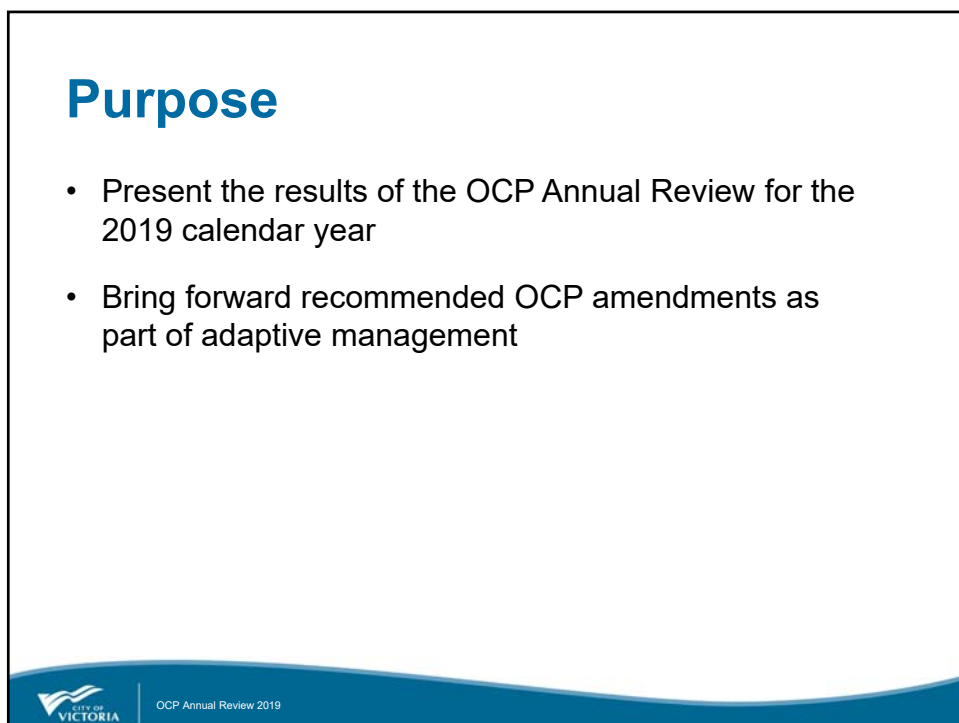


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## Purpose

- Present the results of the OCP Annual Review for the 2019 calendar year
- Bring forward recommended OCP amendments as part of adaptive management

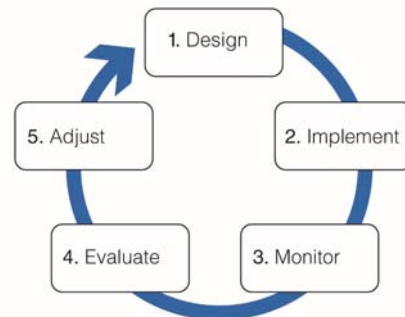
2



## Background

### Official Community Plan

- Adopted July 30, 2012
- Adaptive management approach



OCP Annual Review 2019

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## OCP Monitoring Program

### OCP Annual Review

- Snapshot of progress
- 17 key indicators

### Five-Year Monitoring Report

- Detailed evaluation of progress
- Received by Council July 2018



OCP Annual Review 2019

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## OCP Annual Review 2019

OCP Section	Annual OCP Indicators
Land Management and Development	1. New housing units 2. Share of new housing units in growth target areas 3. Regional share of new housing units 4. New commercial and industrial space in target areas
Transportation and Mobility	5. Improvements to greenways network 6. Improvements to sidewalk network 7. Improvements to cycling network
Infrastructure	8. Improvements to underground infrastructure
Placemaking	9. Activities in public spaces
Parks and Recreation	10. New trees on City lands
Housing and Homelessness	11. New housing units by tenure 12. New housing units by type 13. Rental housing vacancy rate 14. Emergency shelter use
Economy	15. Retail, office and industrial vacancies
Plan Administration	16. <i>Official Community Plan</i> amendments 17. Contributions from development

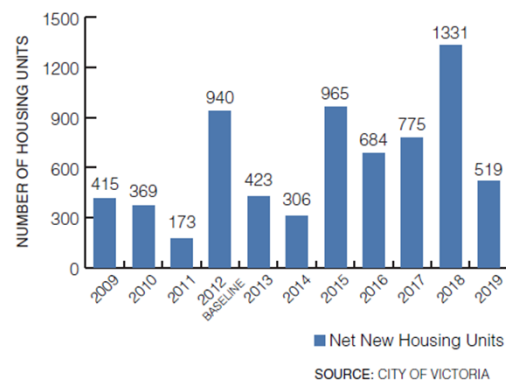


OCP Annual Review 2019

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## New Housing Units

Net New Housing Units in the City of Victoria



Note: New housing units are based on building permits issued.



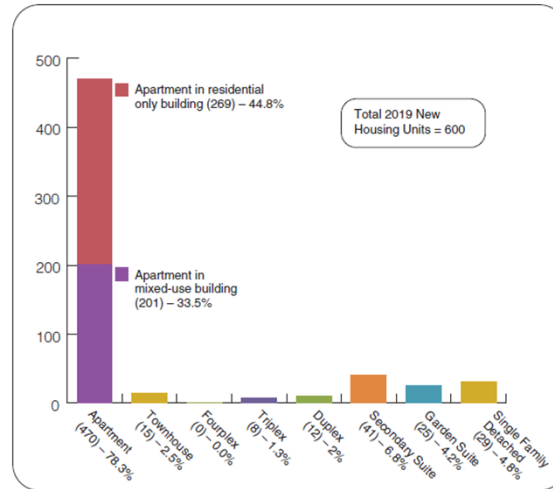
OCP Annual Review 2019

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## New Housing by Type

2019 New Housing Units Created by Type



Note: New housing units are based on building permits issued.



OCP Annual Review 2019

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## New Housing by Tenure

New Housing Units by Tenure, City of Victoria



OCP Annual Review 2019

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## Share of New Housing Units in Growth Target Areas

Share of New Housing Units in Growth Target Areas										
Growth Area	2012	2013	2014	2015	2016	2017	2018	2019	2012-2019 Cumulative	Target for 2041
Urban Core	73%	33%	33%	81%	67%	78%	62%	53%	60%	50%
In or within walking distance of a Town Centre or Large Urban Village	17%	28%	48%	12%	22%	14%	15%	13%	21%	40%
Small Urban Village or the remainder of the residential areas	10%	39%	19%	7%	11%	8%	23%	34%	19%	10%

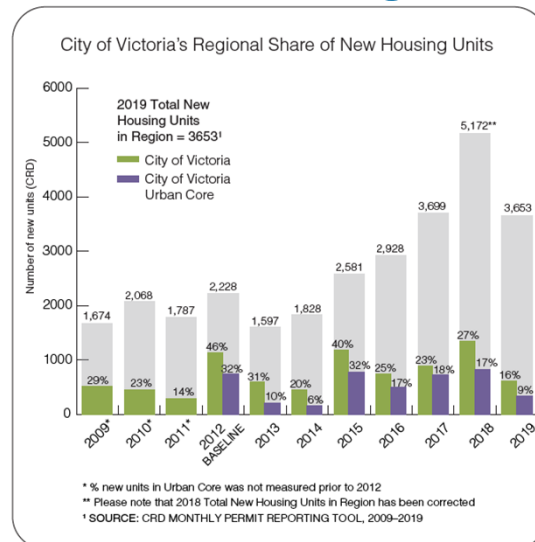
SOURCE: CITY OF VICTORIA



OCP Annual Review 2019

9

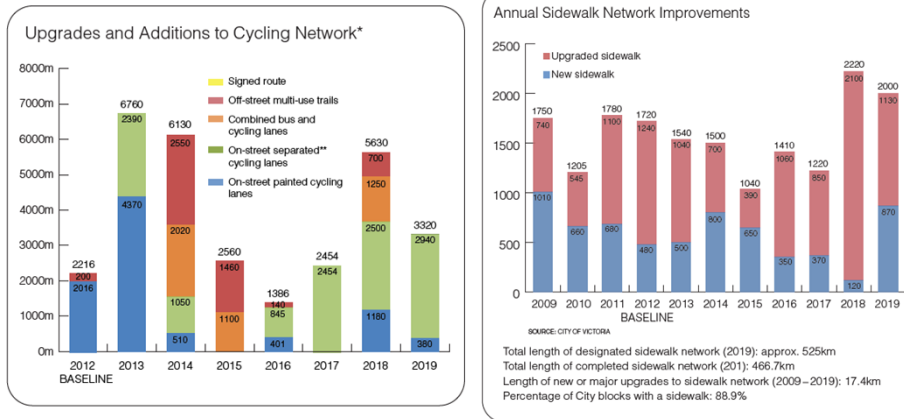
## Share of New Housing in Region



OCP Annual Review 2019

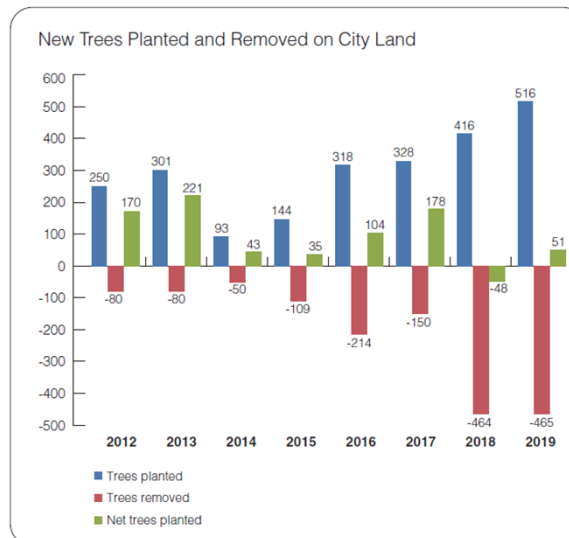
10

## Sustainable Mobility



11

## New Trees on City Land



12



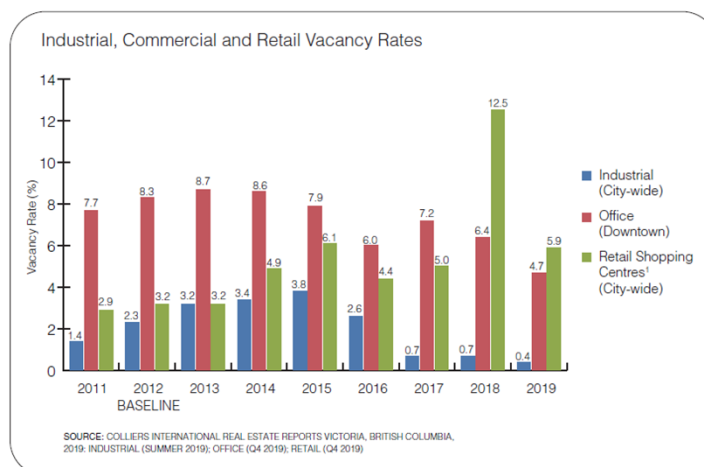
## Retail, Office and Industrial Vacancies



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## Retail, Office and Industrial Vacancies



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# Adaptive Management

## Recommended OCP Amendments

1. Update and align with recently-approved plans:
  - ✓ Climate Leadership Plan, 2018
  - ✓ Go Victoria - Our Mobility Future, 2019
  - ✓ TNB2S+ Plan, 2019
  - ✓ Accessibility Framework, 2020



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# Adaptive Management

## Recommended OCP Amendments

2. Updates to implement other City objectives and Council motions:
  - Supporting the Inclusionary Housing and Community Amenity Policy
    - Considering densities and building heights above OCP maximums for amenity contributions
  - COVID-19 recovery – housing security
    - Policy updates to support more rapid delivery of affordable and supportive housing



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# Adaptive Management

## Recommended OCP Amendments

3. Improve policy language in Section 6: Land Management and Development
4. Update DPA guidelines:
  - DPA 4: Town Centres
  - DPA 5: Large Urban Villages
  - DPA 6A: Small Urban Villages
  - DPA 7A: Corridors
  - DPA 7B (HC): Heritage Corridors



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# Adaptive Management

## Consultation on OCP Amendments

- Council to consider opportunities for consultation with persons, organizations and authorities affected
- Some amendments to align with Council-approved plans which included extensive consultation
- Some amendments proposed are new initiatives
- Consultation plan provided in Attachment 2 of report



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## Adaptive Management

### Consultation on OCP Amendments

- Newspaper advertisement and social media
- Project website through City's engagement portal
- Offers to meet virtually with stakeholder groups
- Direct mail to property owners within affected DPAs
- Results provided to Council via engagement summary



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## Recommendation

### That Council:

1. Receive the OCP Annual Review 2019 for information and direct staff to communicate the findings and highlights to the public.
2. Direct staff to prepare amendments to the OCP as part of the adaptive management framework.



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## Recommendation (continued)

### That Council:

3. Consider consultation under Section 475(2)(b) of the LGA and direct that no referrals of the OCP Amendment Bylaw are necessary to the governments and agencies listed in the report.
4. Consider consultation under Sections 475(1) and 475(2) of the LGA and direct consultation on the proposed OCP amendments in accordance with the consultation plan in Attachment 2.



