



## REVISED AGENDA - COMMITTEE OF THE WHOLE

Thursday, June 24, 2021, 9:00 A.M.

6TH FLOOR BOARDROOM, CAPITAL REGIONAL DISTRICT, 625 FISGARD STREET, VICTORIA, B.C.

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

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

Meeting will recess for a lunch break between 12:30 p.m. and 1:15 p.m.

Pages

A. APPROVAL OF AGENDA

B. CONSENT AGENDA

Proposals for the Consent Agenda:

- C.1 - Minutes from the meeting held May 20, 2021
- C.2 - Minutes from the meeting held June 10, 2021
- F.3 - Bastion Square 2021 Project Funding

C. READING OF MINUTES

C.1. Minutes from the meeting held May 20, 2021 1

\*C.2. Minutes from the meeting held June 10, 2021 11

*Addendum: New Item*

D. UNFINISHED BUSINESS

E. LAND USE MATTERS

F. STAFF REPORTS

\*F.1. Future Housing Needs and Gaps in Official Community Plan Capacity 22

*Addendum: Presentation*

*A report regarding findings of technical studies and analyses of Victoria's future housing needs and capacity to meet them based on the Official Community Plan (OCP), and recommendations for addressing gaps between existing capacity and future needs.*

F.2. 2022 Draft Budget Update 93

*A report regarding an update on the development of the draft 2022 Financial*

*Plan and to seek direction on mitigation strategies.*

**F.3.      Bastion Square 2021 Project Funding      98**

*A report regarding a request by the BSRA for funding for 2021 improvements to Bastion Square.*

**\*F.4.      North Park Neighbourhood Association Funding Request for Use of Royal Athletic      102**

***Addendum: Presentation***

*A report regarding the options and implications of a funding request from the North Park Neighbourhood Association for the use of the Royal Athletic Park facility.*

**\*F.5.      Project Plan for Central Library Feasibility Study      119**

***Addendum: Presentation***

*A report regarding an overview of the proposed project plan to redevelop the Central Library, as well as progress made to date.*

**G.      NOTICE OF MOTIONS**

**H.      NEW BUSINESS**

**\*H.1.      Update on Functional Zero Homelessness      130**

***Addenda: Attachments***

*An update on Functional Zero Homelessness.*

**\*H.2.      Late Items**

**\*H.2.a.      Council Member Motion: Federation of Canadian Municipalities Anti-racism and Equity Committee Application      135**

***Addendum: New Item***

*A Council Member Motion regarding Councillor Dubow's application to join the Federation of Canadian Municipalities Anti-Racism and Equity Committee.*

**I.      ADJOURNMENT OF COMMITTEE OF THE WHOLE**





## MINUTES - COMMITTEE OF THE WHOLE

May 20, 2021, 9:00 A.M.

6TH FLOOR BOARDROOM, CAPITAL REGIONAL DISTRICT, 625 FISGARD STREET,  
VICTORIA, B.C.

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

PRESENT: Mayor Helps in the Chair, Councillor Andrew, Councillor Thornton-Joe

PRESENT ELECTRONICALLY: Councillor Dubow, Councillor Isitt, Councillor Potts, Councillor Alto, Councillor Young

ABSENT: Councillor Loveday

STAFF PRESENT: J. Jenkyns - City Manager, S. Thompson - Deputy City Manager / Director of Finance, P. Bruce - Fire Chief, T. Zworski - City Solicitor, T. Soulliere - Director of Parks, Recreation & Facilities, J. Jensen - Head of Human Resources, A. Hudson - Assistant Director of Community Planning, C. Havelka - Deputy City Clerk, J. O'Connor - Deputy Director of Finance, K. Moore - Head of Business and Community Relations, C. Mycroft - Manager of Executive Operations, M. Fedyczkowska - Legislation & Policy Analyst, C. Kingsley - City Clerk, S. Stoltz - Committee Secretary, G. Milne - Head of Strategic Operations, J. Biem - Assistant City Solicitor

### A. APPROVAL OF AGENDA

**Moved By** Councillor Potts  
**Seconded By** Councillor Thornton-Joe

That the agenda be approved.

#### **Amendment:**

**Moved By** Councillor Potts  
**Seconded By** Councillor Thornton-Joe

That item G.5 be pulled from the Consent Agenda.

**CARRIED UNANIMOUSLY**

#### **Amendment:**

**Moved By** Councillor Thornton-Joe  
**Seconded By** Councillor Alto

That item I.5, a brief verbal update, be added to the agenda.

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

**CARRIED UNANIMOUSLY**

**B. CONSENT AGENDA**

*Councillor Isitt joined the meeting virtually at 9:02 a.m.*  
*Councillor Andrew joined the meeting at 9:05 a.m.*

**Moved By** Councillor Alto  
**Seconded By** Councillor Dubow

That the following items be approved without further debate.

**CARRIED UNANIMOUSLY**

**G.1 1150 Douglas Street: Local Government Recommendation for Cannabis Application (Downtown)**

Council received a report dated May 4, 2021 from the City Clerk regarding an application by Seed and Stone for a provincial cannabis retail store license at 1150 Douglas Street.

**Moved By** Councillor Alto  
**Seconded By** Councillor Dubow

That Council direct staff to advise the Liquor and Cannabis Regulation Branch (LCRB):

The Council of the City of Victoria supports the application of Seed and Stone at 1150 Douglas Street to receive a provincial cannabis retail store license with the following comments:

- a. The Council recommends that the Liquor and Cannabis Regulation Branch issue a license to Seed and Stone at 1150 Douglas Street.
- b. Bylaw and Licensing Services and Sustainable Planning and Community Development did not raise any concerns about this referral in terms of community impacts. The Victoria Police Department notes that a mall is a popular place for young people for both employment and socialization.
- c. Residents' views were solicited through a mail-out to property owners and occupiers within 100 meters of this address and to the relevant neighbourhood association. The City sent 1146 notices and received 4 responses, including correspondence from the Downtown Residents Association received after the end of the opportunity for public comment.

2. That Council direct staff to advise the LCRB of Council's recommendation subject to the applicant's compliance with applicable City bylaws and permits.

**CARRIED UNANIMOUSLY**

**G.4 Proclamation - Intergenerational Day Canada**

Committee received a report dated May 11, 2021 from the City Clerk regarding the proclamation for Intergenerational Day Canada, June 1, 2021.

**Moved By** Councillor Alto  
**Seconded By** Councillor Dubow

That the Intergenerational Day Canada Proclamation be forwarded to the May 20, 2021 Council meeting for Council's consideration.

**CARRIED UNANIMOUSLY**

**G.6 Proclamation - Action Anxiety Day**

Committee received a report dated May 17, 2021 from the City Clerk regarding the proclamation for Action Anxiety Day, June 10, 2021.

**Moved By** Councillor Alto  
**Seconded By** Councillor Dubow

That the Action Anxiety Day proclamation be forwarded to the June 3, 2021 Council meeting for Council's consideration.

**CARRIED UNANIMOUSLY**

**E. PRESENTATIONS**

**E.1 Victoria 3.0 Recovery Reinvention Resilience Progress Report**

Committee received a report dated April 23, 2021 from the Head of Business & Community Relations regarding the Victoria 3.0 economic action plan that aligns with the City's Official Community Plan to 2041. It's a long-term plan and vision for a sustainable, influential city that will build a strong innovation ecosystem and create a resilient and inclusive economy now and into the future.

**Moved By** Mayor Helps  
**Seconded By** Councillor Alto

That Council:

Approve \$117,000 from the 2021 Financial Plan contingency budget to support the initial planning for the Arts & Innovation District.

*Committee discussed:*

- *Factors that drive inequality within Victoria, such as infrastructure and access to opportunity*
- *Diversifying sources of jobs as a way of addressing risks of inequality*
- *Building sustainability within the City*

**Amendment:**

**Moved By** Councillor Isitt

**Seconded By** Councillor Dubow

That Council:

1. Approve \$117,000 from the 2021 Financial Plan contingency budget to support the initial planning for the Arts & Innovation District.
2. **Request that staff brainstorm specific actions to ensure that economic development proceeds in an inclusive and equitable manner.**

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

**CARRIED UNANIMOUSLY**

*Committee recessed at 10:49 a.m. and reconvened at 10:57 a.m.*

**G. STAFF REPORTS**

**G.2 Options to Support Rapid Deployment of Affordable Housing through Regulatory and Process Changes**

Committee received a report from the Director of Sustainable Planning and Community Development dated May 14, 2021 regarding options and recommendations that support the development of affordable and supportive housing through regulatory and process changes.

**Moved By** Mayor Helps

**Seconded By** Councillor Alto

1. That Council direct staff to:
  - a. undertake focused consultation with non-profit affordable housing providers, the Urban Development Institute and CALUCs in relation to the proposal to amend the Zoning Bylaws and Land Use Procedures Bylaw, as identified in this report;
  - b. in a subsequent report, provide Council with details of the feedback received and how the feedback has affected the amendments to the Zoning Bylaws and Land Use Procedures Bylaw.

And concurrently:

2. That Council direct staff to prepare amendments to the Land Use Procedures Bylaw, consistent with the “tier one option” in this report, to delegate the

authority to the Director of Sustainable Planning and Community Development to issue all Development Permits, with or without variances, offering affordable non-market housing secured by legal agreement.

3. That Council direct staff to prepare amendments to the Zoning Regulation Bylaw and Zoning Bylaw 2018, consistent with the "tier two option" in this report, to allow the maximum density contemplated in the Official Community Plan to be the maximum density permitted for a specific site, where an affordable non-market housing development is proposed and affordable dwelling units are secured with a legal agreement to the satisfaction of Director of Sustainable Planning and Community Development and the City Solicitor.

*Committee discussed:*

- *Prioritization of affordable housing projects*
- *Site density, design, and consistency*
- *Impact of affordable housing applications*
- *Clarification around the definition of "affordability"*

*Committee recessed at 12:29 p.m. and reconvened at 1:16 p.m.*

**Moved By** Mayor Helps

**Seconded By** Councillor Andrew

That the motion be amended by adding a new clause 4:

- 4. Staff report back to Council after a 2 year period to evaluate the effectiveness of this new policy.**

**CARRIED UNANIMOUSLY**

**Moved By** Councillor Andrew **Seconded By** Councillor Thornton-Joe

To extend the Committee of the Whole meeting until 3:30 p.m.

**CARRIED UNANIMOUSLY**

**Amendment:**

**Moved By** Councillor Isitt

**Seconded By** Councillor Dubow

That the motion be amended by adding a new clause 1(c):

**(c) in a subsequent report, provide Council with information on options for further expediting non-market housing applications in a way that does not require complete delegation of Council's authority.**

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

FOR (6): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Potts, Councillor Isitt, Councillor Dubow  
OPPOSED (2): Councillor Young, Councillor Thornton-Joe

**CARRIED (6 to 2)**

**G.3 The City of Victoria Electric Vehicle Strategy**

Committee received a report dated May 7, 2021 from the Director of Engineering and Public Works regarding the directions contained within the draft City of Victoria Electric Vehicle Strategy.

**Moved By** Councillor Andrew  
**Seconded By** Councillor Alto

To extend the Committee of the Whole meeting until 4:30 p.m.

**CARRIED UNANIMOUSLY**

**Moved By** Mayor Helps  
**Seconded By** Councillor Andrew

That Council:

1. Receive the draft City of Victoria Electric Vehicle Strategy to support implementation of the Climate Leadership Plan for information (Appendix B).
2. Receive the draft Electric Vehicle Strategy Technical Report for information (Appendix C).
3. Direct staff to bring forward a 5 year capital plan including a budget request for 2022 as part of the 2022 Financial Planning process that is aligned with this strategy to support delivery of targets identified in the Climate Leadership Plan and Go Victoria.
4. Direct staff to bring back the final version of the City of Victoria Electric Vehicle Strategy for approval in Q4 2021.

*Committee discussed:*

- *The affordability of electric vehicles*
- *The possibility of rapid charging stations*
- *Concerns regarding parking pressures in the City of Victoria*

**Amendment:**

**Moved By** Councillor Andrew  
**Seconded By** Councillor Alto

*5. That staff report back on the feasibility of adding bike charging and mobility charging stations to this project and report back at the next update on this project.*

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

FOR (7): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Potts, Councillor Isitt, Councillor Dubow, Councillor Thornton-Joe  
OPPOSED (1): Councillor Young

**CARRIED (7 to 1)**

**G.5 Proclamation - World Refugee Day**

A report was received from the City Clerk dated May 11, 2021 regarding the proclamation for World Refugee Day, June 20, 2021.

**Moved By** Councillor Dubow  
**Seconded By** Councillor Alto

That the World Refugee Day Proclamation be forwarded to the May 20, 2021 Council meeting for Council's consideration.

**CARRIED UNANIMOUSLY**

**I. NEW BUSINESS**

**I.1 Council Member Motion - Addressing Parking Pressures in Victoria West**

Committee received a Council Member Motion dated May 13, 2021 from Councillor Isitt and Councillor Dubow addressing parking pressures in Victoria West.

**Moved By** Councillor Isitt  
**Seconded By** Councillor Dubow

That Council:

1. Direct staff to work with the Island Corridor Foundation and other entities to explore options for addressing parking pressures in Victoria West.
2. Authorize the waiver of processing fees if permissible for a Temporary Use Permit for temporary parking at 325 Mary Street, to alleviate parking pressures in the area.
3. Direct staff to work with the Island Corridor Foundation to expedite processing of a Temporary Use Permit application for Council's consideration if parking is a viable option at that location.

*Committee discussed:*

- *Public interest in alleviating parking pressures*
- *Maintenance of the parking spaces*

**Amendment:**

**Moved By** Mayor Helps  
**Seconded By** Councillor Thornton-Joe

To remove #2 and #3 from the main motion.

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

**CARRIED UNANIMOUSLY**

**I.2 Council Member Motion - Support for Housing Outreach Pilot Project**

Committee received a report from Councillor Isitt, Councillor Dubow and Councillor Potts dated May 13, 2021 regarding support for a Housing Outreach Pilot Project.

**Moved By** Councillor Isitt

**Seconded By** Councillor Dubow

That Council:

1. Authorizes a one-time grant of \$60,000 to the Quadra Village Community Centre and partner agencies for the Housing Outreach Pilot Project, funded from the 2021 contingency.
2. Directs staff to finalize the terms of this allocation to the satisfaction of the City's Chief Financial Officer and Director of Sustainable Planning and Community Development, including ensuring access to this service for newcomers, Indigenous, Black, Asian and other persons of colour.
3. Requests that the Quadra Village Community Centre work with partner Community Associations to provide a final report to Council following completion of the pilot project.

*Committee discussed:*

- *The desire for information about the demographic of people who access the service*
- *The desire for proactive vs reactive funding*

**Amendment:**

**Moved By** Councillor Dubow

**Seconded By** Councillor Isitt

To add to #3:

**including information about the demographic of people who access the service, subject to privacy legislation.**

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

**CARRIED UNANIMOUSLY**



**I.3 Council Member Motion - Establishment of City of Victoria International Decade of People of African Descent (IDPAD) Advisory Committee**

Committee received a Council Member Motion dated May 20, 2021 from Councillor Dubow and Mayor Helps regarding the establishment of the International Decade of People of African Descent (IDPAD) Advisory Committee and its Terms of Reference.