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## Committee of the Whole Report For the Meeting of October 8, 2020

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**To:** Committee of the Whole **Date:** October 8, 2020  
**From:** Kerri Moore, Head of Business and Community Relations  
Phillip Bellefontaine, Director of Engineering and Public Works  
**Subject:** Build Back Victoria and Business Recovery from Pandemic Bylaw Review Report

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### RECOMMENDATION

That Council:

1. Extend the Build Back Victoria Program including the pedestrian priority on Government Street until March 31, 2021, to support local businesses with their recovery during the ongoing pandemic and give three readings to the Business Recovery from Pandemic Bylaw Amendment Bylaw (No 1) at the October 8, 2020 daytime council meeting.
2. That the above motion be forwarded to the daytime meeting of October 8, 2020 for ratification.

### EXECUTIVE SUMMARY

At the May 14th, 2020 Council meeting, Council directed staff to identify possibilities to expand options for businesses to continue to operate while meeting new physical distancing protocols during the COVID-19 Pandemic. Council also directed staff to review the 2020 operational and capital plans and report back on other initiatives that could provide some degree of mitigation to individuals, residents and businesses from the impacts of the Pandemic.

A suite of solutions for the Build Back Victoria (BBV) program was endorsed by Council at the June 4, 2020 meeting and Council subsequently adopted the Business Recovery from Pandemic Bylaw. These initiatives allow businesses to temporarily expand their operating capacity into public space (parks, sidewalks, streets, boulevards) in line with public health recommendations for physical distancing, while maintaining the accessibility and liveability of streets and sidewalks.

The intention was to provide practical, expedited solutions, keeping the program “bureaucracy light” to assist local business in their restart and pandemic recovery plans.

The BBV program launched on June 8, 2020 and 112 applications were submitted. Throughout the summer months, more than 100 businesses took advantage of the program to support their operational needs. As of September 24, 2020 there are 77 active permits. The BBV program has been widely successful with applicants across several business sectors and locations throughout the City. The temporary program is currently scheduled to expire on October 31, 2020.



Since June the City has received feedback from the local participating businesses, as well as business and tourism organizations that a continuation of this program is vital to support their recovery, viability, and the local economy while the pandemic and state of emergency continues and restrictions on indoor service remain in effect.

## **PURPOSE**

The purpose of this report is to provide Council with an overview of the successes and lessons learned of the BBV Program, and to recommend the extension of the Program including the pedestrian priority on Government Street and the Business Recovery from Pandemic Bylaw to continue to allow local businesses to use outdoor space as an option to support their recovery during the ongoing COVID-19 pandemic.

## **BACKGROUND**

Council adopted the Recovery from Pandemic Bylaw attached as Appendix A on June 4, 2020. Among other things, that bylaw superseded several bylaw provisions primarily in the Streets and Traffic, Parks Regulation, Street Vendors and Sidewalk Café Regulations Bylaws until October 31, 2020. This Bylaw enabled the Build Back Victoria Program to proceed establishing a temporary permitting system for commercial use of public spaces. At the same time, the City introduced measures to establish pedestrian priority on Government Street.

At the September 17, 2020 meeting, Council passed the following motions:

### **Council Member Motion: Extending the "Open Air Recovery - Support for Restaurants and Cafes in Public Spaces" Program**

#### **Motion:**

1. That Council endorse in principal the extension of the Open-Air Recovery – Support for Restaurants and Cafes in Public Spaces expanded and expedited patio initiative pending receipt of a report from City staff detailing feedback from businesses and residents.
2. That Council request that the Mayor write to the Premier of British Columbia, MLAs representing local ridings, and the BC Liquor and Cannabis Regulation Branch to advocate for an extension of the temporary authorization of licensed service areas.

### **Liquor and Cannabis Regulation Branch Expansion on Service Areas**

The Provincial Government took action to support the province's hospitality, restaurant and food service sector by temporarily authorizing the expansion of service areas, such as patios, to support physical distancing requirements and industry recovery during the COVID-19 pandemic.

To support businesses in their reopening efforts, the Liquor and Cannabis Regulation Branch (LCRB) permitted food-primary, liquor-primary and manufacturer licensees, such as wineries, breweries and distilleries, to apply through a simplified online process to temporarily expand their service areas until Oct. 31, 2020. The Province has recently extended this program until Oct. 31, 2021 due to the ongoing impacts of the pandemic.

The temporary authorizations were focused on expanding a licensed service area's footprint only and do not permit an increase in an establishment's overall occupancy. Licensees must also comply with all local bylaws and were required to receive approval through their local government.

There are no additional fees associated with the temporary expansion applications, and an expedited approval process was implemented for faster processing times. While there are no site inspections from LCRB prior to approval of the permit, inspectors conducted regular compliance inspections.

### Build Back Victoria Program

The Business Recovery from Pandemic Bylaw, and report for BBV Program, were endorsed by Council on June 4, 2020, and the Bylaw was subsequently adopted the same day. The new program leveraged existing City processes and included a suite of initiatives to support local businesses in their safe re-opening and recovery plans, including the use of public space.

A key feature of the BBV Program was the nimble and flexible city permitting process to support economic stability, while maintaining the appropriate controls and regulations to protect public safety, pedestrian accessibility and neighbourhood livability. The program included a commitment to implement, learn and adapt processes while it was in place. The City listened to considerations from business partners, the local business community, and neighbourhoods to develop ambitious, low-barrier solutions that balanced the needs of both residents and businesses. The suite of solutions in BBV launched on June 8, 2020.

Local businesses were able to quickly respond and dozens of new waiting areas, seating, and patios were approved in time for the summer. This new temporary opportunity for businesses was seen as a timely lifeline for many providing increased vibrancy and economic vitality downtown and in a number of the village centres while allowing for necessary physical distancing.

As of September 24, 2020, there are 77 active permits including:

- 4 temporary loading / customer pick-up zones
- 12 mobile vending businesses who operate in designated locations for two-week periods
- 61 businesses operating flex spaces:
  - 14 on Government Street/Bastion Square
  - 4 on Gladstone Avenue
  - 4 on Broad Street
  - 39 locations throughout the rest of the city comprised of on-street parking, parks, boulevard space or areas with extended sidewalk.

Of the 61 businesses using flex space, nearly half (29) have a built patio or parklet structure on city property. Patios or parklets refer to anything semi-permanent with a fence that is permitted to stay out 24hrs a day, rather than be brought in at the end of each business day. Twelve of the 29 locations have deck surfaces. Three new applications were in process at the time of this report. More than half of the permits issued serve liquor.

### Government Street

Temporary pedestrian priority treatments on Government Street are a feature component of the BBV program and any extension to it will include retention of the pedestrian priority measures. This City-initiated change included the creation of extensive new areas for pedestrians, seating and “flex” space by reducing the street from two vehicle lanes down to one. In addition, Gateway treatments were installed at several intersections along with new signage, removal of the traffic signal at View Street, modified traffic signal timings at Fort Street to reduce delays for pedestrians and bicycles crossing, and a “full” closure of Government Street between View Street and Fort Street. These pedestrian priority treatments provided more space for social distancing and enabled the

widespread expansion of patios, sidewalk cafes and other retail activities to further support pedestrian activity and business operations in the context of COVID-19 health and safety protocols.

Over the coming weeks, the City will make further modifications to the current Government Street layout to maintain the additional pedestrian space and priority treatments while accommodating northbound vehicle traffic movements over the winter months. These treatments will also inform the conceptual and detailed streetscape design for creating a permanent “people priority” Government Street anticipated to begin this fall and as identified in the City’s 2019-2022 Strategic Plan.

### Business Recovery from Pandemic Bylaw

To facilitate the BBV program, the City adopted new bylaw provisions to facilitate expedited approvals for outdoor commercial uses. This was accomplished through adoption of an entirely new bylaw – the Business Recovery from Pandemic Bylaw No. 20-072 (the “Bylaw”), specifically for the purpose of facilitating the BBV program. To reflect the intended temporary nature of the BBV program, the Bylaw includes a “sunset clause” - section 12, which is intended to come into force on October 31, 2020, that automatically repeals the Bylaw. Furthermore, all permits granted pursuant to the Bylaw expire on the date the Bylaw is repealed.

An extension of the BBV program requires amendments to the Bylaw. An amendment bylaw, which would extend the BBV program from October 31, 2020 until March 31, 2021 is attached. The amendments include a change to the date when the sunset clause comes into force, as well as changes to reflect the intended temporary extension of the existing permissions under the Bylaw. The bylaw enables the Director of Engineering & Public Works as well as the Director of Parks, Recreation & Facilities to extend permits or approve new permits under the program until this date. New requirements for the program will be outlined in the associated program guidelines and permit application, described below.

### Outdoor Commercial Use on Private Property

Section 8 of the *Business Recovery from Pandemic Bylaw* also delegates “the power to issue a development permit or a heritage alteration permit in all development permit areas and heritage conservation areas if the permit relates to the construction of, addition to, or alteration of a building or other structure to facilitate an outdoor commercial use.” In addition, parking variances associated with an outdoor commercial use on private property are also delegated to staff.

Since the adoption of the Bylaw on June 4, 2020, the City has approved four applications for outdoor commercial use under delegated powers. One application has been recently received and is currently under consideration.

To ensure the future removal of any structures associated with these temporary outdoor commercial operations, the Bylaw requires that the property owner provide the City with “an irrevocable undertaking to remove any construction or alteration authorized by the permit within six months and to restore the property to its current conditions.” Some applications were received shortly after the Bylaw was adopted, in June, and, therefore, the six-month period expires as early as December for some businesses. The proposed extension of the BBV program will require delegation to the Director of Sustainable Planning and Community Development of the authority to extend the six-month period until at least March 31, 2021.



## ISSUES & ANALYSIS

At the September 17, 2020 Committee of the Whole Meeting, Council endorsed in principal the extension of the Open Air Recovery – Support for Restaurants and Cafes in Public Spaces expanded and expedited patio initiative, pending receipt of this report from City Staff.

On September 18, 2020, the Liquor and Cannabis Regulation Branch (LCRB) extended its temporary liquor service expansion program until October 31, 2021, and also approved an extension of March 31, 2021 to the temporary authorization that allows food-primary and liquor-primary licensees to sell and deliver sealed, packaged liquor products alongside the purchase of a meal for off-site consumption. The LCRB intends to extend all existing authorizations, however, they have reached out to local governments to confirm their support for the extension of approved authorizations in their jurisdiction prior to any of these extensions being granted. All licensees with current authorizations and whose local governments support extension will be reissued authorization letters, automatically extending the expiry date of their authorizations, before Oct. 31, 2020. Licensees must continue to comply with all local bylaws.

Should the Business Recovery from Pandemic Bylaw and temporary Build Back Victoria Program be extended, City staff will convey to LCRB, on Councils behalf, that Council supports the extension and process of approval for the temporary LCRB program, which would not require them further referral to local government.

These temporary extensions provide businesses with some relief in a time of financial hardship due to the pandemic, while making it easier for vulnerable British Columbians to continue observing the orders of the provincial health officer.

### Engagement and Feedback

Since the launch of the BBV Program, staff from the Engagement Department have worked closely with Business and Community Relations and Transportation to support the new program. Online access to forms and guidelines, door-to-door outreach to businesses, promotional signage, and social media education and awareness campaigns are some of the ways information has been shared with local businesses and the public.

The Program has had strong uptake since its early June launch, and staff have been responsive to feedback and input from businesses and business groups and making practical adjustments to improve the program success. A three-pronged approach was taken to assess the success and impact to date of the Build Back Victoria initiatives on business economic wellbeing and community livability:

- A survey of participating businesses to gauge the value they place on the program to their economic wellbeing during the ongoing unprecedented economic effects of the pandemic;
- Consultation with local business and tourism groups to gain insights and understand any concerns about the impacts of the programs; and
- A review of public feedback received through direct correspondence about the program to help assess livability issues in the downtown and village business districts.

An engagement summary of the feedback received is attached as Appendix B. The main themes within the feedback received were accessibility standards of patio structures, mobile vending locations, outdoor noise and temporary loss of parking. These concerns have been considered and

staff will be addressing with proposed changes to the Program, should the bylaw be extended. There will be further engagement with the community including businesses and residents to identify and further issues or required adjustments to the Program, and staff will report back by March 31, 2021.

### Proposed changes to BBV Program

Drawing on the lessons learned between June and October 2020 and with recognition of interest from some businesses to continue operating under this program over the winter months, there are some elements of BBV that are proposed to be modified should Council approve the bylaw extension. Proposed changes include, but are not limited to:

- Modifications to the application form and permit terms, including updated insurance requirements which are noted in the new bylaw.
- Introducing mechanisms to ensure flex spaces remain in use during the next five months.
- Adjustments to quantity and locations of mobile vending sites.
- Guidance related to the use of tents in greenspaces or boulevards.
- Requirements and additional guidelines for accessible patios / parklets.
- Processes and requirements that will support “winterization” of patios / parklet structures. These are expected to include requirements for obtaining stamped engineering drawings for structures, as well as direction on matters related to lighting, portable heaters, and rainwater management.

For current permit holders, time limited extensions may be granted under the Authorities described in the bylaw, in order to provide a transition period to achieve compliance with any changes to the program. For any new permit applicant, they will be required to meet all new components of the program.

### **OPTIONS & IMPACTS**

**Option 1: Extend the Build Back Victoria Program including the pedestrian priority on Government Street and the Business Recovery from Pandemic Bylaw until March 31, 2021, continue to engage with the community, including businesses and residents, and report back on a further extension to October 31, 2021. (Recommended):**

This option provides businesses with certainty about the program and allows continued temporary operating options to meet Provincial Health recommendations and orders in efforts to sustain viability and the local economy through the pandemic and recovery, and for staff to report back before March 31, 2021 on feedback received and recommend a further extension to the Bylaw and BBV program. Existing permit holders can receive an extension to their permits and transitional provisions in the Bylaw would provide time for businesses to apply to amend permits.

**Option 2: Extend the Build Back Victoria Program including the pedestrian priority on Government Street and the Business Recovery from Pandemic Bylaw until October 31, 2021.**

This option would have the same impacts and report back date as noted in option 1, but the Business Recovery from Pandemic Bylaw would extend to October 31, 2021.

**Option 3: No extension to the Build Back Victoria Program including the pedestrian priority on Government Street and the of the Business Recovery from Pandemic Bylaw.**

This option would terminate the program.

### *Accessibility Impact Statement*

Using streets, boulevards and plazas for commerce purposes enabled sidewalks, pathways and walkways to remain free and clear from customers queuing and waiting for services. The City encouraged accessible design of patios / parklets and provided information to applicants on ways to facilitate wheelchair access or include hard surface detectable features for people with vision loss. Staff assess that approximately 90% of patios / parklets have hard surfaces and 65% are wheelchair accessible. Should the program be extended, the City will be initiating new requirements in the BBV Program guidelines for patios and parklets to provide a more consistent and barrier free setting for patrons. Examples include, but are not limited to, cane detectable physical barriers on sidewalk edge, firm, stable and slip-resistant surfaces, contrasting colours of materials and specific dimensions for accessible ramps / furniture / wheelchair manoeuvring space. It will also be recommended that businesses speak with their disabled patrons or staff to see what other accommodations might be suitable for that specific location and business service.

### *Impacts to Financial Plan*

There are no financial impacts to the Financial Plan to continue the BBV Program to March 31, 2021. Should Council approve Option 1 to report back on a further extension to October 31, 2021, staff will reassess and bring forth any financial impacts at that time.


### **CONCLUSIONS**

Extending the Business Recovery from Pandemic Bylaw will allow businesses continued alternative operating options through the BBV Program with the ability to meet Provincial Health recommendations and orders. The temporary program implementation, review and feedback presented in this report help to sustain our local economy through the pandemic and recovery while balancing the needs and impacts to City resources, public space and economic vitality.

Respectfully submitted,

  
Quinn Anglin  
Business Ambassador

  
Kerri Moore  
Head of Business & Community Relations

  
Philip Bellefontaine  
Director, Director of Engineering & Public Works



**Report accepted and recommended by the City Manager:** \_\_\_\_\_

**Date:** October 2, 2020

### **List of Attachments**

- Appendix A - Business Recovery from Pandemic Bylaw Amendment (No.1) and Business Recovery from Pandemic Bylaw – showing proposed amendments
- Appendix B - Business Recovery from Pandemic Bylaw Amendment (No.1) and Business Recovery from Pandemic Bylaw – Clean copy
- Appendix C - Engagement Summary Report

NO. 20-072

## **BUSINESS RECOVERY FROM PANDEMIC BYLAW**

### **A BYLAW OF THE CITY OF VICTORIA**

The purpose of this bylaw is to facilitate the economic recovery of the City while protecting the community's health and well-being by enabling businesses to operate in accordance with public health advisories regarding physical distancing by temporarily utilizing streets and other private or public outdoor spaces for commercial purposes.

Under its statutory powers, including sections 8(3), 35(11), 36, 38, 154(1) of the *Community Charter* and sections 488-491 of the *Local Government Act*, the City Council of The Corporation of the City of Victoria, in an open meeting assembled, enacts the following provisions:

### **Contents**

1	Title
2	Definitions
3	Application and Paramountcy
4	Outdoor commercial use on a street
5	Outdoor commercial use in a park
6	Permit cancellation
7	Noise
8	Delegation to expedite outdoor commercial use on private property
9	No fee for outdoor commercial use
10	Council reconsideration
11	No City representation and an indemnity by permit holder
12	Repeal
13	Commencement and Repeal Dates

### **Title**

- 1 This Bylaw may be cited as "BUSINESS RECOVERY FROM PANDEMIC BYLAW NO, 20-072'.

### **Definitions**

- 2 In this Bylaw,

"business"

means any person holding a valid licence under the Business Licence Bylaw;



“City”

means the Corporation of the City of Victoria;

“culturally sensitive area”

has the same meaning as in the Parks Regulation Bylaw;

“Director of Engineering”

means the person employed by the City as the Director of Engineering and Public Works and includes a person acting in their absence;

“Director of Parks”

means the person employed by the City as the Director of Parks, Recreation and Facilities and includes a person acting in their absence;

“Director of Planning”

means the person employed by the City as the Director of Sustainable Planning and Community Development and includes a person acting in their absence;

“environmentally sensitive area”

has the same meaning as in the Parks Regulation Bylaw;

“mobile vendor”

has the same meaning as in the Street Vendors Bylaw;

“outdoor commercial use”

means any space or temporary structure used for business activity outside of a permanent building or other structure and includes restaurant patios, outdoor displays, and customer service or wait areas;

“park”

has the same meaning as in the Parks Regulation Bylaw;

“public health authority”

includes a health officer as defined in the Public Health Act;

“street”

has the same meaning as in the Streets and Traffic Bylaw;

“zoning bylaw”

means the Zoning Regulation Bylaw or the Zoning Bylaw 2018 as applicable.

### **Application and paramountcy**

3 (1) This Bylaw applies notwithstanding any provision of the following:

(a) Building and Plumbing Regulation Bylaw;

~~(a)(b)~~ Business Licence Bylaw;

~~(b)(c)~~ Land Use Procedure Bylaw;

~~(c)(d)~~ Parks and Recreation Fees Bylaw;

~~(d)(e)~~ Parks Regulation Bylaw,

~~(e)(f)~~ Sidewalk Cafés Regulation Bylaw,

~~(f)(g)~~ Streets and Traffic Bylaw, and

~~(g)(h)~~ Street Vendors Bylaw.

(2) For certainty, if a provision of this Bylaw conflicts with any other City bylaw except a zoning bylaw, this Bylaw prevails.

### **Outdoor commercial use on a street**

4 (1) The Director of Engineering is authorized to temporarily restrict or prohibit all or some types of traffic on a street or portion of a street to facilitate outdoor commercial use and may cause temporary barriers, structures, or other installations to be constructed for that purpose.

(2) A business shall not use a street for outdoor commercial use without first obtaining a permit from the Director of Engineering.

(3) The Director of Engineering may issue a permit for an outdoor commercial use of a street or a portion of a street if, in their opinion, the proposed outdoor commercial use would

(a) facilitate physical distancing as recommended by a public health authority;

(b) relate to a commercial operation in a property adjoining the street or portion of the street; and

(c) not unduly obstruct or interfere with a fire hydrant, fire lane or exit, or another safety feature or requirement of an adjoining property-

and may require an applicant for a permit to provide confirmation, in a form acceptable to the Director of Engineering, from an appropriate professional that the portion of the street and all structures and objects to be placed on the street

under the proposed permit would be safe and suitable for their intended use as described in the application for the permit.

- (4) The Director of Engineering must not issue a permit for an outdoor commercial use on a street unless the proposed use is authorized under the applicable zoning bylaw.
- (5) The permit shall identify the street or portion of the street subject to it and may include conditions, as determined by the Director of Engineering, regarding:
  - (a) temporary structures or other objects that may be placed or otherwise constructed on the street or portion of the street by the permit holder;
  - (b) temporary signs, stickers, or other markings that may be placed on the street by the permit holder;
  - (c) times when the street or portion of the street may be occupied for an outdoor commercial use;
  - (d) the duration of the permit; and
  - (e) uses or activities that are allowed under the permit.
- (6) A holder of a permit issued under this section (the “licensee”) obtains a licence of occupation for the portion of the street identified in the permit on the following terms and conditions:
  - (a) the licensee
    - (i) assumes all risks, known and unknown, in relation to the outdoor commercial use and the portion of the street occupied by them and agrees to release and forever discharge the City, its elected and appointed officials, employees, servants, contractors and agents from any and all claims, causes of action, suits, costs and expenses whatsoever, which it or its directors, officers, employees or agents may now or at any time have with respect to, related to, or arising out of the outdoor commercial use on the street;
    - (ii) agrees to indemnify and save harmless the City, its elected and appointed officials, employees, servants, contractors and agents from and against any and all claims, causes of action, suits, damages, losses (including pure economic loss), costs and expenses which the City, its elected or appointed officials, employees, servants, contractors and agents may suffer or sustain as a result of, connected to, or arising out of the grant of this licence or by reason of or arising out of, failure of the licensee to comply with the terms and conditions of the permit or this Bylaw;
    - (iii) must not cause or permit water, or refuse, garbage or other material that is noxious, offensive or unwholesome to collect or accumulate within the licence area;

- (iv) must not allow the licenced area to become or remain unsightly;
  - (b) all structures or objects placed in the licenced area by the licensee must be removed on the expiry of the licence;
  - (c) the outdoor commercial use of the licenced area must cease on the expiry of the licence;
  - (d) during the term of the licence, the licensee must, at their own expense, obtain and maintain in force commercial general liability insurance, in the minimum amount of \$~~2~~5 million per occurrence with the City added as an additional insured, together with a cross liability clause, and the City must be provided with proof of such coverage at the request of the Director of Engineering;
  - (e) the licensee must not damage or permanently encumber or alter the street;
  - (f) the licence expires on the earlier of:
    - (i) the expiry or cancellation of the permit, or
    - (ii) the repeal of this Bylaw.
- (7) Notwithstanding subsections (3)(b) and (4), the Director of Engineering may issue a permit for outdoor commercial use of a portion of a street by a mobile vendor provided that the perimeter of the licence area is more that 200 metres from any business that provides the same or similar services or products as the mobile vendor.
- (8) Subsection (2) does not apply to an outdoor commercial use that was in existence at the time this section came into force and was authorized under another City bylaw.
- (9) The Director of Engineering may, at any time, extend the duration of a permit issued under subsection (3) and, subject to subsection (10), such extended permit shall continue to be valid on the terms and conditions as originally issued.
- (10) The Director of Engineering may, as a condition of issuing a permit under subsection (3) or extension of a permit under subsection (9), require that the permit holder
- (a) within a time provided in the permit or extension, make the necessary additions or alterations to ensure that the portion of the street that is subject to the permit and all the structures or objects placed on a street pursuant to the permit to are fully accessible to all persons, and
  - (b) provide confirmation, in the form acceptable to the Director of Engineering, from an appropriate professional that the portion of the street that is subject to the permit and all structures or objects placed on a street pursuant to the permit are safe and suitable for their intended use as authorized under the permit.



- (11) Unless a permit holder, within 14 days of receiving a request from the Director of Engineering, provides confirmation, in a form acceptable to the Director of Engineering, from an appropriate professional that the portion of the street that is subject to the permit and all structures or objects placed on a street pursuant to the permit are safe and suitable for their intended use as authorized under the permit, the permit is deemed to be cancelled and of no force and effect.

### **Outdoor commercial use in a park**

- 5 (1) A business shall not use a park for outdoor commercial use without first obtaining a permit from the Director of Parks.
- (2) The Director of Parks may issue a permit for an outdoor commercial use in a park or a portion of a park if, in their opinion, the proposed outdoor commercial use would
- (a) facilitate physical distancing as recommended by a public health authority;
  - (b) relate to a commercial use in a property adjoining the park or portion of the park;
  - (c) not unduly obstruct or interfere with a playground or an outdoor sports facility; and
  - (d) not be located in an environmentally or culturally sensitive area-
- and may require an applicant for a permit to provide confirmation, in a form acceptable to the Director of Parks, from an appropriate professional that the portion of the park and all structures and objects to be placed in the park under the proposed permit would be safe and suitable for their intended use as described in the application for the permit.
- (3) The Director of Parks must not issue a permit for an outdoor commercial use in Beacon Hill Park or any other park where such use would be contrary to the terms of a trust or condition of a land grant.
- (4) The permit shall identify the park or portion of the park subject to it and may include conditions, as determined by the Director of Parks, regarding:
- (a) temporary structures that may be placed or otherwise constructed in the park or portion of the park by the permit holder;
  - (b) temporary signs, stickers, or other markings that may be placed in the park by the permit holder;
  - (c) times when the park or portion of the park may be occupied for an outdoor commercial use;
  - (d) the duration of the permit; and
  - (e) uses or activities that are allowed under the permit.

- (5) A holder of a permit issued under this section (the “licensee”) obtains a licence of occupation for the portion of the park identified in the permit on the following terms and conditions:
- (a) the licensee
    - (i) assumes all risks, known and unknown, in relation to the outdoor commercial use and the portion of the park occupied by them and agrees to release and forever discharge the City, its elected and appointed officials, employees, servants, contractors and agents from any and all claims, causes of action, suits, costs and expenses whatsoever, which it or its directors, officers, employees or agents may now or at any time have with respect to, related to, or arising out of the outdoor commercial use in the park;
    - (ii) agrees to indemnify and save harmless the City, its elected and appointed officials, employees, servants, contractors and agents from and against any and all claims, causes of action, suits, damages, losses (including pure economic loss), costs and expenses which the City, its elected or appointed officials, employees, servants, contractors and agents may suffer or sustain as a result of, connected to, or arising out of the grant of this licence or by reason of or arising out of, failure of the licensee to comply with the terms and conditions of the permit or this Bylaw;
    - (iii) must not cause or permit water, or refuse, garbage or other material that is noxious, offensive or unwholesome to collect or accumulate within the licence area;
    - (iv) must not allow the licenced area to become or remain unsightly;
  - (b) all structures or objects placed in the licenced area by the licensee must be removed on the expiry of the licence;
  - (c) the outdoor commercial use of the licenced area must cease on the expiry of the licence;
  - (d) during the term of the licence, the licensee must, at their own expense, obtain and maintain in force commercial general liability insurance, in the minimum amount of ~~\$2~~5 million per occurrence with the City added as an additional insured, together with a cross liability clause, and the City must be provided with proof of such coverage at the request of the Director of Parks;
  - (e) the licensee must not damage any tree or shrub, or permanently encumber or alter the park;
  - (f) the licence expires on the earlier of:
    - (i) the expiry or cancellation of the permit, or
    - (ii) the repeal of this Bylaw.