**Moved By** Councillor Dubow  
**Seconded By** Mayor Helps

That Council:

1. Adopt the attached Terms of the Reference for the City of Victoria International Decade of People of African Descent (IDPAD) Advisory Committee.
2. Direct staff to engage the communities identified in the Terms of Reference, inviting nominees for Council's consideration for appointment to the Advisory Committee by July 31, 2021.

*Committee discussed:*

- *Supports in the community to address systemic racism and to build more inclusive communities*

**Moved By** Councillor Isitt  
**Seconded By** Councillor Andrew

To extend the Committee of the Whole meeting until 4:45 p.m.

**CARRIED UNANIMOUSLY**

**Amendment:**

**Moved By** Councillor Dubow  
**Seconded By** Mayor Helps

That this motion be added to the daytime Council meeting:

FOR (7): Mayor Helps, Councillor Alto, Councillor Potts, Councillor Isitt, Councillor Dubow, Councillor Thornton-Joe

OPPOSED: Councillor Young, Councillor Andrew

**CARRIED (6 to 2)**

On the main motion:

**CARRIED UNANIMOUSLY**

**I.4 AVICC City of Victoria 2021 Resolutions - selection of speakers for resolutions**

Committee considered the request from the Association of Vancouver Island Coastal Communities (AVICC) to provide recorded speeches in support of the resolutions submitted to the AVICC convention by Victoria Council. Council discussed the resolutions and assigned Council members to record submissions by the Friday deadline.

#### **I.5 Parks Update (Verbal)**

Staff provided an update on the status of shelters in City parks.

*Committee discussed:*

- *Enforcement of parking time restrictions*
- *The movement of structures within parks*
- *Overall decrease in number of structures in the parks*
- *Staff cleanup efforts in the parks*

#### **J. ADJOURNMENT OF COMMITTEE OF THE WHOLE**

**Moved By** Councillor Andrew

**Seconded By** Councillor Alto

That the Committee of the Whole Meeting be adjourned at 4:52 p.m.

**CARRIED UNANIMOUSLY**

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CITY CLERK

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MAYOR



## MINUTES - COMMITTEE OF THE WHOLE

June 10, 2021, 9:00 A.M.

6TH FLOOR BOARDROOM, CAPITAL REGIONAL DISTRICT, 625 FISGARD STREET,  
VICTORIA, B.C.

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

PRESENT: Mayor Helps in the Chair, Councillor Alto, Councillor Andrew, Councillor Young

PRESENT ELECTRONICALLY: Councillor Dubow, Councillor Isitt, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe

STAFF PRESENT: J. Jenkyns - City Manager, C. Kingsley - City Clerk, S. Thompson - Deputy City Manager / Director of Finance, T. Zworski - City Solicitor, T. Soulliere - Director of Parks, Recreation & Facilities, J. Jensen - Head of Human Resources, K. Hoese - Director of Sustainable Planning and Community Development, A. Meyer - Assistant Director of Development Services, C. Havelka - Deputy City Clerk, L. Van Den Dolder - Assistant City Solicitor, J. Biem - Assistant City Solicitor, J. O'Connor - Deputy Director of Finance, K. Moore - Head of Business and Community Relations, C. Mycroft - Manager of Executive Operations, M. Sandhu - Head of Service Innovation & Improvement, P. Bellefontaine - Director of Engineering & Public Works, G. Milne - Head of Strategic Operations, G. Diamond - Council and Committee Secretary

### A. APPROVAL OF AGENDA

**Moved By** Councillor Alto  
**Seconded By** Councillor Dubow

That the agenda be approved.

**CARRIED UNANIMOUSLY**

**Amendment:**

**Moved By** Mayor Helps  
**Seconded By** Councillor Isitt

**Consent Agenda:**

- C.1 – Minutes from the COTW meeting held May 27, 2021

- F.2 – Proclamation – Longest Day of Smiles

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

**CARRIED UNANIMOUSLY**

**B. CONSENT AGENDA**

**Moved By** Councillor Alto  
**Seconded By** Councillor Young

That the following items be approved without further debate

**CARRIED UNANIMOUSLY**

**C.1 Minutes from the COTW meeting held May 27, 2021**

**Moved By** Councillor Alto  
**Seconded By** Councillor Young

That the minutes from the COTW meeting held May 27, 2021 be adopted.

**CARRIED UNANIMOUSLY**

**F.2 Proclamation - Longest Day of Smiles**

Committee received a report dated June 2, 2021 from the City Clerk regarding the proclamation for the Longest Day of Smiles, June 20, 2021.

**Moved By** Councillor Alto  
**Seconded By** Councillor Young

That the *Longest Day of Smiles* Proclamation be forwarded to the June 10, 2021 Council meeting for Council's consideration.

**CARRIED UNANIMOUSLY**

**E. LAND USE MATTERS**

**E.1 425-475 Simcoe Street: Rezoning Application No. 00773 (James Bay)**

Committee received a report dated May 27, 2021 from the Director of Sustainable Planning and Community Development regarding a proposal to rezone the property at 425-475 Simcoe Street by amending the existing C1-JB Zone, James Bay Extended Commercial District, to include the use of storefront cannabis retailer.

*Councillor Isitt withdrew from the meeting at 9:03 a.m. due to a pecuniary conflict of interest with the following item as his father lives within 100 metres of this property.*

**Moved By** Councillor Alto

**Seconded By** Councillor Loveday

That Council instruct staff to prepare the necessary Zoning Regulation Bylaw Amendment that would authorize the proposed development outlined in Rezoning Application No. 00773 for 425- 475 Simcoe Street, that first and second reading of the Zoning Regulation Bylaw Amendment be considered by Council and a Public Hearing date be set.

**CARRIED UNANIMOUSLY**

## **F. STAFF REPORTS**

### **F.1 External Grant Review Committee - report on Strategic Plan Grant Applications Allocations**

Committee received a report dated June 10, 2021 from the Deputy Director of Finance regarding the External Grant Review Committee's evaluation of the Strategic Plan grant applications and their recommendations for Council's consideration.

*Councillor Isitt returned to the meeting at 9:04 a.m.*

*Councillor Isitt withdrew from the meeting at 9:05 a.m. due to a non-pecuniary conflict of interest with the following item as he volunteers with two of the applicants.*

*Councillor Loveday withdrew from the meeting at 9:06 a.m. due to a non-pecuniary conflict of interest with the following item as his partner works with one of the applicants.*

### **Committee received a presentation from the External Grants Review Committee**

*External Grant Review Committee representatives Chris Tilden and Luca Piscetta presented on the Committee's recommended funding allocations and recommendations for future Strategic Grant processes.*

*Committee discussed the following:*

- The reasoning behind funding allocations and how the External Grant Review Committee made decisions*
- The decisions Council will need to make in terms of how much funding can be made available for strategic objectives in subsequent years*

**Moved by** Councillor Alto

**Seconded by** Councillor Potts

That Council:

- a. Approve the External Grant Review Committee's recommendations for grant awards for the Strategic Plan Grant program.

FOR (6): Mayor Helps, Councillor Alto, Councillor Andrew, Councillor Dubow, Councillor Potts, Councillor Thornton-Joe

OPPOSED (1): Councillor Young

**CARRIED (6 to 1)**

**Moved by** Councillor Andrew

**Seconded by** Councillor Alto

- b. Adopt the External Grant Review Committee's recommendations regarding improvements to the Application Form as outlined in their report dated June 10, 2021.

**CARRIED UNANIMOUSLY**

**Moved by** Mayor Helps

**Seconded by** Councillor Alto

- c. Direct staff to report back to Council before the November 2022 opening of applications, with an analysis of the 2019, 2020, and 2021 Strategic Plan grants under the objective 'Health, Wellbeing and a Welcoming City' with proposed sub-categories for Council's consideration.

**CARRIED UNANIMOUSLY**

**Moved by** Mayor Helps

**Seconded by** Councillor Alto

- d. Direct staff to report back before the November 2022 opening of applications, with proposed metrics to evaluate the way in which programs support the City's equity goals.

**CARRIED UNANIMOUSLY**

**Moved by** Councillor Alto

**Seconded by** Councillor Potts

- e. That Council direct staff to report back as part of the 2022 budget considerations on the implications and potential funding source for increasing the Strategic Plan grants.

**CARRIED UNANIMOUSLY**

**Moved by** Mayor Helps

**Seconded by** Councillor Andrew

- f. That Council direct staff to do an analysis of Strategic Plan grant submissions from 2019 through 2021 and recommend to Council a proposed grant cap for Council's consideration.

**CARRIED UNANIMOUSLY**

**Moved by** Mayor Helps

**Seconded by** Councillor Potts

- g. That Council direct staff to report back on a funding mechanism for the Greater Victoria Cross Guards Association as part of the 2022 financial planning process and request that the Mayor write to the School Board chair asking for consideration of a co-funded program.

**CARRIED UNANIMOUSLY**

**Moved by** Mayor Helps

**Seconded by** Councillor Alto

- h. Allocate one seat on the Committee to an Indigenous member and direct staff to report back to Council with recommendations for committee composition that reflect the City's equity values.

**CARRIED UNANIMOUSLY**

**Moved by** Mayor Helps

**Seconded by** Councillor Alto

- i. That Council invite the Victoria Foundation to present its Unravelling report and principles for trust-based philanthropy for Council and staff's consideration for the Strategic Plan Grant process going forward.

**CARRIED UNANIMOUSLY**

*Committee recessed at 10:19 a.m. and reconvened at 10:26 a.m.*

*Councillors Isitt and Loveday were present when the meeting reconvened.*

## **H. NEW BUSINESS**

### **H.1 Council Member Motion: Trutch Street**

Committee received a Council Member Motion dated June 3, 2021 from Councillor Isitt, Mayor Helps, Councillor Loveday, and Councillor Potts regarding directing staff to report back on the implications of changing the name of Trutch Street and inviting comments from the community.

*Committee discussed the following:*

- *The history of this issue and the community involvement*

- *The rationale behind the suggested name and that Council would be open to other suggestions from the community or City Family and the Songhees and Esquimalt Nations.*

**Moved By** Councillor Isitt

**Seconded By** Councillor Loveday

That Council:

1. Direct staff to report back at the next triennial update on implications of changing the name of Trutch Street to Truth Street, including a municipal grant and/or other assistance to offset administrative costs incurred by the approximately 60 households that would be impacted by this address change.
2. Invite comments from the City Family and the Songhees and Esquimalt Nations on this proposed change, to be considered at the next triennial update, and on any cultural or ceremonial work that would take place as part of the renaming process.
3. Invite comments on this proposed change, to be considered at the next triennial update, from current residents of Trutch Street and the Fairfield Gonzales Community Association.

**Amendment:**

**Moved by** Councillor Alto

**Seconded by** Councillor Andrew

1. Direct staff to report back at the next triennial update on implications of changing the name of Trutch Street to Truth Street, including a municipal grant and/or other assistance to offset administrative costs incurred by the approximately 60 households that would be impacted by this address change.

**DEFEATED UNANIMOUSLY**

**On the main motion:**

**CARRIED UNANIMOUSLY**

## **H.2 Council Member Motion: Beacon Hill**

Council received a Council Member Motion dated June 4, 2021 from Councillor Young regarding direction to staff to report back on options that might provide access to essential facilities for those with mobility disabilities in Beacon Hill Park.

*Committee discussed the following:*

- *The need to provide access to park facilities while balancing vehicle and pedestrian access*

**Moved By** Councillor Young

**Seconded By** Councillor Loveday



That Council:

1. Direct staff to report back on options that might provide access to essential facilities for those with mobility disabilities while minimizing the impact of motor vehicle traffic on the public enjoyment of the Park.

**Amendment:**

**Moved by** Councillor Andrew

**Seconded by** Councillor Thornton-Joe

1. Direct staff to report back on options that might provide access to essential facilities **and other amenities that are accessible to able bodied individuals** for those with mobility disabilities while minimizing the impact of motor vehicle traffic on the public enjoyment of the Park.

**Amendment to the amendment:**

**Moved by** Councillor Young

**Seconded by** Mayor Helps

1. Direct staff to report back on options that might provide **accessible** access to essential facilities **and other amenities that are accessible to able bodied individuals** for those with mobility disabilities while minimizing the impact of motor vehicle traffic on the public enjoyment of the Park.

**CARRIED UNANIMOUSLY**

**Amendment to the amendment:**

**Moved by Councillor Isitt**

**Seconded by Councillor Dubow**

1. Direct staff to report back on options **to improve access to facilities and amenities in Beacon Hill Park for those with mobility impairments** that might provide ~~accessible~~ access to essential facilities and other amenities ~~for those with mobility disabilities~~ while minimizing the impact of motor vehicle traffic on the public enjoyment of the Park.

FOR (8): Mayor Helps, Councillor Alto, Councillor Dubow, Councillor Isitt, Councillor Loveday, Councillor Potts, Councillor Thornton-Joe, Councillor Young  
OPPOSED (1): Councillor Andrew

**CARRIED (8 to 1)**

**Amendment to the amendment:**

**Moved by** Councillor Andrew

**Seconded by** Councillor Alto

1. Direct staff to report back on options **to restore and** to improve access to facilities and amenities in Beacon Hill Park for those with mobility impairments while minimizing the impact of motor vehicle traffic on the public enjoyment of the Park.

FOR (3): Councillor Andrew, Councillor Alto, Councillor Thornton-Joe

OPPOSED (6): Mayor Helps, Councillor Dubow, Councillor Isitt, Councillor Loveday, Councillor Potts, Councillor Young

### **DEFEATED (6 to 3)**

#### **On the amendment:**

1. Direct staff to report back on options **to improve access to facilities and amenities in Beacon Hill Park for those with mobility impairments** while minimizing the impact of motor vehicle traffic on the public enjoyment of the Park.

### **CARRIED UNANIMOUSLY**

#### **On the main motion as amended:**

Direct staff to report back on options to improve access to facilities and amenities in Beacon Hill Park for those with mobility impairments while minimizing the impact of motor vehicle traffic on the public enjoyment of the Park.

### **CARRIED UNANIMOUSLY**

*Committee recessed at 11:34 a.m. and reconvened at 11:40 a.m.*

## **H.3 Late Items**

### **H.3.1 Council Member Motion: Canada Day 2021**

Committee received a Council Member Motion dated June 8, 2021 from Mayor Help and Councillor Alto regarding a rethink of the City of Victoria's traditional Canada Day celebration for 2021, to be determined by staff in conversation with the Songhees and Esquimalt Chiefs, the City Family and the long-standing Lekwungen participants in the City's Canada Day celebrations.