(6) Notwithstanding subsection (2)(b) the Director of Parks may issue a permit for outdoor commercial use of a portion of a park by a mobile vendor.

(7) Subsection (1) does not apply to an outdoor commercial use that was in existence at the time this section came into force and was authorized under another City bylaw.

(8) The Director of Parks may, at any time, extend the duration of a permit issued under subsection (2) and, subject to subsection (9), such extended permit shall continue to be valid on the terms and conditions as originally issued.

(9) The Director of Parks may, as a condition of issuing a permit under subsection (2) or extension of a permit under subsection (8), require that the permit holder

(a) within a time provided in the permit or extension, make the necessary additions or alterations to ensure that the portion of the park that is subject to the permit and all the structures or objects placed in a park pursuant to the permit to are fully accessible to all persons, and

(b) provide confirmation, in the form acceptable to the Director of Parks, from an appropriate professional that the portion of the park that is subject to the permit and all structures or objects placed in a park pursuant to the permit are safe and suitable for their intended use as authorized under the permit.

(10) Unless a permit holder, within 14 days of receiving a request from the Director of Parks, provides confirmation, in a form acceptable to the Director of Parks, from an appropriate professional that the portion of the park that is subject to the permit and all structures or objects placed in a park pursuant to the permit are safe and suitable for their intended use as authorized under the permit, the permit is deemed to be cancelled and of no force and effect.

### **Permit cancellation**

6 Section 13 of the Sidewalk Cafés Regulation Bylaw applies, with all the necessary changes, to a permit issued under section 4 or 5 as if the outdoor commercial use was a sidewalk café or a parklet.

### **Noise**

7 The holder of a permit for an outdoor commercial use must comply with the provisions of the Noise Bylaw.

### **Delegation to expedite outdoor commercial uses on private property**

8 (1) Subject to subsection (3), the Director of Planning is delegated the power to issue a development permit or a heritage alteration permit in all development permit

areas and heritage conservation areas if the permit relates to the construction of, addition to, or alteration of a building or other structure to facilitate an outdoor commercial use.

- (2) As part of a permit issued under subsection (1), the Director of Planning may authorize a parking variance.
- (3) An applicant for a permit referred to in subsection (1) and the property owner must provide the City with an irrevocable undertaking to remove any construction or alteration authorized by the permit within ~~six months~~such time as the Director of Planning considers appropriate in the circumstances and to restore the property to its current conditions.
- ~~(4) The Director of Planning may, at any time, extend the time in the undertaking provided under subsection (3) if~~
  - ~~(a) the date in section 13(2) is amended, and~~
  - ~~(a)(b) the holder of the permit and the property owner provide a replacement irrevocable undertaking as required under subsection (3) with a new date acceptable to the Director of Planning.~~

#### **No fee for outdoor commercial use**

- 9 (1) No fee is payable for a permit issued under section 4 or 5.
- (2) No fee is payable for an application to which section 8 applies.

#### **Council reconsideration**

- 10 If an application for a permit under section 4, 5, or 8 is refused, or if the applicant objects to a proposed condition of the permit or approval, the applicant may request that Council reconsider the decision by submitting a written request for reconsideration to the City Clerk within 14 days of the delegate's decision.

#### **No City representation and an indemnity by permit holder**

- 11 (1) The issuance of a permit under this Bylaw does not constitute in any way a representation, warranty, or assurance that the area covered by the permit is suitable for the outdoor commercial use or the intended purpose of the business applying for the permit.
- (2) The holder of a permit issued under this Bylaw shall be solely responsible for the outdoor commercial use authorized by the permit and shall indemnify and hold harmless the City and its elected and appointed officials, employees, contractors and agents from any claim of loss or damages, including personal injury and pure



economic loss, by any person for any reason connected with the issuance of the permit or the outdoor commercial use authorized by the permit.

**Repeal**

12 This Bylaw is repealed.

**Commencement and Repeal Dates**

13 (1) This Bylaw, except section 12, comes into force on adoption.

(2) Section 12 comes into force on ~~October 31, 2020~~March 31, 2021.

READ A FIRST TIME the day of 2020.

READ A SECOND TIME the day of 2020.

READ A THIRD TIME the day of 2020.

ADOPTED on the day of 2020.

CITY CLERK

MAYOR

NO. 20-105

**BUSINESS RECOVERY FROM PANDEMIC BYLAW AMENDMENT BYLAW (NO. 1)****A BYLAW OF THE CITY OF VICTORIA**

The purpose of this bylaw is to amend the Business Recovery from Pandemic Bylaw to extend the duration of that bylaw in light of continuing public health advisories regarding physical distancing and other changes impacting business operations, to provide for extension of permits issued under that bylaw, and to better address issues related to erection of weather protection for the temporary outdoor commercial use on City street, in parks, and on private property.

Under its statutory powers, including sections 8(3), 35(11), 36, 38, and 154(1) of the *Community Charter* and sections 488-491 of the *Local Government Act*, the Council of the Corporation of the City of Victoria, in an open meeting assembled, enacts the following provisions:

**Title**

- 1 This bylaw may be cited as the “Business Recovery from Pandemic Bylaw Amendment Bylaw (No. 1)”.

**Amendment**

- 2 The Business Recovery from Pandemic Bylaw No. 20-072 is amended
  - (a) in section 3(1), by renumbering paragraphs (a) through (g) as paragraphs (b) through (h) and inserting a new paragraph (a) as follows:
 

“(a) Building and Plumbing Regulation Bylaw;”,
  - (b) in section 4(3), by deleting the period at the end of paragraph (c) and adding the following as a continuation of subsection (3):
 

“and may require an applicant for a permit to provide confirmation, in a form acceptable to the Director of Engineering, from an appropriate professional that the portion of the street and all structures and objects to be placed on the street under the proposed permit would be safe and suitable for their intended use as described in the application for the permit.”,
  - (c) in section 4(6)(d), by deleting “2” and replacing it with “5”,
  - (d) by adding the following as the new subsections (9) through (11) in section 4:
 

“(9) The Director of Engineering may, at any time, extend the duration of a permit issued under subsection (3) and, subject to subsection (10), such extended permit shall continue to be valid on the terms and conditions as originally issued.

(10) The Director of Engineering may, as a condition of issuing a permit under subsection (3) or extension of a permit under subsection (9), require that the permit holder

    - (a) within a time provided in the permit or extension, make the necessary additions or alterations to ensure that the portion of the street that is

subject to the permit and all the structures or objects placed on a street pursuant to the permit to are fully accessible to all persons, and

- (b) provide confirmation, in the form acceptable to the Director of Engineering, from an appropriate professional that the portion of the street that is subject to the permit and all structures or objects placed on a street pursuant to the permit are safe and suitable for their intended use as authorized under the permit.
- (11) Unless a permit holder, within 14 days of receiving a request from the Director of Engineering, provides confirmation, in a form acceptable to the Director of Engineering, from an appropriate professional that the portion of the street that is subject to the permit and all structures or objects placed on a street pursuant to the permit are safe and suitable for their intended use as authorized under the permit, the permit is deemed to be cancelled and of no force and effect.’,
- (e) in section 5(2), by deleting the period at the end of paragraph (d) and adding the following as a continuation of subsection (2):
 

“and may require an applicant for a permit to provide confirmation, in a form acceptable to the Director of Parks, from an appropriate professional that the portion of the park and all structures and objects to be placed in the park under the proposed permit would be safe and suitable for their intended use as described in the application for the permit.”,
- (f) in section 5(5)(d), by deleting “2” and replacing it with “5”,
- (g) by adding the following as the new subsections (8) through (10) in section 5:
  - “(8) The Director of Parks may, at any time, extend the duration of a permit issued under subsection (2) and, subject to subsection (9), such extended permit shall continue to be valid on the terms and conditions as originally issued.
  - (9) The Director of Parks may, as a condition of issuing a permit under subsection (2) or extension of a permit under subsection (8), require that the permit holder
    - (a) within a time provided in the permit or extension, make the necessary additions or alterations to ensure that the portion of the park that is subject to the permit and all the structures or objects placed in a park pursuant to the permit to are fully accessible to all persons, and
    - (b) provide confirmation, in the form acceptable to the Director of Parks, from an appropriate professional that the portion of the park that is subject to the permit and all structures or objects placed in a park pursuant to the permit are safe and suitable for their intended use as authorized under the permit.
  - (10) Unless a permit holder, within 14 days of receiving a request from the Director of Parks, provides confirmation, in a form acceptable to the Director of Parks, from an appropriate professional that the portion of the

- ## Commencement

MAYOR





# **BUILD BACK VICTORIA**

Engagement Summary | October 2020

## Build Back Victoria Engagement Summary

Since the launch of the Build Back Victoria initiative, staff from the Engagement department have worked closely with the Business & Community Relations and Transportation teams to support the new program. Online access to forms and guidelines, door-to-door outreach to businesses, promotional signage, and social media education and awareness campaigns are some of the ways information has been shared with local businesses and the public.

Since the program launched, staff have been responsive to feedback and input from businesses, business groups and the public to learn as we go and make practical adjustments to initiatives to improve their success.

A three-pronged approach was taken to assess the success and impact to date of the Build Back Victoria initiatives on business economic wellbeing and community livability:

- A survey of participating businesses to gauge the value they place on the program to their economic wellbeing during the ongoing devastating economic effects of the pandemic;
- Consultation with local business and tourism groups to gain insights and understand any concerns about the impacts of the program on the broader business and visitor economies; and
- A review of public feedback received through correspondence to the City and the Business Hub about the program to help assess livability issues in the downtown and village business districts.

### Survey of Participating Businesses

A survey of participating businesses indicates strong support for Build Back Victoria with more than 97 per cent of respondents saying they were satisfied with the program and 88 per cent confirming that they would continue the program if it were extended into the fall and winter.

The vast majority of participating businesses reported that the program was easy to understand and apply for and that approvals were quick, with staff helpful and responsive. They indicated that the program contributed positively to their economic wellbeing, with several them stating that the program was “make-or-break” for their business.

Here is one example:

*“Our BBV space has been a major saver for us. Now with the new restrictions on hours we need all the space and help we can to drive business for the hours are open. We really hope to see all the BBV space stay. I think many businesses around town have put a lot of time, effort and money into their spaces. It would be a huge shame to see them go. Local businesses need BBV space to survive.”*

Businesses also provided the following suggestions and input through the survey on adjustments they would like to see to help support them with their recovery:

- Permission to add heaters and overhead cover or shelters for patios
- Requests for more space, waste bin re-locations, additional bicycle parking and options to increase accessibility (ramps, wider areas, etc.)
- New/more signage for public awareness
- Avenues to make the program permanent

A total of 89 individual businesses were asked to complete the survey, with 33 surveys completed.

### Input from Business and Tourism Groups

City staff have engaged regularly through our Small Business Support calls with the Downtown Victoria Business Association, Destination Greater Victoria, and the Greater Victoria Chamber of Commerce to hear their input and suggested adjustments to aspects of the various Build Back Victoria initiatives. Feedback was also sought from the Cook Street Village Business Association. These four business groups say that the feedback from their members is the program was beneficial and well received by customers. They indicate that they would like to see the City extend this temporary program to support business recovery while pandemic restrictions on indoor seating continue.

The DVBA, while stating that the feedback they have received from members has generally been very positive, has indicated that there are some concerns regarding Government Street. They would like to see street closures along Government to be limited to one lane, and only when a patio or flex-space is using the roadway. The Cook Street Village Business Association has provided feedback that in the future when the pandemic restrictions on business are lifted, they would like to see all the parking returned and do not want to restrict traffic flow as the neighbourhood business group sees both as being critical to the health of Cook Street Village.

### Feedback Received through Correspondence

Input from the community received through correspondence to the Business Hub, Engagement, Transportation, and Mayor and Council was assessed as it was received to make responsive adjustments to the program and to help evaluate the success of the program on.

More than 100 individuals reached out directly to provide input or comment on the program and its specific initiatives. While much of the feedback was complimentary, there were several common themes raised including noise, accessibility features of some patios, access to commercial / passenger loadings zones, on-street parking availability and locations of mobile vendors.

Feedback received, along with on-going monitoring will be used to further refine the pedestrian priority treatments on Government Street over the winter months as part of continued adaptation and implementation of the BBV program.



## Letters From Business Groups





Downtown Victoria Business Association  
20 Centennial Square  
Victoria, BC  
V8W 1P7  
(250)386-2238  
info@downtownvictoria.ca

September 28, 2020

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

**Re. Build Back Victoria: Re-opening and Recovery**

Dear Mayor & Council,

Thank you for introducing the Build Back Victoria program for the summer months. Many of our businesses have been severely impacted by COVID-19 protection efforts and particularly by the very limited number of tourists during our busiest season. The introduction of flexible street usage for temporary patios has made a significant difference for many restaurants downtown.

The DVBA would like to see the Build Back Victoria program continue. Since the province has announced an extension to expanded liquor licenses, additional patio space will significantly help restaurants, pubs, and similar establishments downtown survive through the winter months. This is the sort of opportunity to help our region successfully recover.

The feedback we have received from our members regarding this program has generally been very positive, however there are some concerns regarding Government Street which we hope you will address when deciding how to move forward with the Build Back Victoria program. The primary concern is Government Street between View and Johnson *must* be reopened by at least one lane. Additionally, closures along the street should be limited to maximum one lane, and only where a patio or flex-space is utilizing the roadway. Many retail businesses have instituted curbside pickup policies, but these policies need to have roadside access for the customer to pick up their purchases.

We appreciate your efforts to help businesses survive the many economic challenges caused by the pandemic. Employers need clear regulations and support as they plan for the difficult months still ahead, as well as the support of their community. Workers need jobs during this critical time. And, in supporting the businesses and workers of Victoria, the City of Victoria can maintain a strong foundation of taxpayers for the future.

Sincerely,

A handwritten signature in dark ink, appearing to read "Jeff Bray".

Jeff Bray, Downtown Victoria Business Association Executive Director

September 26, 2020

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

**Re. Build Back Victoria: Re-opening and Recovery**

Dear Victoria Mayor and Council,

On behalf of the 1,400 members of the Greater Victoria Chamber of Commerce, I want to thank Mayor and Council for their efforts to help businesses survive the economic challenges caused by the pandemic.

The Chamber fully supports the continuation of Build Back Victoria. The City's leadership and investment in innovations led by business are making a difference. Many of our restaurants, cafes and pubs were able to sustain their operations because of the opportunity they were given to expand their spaces. With the province announcing an extension to expanded liquor licences, we strongly encourage Council to continue its support of businesses that are relying on this opportunity.

Build Back Victoria is the type of innovative program needed to ensure our region will experience a successful recovery. Our region's employers need certainty to plan for the difficult months ahead, people need jobs during this critical time and municipalities need to ensure they maintain a strong foundation of taxpayers in order to continue providing services to citizens.

The sooner we get back to a thriving economy, the better all of us will be.

Sincerely,



Bruce Williams  
CEO, Greater Victoria Chamber of Commerce

**From:** kristiane baskeville <[lovewhereyoulive@telus.net](mailto:lovewhereyoulive@telus.net)>  
**Sent:** September 21, 2020 1:38 PM  
**To:** Quinn Anglin <[ganglin@victoria.ca](mailto:ganglin@victoria.ca)>; Victoria Mayor and Council <[mayorandcouncil@victoria.ca](mailto:mayorandcouncil@victoria.ca)>  
**Subject:** Support to extend the Build Back Victoria Program

The Cook Street Village Business Association fully supports the extension of the Build Back Victoria Program. There are 4 businesses in the village that are taking advantage of this very welcomed and well patronized program.

The purpose of Build Back Victoria program was to help small businesses increase seating during the seating-reduction brought on by the pandemic. This was a success in The Village. The flexibility and speed of the City's team was critical to the successful implantation of the additional patio space.

We would support an extension to this program during the winter months as it will be much more difficult for the businesses than summer was for many small businesses. However, the new patios will need to be covered and heated or they won't be used and thus not be effective. If you could share any details of an extension as soon as possible would be highly appreciated so that the needed items can be sourced, purchased and implemented. I'm sure you are aware, timelines are much longer currently due to the pandemic.

We want to note, however, that we want all of our parking back in the future and do not want to restrict any traffic flow as they are both critical to the health of The Village.

Best Regards,

Kristiane Baskerville  
Director CSVBA  
Owner, Surroundings  
249 Cook St.  
Victoria BC

# DESTINATION GREATER VICTORIA

September 28, 2020

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

Dear Mayor Helps and Council,

I write in support of City of Victoria continuing the Build Back Victoria program.

The COVID-19 pandemic has had significant negative impacts on the Greater Victoria visitor economy. For example, hotel occupancy in July 2020 was 35 per cent, compared to 85 per cent in July 2019. Overall tourism revenue in Greater Victoria is down a staggering 68 per cent from 2019. This has dramatically affected our community – one where two in five working people are employed either directly or indirectly in the visitor economy.

Despite the challenges, opportunities for Destination Greater Victoria members emerged. One of these opportunities was the creation of the City of Victoria's Build Back Victoria program. The expansion of patios as well as services on sidewalks, streets and neighbourhood squares and plazas enhanced business operations at a critical time. Build Back Victoria is an amazing success. Businesses have found new ways to engage their customers during the pandemic and create cash flow when revenues declined sharply.

As the pandemic is expected to continue through the winter months, Destination Greater Victoria wants to see the Build Back Victoria program continue as well. We realize adjustments will need to be made to 'winterize' spaces and have businesses operate safely, but we feel these obstacles can be adequately addressed. We are also aware the City of Victoria is surveying businesses with an approved Build Back Victoria permit to include within an upcoming report. The consultation is an excellent way to listen to Destination Greater Victoria members and the community regarding the future of this program. With appropriate adjustments we are confident this program can continue in the months ahead.

Thank you for consideration of this proposal as well as the needs of Greater Victoria small businesses and the hard-working people that earn a living in the visitor economy.

DESTINATION GREATER VICTORIA

Mailing address: Suite 200 – 737 Yates Street, Victoria, B.C. Canada V8W 1L6 Tel: (250) 414-6999 Fax: (250) 361-9733  
Visitor Centre: 812 Wharf Street, Victoria, B.C. Canada V8W 1T3 Tel: (250) 953-2033 Fax: (250) 382-6539  
[www.tourismvictoria.com](http://www.tourismvictoria.com)

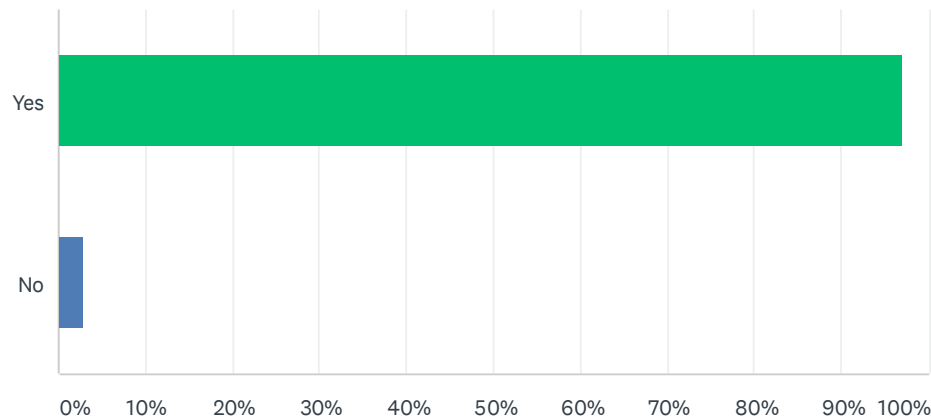




## Build Back Victoria Business Survey

Q1 Have you been generally satisfied with the Build Back Victoria program?

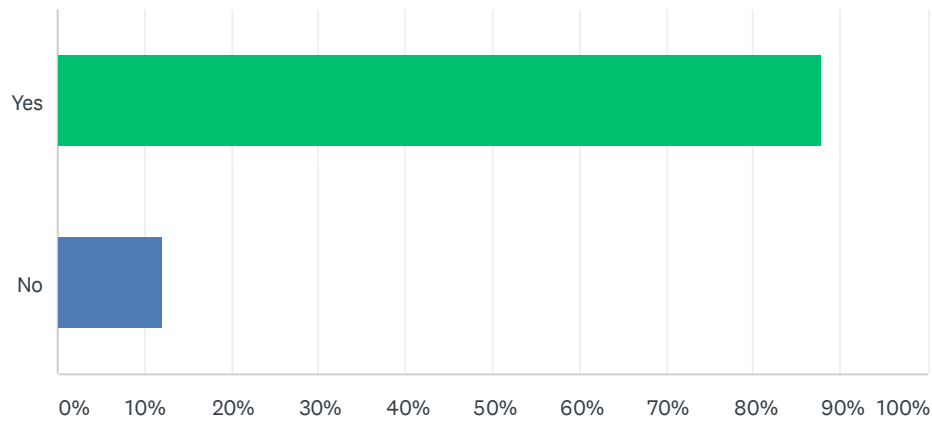
Answered: 33    Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	96.97%	32
No	3.03%	1
TOTAL		33

## Q2 If the program were to continue though the fall and winter, would you continue to provide outdoor options for your customers?

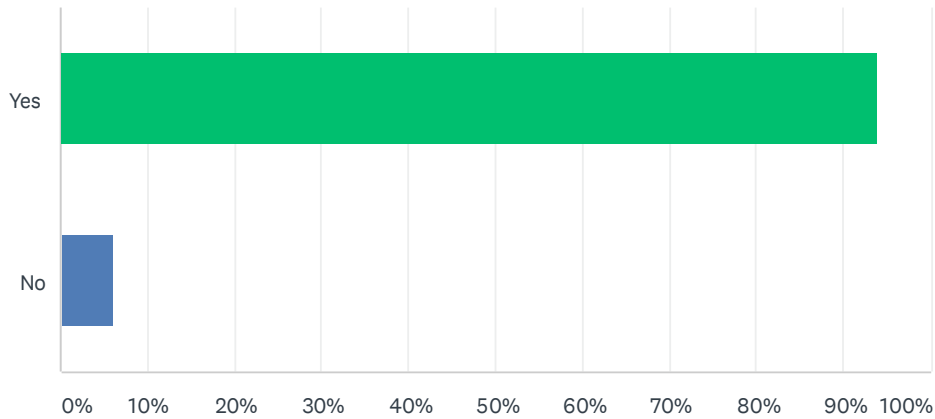
Answered: 33 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	87.88%	29
No	12.12%	4
TOTAL		33

### Q3 Did your customers seem generally satisfied with the flex space you provided as part of the program? If no, please explain

Answered: 33 Skipped: 0



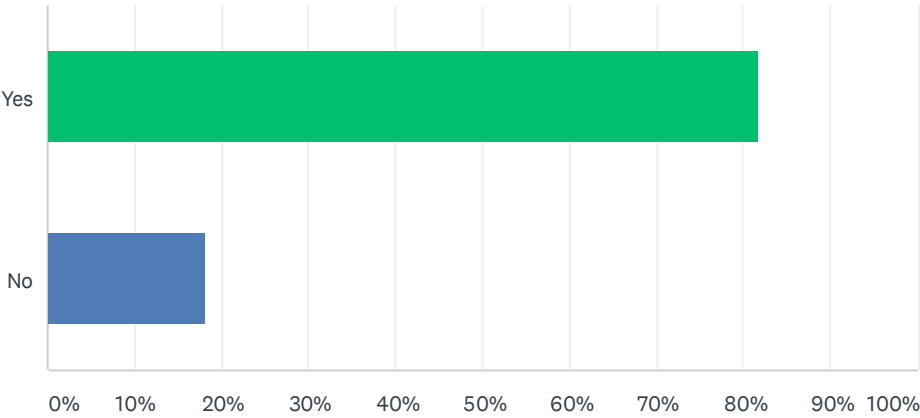
ANSWER CHOICES		RESPONSES	
Yes		93.94%	31
No		6.06%	2
TOTAL			33

#	NO	DATE
1	Horrible service, took the city's staff over a month to tell me I was able to set up since I was within my property line!	9/18/2020 7:24 PM
2	Didn't suit our business	9/18/2020 5:28 PM



Q4 Is your BBV flex space or patio wheelchair accessible?

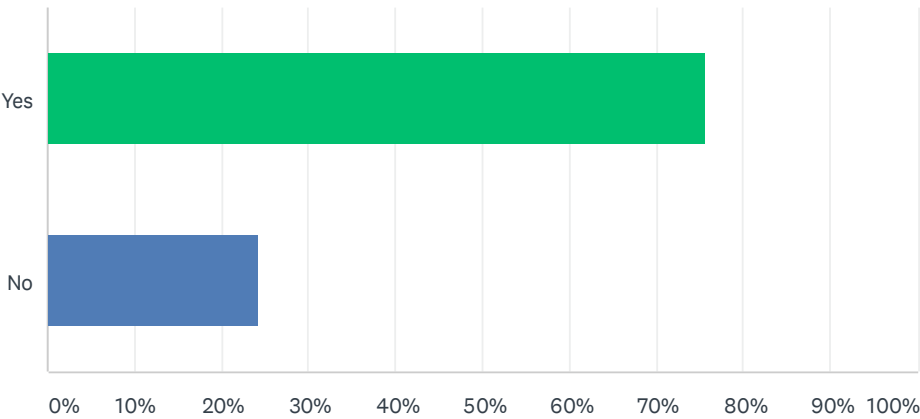
Answered: 33 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	81.82%	27
No	18.18%	6
TOTAL		33

Q5 Does your BBV flex space or patio utilize hard surface materials so that someone with vision loss could detect its presence?