*Committee discussed the following:*

- *That the current plan for Canada Day is already reduced to a one-hour televised event because of the pandemic*
- *The tight timeline for production changes with Canada Day being 21 days away*
- *The commitments made with the Heritage Canada grant and the flexibility of the required deliverable*

**Moved By** Mayor Helps  
**Seconded By** Councillor Alto

1. That Council direct staff to put on hold plans for the conventional Canada Day celebration this year and request that staff either:
  - a.) Do nothing further with respect to July 1<sup>st</sup> events this year or
  - b.) Work with the Songhees and Esquimalt Chiefs, the City family and the long-standing Lekwungen participants in the City's Canada Day celebrations to explore the use of the hour-long TV broadcast as an educational opportunity, potentially drawing on the footage of the Reconciliation Dialogues (including but not limited to the first dialogue where Lekwungen elders and others share the history and stories of these lands known today as the City of Victoria, the last dialogue where the Canadian College of Performing Arts students provide an educational piece on the history of residential schools and Sir John A Macdonald), and on any contributions the Songhees and Esquimalt Nations may wish to make including, but not limited to, words from the Chiefs, songs and dances by the Lekwungen Dancers, etc.

The determination as to which course of action to take a.) or b.) to be made by staff in conversation with members of the City Family, the Nations and the long-standing Lekwungen participants of Canada Day events.

2. That this motion be forwarded to the daytime Council meeting of June 10<sup>th</sup> for consideration.

**Amendment:**

**Moved by** Councillor Isitt  
**Seconded by** Mayor Helps

1. That Council direct staff to put on hold plans for the conventional Canada Day celebration this year and ~~request that staff either~~
  - a. Do nothing further with respect to July 1<sup>st</sup> events this year ~~or~~ **and**
  - b. Work with the Songhees and Esquimalt Chiefs, the City family and the long-standing Lekwungen participants in the City's Canada Day celebrations to explore the use of the hour-long TV broadcast as an educational opportunity **to be broadcast by September 6, 2021**, potentially drawing on the footage of the Reconciliation Dialogues (including but not limited to the first dialogue where Lekwungen elders and others share the history and stories of these lands known today as the City of Victoria, the last dialogue where the Canadian College of Performing Arts students provide an educational piece on the history of residential schools and Sir John A Macdonald), and on any contributions the Songhees and Esquimalt Nations may wish to make including, but not limited to, words from the Chiefs, songs and dances by the Lekwungen Dancers, etc.

~~The determination as to which course of action to take a.) or b.) to be made by staff in conversation with members of the City Family, the Nations and the long-standing Lekwungen participants of Canada Day events.~~

2. That this motion be forwarded to the daytime Council meeting of June 10<sup>th</sup> for consideration.

*Committee recessed at 12:31 p.m. and reconvened at 1:16 p.m.*

**On the amendment:**

**CARRIED UNANIMOUSLY**

**On the main motion as amended:**

1. That Council direct staff to put on hold plans for the conventional Canada Day celebration this year and
  - a. Do nothing further with respect to July 1<sup>st</sup> events this year and
  - b. Work with the Songhees and Esquimalt Chiefs, the City family and the long-standing Lekwungen participants in the City's Canada Day celebrations to explore the use of the hour-long TV broadcast as an educational opportunity to be broadcast by September 6, 2021, potentially drawing on the footage of the Reconciliation Dialogues (including but not limited to the first dialogue where Lekwungen elders and others share the history and stories of these lands known today as the City of Victoria, the last dialogue where the Canadian College of Performing Arts students provide an educational piece on the history of residential schools and Sir John A Macdonald), and on any contributions the Songhees and Esquimalt Nations may wish to make including, but not limited to, words from the Chiefs, songs and dances by the Lekwungen Dancers, etc.
2. That this motion be forwarded to the daytime Council meeting of June 10<sup>th</sup> for consideration.

**CARRIED UNANIMOUSLY**

**I. Notice of Motion**

Councillor Dubow read a Notice of Motion recommending the City of Victoria endorse the UBCM resolution regarding Provincial Support for Action and Implementation of Truth and Reconciliation Calls to Action, Missing and Murdered Indigenous Women and Girls Calls for Justice, and the United Nations Declaration on the Rights of Indigenous Peoples, and that Council consider this at the June 17, 2021 Committee of the Whole meeting.

**J. ADJOURNMENT OF COMMITTEE OF THE WHOLE**

**Moved By** Councillor Alto  
**Seconded By** Councillor Andrew

That the Committee of the Whole Meeting be adjourned at 1:50 p.m.

**CARRIED UNANIMOUSLY**

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CITY CLERK

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MAYOR

DRAFT



## Committee of the Whole Report For the Meeting of June 24, 2021

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**To:** Committee of the Whole **Date:** June 10, 2021  
**From:** Karen Hoesel, Director, Sustainable Planning and Community Development  
**Subject:** Future Housing Needs and Gaps in *Official Community Plan* Capacity

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### RECOMMENDATION

That Council:

1. Receive this report on Victoria's future housing needs and gaps in Official Community Plan capacity for information and to inform future City policy initiatives.
2. Update Phase 2 of Village and Corridor Planning to include Oaklands, the eastern portion of the Hillside Avenue Corridor and the Shelbourne Street Corridor (areas originally approved for Phase 3), in addition to the planned process for Stadacona Village, Oak Bay Ave Village, Jubilee Village and related corridors (areas originally approved for Phase 2).
3. Update Phase 3 of Village and Corridor Planning to consider additional opportunities to add capacity along the Fairfield Road Corridor and the Skinner Street Corridor in addition to the planned process for the James Bay area (originally approved for Phase 3).
4. Direct staff to report back to Council with a proposed comprehensive planning process for the Douglas Street Corridor as part of the Official Community Plan Annual Review 2022 (the 10-year review that will be reported to Council in 2023).

### EXECUTIVE SUMMARY

In 2019, the Capital Regional District released updated growth projections that showed slightly higher growth rates than those anticipated when Victoria's *Official Community Plan* (OCP) was developed and adopted in 2012. Since that time, the City commissioned a detailed study of future housing needs and latent demand, as well as an assessment of residential capacity within the OCP's Urban Place Designations.

In recent years, the City has also established a series of goals and objectives that relate to the need for diverse and sustainable housing. The *Victoria's Housing Future* document provides a summary of these diverse objectives, current and future housing needs, gaps in existing capacity, and what they collectively mean for planning for future growth. This document is used to inform both housing requirements included in local area planning and related housing initiatives that are underway and parallel growth needs, such as underground and transportation infrastructure and annual capital budgets.

Estimating the number of housing units needed by 2040 begins with estimating outstanding needs today, or what is sometimes referred to as latent demand. Latent demand is difficult to estimate given the nature of the housing market, but a few key indicators with reliable and consistent data sources illustrate a gap of between 4,500 and 6,300 housing units or more in Victoria's market as of 2016. This figure, while conservative, provides an indication of what is needed to "catch up" with housing needs today. Looking to the future, to "keep up" with anticipated housing needs, additional units will be required for the projected 11,278 households that will form between 2016 and 2041. Comparing latent demand estimates and future growth projections to assessed capacity in the OCP's Urban Place Designations reveals a potential gap of about 20% to 35% between 2020 and 2040 (depending on the latent demand indicators used).

Latent demand estimates, growth projections, and the assessment of capacity provide a quantitative input to planning for growth and future housing needs. Established City goals and objectives help to finish the equation. The figures point to trends, such as the loss of residents in their family forming years and relatively low rates of growth in the youth population, that are counter to some of the City's established objectives like the creation of diverse, inclusive, and complete communities.

Ongoing planning projects are working toward addressing gaps in capacity and advancing City goals and objectives (including Village and Corridor Planning, the Missing Middle Housing Initiative and other actions as part of *Victoria Housing Strategy* implementation). Some modifications to the phased approach to Village and Corridor Planning are recommended to fill the identified gaps in capacity, ensure there is enough room for diverse housing options and realize the OCP's vision of a network of complete, connected communities. Modifications include planning for Oaklands villages and corridors in the second phase (rather than third phase) and adding additional corridors to the process, including Fairfield Road, Skinner Street, and Douglas Street, all which were considered through neighbourhood planning processes prior to the updated growth projections and subsequent capacity assessment.

## **PURPOSE**

The purpose of this report is to bring forward findings of technical studies and analyses of Victoria's future housing needs and capacity to meet them based on the *Official Community Plan* (OCP), and to provide recommendations for addressing gaps between existing capacity and future needs.

## **BACKGROUND**

In April 2019, the Capital Regional District (CRD) released updated growth projections for the region. These projections showed a slightly higher rate of growth than was anticipated when the OCP was developed and adopted in 2012.

At the Council meeting of September 19, 2019, following a report of the *Official Community Plan* 2018 Annual Review, Council directed staff to complete an updated housing demand forecast and OCP capacity assessment.

The demand forecast (a detailed study of future housing needs), and the assessment of existing capacity are summarized in the *Victoria's Housing Future* document (Attachment A) which was created to support the ongoing Village and Corridor Planning process and other housing initiatives. The work provides an improved understanding of the potential impact of the updated growth projections for Victoria, specifically regarding household formation, future housing needs, and existing latent demand, as well as ability to meet future needs under existing conditions. In

association with these needs, the City also needs to consider parallel growth implications on access to green space, servicing requirements, right-of-way allocation and transportation infrastructure.

## ISSUES & ANALYSIS

### Indicators and Estimates of Latent Demand

A recently completed *Housing Trends and Projections Report* provides information about future household composition based on updated projections. Additionally, it includes some key indicators of latent demand in the housing market today. These estimates help to provide a more fulsome understanding of how much capacity is required to meet future needs (i.e., to catch up with latent demand and keep up with future demand).

Latent demand can be difficult to estimate as demand is shaped by factors that are hard to measure accurately. The report begins to provide a picture of latent demand based on a few factors with reliable data. Most of the below indicators are based on 2016 data, to align with Census figures and the timelines in the report.

- **Household headship rates in Victoria are dropping.** This rate measures the proportion of primary household maintainers (or household heads) in the adult population and reveals that there are more adults living in a single household than is historically typical - pointing to a lack of appropriate housing. Around 1,400 dwelling units would have been required in 2016 to meet historically average rates.
- **Families are living in homes that are not suitable for their size.** Suitable housing requires enough bedrooms for the size and make-up of the household. In 2016, over 2,300 households indicated they were living in housing that is too small or lacks enough bedrooms.
- **Rental vacancy rates are well below the 3-5% rate that is considered balanced.** Vacancy rates in the primary rental market were only at 0.5% in 2016, putting renters at a disadvantage. This represents a gap of between 800 and 1,500 rental units. (Note: The vacancy rate in 2020 jumped to above 2% for the first time since 2013, however, 2016 figures are provided for an apples-to-apples comparison.)
- **Job vacancies may also point to a lack of housing for workers.** As of 2016, an estimated 1,200 households would need to locate to Victoria to bring the job vacancies to a healthy rate in the city. (Note: This indicator is included on the higher end of the estimate only.)
- **Many people are unhoused in our region.** As of 2020, the Capital Regional District identified over 1,300 people experiencing homelessness in the Greater Victoria Region, including over 300 living outdoors. Of those, 93% would like to move to permanent housing. (Note: This indicator uses 2020 figures and is included on the higher end of the estimate only.)

These indicators illustrate a gap of between 4,500 and 6,300 housing units or more in Victoria's market as of 2016. These figures should be read with the understanding that these are just a few key indicators and that the housing market is complex – demand fluctuates with supply. Some of the same market pressures would likely still be felt today even if the estimated latent demand was met immediately. Therefore, the total range should be considered a conservative estimate of latent demand.

It is also important to note these estimates do not specify how many affordable (nonmarket) homes need to be created to meet the needs of households who are currently cost-burdened (spending more than 30% of their income on housing). The recently prepared housing targets incorporate latent demand across the spectrum for the five-year period.



## Victoria's Projected Household Growth

Carrying forward recent growth projections from the Capital Regional District (CRD), which provided projections to 2038, the *Housing Trends and Projections Report* estimates 111,299 people will be living in Victoria by 2041. This projection exceeds previous projections, used to inform the development of the OCP in 2012, by more 10,000 (at the time of adoption, 2041 population projections for Victoria were roughly 100,000). Population growth is expected to result in the formation of a projected 11,300 additional households between 2016 and 2041.

Some key highlights of the breakdown of projected household growth:

- If trends observed in 2016 continue or progress, the 35-44 age cohort, typically representing those most likely to be forming families, will remain low.
- Victoria's population is aging, and more than half of household growth in the coming decades is estimated to occur among the over-75 age group. Most growth in this age group is not a result of migration to the city from other regions, but because we are all getting older.
- The 25-to-34-year-old cohort will remain the largest single category, however, their total number is projected to decline by 2% in Victoria (compared to a 3% increase for the region).
- The approximate number of children under the age of 15 in Victoria is projected to increase by just 8%, compared to a 17% increase for the region.

These household and demographic projections reflect trends the city has seen over the past two decades, and that are visible in the local housing stock today. The ongoing loss of households in their family forming years and growing share of senior-led houses is reflected in the city's dominant supply of one- and two- bedroom apartment units.

Carrying these trends forward, the city's housing stock would likely continue to reflect the projected demographics of the city with more apartments and fewer single detached homes. In many ways, these business-as-usual housing projections are intuitive: Victoria is built-out and accommodating new housing means lower density units will have to make way for other forms. However, this would likely entrench demographic trends and may be counter to established policy objectives.

## Diverse Housing Objectives

The City has a strong set of goals and objectives that provide a qualitative guide to planning for future housing needs. The *Official Community Plan*, the *Victoria Housing Strategy*, *Go Victoria* (the sustainable mobility strategy) and *Victoria 3.0: Economic Action Plan for Recovery and Resilience*, all provide guidance about how the city should evolve in the next 10 to 20 years and beyond. Many of these policies and strategies are focused on high-level goals around equity, diversity, inclusion, and sustainability.

Growth projections and latent demand estimates help to build an understanding of the housing that will need to be accommodated to support regional sustainability and avoid exacerbating stressors in the housing market (like overcrowding, reduced headship rates and low vacancy rates). These quantitative factors are complemented by the more qualitative policy objectives. Considered together, they illustrate the need to reverse certain trends that the projections are showing (like the continued loss of households in their family forming years) and ensure there is housing supply to support people of all incomes and lifestyles, diverse employment and services, and a thriving economy.

At a high level, population growth is largely out of municipal control and influenced by global trends and federal and provincial policies. However, local planning efforts to encourage the right supply in the right location can support the growth of a strong and sustainable city.

An example of “right supply in right location” also refers to the parallel needs of growth. Housing affordability has previously been measured by how much people pay for housing. This measure alone may not accurately reflect the full cost as transportation costs can be a major household expense depending on where one lives. The CRD’s 2020 Housing and Transportation Cost Study found that transportation costs are lower in neighbourhoods where a broader choice of mobility options are available and where density and mixed-use development is prevalent. Having the right supply of housing at the right locations, with diverse, affordable and safe mobility options, is a critical component to managing new growth.