Answered: 33    Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	75.76%	25
No	24.24%	8
TOTAL		33

**Q6 Have you received any comments, complaints or issues from customers, staff or community members regarding the accessibility of your BBV space?**

Answered: 32   Skipped: 1

## Build Back Victoria Survey

#	RESPONSES	DATE
1	Only positive feedback	9/24/2020 2:31 PM
2	we have received no negative feed back, regarding this space.	9/23/2020 11:38 AM
3	No	9/21/2020 7:35 PM
4	I don't think so	9/19/2020 7:24 AM
5	No	9/18/2020 7:37 PM
6	We have received nothing but positive feedback!	9/18/2020 7:29 PM
7	no	9/18/2020 7:24 PM
8	The attack on cars needs to stop, people still need to be able to access the area, or we're choking it off to just a dwindling population downtown, really just not smart at all. Why actively work to limit the market like that??? Nonsense.	9/18/2020 5:28 PM
9	Only positive feedback about the outdoor space. Staff were more than thankful for the opportunity to expand there service space.	9/18/2020 5:24 PM
10	We have had nothing but amazing feed back our BBV space. Most of our patrons actually prefer and request this area. Would be heartbreaking to see it go.	9/17/2020 2:41 PM
11	No - The only complaints we received were that there was no signage installed at the Fort and Gov't st. intersection to advise how to get to the Bay Centre parkade.	9/17/2020 7:58 AM
12	We have had an overall WONDERFUL response both from guests and from "passers by"	9/16/2020 11:14 AM
13	No	9/14/2020 1:38 PM
14	Reception was wildly popular, citizens seem to have a desire for food truck availability	9/14/2020 9:55 AM
15	We have had only amazing comments from our customers and neighbours, no complaints or issues.	9/12/2020 12:05 PM
16	Not at all, we have had overwhelming support from our guests and neighbours.	9/12/2020 11:40 AM
17	We have a loading zone and our customers are loving it	9/11/2020 4:13 PM
18	overwhelming satisfaction from the community of Fernwood. The biggest complaint is that the entire street is not closed off instead of allowing one lane of traffic.	9/11/2020 2:43 PM
19	No.	9/11/2020 2:23 PM
20	Tons of positive feedback. Everyone loves it. Lots of compliments like, "feels much more European." "love it."	9/11/2020 2:12 PM
21	No	9/11/2020 1:48 PM
22	People are generally happy	9/11/2020 1:48 PM
23	No. Good feedback only.	9/11/2020 1:48 PM
24	People love it Only grumpy old school folks who are missing the point grumble about losing a spot to park for 20 minutes	9/11/2020 1:48 PM
25	Guests love the outdoor format - love the felling of a market	9/11/2020 1:41 PM
26	Just all positive response!	9/11/2020 1:31 PM
27	no	9/11/2020 1:28 PM
28	We've received alot of positive remarks regarding the easy location and set up along Dallas Rd	9/11/2020 1:22 PM
29	No	9/11/2020 1:13 PM
30	No. I have had people feel they have a right to sit in the space regardless of being a customer of ours.	9/11/2020 1:08 PM
31	no	9/11/2020 1:08 PM





**Q7 What, if any, improvements would you like the ability to make to improve your flex space that could benefit your business and your customers?**

Answered: 30   Skipped: 3

## Build Back Victoria Survey

#	RESPONSES	DATE
1	The flex space offered to the south of our property was not used due to an inability to access it during the normal course of business. We had planned to have a staircase from our existing patio down to it but when told that would be problematic and that we would need a building permit we determined that for the length of the program it likely did not justify the work and the cost. Given an extension of the program we would reconsider but there is still the matter of winterizing, lighting and weatherproofing, all of which require substantial capital investment with little security of tenure.	9/24/2020 2:31 PM
2	A ramp to allow wheel chair access.	9/23/2020 11:38 AM
3	None	9/21/2020 7:35 PM
4	Add a bike rack	9/19/2020 7:24 AM
5	Ability to cover it	9/18/2020 7:37 PM
6	Get the city to provide some planters for Fernwood square.	9/18/2020 7:29 PM
7	Please stop attacking parking and cars. Please find a balance.	9/18/2020 5:28 PM
8	Ability to involve patio heating systems	9/18/2020 5:24 PM
9	I would love the ability to had some style of roof or cover to it as well as possible heating to keep the use of it through the fall and winter.	9/17/2020 2:41 PM
10	I would desperately expect more signage as promised. We still don't have signs at our two parking stalls for quick pick-up and we still don't have signage advising customers how to access the Bay Centre parkade on View st. from the Fort/Gov't st. closed off area. We also noticed that people were sitting and smoking at the chairs installed outside of Earls on View St. so there should definitely have been no-smoking signs installed. This was requested as well but to date no signage was installed. Overall guests loved the patio areas though.	9/17/2020 7:58 AM
11	Making it permanent. If it were permanent, we could run power from our building to the space that would allow for heaters etc.	9/16/2020 11:14 AM
12	Addressing the bird feces situation in Victoria generally	9/14/2020 1:38 PM
13	A continuation of the program! Improvements could be more awareness for food trucks, better locations could be good too	9/14/2020 9:55 AM
14	I would like to be able to add additional space to our patio, and allow us more tables and seats and more space to be COVID compliant.	9/12/2020 12:05 PM
15	I would like the ability to have a bit more space, and allow for us to set up more tables and continue to be COVID compliant.	9/12/2020 11:40 AM
16	Bigger sign	9/11/2020 4:13 PM
17	To make it permanent would allow the necessary build outs to accommodate winter service. I am not able to invest the money necessary to winterize the patio without knowledge that I will be able to continue this past covid	9/11/2020 2:43 PM
18	I would like to make a covered area with heaters.	9/11/2020 2:23 PM
19	I would love to make it a permanent patio.	9/11/2020 2:12 PM
20	Extend the food truck spaces from 2-4 per location	9/11/2020 1:48 PM
21	It to be permanent permit	9/11/2020 1:48 PM
22	I love it Could we rent a tent to put up? That way customers stay out of the rain?	9/11/2020 1:48 PM
23	At some point a decision will need to be made concerning the permanency of this program at which time if it were to go forward ( as it should) a more comprehensive plan and program should be put in place to establish a beautiful and finished look in terms of hard landscaping, soft landscaping, programming, street pole flagging and branding and so on.	9/11/2020 1:41 PM
24	Close it in for the winter	9/11/2020 1:31 PM
25	relocate the garbage cans directly adjacent to the space	9/11/2020 1:28 PM

## Build Back Victoria Survey

26	Upgraded sign regarding the permitted space on the road. They have blown away with the weather	9/11/2020 1:22 PM
27	Ability to weather proof the space. Access to cost benefit options	9/11/2020 1:13 PM
28	Nothing from the city. If we learned we'd have access to the space for a longer duration of time we will make further investments in lighting, heating and tech.	9/11/2020 1:08 PM
29	more places for vendors on Dallas rd or on Clover Point	9/11/2020 1:08 PM
30	Cover and heat as winter and rain come.	9/11/2020 1:08 PM



## Build Back Victoria Survey

### Q8 Do you have additional information to share?

Answered: 24   Skipped: 9

## Build Back Victoria Survey

#	RESPONSES	DATE
1	Given the nature and longevity of the pandemic, the decrease in commercial activity, the development of usable people places amongst our streetscape should be considered as a much longer term proposition.	9/24/2020 2:31 PM
2	This space has been greatly appreciated by the cook street community and we hope to see it continued. thank you for you time.	9/23/2020 11:38 AM
3	I am looking at tent options but am concerned that in order to cover the space, I will exceed my allowable square footage (permit). Considerations will be needed by city staff in order to accomplish these for many street patios	9/18/2020 7:37 PM
4	Thank you for making this happen! We look forward to opening it up again next spring!	9/18/2020 7:29 PM
5	Took the city staff over a month to tell me I was able to set up since I was within my property line.	9/18/2020 7:24 PM
6	Our BBV space has been a major saver for us. Now with the new restrictions on hours we need all the space and help we can to drive business for the hours are open. We really hope to see all the BBV space stay. I think many businesses around town have put a lot of time, effort and money into their spaces. It would be a huge shame to see them go. Local businesses need BBV space to survive.	9/17/2020 2:41 PM
7	We really feel that with the uncertainty of the future that our outside space should be made permanent.	9/16/2020 11:14 AM
8	It was an excellent sales driver/ambiance driver for downtown Victoria, would love to see it continue next year!	9/14/2020 1:38 PM
9	Please consider the extension of this program and the possibility of permanent improvements to the city of Victoria, food trucks need events or spaces to sell their products and the patios in town are beautiful and add much more life to downtown	9/14/2020 9:55 AM
10	I would like to thank the City of Victoria for allowing us to have this opportunity, it has allowed us to be more financially viable as we go into the fall/winter.	9/12/2020 12:05 PM
11	I would like to thank the City of Victoria for allowing us to operate with additional space over the summer. It has allowed us to be more financially viable because of this.	9/12/2020 11:40 AM
12	We are just launching a curb side pickup. The new loading zone is critical for its success	9/11/2020 4:13 PM
13	the extended patios of Fernwood have furthered the already strong sense of community within the neighbourhood. The ability to stay within the community and not head downtown is a positive and hopefully longterm positive of covid. People are able to enjoy a good meal without worrying about travel plans, they see and engage with their fellow neighbours and they develop a strong community pride.	9/11/2020 2:43 PM
14	No	9/11/2020 2:23 PM
15	I'd like to thank city council for being proactive and helping businesses during this difficult time.	9/11/2020 2:12 PM
16	Thanks for your help	9/11/2020 1:48 PM
17	No. Thanks for making the process easy	9/11/2020 1:48 PM
18	The natural hair salon We love this city	9/11/2020 1:48 PM
19	It is a great program that I believe has helped the merchants and retailers in the core.	9/11/2020 1:41 PM
20	This almost doubled my sales I was able to do. I went from a 84percent loss in revenue to a 70 percent loss. MASSIVE help in this struggling time.	9/11/2020 1:31 PM
21	program was very easy to be involved in. Good communication and response from City and Province	9/11/2020 1:28 PM
22	The community has been very supportive of this program and we have enjoyed offering our treats in such a great area. We would love to see the program extended. Thanks	9/11/2020 1:22 PM
23	I have been selling as a vendor in parks around town...I have done Vancouver and Pembroke	9/11/2020 1:08 PM

## Build Back Victoria Survey

and Dallas Rd...Dallas Rd is a good place because of all the walkers, and the general public absolutely loved having food trucks there...The other spots are just are not worth putting in the time...I am currently suppose to be at 2100 block Vancouver...after driving by, and seeing what a state that park is in, I decided I wouldn't feel safe there...why not open up Clover point? No ones view is impeded, and it would make a great food truck spot for the people of Victoria...Thank you for doing this for us vendors...it was looking pretty bleak for us this year...your efforts are appreciated ....Tracey

24	Thanks for this, it really helped our business. The City staff responded quickly and well. The only negative I can think of is that the City should remain careful about messiness and garbage. This can lead to an unwelcoming atmosphere.	9/11/2020 1:08 PM
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## **Committee of the Whole Report**

### **For the Meeting of October 8, 2020**

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**To:** Committee of the Whole **Date:** October 1, 2020  
**From:** Susanne Thompson, Deputy City Manager and Chief Financial Officer  
**Subject:** Proposed Adjustments to Parking Fees

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### **RECOMMENDATION**

That Council adjust parking fees as follows effective October 15, 2020 unless otherwise specified:

1. View Street and Broughton Street parkades
  - a. Hourly rates
    - i. 1<sup>st</sup> hour free
    - ii. 2<sup>nd</sup> and 3<sup>rd</sup> hour \$2
    - iii. 4<sup>th</sup> hour and beyond \$3
    - iv. reduced daily maximum of \$14.50
  - b. Increase monthly rate to \$200 effective November 1, 2020
2. Yates Street Parkade
  - a. Increase monthly rate to \$200 effective November 1, 2020
3. Centennial Square Parkade
  - a. Increase monthly rate to \$150 effective November 1, 2020
4. Johnson Street Parkade
  - a. Hourly rates
    - i. \$2 per hour to a daily maximum of \$12
  - b. Increase the monthly rate to \$175 effective November 1, 2020

### **EXECUTIVE SUMMARY**

In April, the City relaxed parking enforcement and reduced rates due to the COVID-19 pandemic. Space capacity continues to be monitored throughout the parking system and rates were partially increased in June, July and August to achieve a more even distribution of space use.

The rate policy currently in effect is as follows:

1. Reduced rates for Broughton Street, View Street and Johnson Street parkades:
  - a. Daily rate - \$1 per hour
  - b. Daily maximum \$9 for View and Johnson; \$5 for Broughton
  - c. Monthly rate - \$85
2. Yates Street Parkade
  - a. Regular hourly rates
  - b. Daily maximum of \$14.50



- c. Monthly rate of \$175
- 3. Centennial Square Parkade
  - a. Regular hourly rates
  - b. Daily maximum of \$14.50
  - c. Monthly rate of \$130
- 4. Regular on-street metered rates and time limits
- 5. Parking lot rates:
  - a. Royal Athletic Park - \$1 per hour with a \$5 daily maximum
  - b. Royal Theatre and Wharf Street parking lots - \$2 per hour with a \$12 maximum

The changes made in August saw a desired shift to the Broughton Street Parkade, which was the least used parkade to that point. The changes also appear to have alleviated capacity pressures at the Yates and Centennial parkades. Now, capacity is starting to become a challenge in the Broughton Street and View Street parkades, particularly for all day daily parkers where the Broughton Parkade has seen a 39% increase and View Street Parkade a 19% increase. Overall, spaces continue to be available within the parkades with utilization at approximately 70% of last year's transaction volumes. The recommended adjustments are intended to bring the rates closer to regular rates and continue to encourage even distribution of parking space use. If approved, the regular daily rates would be reinstated at the View Street and Broughton Street parkades but with a reduced daily maximum. For Johnson Street parkade, daily rates would increase compared to current rates but with a reduced daily maximum; the recommended new rate structure is adjusted to align with the pay by space model currently being piloted in this facility. Also, to balance the space capacity between monthly and shorter-term parking, monthly rates are recommended to be increased for all parkades. The recommended changes are consistent with the incremental approach to rate adjustments taken to this point.

The changes approved in August to parking lot rates, on-street rates and time limits have resulted in the desired turnover and distribution of space usage and no further changes are recommended at this time.

As directed by Council, staff will continue to report back with further recommended changes for consideration as parking system capacity evolves.


Respectfully submitted,

  
Ismo Husu  
Manager of Parking Services

  
Susanne Thompson  
Deputy City Manager  
and Chief Financial Officer

Report accepted and recommended by the City Manager:

Date:

  
Oct 2, 2020

**List of Attachments:**

Appendix A – Pre-COVID Parkade and Parking Lot Rates

## Appendix B – Pre-COVID Parkade and Parking Lot Rates

### Parkades

#### Daily Rates:

<b>Parkades</b>	<b>1st hour</b>	<b>2nd and 3rd hour</b>	<b>4th hour and beyond</b>	<b>Daily Max</b>
View Street, Broughton Street, Johnson Street, Centennial Square	Free	\$2 (\$0.50 per 15 min)	\$3 (\$0.75 per 15 min)	\$16.00
Bastion (Yates)	Free	\$2 (\$0.50 per 15 min)	\$3 (\$0.75 per 15 min)	\$17.50

#### Monthly Rates:

<b>Parkades</b>	<b>Rates</b>
Centennial Square	\$180
Johnson Street	\$200
Bastion (Yates)	\$240
View Street	\$240
Broughton Street	\$240

### Surface Lots

<b>Lot</b>	<b>Hourly (Max)</b>	<b>Monthly</b>
Royal Athletic Park	1.50 (\$10)	\$100
Wharf Street Lot	\$2.50/hr (\$15)	\$150
Royal Theatre	\$2.50/hr (\$15)	NA



## **Committee of the Whole Report**

### **For the Meeting of October 8, 2020**

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**To:** Committee of the Whole **Date:** October 1, 2020  
**From:** Susanne Thompson, Deputy City Manager and Chief Financial Officer  
**Subject:** Youth Bus Passes - Proposed New U-Pass Program

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### **RECOMMENDATION**

That Council:

1. Request approval from the Victoria Regional Transit Commission for a U-Pass program paid by the City of Victoria that provides youth bus passes:
  - a. For eligible youth 18 years and younger who reside within the municipality of Victoria
  - b. For January 1 to December 31, 2021
  - c. Using the following fee structure:
    - i. Fixed fee of \$11.25 per eligible youth aged 11-18 to a minimum of approximately 4,000 youth. The number of eligible youth to be updated every four months.
    - ii. Variable fee of \$11.25 per pass issued for eligible youth younger than 11
2. Direct staff to include a budget of \$700,000 in the draft 2021 Financial Plan for the Youth Bus Pass Program, with funding to be determined as part of the 2021 financial planning process
3. Authorize the Mayor and City Clerk to execute a U-Pass Agreement with BC Transit generally in accordance with the terms outlined in this report

### **EXECUTIVE SUMMARY**

The City initiated a municipally funded youth bus pass program in December 2019. The original pilot using monthly bus passes was intended to end in August 2020 and be replaced by an annual U-Pass program as of September 2020. However, due to the pandemic and significant decline in ridership, the City instead continued issuing monthly bus passes with payment only for the number of passes issued and Council directed staff to report back as ridership increased to consider the implementation of a U-Pass program at that time.

The City has seen a steady increase in passes issued over the summer and most significantly for the month of September. Due to the Provincial election blackout period, Transit staff were unable to share current overall ridership statistics. Over the past several months, anticipating an increase in ridership, staff have proactively negotiated, at the staff level, the terms of a potential new agreement with BC Transit. To inform the structure of the new program, staff had the benefit of the data collected during the pilot. The proposed new agreement would result in reduced costs to the City compared to the original pilot while still providing free bus passes to eligible youth 18 years of

age and younger. The new program would issue annual U-Pass cards to eligible youth rather than the monthly passes used to this point.

This proposed new program would require the approval of the Victoria Regional Transit Commission (VRTC). Their next meeting is November 3, 2020.

Should Council direct staff to move forward with this program, it could be in place by January 2021, pending approval by VRTC.

## **PURPOSE**

The purpose of this report is to seek Council's direction for a potential new U-Pass program that could take effect January 1, 2021.

## **BACKGROUND**

The City's Strategic Plan includes a number of actions relating to fare-free transit, including for youth 18 and under.

In addition, a number of staff report recommendations and Council member motions and have been passed including:

### From the June 20, 2019 Committee of the Whole meeting

*That Council directs staff to ensure that all residents of the City of Victoria who are under the age of 19 will have access to a pass for fare-free public transit no later than November 30, 2019, including provision of a City of Victoria service pass ("VicPass") or a similar mechanism for youth who may not be enrolled in a formal program of education or who may be enrolled in an alternate program of education.*

### From the October 3, 2019 Committee of the Whole meeting

*That Council:*

- 1. Negotiate a reduced fare for a Victoria Youth bus pass pilot program via upcoming Victoria Regional Transit Commission (VRTC) meetings, at the rate of less than \$11.50 per month, paid by the City of Victoria with a duration of up to 1 year, beginning in November 2019.*
- 2. Reiterates its support for fair free public transit for people under 19 being delivered regionally.*
- 3. Direct staff to introduce an interim monthly youth bus pass program as outlined in this report, at the rate defined via the VRTC negotiated amount for Victoria youth applicants 18 and under, as soon as possible in 2019*
- 4. Refer the longer term, steady-state youth bus pass resource requirements to the 2020 financial planning process, in order to:*
  - a. Develop a steady-state bus pass program to be implemented by August 31, 2020 to coincide with the start of the next academic year.*
  - b. Reduce administrative costs and requirements to the City, BC Transit and school district and other educational partners.*

### From the January 30, 2020 Committee of the Whole meeting

*That Council endorses the following resolution and directs staff to forward a copy to Victoria Regional Transit Commission for consideration at its meeting of February 25, 2020:*



*The City of Victoria:*

- 1. Endorses the initiation of a pilot program to provide fare-free public transit for youth across the Capital Region, to reduce greenhouse-gas emissions and promote transit ridership and sustainable mobility from an early age.*
- 2. Requests that the Victoria Regional Transit Commission reconsider at its February 25, 2020 meeting the initiation of a pilot program beginning in 2020 to provide fare-free public transit to people 18 years and younger in the Capital Region.*

From the May 14, 2020 Committee of the Whole meeting

- 1. That Council reaffirms support for the Youth Bus Pass Program and directs staff to engage BC Transit and report back to Council on funding options for continuation of the program in the September 2020 – August 2021 period.*
- 2. That Council reaffirms its commitment to the 2019 Strategic Plan action to explore extending the fare-free transit program to include Low-Income People and Senior Citizens.*

From the July 16, 2020 Committee of the Whole meeting

*That Council:*

- 1. Approve funding of up to \$200,000 from the 2020 contingency budget to fund fare free bus passes for youth 18 years and younger who live in the City of Victoria from September to December 2020*
- 2. Direct staff to bring forward funding options for the continuation of this program or the establishment of a U-Pass program, depending on ridership levels, as part of the 2021 financial planning process*

To meet Council's desired timeline of having a youth bus pass program in place no later than November 30, 2019, the City implemented a pilot program utilizing monthly bus passes from December 2019 to August 2020, which required a fixed monthly fee of \$81,000. This provided a 75% discount and the fee charged was \$11.25 per eligible youth. Under the agreement with BC Transit, the number of eligible youth was the estimate for school aged children who live in the municipality of Victoria (7,200). The fee discount accounts for typical uptake for other U-Pass programs and simplifies administration in that a fixed monthly amount is levied rather than charging the regular fee for each pass issued. Due to the pandemic, BC Transit offered fare free transit service to everyone for the latter part of March, April and May 2020 and the City did not pay any fees during that time. The City issued an average of 2,367 passes per month from December 2019 to March 2020.

The original intent was to have a U-Pass program in place for September 2020. However, due to reduced ridership, staff recommended, and Council approved, an alternate approach for September to December 2020 by continuing using monthly bus passes and paying per pass issued at the bulk rate (10% discount) of \$40.50.

There are multiple school districts in Greater Victoria as well as a number of independent schools. In addition, the scope of this program extends beyond youth in schools, whether home-schooled or not. Staff did explore the possibility of coordinating the administration of a U-Pass program with school districts. However, given the complexity of coordinating across so many different districts, independent schools and others, staff determined that the best option from a resource and logistics perspective would be for the City to administer the program on its own. An online application portal has been developed and is in use that complies with the privacy laws the City has to adhere to. If a youth is unable to apply online, an in-person option is available as well as support over the phone.

## ISSUES & ANALYSIS

The proposed new program has been informed by the learnings from the pilot and would provide annual U-Pass cards to eligible youth 18 years and younger who reside within the municipality of Victoria.

### Ridership Information

Due to the Provincial election blackout period, Transit staff were unable to share current ridership statistics, although our understanding is that it is increasing. The latest information provided was from the summer as follows:

Transit System	Week 26 boardings change vs. 2019	Week 25 boardings change vs. 2019	Week 24 boardings change vs. 2019	Week 23 boardings change vs. 2019	Week 22 boardings change vs. 2019
Week of	June 22	June 15	June 8	June 1	May 25
All systems	-56%	-59%	-61%	-62%	-60%
Victoria	-62%	-63%	-66%	-68%	-66%

For the City's youth bus pass program, there has been a steady increase over the summer, most significantly for the month of September. The following table outlines the number of passes the City has issued per month since December 2019:

	December	January	February	March	June	July	August	September
Number of Passes Issued	2130	2433	2385	2523	642	885	950	1511

In addition to the number of passes issued during the pilot, the City also collected some data including the age of the youth who received a pass. This data shows that the majority of youth the City issued passes to were between 11 and 18 years of age, with a smaller proportion (about 10%) younger than 11.

### Proposed Terms and Financial Impact

Based on the usage statistics collected during the pilot, staff have negotiated, at the staff level with BC Transit staff, a proposed program that would continue to provide fare-free transit passes to youth aged 18 and younger, but with both a fixed and a variable portion to the fees charged, resulting in a more cost-effective program.

The main terms for the proposed agreement are as follows:

Term: January 1 to December 31, 2021, with the ability to renew subsequent periods.

Eligible participants: All youth aged 18 years and under who reside within the geographic area of the municipality of Victoria.

Administration: The program, including the production, delivery and payment for U-Pass cards, is the responsibility of the City of Victoria.

### Fees:

Fixed fee of \$11.25 per eligible youth for youth aged 11-18 for a minimum of approximately 4,000 youth, updated every four months.

Variable fee of either \$11.25 or \$40.50 for eligible youth younger than 11 (dependent on Transit Commission decision).

This arrangement would result in fixed monthly fee of approximately \$45,000 (4,000 eligible youth x \$11.25) plus a variable fee (for approximately 200 passes) ranging \$2,200 to \$8,100 depending on the per pass fee charged by Transit. Including the cost of passes and additional staffing to administer, the total annual cost for this program would be approximately \$700,000.

### **Funding**

The pilot program was intended to be funded by parking fees collected at on-street meters on Sundays. However, due to the pandemic, parking revenues are significantly lower than anticipated and funding was therefore also approved from the contingency budget to cover all costs for 2020.

Council directed staff to bring forward funding options for the continuation of a bus pass program as part of the 2021 financial planning process. However, given the proposed new negotiated terms as well as increased ridership, Council may wish to provide direction sooner to enable the establishment of a U-Pass program for January 2021 and allow sufficient time to receive applications and order passes. In addition, to have this program in place by January, a decision of the VRTC is required and their last meeting this year is November 3.

As previously reported, revenue shortfalls are likely to continue into 2021 and balancing funding needs for competing priorities will be a challenge during the 2021 financial planning process. The City's Financial Sustainability Policy provides guidance on funding new services or enhancements to existing services through a combination of:

1. A reduction in the cost of existing services. This may include a reallocation of resources from one area to another.
2. An increase in non-tax revenues.
3. A further increase in property taxes.

Staff are working on finalizing the draft 2021 budget, including bringing a number of mitigation strategies forward for Council's consideration to meet the Council directed maximum tax increase of inflation plus 1%.

Should Council wish to move this initiative forward, staff recommend including this program in the draft 2021 financial plan and the funding mechanism would be determined as part of the overall financial planning process once Council has received the draft budget and the potential mitigation strategies.

### **OPTIONS & IMPACTS**

#### **Option 1 – Direct staff to implement a U-Pass program for January to December 2021 (recommended)**

This option would meet Council's previous direction as well as complete an action item in the Strategic Plan. It also supports transportation and climate goals within the Official Community Plan.

The proposed new program reduces the overall cost to the City compared to the pilot while still providing fare-free transit to youth 18 years and younger who reside within the municipality of Victoria.