Updated Five-Year Housing Targets were provided as part of the *Victoria Housing Strategy Annual Review*, last presented to Council at its December 10, 2020 Committee of the Whole meeting. These updated targets are being incorporated into both *Victoria Housing Strategy* and the *Annual Review* the help to guide the City toward realizing diverse housing objectives. Foundational to reaching these targets, as well as meeting longer term needs, is ensuring there is capacity within the City’s long term growth management framework.

### **Growth Management Framework: Capacity in the OCP Urban Place Designations**

To better understand the city’s ability to address latent demand, and meet longer term housing needs, the City commissioned an assessment of residential capacity based on the OCP Urban Place Designations.

The capacity assessment illustrates the city’s ability to accommodate growth for diverse households (differentiating between ground-oriented and apartment-type capacity) and considers various constraints as laid out in the OCP and evident in the City’s development approvals data. The assessment was conducted using a constrained residential build-out model of the existing OCP Urban Place Designations. The model includes layers at the parcel scale for existing built form, potential development supported by City policy, and development viability constraints.

### **Gaps in Capacity**

The capacity assessment shows current OCP Urban Place Designations would fall short in catching up and keeping up with housing needs in the coming decades. Based on projected household growth and estimates of latent demand, there is a gap in existing capacity of between roughly 20% and 35% across the board. The lower side of the range reflects only the most reliable latent demand data (though it is important to note again that the overall latent demand estimates are already conservative).

The capacity assessment also helps us to understand potential locational trends and how likely it is for the OCP’s growth management framework to be realized:

- About 40% of net new dwelling units would potentially occur in the Urban Core. This falls short of the OCP target for 50% of growth in the Urban Core. However, between 2012 and 2019 the Urban Core saw a cumulative total of 60% of the city’s growth, so on balance this potential is not far from the targets.
- Only about 29% would occur within a 5-minute walk of town centres and villages. This falls well short of the OCP target of 40%, especially when considering that between 2012 and 2019 these areas saw a cumulative total of just 21% of the city’s growth. Growth in town centres and villages is critical to support climate, accessibility and mobility objectives.
- The remaining 32% would be distributed throughout the city (including in locations that have less access to services, amenities, and sustainable transportation options).

This projected distribution based on current capacity results in a more diffused pattern of growth than envisioned and impedes transportation and climate change objectives, as well as the development of complete, connected communities. A map illustrating this assessment is available in the attached *Victoria's Housing Future* document.

### Gaps in Multi-Family Housing Capacity

Considering projected demographics and capacity by housing type, the OCP falls short of meeting demand for multi-family housing – condos and apartments – by about 25%. Meeting this demand is particularly important to ensure there is housing for diverse household types and incomes, including those in service sectors that will likely grow in demand as the population ages.

The OCP needs additional room for new multi-family housing to meet future needs and ensure the city's valuable rental stock is preserved. New buildings should also be diverse and support various household sizes and tenures, including family-friendly condos and rentals for the 40% of families with children who rent.

The assessment also shows that approximately 500 units of the net new capacity is anticipated on sites with existing purpose-built rental buildings, containing a total of 375 existing rental units today. Preserving the older, more affordable purpose-built rental stock that is still in good shape is a key housing objective. New and older multi-family condos also provide a lower cost opportunity to enter the housing market.

### Gaps in Ground-Oriented Housing Capacity

The OCP may provide enough enabling policy to support development that would meet the anticipated need for ground-oriented housing. However, recent trends show limited creation of missing middle housing forms, despite the broadly supportive policies that exist in the OCP. This trend is likely attributed to zoning regulations that have not been updated to implement the OCP. The Missing Middle Housing Initiative is underway to improve the ability to achieve the ground-oriented capacity envisioned in the OCP. Ongoing monitoring of the missing middle initiative, following implementation, will be important to ensure objectives specific to ground-oriented housing are being met.

Maintaining existing capacity for and promoting the development of missing middle forms is important. However, existing capacity only meets the needs of household growth projections that are based on past trends, and with City objectives that point to a desire to reverse the trend of households leaving the city in their family forming years, more capacity for family housing in diverse forms is required. The planned family housing policy initiative will identify additional opportunities to help realize these objectives. This policy initiative will be particularly important to meet the needs of families that rent as most missing middle forms are unlikely to be viable as rental under existing economic conditions.

## **Making Room for More Housing: Addressing the Capacity Gaps**

Making room for more multi-family housing along frequent transit corridors and providing access to shared mobility and active transportation supports equity and climate objectives and can be a mechanism for transforming corridors into places for people. Many of the city's urban villages and town centres are along these corridors, providing opportunities for more people to have access to complete, walkable communities. Consistent with the intent of the OCP, these areas offer an opportunity to close the capacity gap.

The Village and Corridor Planning Process is underway and assessing the right locations and extents for additional capacity in many of these important areas. The current phased approach to Village and Corridor Planning is as follows:

- Phase 1: Villages and corridors within Hillside-Quadra, North Park and Fernwood neighbourhoods (underway)
- Phase 2: Villages and corridors within Rockland, Fernwood, North and South Jubilee neighbourhoods (in particular, the Fort Street Corridor and Oak Bay Avenue)
- Phase 3: Town Centres, villages and corridors within Oaklands and James Bay neighbourhoods.

Locations being explored in the current phase include key transit corridors, as well as some off-corridor locations for multi-family housing that are supported by safe active transportation networks and shared mobility services. Staff anticipate a similar process for the remaining phases of planning. However, the current three-phased process may need to be updated to provide a more comprehensive approach to close the gap in capacity city-wide.

The Shelbourne Corridor and the eastern portion of the Hillside Corridor, including Hillside Town Centre (in Oaklands), is currently slated for phase three. Moving these areas to phase two would enable a more thoughtful approach to planning these corridors with the adjacent Richmond and Begbie Corridors (currently included in phase two) and would immediately follow the planning for the western portion of the Hillside Corridor (currently underway).

Additionally, the current three-phased approach does not capture all transit corridors in the city. Fairfield Road Corridor, Skinner Street Corridor, and Douglas Street Corridor were not included in this process as they had been considered in recent neighbourhood planning processes for Fairfield, Vic West, and Burnside Gorge (which took place prior to the updated projections and capacity assessment). The Fairfield Road Corridor and Skinner Street Corridor could logically be incorporated into the planned third phase of Village and Corridor Planning given their relationship to James Bay and the Downtown area.

Douglas Street was considered as part of the Burnside Gorge Neighbourhood Plan, which included a review of the *Victoria Regional Rapid Transit Project* recommendations released by BC Transit in 2011 and a high-level assessment of employment land needs based on growth projections at the time. In addition to the updated growth projections, other changing circumstances since the neighbourhood planning process warrant a more comprehensive corridor planning approach for Douglas Street. These circumstances include planning and development in the District of Saanich's Uptown Neighbourhood, potential changes to employment land needs based on new growth projections and a changing economic landscape, and the evolving rapid transit functions of the corridor. Such a planning process could be undertaken after the current Village and Corridor Planning process is completed, aligned with the 10-year review and update of the *Official Community Plan*. Staff recommend reporting back to Council with a proposed planning approach when the OCP Annual Review 2022 is brought forward in 2023 (as each OCP Annual Review reports the data of the previous calendar year).

The Missing Middle initiative is underway, and it is anticipated that the outcomes will help to better realize the potential for ground-oriented housing capacity that exists in the OCP. A separate family housing policy initiative is also planned for 2021, which will help to ensure family friendly housing is a priority in future development. A summary of proposed revisions to planning processes to address gaps is provided in the table below.

Planning Process	Areas in Current Process	Proposed Revision	Gap to Address
Village and Corridor Phase 1 (underway)	Quadra Village North Park Village Fernwood Village Quadra Street Corridor Bay Street Corridor Cook Street Corridor West Hillside Corridor	No Change	Increasing OCP capacity for multi-family housing in the right locations
Village and Corridor Phase 2 (2022)	Stadacona Village Jubilee Village Oak Bay Ave Village  Fort Street Corridor Oak Bay Ave Corridor Richmond Road Corridor	Stadacona Village Jubilee Village Oak Bay Ave Village <b>+Hillside Town Centre</b> <b>+Haultain Village</b> Fort Street Corridor Oak Bay Ave Corridor Richmond Road Corridor <b>+East Hillside Corridor</b>	
Village and Corridor Phase 3 (2023)	James Bay Village and neighbourhood area Hillside Town Centre East Hillside Corridor	James Bay Village and neighbourhood area <del>Hillside Town Centre</del> <del>East Hillside Ave Corridor</del> <b>+Fairfield Road Corridor</b> <b>+Skinner Street Corridor</b>	
OCP 10 Year Update (2024, following the OCP Annual Review concluded in 2023)	City-wide	Include comprehensive study approach for <b>Douglas Street Corridor</b>	
Missing Middle Housing Initiative (underway)	City-wide	No Change	Improving ability to achieve ground-oriented capacity in the OCP
Family Housing Policy Initiative (planned for 2021)	City-wide	No Change	Increasing family housing in multiple forms to reverse projected trends

*Note: Timelines are provided as estimates and depend on budgeting, staff capacity, and impacts of the COVID-19 pandemic.*

### Other Programs and Initiatives Related to Planning for Growth

Planning for anticipated population growth goes beyond consideration of future housing needs. The projections, latent demand estimates, capacity assessment, and ongoing planning are coordinated

with other programs and initiatives related to growth management. Some initiatives, such as updates to the City's Subdivision and Development Servicing Bylaw, are required to address parallel growth implications on mobility, accessibility, and urban forest.

**Infrastructure Planning** – Planning includes upcoming updates to the Stormwater Master Plan and future updates to Sewer and Water Plans (updated on 5-year cycles).

**Subdivision and Development Servicing Bylaw** – This bylaw includes local requirements and standards for the provision of highway, water, sewer and drainage infrastructure in connection with the subdivision or development of land. An update to this bylaw is planned, pending resource allocation, including incorporation of best-practice standards in transportation, accessibility, and green infrastructure.

**Parks and Open Spaces Development and Acquisition** – The City identifies opportunities for parkland development and acquisition that align with the Official Community Plan, Parks and Open Spaces Master Plan, and other approved City plans, per the 2022 action in the City's Strategic Plan (2019-2022).

**Development Cost Charge (DCC) Bylaw** – DCCs are levied on development to help cover the cost of expanding or improving transportation (such as roads, pedestrian, and bicycle access), water, sewer, storm drainage and parkland to accommodate growth. The bylaw is updated annually to increase the fees by inflation, and comprehensive updates take place every five years (2023 is next update) to reflect population and growth estimates, servicing requirements, construction and land acquisition costs, and growth-related infrastructure and community needs.

**School Planning** – Information is shared with the School District, who is involved in ongoing City-led planning processes.

## **OPTIONS & IMPACTS**

### *Accessibility Impact Statement*

The City's Accessibility Framework is considered in all planning processes and informs final products and outcomes.

### *2019 – 2022 Strategic Plan*

The recommendations are supported by Strategic Plan Objective 8.17, under Strong Livable Neighbourhoods: Develop Local Area Plans. They also support a range of strategic plan objectives which may be furthered by Local Area Planning, such as 3.22, Identify opportunities for affordable housing in all neighbourhood plans.

### *Impacts to Financial Plan*

The recommendations do not impact the Financial Plan. Village and Corridor Planning Phase 2 would be delivered using existing funding for OCP Implementation. As identified upon the launch of the Village and Corridor Planning process, staff would need evaluate additional funding needs for Phase 3. Funding of the 10-year OCP Review and Update would also be identified in a future budget.

### *Official Community Plan Consistency Statement*

The recommendations are consistent with the *Official Community Plan* (OCP). Section 20: Local Area Planning, envisions a range of local area plans, with a focus on corridors, villages and areas expected to undergo growth and change. Section 22: Adaptive Management provides a framework for keeping the OCP up to date based in emerging trends, including growth projections.

## **CONCLUSIONS**

Recently updated growth projections and policy analysis illustrate the city's future housing needs. A capacity assessment reveals gaps in the City's ability to meet these needs based on the *Official Community Plan* Urban Place Designations. There is shortfall in overall capacity, capacity of the right supply, and capacity in the right locations.

Ongoing planning work, including Village and Corridor Planning, is working to close many of these gaps. However, modifications to the phased planning approach are recommended.

Respectfully submitted,

Lauren Klose  
Senior Planner  
Community Planning

Karen Hoesle, Director  
Sustainable Planning and Community  
Development Department

**Report accepted and recommended by the City Manager.**

## **List of Attachments**

- Attachment A: *Victoria's Housing Future* (summary document).



2020

CITY OF VICTORIA | Sustainable Planning & Community Development

# Victoria's Housing Future





# Housing Shapes our City

Housing is an essential need at an individual scale, but it is also one of the single most important elements influencing the shape of our city.

## Housing Influences How We Move...

When higher density housing is located along transit routes, there are more potential riders for the system, resulting in opportunities for service level improvements across the city and region (for example, the operator can afford more buses, expanded regional routes, additional shelters and other amenities). People who live in Victoria are twice as likely to commute to work by sustainable means (walking, cycling, or bus) than those who live elsewhere in the region.

## Housing Influences Climate Change...

We know that our buildings account for a large share of Victoria's emissions, both single family homes (accounting for almost a fifth of all GHG emissions) and apartments. New buildings must meet BC's new Energy Step Code and programs are being explored to incentivize the retrofit of existing buildings. These emissions are primarily related to heating our homes and water. Location is a factor too. If more housing is located close to jobs and services, then transportation related emissions (which account for 40% of Victoria's total) will fall.

## Housing Influences Environment and Public Space...

Single family homes tend to create neighbourhoods characterized by larger, private outdoor spaces, such as backyards. Multi-family homes tend to result in smaller private spaces, such as balconies and patios, but provide more opportunities to create public gathering places, such as courtyards, plazas, squares, and public parks.

## Housing Influences Who Can Live Here ....

When a city has a diversity of housing options, both in form and price, it will support a diversity of residents, families and economic opportunities. Households and families come in different forms and so too must a city's housing options. People's housing needs also change overtime, so having housing that is diverse in size, adaptable, and accessible will allow residents to stay in their communities through all stages of life.

## Housing Influences Equity...

Building affordable housing forms for diverse populations advances equity. Location is a factor too. When affordable housing is located in urban centres or near sustainable transportation routes, the cost of living for its residents can be further reduced by having access to more affordable transportation options. These residents in turn have access to the economic opportunities found in the city's centres and villages. Providing affordable (non-market) housing in all neighbourhoods in the city can increase choice, increase access to amenities such as greenspace, and reduce disparities in school catchments.

## HOUSING IS A HOME



Across the globe, cities face unprecedented housing challenges exacerbated by the COVID-19 pandemic. Statistics about the cost of housing, theories about the underlying cause of these challenges, and predictions about what the future may hold are ever evolving, overwhelming and can be difficult to comprehend. In that context, it is important to remember that housing is more than a number, it is a fundamental human need – both physically and emotionally.

The *Victoria Housing Strategy* identifies housing as a human right and asserts that every Victorian deserves a safe and affordable place to live – a home that accommodates our needs at a cost we can afford. The Strategy notes that this will look different for everyone:

*For some, it's a home that will accommodate a growing family and is in walking distance to community amenities like schools and parks. For others, it's an affordable apartment with heat, hot water, and a full kitchen, and the knowledge that they won't lose their home if the landlord decides to make needed upgrades, move into or sell the dwelling. It may be a home that's accessible for those with a range of abilities, or a home that allows us to age and access the supports we need to live well in our own community. And, for our most vulnerable residents, it may be a place to call home for good.*

The City strives to carry this principle forward in all initiatives that are involved in planning for current and future housing need.

## What will this document tell me?

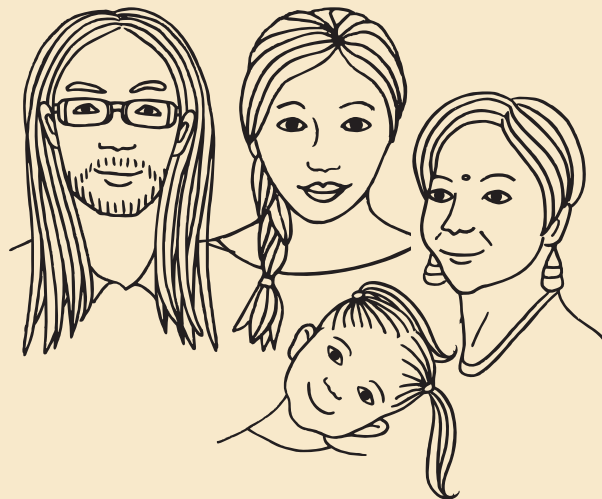
Planning for housing is a complex endeavour. The City of Victoria is undertaking local area planning and implementing several actions in the *Victoria Housing Strategy* to help meet current and future housing needs. Key projects and initiatives underway include:

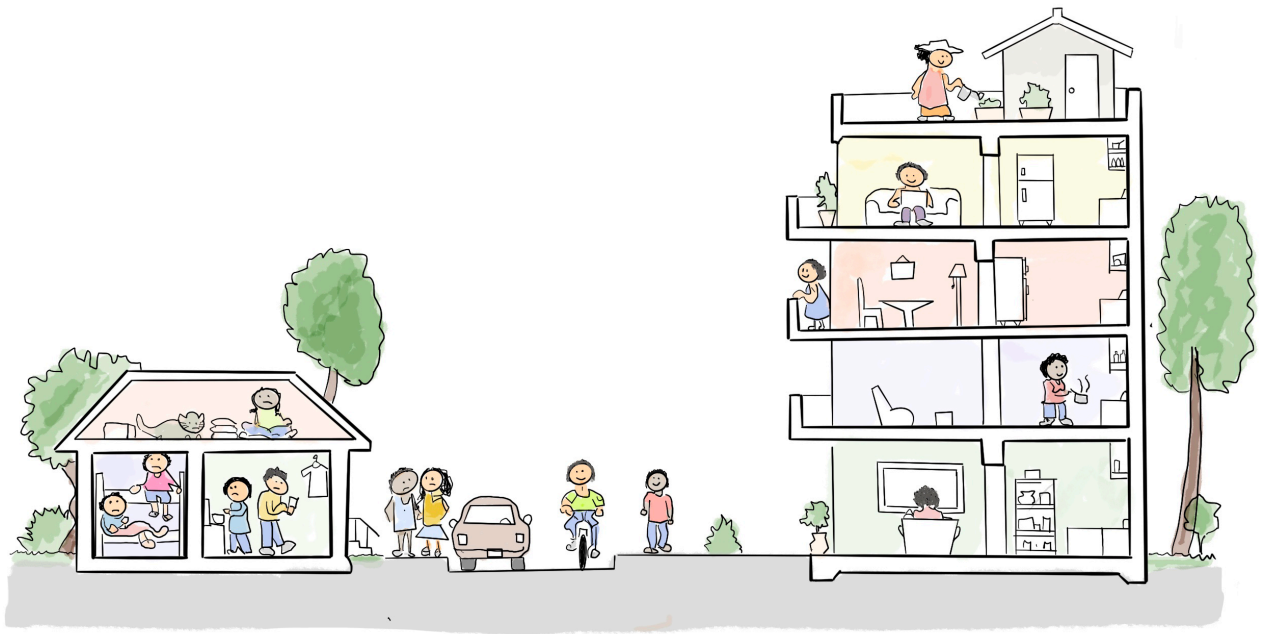
- The Secured Rental Housing Project
- The Missing Middle Housing Initiative
- Village and Corridor Planning (updating neighbourhood plans, the Official Community Plan, and implementing *Victoria Housing Strategy* actions)

This document describes some of the technical analysis, planning fundamentals, statistics and shared principles that inform the outcomes and actions of these initiatives.

## Meet Your Neighbour

Throughout this document you will find a series of profiles that illustrate typical households in Victoria today. To learn more about these profiles and how they were developed see the appendix.





## Planning for Housing in the Time of a Pandemic

The COVID-19 pandemic and subsequent economic instability exacerbated the housing crisis. In response, the City of Victoria refocused important elements of the *Victoria Housing Strategy* to address evolving needs, prioritizing housing security for renters and adding more transitional and affordable housing in the short term.

In addition to these priority short term actions, the *Victoria Housing Strategy* and *Official Community Plan* include longer term strategies to get the right supply of housing in the right locations, now and in the future. The City continues to implement these long range objectives, recognizing they are important for social, environmental, and economic sustainability.

Achieving the right supply of housing where it is needed most can also increase the city's resiliency to future disruptions. There is evidence that housing conditions, especially overcrowding (distinct from built density), may have exacerbated the pandemic in many cities that suffer from unequal socio-economic conditions.



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**Catching Up: Housing Needs Today**

**Housing Trends in Victoria**

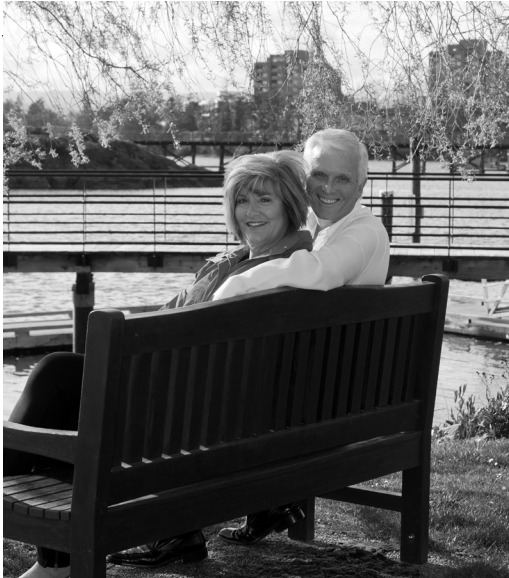
**Keeping Up: Future Housing Needs**

**What is the City Doing?**

**Some Frequently Asked Questions**

**About the Profiles**





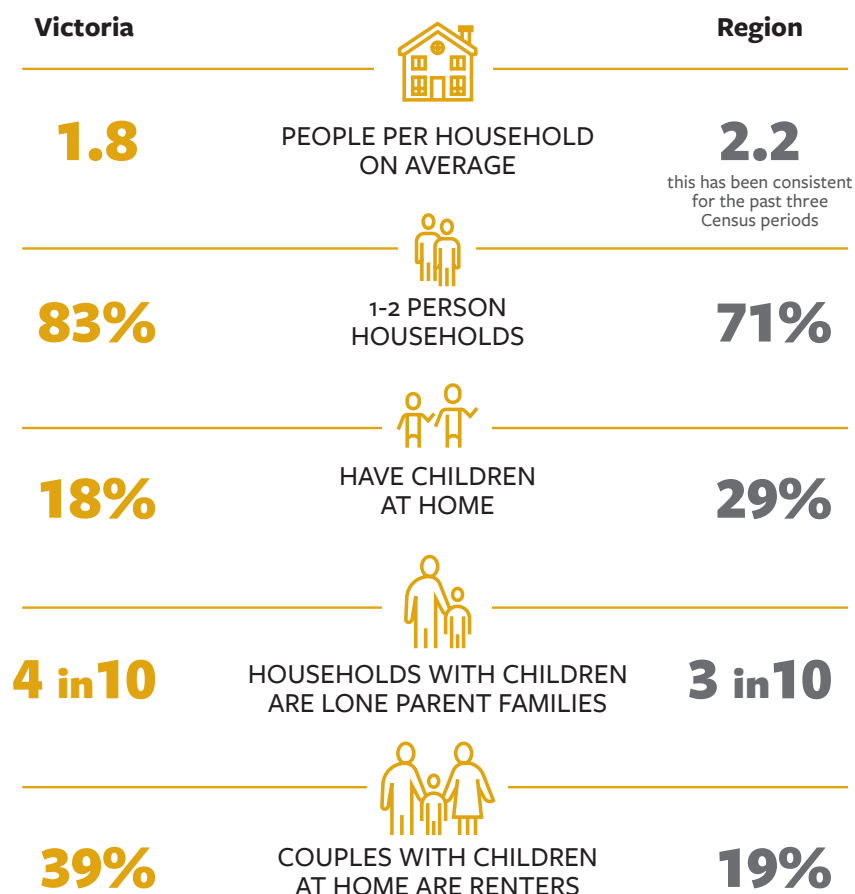
# Who Lives in Victoria Today?

As of 2016, there were 85,792 residents and 45,765 households in Victoria, representing about 22% of the greater region's population. The city contains the region's downtown and largest employment centre as well: almost 40,000 people commute into Victoria each day for work (and about 15,000 commute out to other parts of the region).

In 2016, 9% of Victoria's population had moved to the city in the previous year. Of those new residents, 48% came from elsewhere in BC, 32% from another province, and 20% from outside of Canada.

## Household Statistics

The size and make-up of Victoria households are quite different than the rest of the region today, illustrating differing housing needs. **Notably, roughly 60% of Victoria households rent (compared to 34% regionally).**



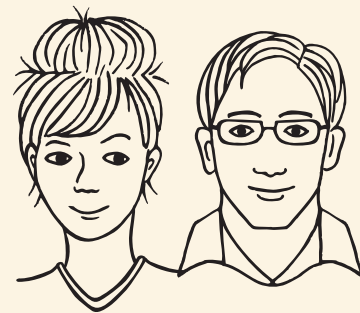
*all based on 2016 Census*



# Meet April & Diego

We were so happy to find a new, high quality rental apartment. If we decide to travel for longer periods for Diego's work, it will be easier to manage a move, but if we decide to start a family, we know the unit is secure and a comfortable size.

April and Diego just moved into a two-bedroom unit in a new rental building in Vic West. The last unit they rented was an older one-bedroom condo owned by a friend who was out of town on a temporary contract. They like that their new home provides more security and space, while still offering the flexibility of renting. April can commute downtown to her job at a local daycare by foot and uses the bus from time to time, but Diego's work in the film industry takes him all over the South Island, requiring them to own a car.



## ANNUAL GROSS INCOME

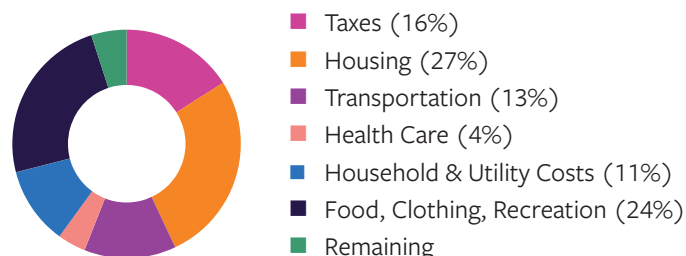
**\$93,400**

**Victoria Median \$81,224**

Victoria median income for a couple without kids or relatives at home in 2015; the regional median was \$86,885.

## MONTHLY INCOME & AVERAGE EXPENSES

Gross Income	\$7,783
Taxes	-\$1,209
Net (after tax and benefits)	\$6,574
Housing (rent)	-\$2,096
Transportation	-\$974
Health Care	-\$283
Household and Utility Costs	-\$862
Food, Clothing, Recreation, Misc.	-\$1,849
Monthly Surplus	\$510



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### COUPLE WITH NO KIDS

25% of Victoria households are couples with no kids



#### RENT A NEW APARTMENT

60% of Victorians are renters; 64% of couples without children live in an apartment building



#### OWNS ONE CAR AND WALKS

58% of Victoria households own one car; 41% of all trips are by walking



#### ABOVE MODERATE INCOME

16% of Victoria households earn between \$85,000 and \$125,000 annually



#### EARLY CHILDHOOD EDUCATOR AND SUPPORT WORKER FOR A MOTION PICTURE STUDIO

9% of Victorians are in the Educational Services Industry; 3% of Victorians are in the Arts, Entertainment and Recreation Industry

Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.

## Income Statistics







Victoria has lower median incomes than the region as a whole and fewer households in higher income brackets (though Victoria incomes have grown somewhat faster than the region).

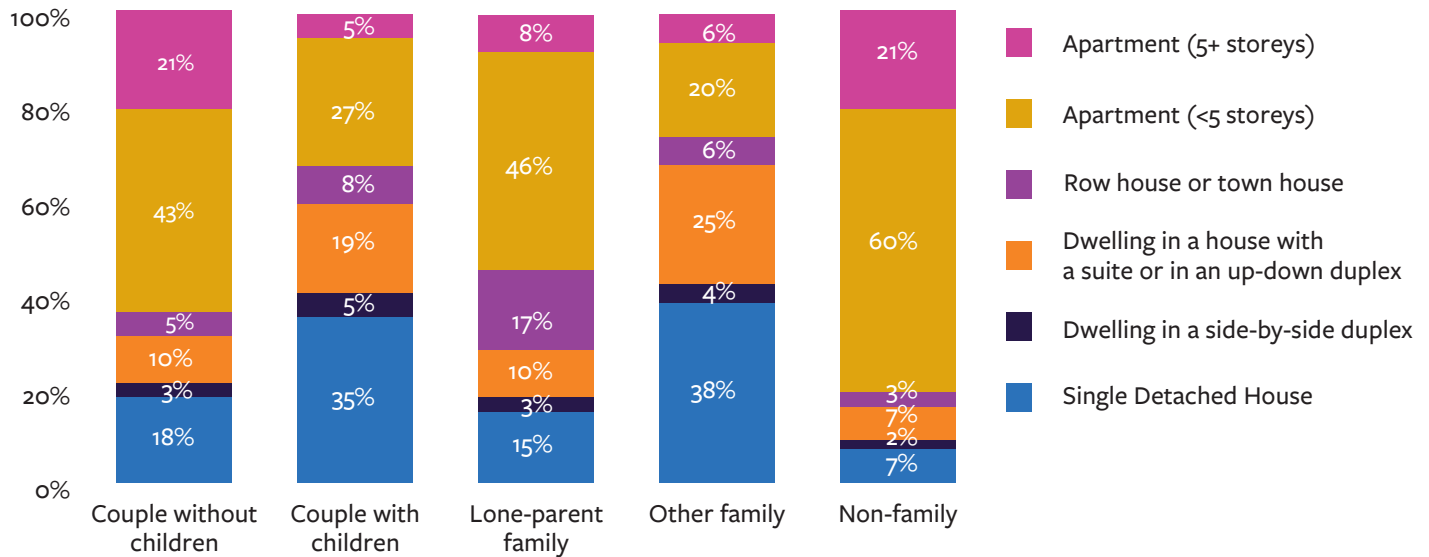
Lower incomes are disproportionately associated with some populations. Female lone parent households and individuals living alone generally have lower median household incomes. Renter households also have much lower median incomes.