Should the impacts of the pandemic increase, ridership may decline again. Therefore, due to the fact that annual passes are issued under this program, there is a risk that the City may be required to pay a higher amount if ridership decreases significantly than under the current model of paying a fee per pass issued.

**Option 2 – Delay implementing a U-Pass program and continue issuing monthly bus passes until the 2021 financial planning process has concluded**

This option would delay the start of the U-Pass program to sometime in 2021. Given current ridership trend this option would likely result in higher overall costs to the City than the proposed new rate structure under Option 1 unless. If a second wave of the pandemic reduces ridership again, this option may result in a lower cost than Option 1.

**Option 3 – Cancel the youth bus pass program**

This option would not achieve Council's direction to-date.

*Accessibility Impact Statement*

This initiative is aligned with the Governance and Services focus area of the Accessibility Framework and provides multiple options for applying for and obtaining a youth bus pass, including online and in person. Staff are available to provide additional support if required.

*2019 – 2022 Strategic Plan*

This initiative is an action item in the Strategic Plan.

*Impacts to Financial Plan*

Should Council wish to move this initiative forward, an expense budget of \$700,000 would be included in the draft 2021 Financial Plan.

*Official Community Plan Consistency Statement*

This initiative is aligned with a number of transportation and climate goals and objectives within the Official Community Plan. It directly supports goal 7 (a) - Transportation options reduce fossil fuel dependencies, help conserve energy and produce low greenhouse gas emissions and other air contaminants.

**CONCLUSIONS**

Council has on numerous occasions reiterated its support for the continuation of this program. The proposed new terms for the U-Pass program meets Council's direction for providing fare-free transit to all youth 18 years and younger who reside in the City of Victoria while reducing the overall cost compared to the pilot.

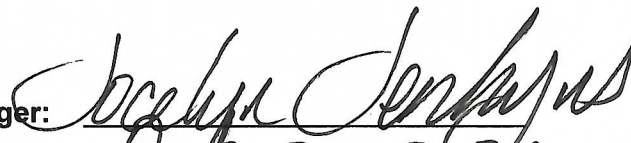


Respectfully submitted,



Susanne Thompson  
Deputy City Manager and Chief Financial Officer

**Report accepted and recommended by the City Manager:**

  
Date: OCT 2, 2020



## Committee of the Whole Report For the Meeting of October 8, 2020

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**To:** Committee of the Whole  
**From:** Chris Coates, City Clerk  
**Date:** October 1, 2020  
**Subject:** Taoist Tai Chi Arts 50<sup>th</sup> Anniversary – November 7, 2020

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### RECOMMENDATION

That the *Taoist Tai Chi Arts 50<sup>th</sup> Anniversary* Proclamation be forwarded to the October 8, 2020 Council meeting for Council's consideration.

### EXECUTIVE SUMMARY

Attached as Appendix A is the requested *Taoist Tai Chi Arts 50<sup>th</sup> Anniversary* 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 2019 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,

A handwritten signature in black ink, appearing to read "Chris Coates".

Chris Coates  
City Clerk

### List of Attachments

- Appendix A: Proclamation "*Taoist Tai Chi Arts 50<sup>th</sup> Anniversary*"
- Appendix B: List of Previously Approved Proclamations

**“TAOIST TAI CHI® ARTS 50<sup>TH</sup> ANNIVERSARY DAY”**

- WHEREAS** 2020 is the 50<sup>th</sup> anniversary of the Taoist Tai Chi® arts in Canada that promote the ancient practices of Taoism, which enrich mental, spiritual, and physical well-being. Many people who practice these arts share their experience of this practice which enhanced their social and spiritual connections, helped relieve pain, reduced stress, improved posture, circulation, and balance; and
- WHEREAS** 50 years ago, in 1970, Master Moy Lin Shin, a Taoist monk, began teaching the Taoist Tai Chi® path in Toronto, Canada; and
- WHEREAS** today, Fung Loy Kok Institute of Taoism, together with its affiliates around the world, have trained volunteer instructors offering Taoist Tai Chi® practice continuously for 50 years, and currently, to more than 40,000 participants in numerous locations throughout 26 countries including 11,016 participants in over 330 locations in Canada with 1200 instructors; and
- WHEREAS** Fung Loy Kok Institute of Taoism and its affiliates practice the Taoist Tai Chi® arts as a path to ultimate transformation, using the guiding principles of compassion, virtue, and wisdom, in all we do. This practice works to alleviate pain and suffering to the individual, thereby reducing the financial burden on health services in the communities where Taoist Tai Chi® practice is offered; and
- WHEREAS** it is altogether fitting and proper that Canada, with its diverse population and appreciation for all cultures moving together in harmony, and its commitment to improving the wellness of its workforce and all residents, should set aside a day to recognize the Fung Loy Kok Institute of Taoism in its endeavour to bring these arts which promote good health, the richness of Chinese culture, and a greater understanding and respect among all peoples.

**NOW, THEREFORE** I do hereby proclaim the week of November 7<sup>th</sup>, 2020 as “**TAOIST TAI CHI® ARTS 50<sup>TH</sup> ANNIVERSARY DAY**” in recognition of Fung Loy Kok’s remarkable journey of 50 years on the HOMELANDS of the Lekwungen speaking 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 October 8<sup>th</sup>, Two Thousand and Twenty.

---

**LISA HELPS**  
**MAYOR**  
**CITY OF VICTORIA**  
**BRITISH COLUMBIA**

**Sponsored by:**  
Cathy Percival  
Fung Loy Kok Institute of Taoism

**Appendix B****Council Meetings****Proclamations**

17-Jan-19	BC Aware Days 2019: Be Secure, Be Aware Days - Jan 28 - February 5
31-Jan-19	Eating Disorder Awareness Week - February 1 to 7, 2019 International Development Week - February 3 to 9, 2019
14-Feb-19	Heritage Week 2019 - February 18 to 24, 2019 Rare Disease Day - February 28, 2019
28-Feb-19	Tibet Day - March 10, 2019
14-Mar-19	Purple Day - March 26, 2019 World Kidney Day - March 14, 2019 World Tuberculosis Day - March 26, 2019
28-Mar-19	Sikh Heritage Day - April 14, 2019 Global Meetings Industry Day - April 4, 2019
11-Apr-19	National Organ and Tissue Donation Awareness Week - April 21 to 27, 2019 Human Values Day 2019 - April 24, 2019 Global Love Day - May 1, 2019 National Dental Hygienists Week - April 6 to 12, 2019
25-Apr-19	Child Abuse Prevention Month - April 2019 St. George Day - April 23, 2019 Huntington Disease Awareness Month - May 2019 Falun Dafa Day - May 13, 2019
9-May-19	Apraxia Awareness Day - May 14, 2019 North American Safe Boating Awareness Week - May 18 to 24, 2019 Phones Away Day - May 23, 2019 International Internal Audit Awareness Month - May 2019
23-May-19	Brain Injury Awareness Month - June 2019 Orca Action Month - June 2019 Orca Awareness Month - Southern and Northern Residents - June 2019 Intergenerational Day Canada - June 1, 2019 Pollinator Week - June 17 to 23, 2019 ALS Awareness Month - June 2019 Myalgic Encephalomyelitis Awareness Day - May 12, 2019 Built Green Day - June 5, 2019
13-Jun-19	Small Business Month - June 2019 International Medical Marijuana Day - June 11, 2019 World Refugee Day - June 20, 2019
27-Jun-19	Pride Week - June 30 - July 7, 2019 Parachute National Injury Prevention Day - July 5, 2019
11-Jul-19	Mexican Heritage Week - July 9 to 14, 2019
25-Jul-19	Clover Point Parkrun Day - August 10, 2019
8-Aug-19	National Polycystic Kidney Disease Awareness Day - September 4, 2019
5-Sep-19	Mitochondrial Disease Awareness Week - September 15 to 21, 2019 Project Serve Day- September 14, 2019 One Day Together - September 7, 2019
12-Sep-19	Manufacturing Month - October, 2019
19-Sep-19	Fire Prevention Week - October 6 to 12, 2019 Small Business Month - October 2019 Performance and Learning Month - September 2019 British Home Child Day - September 28, 2019 World Cerebral Palsy Day - September 19, 2019
10-Oct-19	Waste Reduction Week - October 21 to 27, 2019 Pregnancy and Infant Loss Awareness Day - October 15, 2019 Fair Employment Week - October 7 to 11, 2019
24-Oct-19	National Diabetes Awareness Month and World Diabetes Day - November 2019 and November 14, 2019
14-Nov-19	Adoption Awareness Month - November 2019 Cities for Life / Cities Against the Death Penalty Day - November 30, 2019 Think Local Week - November 18 to 24, 2019
12-Dec-19	National Homeless Persons' Memorial Day - December 21, 2019 South Asian Women in Canada Day - December 24, 2019





## Committee of the Whole Report For the Meeting of October 8, 2020

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**To:** Committee of the Whole  
**From:** Chris Coates, City Clerk  
**Subject:** Energy Efficient Day – October 7, 2020  
**Date:** October 5, 2020

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### RECOMMENDATION

That the *Energy Efficient Day - October 7, 2020* Proclamation be forwarded to the October 8, 2020 Council meeting for Council's consideration.

### EXECUTIVE SUMMARY

Attached as Appendix A is the requested *Energy Efficient Day - October 7, 2020* 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 2019 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,

A handwritten signature in black ink, appearing to read "Chris Coates".

Chris Coates  
City Clerk

### List of Attachments

- Appendix A: Proclamation "Energy Efficient Day"
- Appendix B: List of Previously Approved Proclamations

**“ENERGY EFFICIENCY DAY”**

- WHEREAS** *the building science, heating, ventilation, air conditioning, refrigeration and water heating industry employs tens of thousands people in Canada; and*
- WHEREAS** *energy efficiency and the jobs it creates are key to the future of Vancouver Island, our province and our country. As your constituent and a member of the energy efficiency community, I want to invite you to celebrate with me on October 7th, 2020; and*
- WHEREAS** *when we celebrate energy efficiency, we're celebrating people. There are more than 436,000 Canadians who work in the energy efficiency sector, and together, we're eliminating waste, reducing carbon emissions, and growing the economy. I'm proud to be part of a sector that improves our communities in so many ways — from creating good, local jobs; to building and retrofitting safe and resilient homes; to creating better-ventilated schools; to addressing energy poverty, and more; and*
- WHEREAS** *So how can you help your constituents in this sector? I'm asking you to post or share something on social media to voice your support for energy efficiency day on October 7<sup>th</sup>; and*
- WHEREAS** *I look forward to celebrating with you; and*
- WHEREAS** *the "your organization", acknowledges the impact of the heating, ventilation, air conditioning, refrigeration and water heating industry across the entire region of Vancouver Island, in honour of Energy Efficiency Day, on October 07, 2020; and*
- WHEREAS** *we expand the concept of “Small Business Week” to encompass a month, as we recognize small businesses are a pillar of our community.*

**NOW, THEREFORE** I do hereby proclaim the Wednesday October 7<sup>th</sup> 2020 as “**SMALL BUSINESS MONTH**” on the **HOMELANDS** of the **Lekwungen speaking SONGHEES AND ESQUIMALT PEOPLE** in the **CITY OF VICTORIA**, **CAPITAL CITY** of the **PROVINCE** of **BRITISH COLUMBIA** and urge all citizens to join me in recognizing the importance of energy efficiency in our daily lives.

**IN WITNESS WHEREOF**, I hereunto set my hand this October 8<sup>th</sup>, Two Thousand and Twenty.

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**LISA HELPS**  
**MAYOR**  
**CITY OF VICTORIA**  
**BRITISH COLUMBIA**

**Sponsored by:**  
Calvin Tripp  
VI ASHRAE

**Appendix B****Council Meetings****Proclamations**

17-Jan-19	BC Aware Days 2019: Be Secure, Be Aware Days - Jan 28 - February 5
31-Jan-19	Eating Disorder Awareness Week - February 1 to 7, 2019 International Development Week - February 3 to 9, 2019
14-Feb-19	Heritage Week 2019 - February 18 to 24, 2019 Rare Disease Day - February 28, 2019
28-Feb-19	Tibet Day - March 10, 2019
14-Mar-19	Purple Day - March 26, 2019 World Kidney Day - March 14, 2019 World Tuberculosis Day - March 26, 2019
28-Mar-19	Sikh Heritage Day - April 14, 2019 Global Meetings Industry Day - April 4, 2019
11-Apr-19	National Organ and Tissue Donation Awareness Week - April 21 to 27, 2019 Human Values Day 2019 - April 24, 2019 Global Love Day - May 1, 2019 National Dental Hygienists Week - April 6 to 12, 2019
25-Apr-19	Child Abuse Prevention Month - April 2019 St. George Day - April 23, 2019 Huntington Disease Awareness Month - May 2019 Falun Dafa Day - May 13, 2019
9-May-19	Apraxia Awareness Day - May 14, 2019 North American Safe Boating Awareness Week - May 18 to 24, 2019 Phones Away Day - May 23, 2019 International Internal Audit Awareness Month - May 2019
23-May-19	Brain Injury Awareness Month - June 2019 Orca Action Month - June 2019 Orca Awareness Month - Southern and Northern Residents - June 2019 Intergenerational Day Canada - June 1, 2019 Pollinator Week - June 17 to 23, 2019 ALS Awareness Month - June 2019 Myalgic Encephalomyelitis Awareness Day - May 12, 2019 Built Green Day - June 5, 2019
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