- \$52,990 was the median income of Victorians (\$16,652 lower than the regional median of \$69,642)
- The median renter household makes just over half of that of the median owner household
- 3,576 households, or 12.9% of renter households, reported that they live in subsidized housing or receive a rent supplement.

*all based on 2016 Census*

## Housing Type Statistics

Home type (2016)	Victoria, #	Victoria, %	CRD, %
 Single-detached house	6,545	14%	42%
 Dwelling in a single-detached house with a suite, or in an up-down duplex	4,490	10%	15%
 Dwelling in a side-by-side duplex	1,140	2%	4%
 Row house or townhouse	2,260	5%	6%
 Apartment or condo (less than 5 storeys)	23,035	50%	26%
 Apartment or condo (5+ storeys)	8,195	18%	6%
Other, including mobile dwelling	95	0%	1%

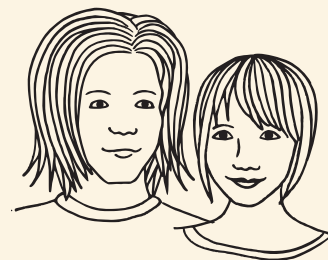


- **Among owner households, less than half (43%) live in detached houses** (with or without suites), 9% in row houses or side-by-side duplexes, 34% in condo buildings.
- **The majority of renter households live in apartments buildings** (81%); 8% live in houses with suites (whether in the main house or suite), 7% in rowhouses or side-by-side duplexes and 4% in single-detached houses.
- **Just over half (54%) of couples with children live in single-detached houses** with or without suites; 13% in townhouses or side by side duplexes; and 32% in multi-family buildings.
- **Among lone-parent families, 25% live in houses or suites**, 20% in townhouses or side-by-side duplexes, 46% in apartments less than 5 storeys.
- **Most (75%) dwellings have 1 or 2-bedrooms**; only 1.2% of rental housing units have 3 or more bedrooms. This suggests that most renters who need larger homes look to the secondary market (renting houses, suites, townhouses or condos from individual owners).

# Meet Jaime & Maureen

We've wanted to buy a home for years, but a condo just wasn't right for our lifestyle - we love gardening and woodworking. After years of searching, we were so happy to finally find a place that meets our needs.

Jaime and Maureen, a librarian downtown, recently bought their first home together, an older two-bedroom townhouse in James Bay that has some community amenity space. Over the years they managed to independently save for 10% down (an amount that requires them to have mortgage insurance, increasing their monthly housing costs). They own a pick-up truck, which is among the most expensive vehicles to own in BC but is required for Jaime's work as a carpenter.



## ANNUAL GROSS INCOME

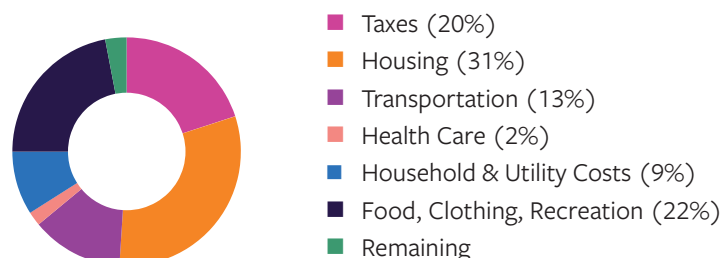
**\$139,600**

**\$81,224** **Victoria Median**

*Victoria median income for a couple without kids or relatives at home in 2015; the regional median was \$86,885.*

## MONTHLY INCOME & AVERAGE EXPENSES

Gross Income	\$11,633
Taxes	-\$2,278
Net (after tax and benefits)	\$9,355
Housing (mortgage, strata fees, taxes)	-\$3,643
Transportation	-\$1,462
Health Care	-\$285
Household and Utility Costs	-\$1,020
Food, Clothing, Recreation, Misc.	-\$2,565
<b>Monthly Surplus</b>	<b>\$380</b>



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### COUPLE WITH NO KIDS

25% of Victoria households are couples with no kids



#### OWNS A TOWNHOUSE

40% of Victorians are homeowners; 5% of dwellings are row or townhouses



#### OWNS ONE CAR AND USES TRANSIT

58% of Victoria households own one car; 7% of trips are by transit



#### ABOVE MODERATE INCOME

13% of Victoria households earn more than \$125,000 annually



#### JOURNEYMAN CARPENTER AND COLLECTIONS LIBRARIAN

5% of Victorians are in the Construction industry; 3% of Victorians are in the Information and Cultural Services Industry

*Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.*



# Catching Up Housing Needs Today

Several indicators point to a housing market that is under pressure and lacks a diverse supply. Planning for housing is often focused on the future, but we recognize we have some catching up to do today.

If we look exclusively at housing in the market (housing that is not subsidized), the supply in Victoria does not yet meet the demand of people living here today. This outstanding need for housing in today's market is sometimes referred to as *latent demand*.

Latent demand can be difficult to estimate as demand is shaped by factors that can be hard to measure accurately. As a start, a 2020 study provides estimates about latent demand, based on 5 factors with reliable data.



**Fewer adults are forming their own households.** Household headship rates in Victoria are dropping - there are more adults living in a single household than is historically typical - pointing to a lack of suitable housing. The drop is most notable for those aged 35-44, the age at which people are more likely to be forming families or trying to enter homeownership. Around 1,400 dwelling units would have been required in 2016 to meet historically average headship rates.



**Many families in Victoria live in homes that are not suitable for their size.** Suitable housing requires there to be enough bedrooms for the size and make-up of the household. In 2016, over 2,300 households indicated they were living in housing that is too small or lacks enough bedrooms.



**The rental market is tight.** Rental vacancy rates are well below the 3-5% rate that housing experts consider balanced. Vacancy rates in the primary rental market were only at 0.5% in 2016, putting renters at a disadvantage. This represents a gap of between 800 and 1,500 rental units.



**Job vacancies** may also point to a lack of housing for workers. As of 2016, an estimated 1,200 households would need to locate to Victoria to bring the job vacancies to a healthy rate in the city.



**Many people are unhoused in our region.** As of 2020, the Capital Regional District identified over 1,300 people experiencing homelessness in the Greater Victoria Region, including over 300 living outdoors. Of those, 93% would like to move to permanent housing.

*based on 2016 figures*



Combined, these indicators illustrate that as of 2016, there was a gap of between 4,500 and 6,300 housing units or more in Victoria's market. This figure is based on just a few key indicators and is likely a conservative estimate of how much catching-up is needed. The housing market is complex and demand fluctuates with supply – even if 7,000 units were added to the market today, we'd likely still feel some of the same pressures.

These estimates of latent demand do not specify how many affordable (non-market) homes need to be created to meet the needs of households who are currently cost-burdened (spending more than 30% of their income on housing). They also do not specify how many units with 2 or 3 bedrooms may be needed to meet the needs of households who are overcrowded. However, they do illustrate that a diversity of new supply in type, tenure, and affordability is required to ease the pressures in the market.

The City of Victoria targets for housing development across the spectrum are set in the *Victoria Housing Strategy*. **Currently, 1 in 5 Victoria households are in Core Housing need:** living in housing that is too expensive for their income, too crowded for their household, or in poor repair.



# Meet Mariel

The building I live in isn't in the best shape, but it is affordable and close to the bus that takes me to work and to see my grandchildren.

Mariel rents an older one-bedroom apartment in the Burnside neighbourhood. It is the most affordable rental she could find close to her family and her work. She recently reduced her hours as a part time housekeeper to help care for her grandchildren. She hopes to retire soon but is worried about her future income. As a senior, she qualifies for rent assistance but still must cut back on expenses and often relies on her family to make ends meet at the end of the month.



## ANNUAL GROSS INCOME

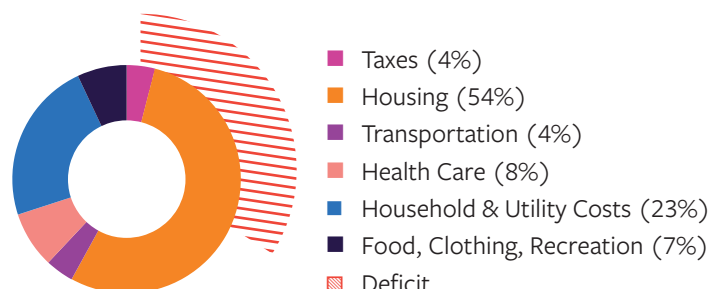
**\$19,250**

**Victoria Median \$35,299**

Victoria Median income for a single person household in 2015; the regional median was \$37,429.

## MONTHLY INCOME & AVERAGE EXPENSES

Gross Income	\$1,604
Rent Assistance (Shelter Aid for Elderly Renters)	\$419
Taxes	-\$90
Net (after tax and benefits)	\$1,933
Housing (rent)	-\$1,100
Transportation	-\$85
Health Care	-\$151
Household and Utility Costs	-\$464
Food, Clothing, Recreation, Misc.	-\$811
<b>Potential Monthly Deficit</b>	<b>-\$678</b>



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### SINGLE PERSON

48% of Victoria households are single persons



#### RENTS AN OLDER APARTMENT

60% of Victorians are renters; 13% of renter households report living in subsidized housing; 30% of renter dwellings are in need of repairs



#### USES PUBLIC TRANSIT

20% of Victoria households don't own a car; 7% of trips are by transit



#### VERY LOW INCOME

16% of Victoria households earn less than \$19,999 annually



#### PART-TIME HOUSEKEEPER

12% of Victorians are in the Accommodation and Food Service industry

Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.

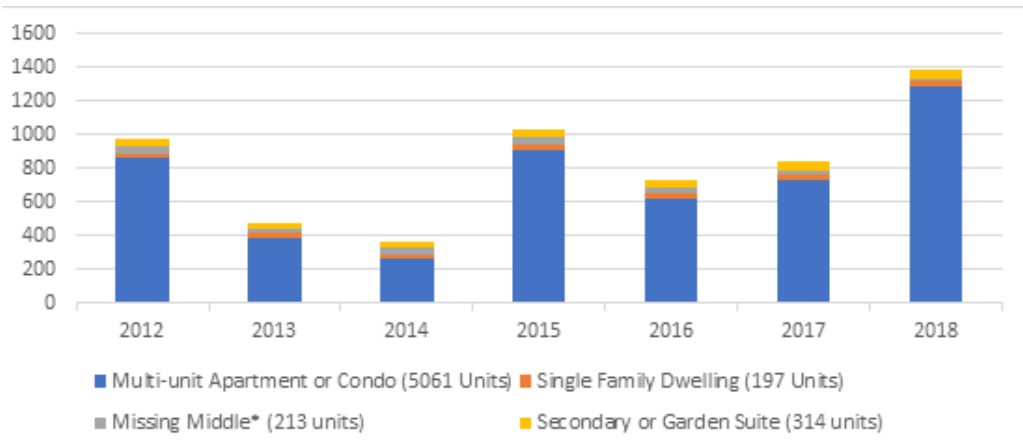




# Housing Trends in Victoria

## Development Trends: Housing Type

Homes take many different forms, from detached houses with or without suites, to various lower scale “missing middle” housing, to apartments and condos. As a centrally located, built-out city, most of Victoria’s new housing is in the form of multi-unit buildings.



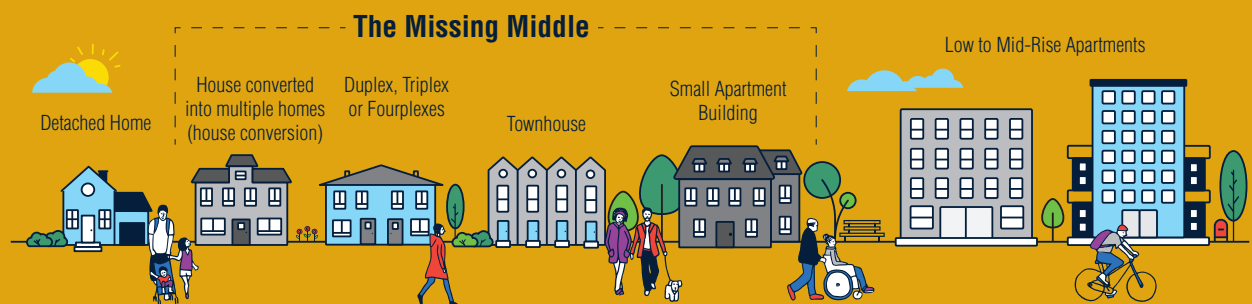
for this graph, “Missing Middle” is being defined as townhouse, four-plex, triplex or duplex dwellings.

## WHAT IS MISSING MIDDLE HOUSING?

Missing Middle housing refers to housing types like townhouses and houseplexes or small apartment buildings that fill the gap between a single detached house and a mid-rise apartment building. These housing types are important to meet the needs of families, working professionals, and seniors looking for a choice other than a downtown high-rise condo or a single-family home.

The City of Victoria’s Missing Middle Housing Initiative seeks to create more housing choice throughout the city by making it easier to build these diverse ground-oriented housing types that fit well within neighbourhoods and support citywide liveability and sustainability goals.

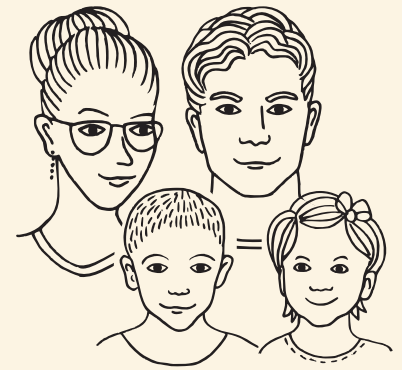
To learn more visit the Missing Middle Initiative page at [engage.victoria.ca/missing-middle-housing](https://engage.victoria.ca/missing-middle-housing).



# Meet Sara & Ravi

We've outgrown our space and are hoping to move to a bigger place soon. The older apartment we rent now allows us to save for a down payment.

Sara and Ravi rent an older two-bedroom apartment in Fernwood. Ravi is a supervisor at a furniture store and Sara is a college instructor. They have two kids in full time daycare. They'd like to get into the housing market and want something with a bit more space. They look forward to shedding daycare expenses and plan to sell their second car and join a carshare program so they can afford something in the neighbourhood they love. Still, the amount needed for a house in the area feels out of reach and there aren't many suitable alternatives.



## ANNUAL GROSS INCOME

**\$115,000**

**Victoria Median \$103,303**

Median income for a couple with children (avg size 3.7 people) in 2015; the regional median was \$117,510.

## MONTHLY INCOME & AVERAGE EXPENSES

Gross Income	\$9,583
Child Benefit	\$768
Taxes	-\$1,732
Net (after tax and benefits)	\$8,619
Housing (rent)	-\$1,544
Transportation	-\$1,810
Health Care	-\$283
Household and Utility Costs	-\$862
Food, Clothing, Recreation, Misc.	-\$1,849
<b>Monthly Surplus</b>	<b>\$671</b>



- Taxes (17%)
- Housing (15%)
- Transportation (17%)
- Child Care (15%)
- Health Care (3%)
- Household & Utility Costs (8%)
- Food, Clothing, Recreation (18%)
- Remaining

## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### FAMILY OF FOUR

18% of Victoria households are couples with kids



#### RENT AN OLDER APARTMENT

60% of Victorians are renters; 32% of couples with kids live in apartment buildings



#### OWN TWO CARS

18% of Victoria households own 2 cars; 34% of trips are by drivers



#### ABOVE MODERATE INCOME

16% of Victoria households earn between \$85,000 and \$124,999 annually



#### RETAIL SUPERVISOR AND COLLEGE INSTRUCTOR

12% of Victorians are in the Retail Trade Industry; 9% of Victorians are in the Educational Services Industry

Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.

## Development Trends: Housing Tenure

### Rental Housing

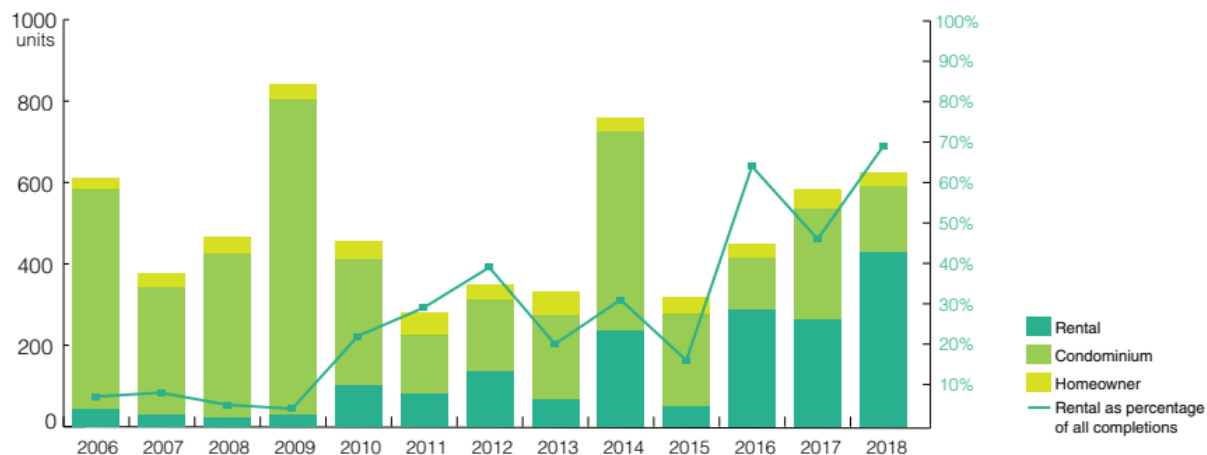
**Victoria's rental vacancy rate has been well below 3-5% - the minimum that is considered a balanced rate - for years.** This low vacancy rate limits choice for renters and puts upward pressure on rents.

**Victoria has a limited stock of rental housing, and the stock that exists is aging.** There are approximately 700 purpose-built rental buildings with nearly 17,000 units (this inventory excludes secondary suites, triplexes and rented condominiums). Over 78% of these buildings were built in the 1960s and 1970s, and 97% were built before 2000.

**The city's primary rental stock also lacks diversity.** In 2019, 58% of primary rental units were 1 bedroom and only 1.2% had 3 or more bedrooms. While the share of new housing that is intended as rental has grown in recent years, it continues to lack diversity. Between 2005 and 2019, Victoria added 1,030 primary rental units, which represents a 6.4% increase. However, the largest shares of that increase were 2-bedroom and Bachelor units (rising by 8% each) while the total number of units with 3 or more bedrooms *decreased* by 2%.

### Housing Completions by Intended Market, City of Victoria

Source: CMHC Starts and Completions Survey



## SECURED RENTAL HOUSING

Rental housing is typically viewed in two categories:

- The **Primary Rental Market** includes “purpose-built” rental apartment buildings that provide greater protections to tenants by offering a more secure tenure. These buildings may or may not be dedicated for exclusive rental use into the future.
- The **Secondary Rental Market** includes individual dwellings – condos, suites, or entire houses – that are rented by private owners. While subject to the BC Tenancy Act, renters have less security: they may be evicted when the current or a future owner, or their family, chooses to live in the dwelling.

To learn more, read the *Victoria Housing Strategy*.



## Housing Ownership

The price to own a home in Victoria has increased dramatically since 2004. It took 10 years (2005-2015) for the benchmark price of home to increase by 50%, and then only 5 years (2015-2020) for another 50% increase in price. The increase in price of single detached homes (growing by 111%) has outpaced other forms, such as condos (80%) or townhouses (81%).

The City of Victoria’s *Housing Needs Report* (2020) includes an analysis of the gap between shelter costs and the household incomes of homeowners. The analysis provides insight into whether households are spending an unaffordable amount of monthly income on shelter costs. Affordability is defined as spending less than 30% of gross household income on shelter costs.



# Meet Angela

We love our neighbourhood - my son has friends here. I know and I trust our community. But my landlord is considering selling the house and I worry that we won't find an affordable alternative nearby.



Angela rents a two-bedroom basement suite with her young son in North Park. As a single parent she appreciates the low cost and low maintenance of renting, but since she is in the secondary market, she worries about eviction. She enjoys the short walk to her government job as an administrative assistant downtown, but pays for the cost of a small car so she and her son can explore the island on weekends and must cut back on other expenses each month to avoid a potential deficit.

## ANNUAL GROSS INCOME

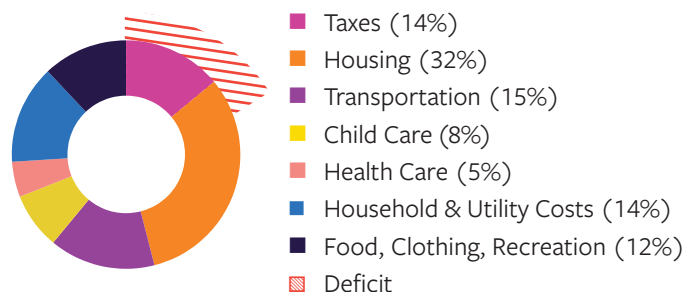
**\$47,200**

**Victoria Median \$47,781**

Median income for a lone parent household (avg size 2.4 people); the regional median was \$54,039.

## MONTHLY INCOME & AVERAGE EXPENSES

Gross Income	\$3,933
Child Benefit	\$563
Taxes	-\$607
Net (after tax and benefits)	\$3,889
Housing (rent)	-\$1,428
Transportation	-\$689
Child Care	-\$375
Health Care	-\$242
Household and Utility Costs	-\$623
Food, Clothing, Recreation, Misc.	-\$1,162
<b>Potential Monthly Deficit</b>	<b>-\$630</b>



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### SINGLE PARENT WITH ONE CHILD

6% of Victoria households are lone parent families; 40% of families with kids at home have just one parent



#### RENTS A SECONDARY SUITE

60% of Victorians are renters; 40% of renters are estimated to be in the secondary market



#### WALKS TO WORK AND SCHOOL BUT OWNS A CAR

58% of Victoria households own one car; 41% of trips are by walking



#### MEDIAN INCOME

20% of Victoria households earn between \$35,000 and \$54,999 annually



#### ADMINISTRATIVE ASSISTANT

11% of Victorians are in the Public Administration Industry

Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.

## Homeowner Affordability Gap Analysis, 2019 (Victoria Housing Needs Report)

	Median Household Income (2019) **	Affordable Monthly Shelter Costs	MONTHLY SHELTER AFFORDABILITY GAP***		
			Single Family Home \$939,066	Townhouse \$683,849	Apartment \$501,352
Couples without children	\$141,451	\$3,536	-\$952	-\$96	\$922
Couples with children	\$175,739	\$4,393	-\$94	\$761	\$1,779
Lone parent families	\$80,287	\$2,007	-\$2,481	-\$1,625	-\$607
Non-census families	\$65,924	\$1,648	-\$2,840	-\$1,984	-\$966
Other census families*	\$190,330	\$4,758	\$270	\$1,126	\$1,126

Amount of monthly income household is spending on shelter costs: ■ = less than 30% ■ = 30 - 49% ■ = 50% or more

Single detached homes are unaffordable, to some degree, to most median-income households. Townhouses could be affordable for couples with children and other census families. Apartments could be an affordable option for couples without children. Apartments could also be an affordable option for couples with children and other census families, but there may be limited stock of units with enough bedrooms to be suitable for these household types.

Homeownership is likely out of reach for single-income households like median-income lone-parent and noncensus families; these household types would need to spend 50% or more of their monthly income to be able to afford a single family home or townhouse, and between 30 and 50% to afford an apartment.

\*Other census families can include multi-generational or alternative family living arrangements that result in multiple incomes for the household.

\*\*Median income of owner households based on household composition.

\*\*\*Housing cost based on 2019 Benchmark Prices from Victoria Real Estate Board.

## SNAPSHOT: DIVERSITY OF HOME PRICES (2019)

While the gap analysis illustrates significant gaps based on average sales prices in 2019, it does not account for any differences in the age or size of homes. Home prices can vary significantly by type of home, location, size, quality and other features such as views. Prices reflect demand in today's marketplace, as well as land, construction and soft costs that determine what type of housing is viable to build. Prices may also account for potential income from a suite. The vast majority of home sales (90% of condos, 95% of townhouses and 96% of detached houses) are resales.

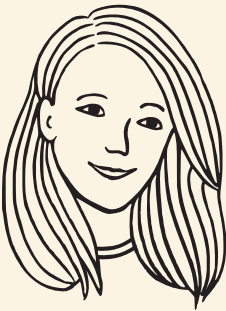
	Median price (2019)	Median size (sq. ft.)	Median price per sq. ft.
<b>Condominium (resale)</b>			
Bachelor	\$324,500	401 sq. ft.	\$809
1 Bedroom	\$390,000	632 sq. ft.	\$617
2 Bedroom	\$496,900	1,022 sq. ft.	\$486
3+ Bedroom	\$630,000	1,038 sq. ft.	\$607
<b>Condominium (new)</b>			
Bachelor	\$297,500	388 sq. ft.	\$767
1 Bedroom	\$449,100	549 sq. ft.	\$818
2 Bedroom	\$817,500	1,002 sq. ft.	\$816
3+ Bedroom	\$1,205,000	1,450 sq. ft.	\$831
<b>Townhouse, resale</b>	\$638,000	1,357 sq. ft.	\$470
<b>Townhouse, new</b>	\$910,000	1,733 sq. ft.	\$525
<b>Single-detached house, resale</b>	\$868,000	1,879 sq. ft.	\$462
<b>Single detached house, new</b>	\$1,435,000	2,619 sq. ft.	\$548



# Meet Olivia

I wanted to live closer to the hospital I work at and though I never pictured myself living in a condo, it is much easier to care for than the old house – and I don't miss the commute.

Olivia recently purchased a newer one-bedroom condo in Jubilee. With the equity from selling the small home she bought a few years ago on the West Shore she was able to put 20% down and save for her nearing retirement. Though she uses the bus and walks more now she still prefers her car for commuting at odd hours. As an experienced nurse, Olivia has a higher median income than a typical single person household, but still must be thoughtful about expenses to avoid tapping into savings each month.



## ANNUAL GROSS INCOME

**\$87,900**

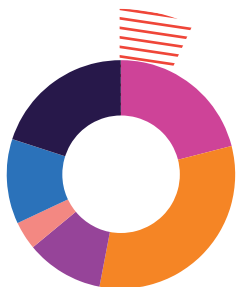
**\$35,299**

**Victoria Median**

Victoria Median income for a single person household in 2015; the regional median was \$37,429.

## MONTHLY INCOME & AVERAGE EXPENSES

Gross Income	\$7,325
Taxes	-\$1,577
Net (after tax and benefits)	\$5,748
Housing (mortgage, strata fees, taxes)	-\$2,344
Transportation	-\$785
Health Care	-\$283
Household and Utility Costs	-\$862
Food, Clothing, Recreation, Misc.	-\$1,849
Potential Monthly Deficit	-\$375



- Taxes (21%)
- Housing (32%)
- Transportation (11%)
- Health Care (4%)
- Household & Utility Costs (12%)
- Food, Clothing, Recreation (20%)
- Deficit

## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### SINGLE PERSON

48% of Victoria households are single persons



#### OWNS A CONDO

40% of Victorians are homeowners; 68% of dwellings are in apartment or condo buildings



#### OWNS A CAR

58% of Victoria households own one car; 41% of trips are by walking



#### ABOVE MODERATE INCOME

16% of Victoria households earn between \$85,000 and \$124,999 annually



#### REGISTERED NURSE

14% of Victorians are in the Health Care and Social Assistance industry

Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.

# Keeping Up Victoria's Future Housing Needs

Our housing supply has a lot of catching up to do. Housing statistics, trends, and latent demand estimates help us understand this gap. However, we must also think ahead to ensure we do not fall further behind as the city grows - we have to keep up. Knowing how much and what types of housing we should be building today requires us to understand who might live in the Victoria tomorrow, and 10, 20, or even 50 years from now.

## Using Projections to Plan for Future Housing

Projections show that Victoria and our region are expected to grow by roughly 1% a year, (similar to the Canadian average). Between 2019 and 2038, the Greater Victoria region is projected to grow from 412,000 people to nearly 494,000 people. At the same time, our population is changing as people grow up, form families, move to and from the city, or age in our community.

### UNDERSTANDING POPULATION GROWTH AND CHANGE

#### Why do we estimate population growth?

We make decisions today based on the current and future needs of today's residents and by trying to anticipate the potential future population and their needs. The City is responsible for making decisions related to how land within city limits may be used. Population projections inform these decisions.

#### Projections are just one possible future to help inform decision making.

We can use projections to plan for an anticipated future, but we can also assess projections to determine if that anticipated future is aligned with our shared values and work to adjust our path.

A clear example of using projections to inform a new path forward is illustrated in climate action.

Projections show that if GHG emission trends continue as they have been, we are likely to see extraordinary global warming and climate impacts across all sectors and geographies.

We may use this information to prepare for the negative impacts of climate change. More prudently though, we use it to inform how we can shift our path toward a better future with fewer negative impacts. We embrace new technologies, we choose sustainable transportation modes, and we reduce consumption and waste to curtail global warming.

Similarly, Growth projections are a model of what the future may look like, typically based on trends from the past. Growth projections are a model of one potential future.

Based on recent projections of population change in the Capital Regional District, the City of Victoria commissioned a *Housing Trends and Projections* Report. The Report estimates 111,299 people will be living in Victoria by 2041. This growth results in the formation of a projected **11,278 additional households between 2016 and 2041**. To better understand future housing needs, the study also projects the demographics and composition of future households.

Projections are a description of one possible future. Factors of growth and change, and our response to it, may affect both how our region changes, and how new housing is accommodated.

### Future Households by Age Group

- Victoria's population is aging, and more than half of household growth in the coming decades is estimated to occur among the over-75 age group. The majority of growth in this age group is because we are all getting older.
- While 25-to-34-year-olds will remain the largest single category, however, their total number is projected to decline by 2% in Victoria (compared to a 3% increase for the region).
- The approximate number of children under the age of 15 in Victoria is projected to increase by just 8%, compared to a 17% increase for the region.

Age Group	Population, 2016	Population, 2041	% change, Victoria	% change, CRD
0 to 14 years	8,116	8,740	8%	17%
15 to 24 years	10,220	10,937	7%	13%
25 to 34 years	18,539	18,089	-2%	3%
35 to 44 years	12,090	13,790	14%	24%
45 to 54 years	11,135	13,373	20%	26%
55 to 65 years	12,496	12,710	2%	4%
66 to 75 years	9,978	11,493	15%	15%
75 to 84 years	4,776	11,904	149%	142%
84 years and over	3,318	10,263	209%	198%

# Meet Akira

I hope to find a new job soon so that I can stay in my downtown apartment.  
I know now how difficult it is to live here with low income.

Akira rents an older bachelor apartment Downtown and just finished his undergraduate degree. Now that his university bus pass is expired, he tries to walk or bike most places, including the restaurant he works at, but uses the bus to get to job interviews. He hopes for a car free lifestyle. Without the help of student financial aid he must cut back on discretionary expenses to make rent each month.



## ANNUAL GROSS INCOME

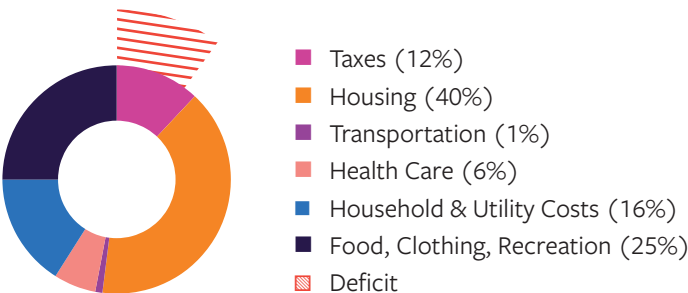
**\$31,200**

**Victoria Median \$35,299**

Median income for a single person household in 2015; the regional median was \$37,429.

## MONTHLY INCOME & AVERAGE EXPENSES

Gross Income	\$2,600
Taxes	-\$318
Net (after tax and benefits)	\$2,282
Housing (rent)	-\$1,050
Transportation	-\$23
Health Care	-\$151
Household and Utility Costs	-\$464
Food, Clothing, Recreation, Misc.	-\$811
Potential Monthly Deficit	-\$217



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### SINGLE PERSON

48% of Victoria households are single persons



#### RENT AN OLDER APARTMENT

60% of Victorians are renters; 68% of dwellings are in apartment or condo buildings



#### WALKS MOST PLACES

20% of Victoria households don't own a car; 41% of trips are by walking



#### LOW INCOME

16% of Victoria households earn between \$20,000 and \$34,999 annually



#### RESTAURANT SERVER

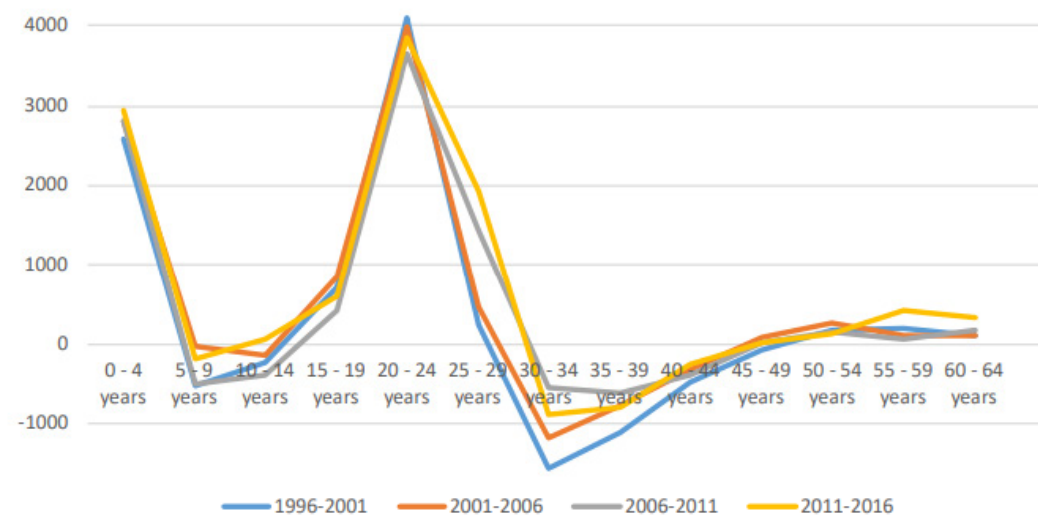
12% of Victorians are in the Accommodation and Food Services Industry

Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.

Future Household Composition

There is an ongoing loss of residents during typical family formation years (i.e. those residents in their mid-20s to late 30s), in many cases because they are seeking affordable housing that is suitable for a growing family. Trends like this are likely to influence future household composition.

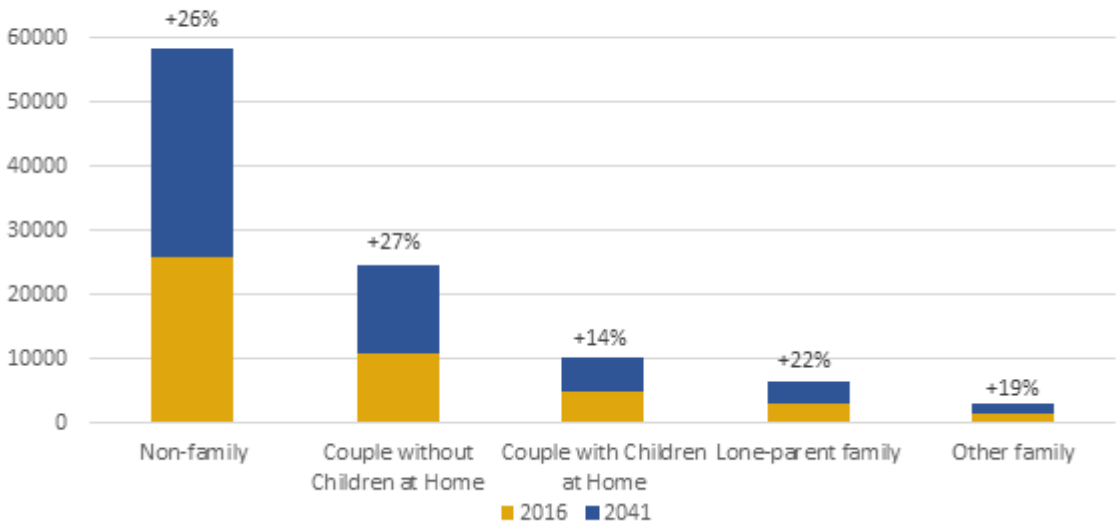
Changes in City of Victoria population by age group



Residents tend to leave Victoria in their family forming years

Growth in the share of senior-led households could also lead to changes in household composition. Seniors tend to be more likely to live alone or only with a partner, and so, if trends continue, much of the household growth will be singles, or couples living without children.

Projected Change in Household Composition (2016-2041)



# Meet Alex & Sofia

As a single-income family, our budget is tight. With support from Sofia's family we were able to buy a home that will be comfortable for three generations under one roof.



Sofia and Alex just bought a duplex in Quadra Village together with Sofia's mother who helps with childcare. With the support of Sofia's mother, the multi-generational family was able to provide a down payment of nearly 40% and carry a smaller mortgage. They hope to renovate to make the home more accessible for Sofia's mother as she ages. Alex is a firefighter and with one primary income, it can be difficult to balance their monthly budget, but the small pension that Sofia's mother collects helps to cover discretionary expenses.

## ANNUAL GROSS INCOME

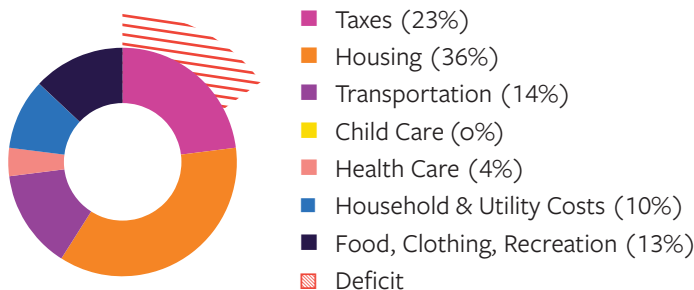
**\$84,600**

**Victoria Median \$103,303**

Median income for a couple with children (avg size 3.7 people) in 2015; the regional median was \$117,510.

## MONTHLY INCOME & AVERAGE EXPENSES

Gross Income	\$6,019
Child Benefit	\$461
Taxes	-\$1,492
Net (after tax and benefits)	\$4,988
Housing (mortgage, strata fees, taxes)	-\$2,343
Transportation	-\$902
Child Care	\$0
Health Care	-\$257
Household and Utility Costs	-\$648
Food, Clothing, Recreation, Misc.	-\$1,569
<b>Potential Monthly Deficit</b>	<b>-\$731</b>



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### MULTI-GENERATIONAL FAMILY

18% of Victoria households are couples with kids; 18% of Victoria households are multigenerational



#### OWNS A DUPLEX

40% of Victorians are homeowners; 5% of families with children live in a semi-detached house



#### OWNS ONE CAR AND WALKS

58% of Victoria households own one car; 41% of trips are by walking



#### MODERATE INCOME

18% of Victoria households earn between \$55,000 and \$84,999 annually



#### FIREFIGHTER AND HOMEMAKER

11% of Victorians are in the Public Administration Industry

Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.

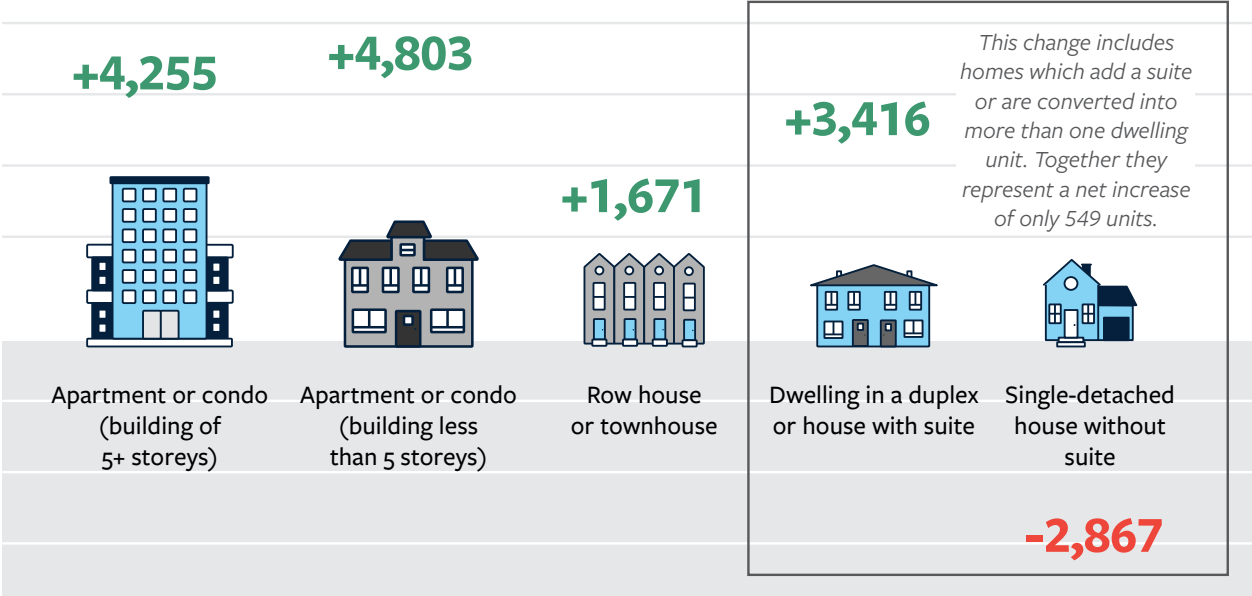
## Demographic Trends Reflect Housing Forms

Past trends in population growth and household formation are reflective of Victoria's housing types. For decades, most new dwelling units have been apartments or flats. As of 2016, 75% of dwellings in Victoria were 1-and 2-bedroom units.

- Victoria, compared the region, has **a greater share of residents age 75 plus and a smaller share of youth under 20**. These households, often singles or couples without kids, reflect the city's high share of apartment housing.
- Though the city's population is generally aging, there is **a notable retention of young adults (aged 20-30)** representing the post secondary and young urbanite population which also reflects the large number of apartments in the city's housing stock.
- **A sizable proportion of families with children in the city – 39% – are single-parent families**. This may reflect that single-parent families tend to have lower incomes, and fewer children, than coupled families, and may have a preference for apartment living.

In the future, new dwellings would likely continue to reflect the projected demographics of the city with more apartments and fewer single detached homes. In many ways, these business-as-usual housing projections are intuitive: Victoria is built-out and accommodating new housing means lower density units will have to make way for other forms.

Projected change in housing types, 2016-2041, if trends continue



If housing trends continue, it would entrench the pattern of many new families feeling unable to stay in Victoria and an increasing proportion of seniors. However, there are **potential drawbacks** to following this path into the future.

- **Commuting, climate change, and quality of life.** The 25 to 35 year olds who are leaving the city are in their prime working years. Since Victoria is the capital city, the region's downtown, and a tourist destination, many jobs will stay here even if there is not housing that is suitable for those workers, which means they will be more likely to commute, impacting climate action targets and quality of life.
- **Difficulty finding workers.** New businesses may find it difficult to find workers, or may even choose not to locate in the city, if it is perceived that there is not quality housing to attract and retain a quality workforce, which could result in a less diversified local economy.
- **Lack of services.** As Victoria's population ages, more services will be required, such as doctors, nurses, and caretakers. It is important that these people be able to find suitable, affordable housing, ideally closer to work.
- **Loss of arts, culture, and innovation.** Affordable housing and rental accommodation is crucial to fostering a vibrant arts community where residents have disposable income to participate in arts and culture.



# Meet Charlie & Taylor

We feel so lucky to have been able to buy a house with a big yard for our dogs. We love our tenants and feel bad that we may have to take over the suite once we start a family



Taylor and Charlie, a physiotherapist and a computer programmer, recently sold their condo and purchased a home with a suite in Oaklands. With the equity from the sale they were able to put 20% down. They rent out the basement suite now which provides extra income. While they keep one car for travel purposes, they cycle for most of their daily trips.

## ANNUAL GROSS INCOME

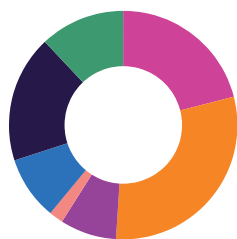
**\$156,800**

**\$81,224** **Victoria Median**

Victoria median income for a couple without kids or relatives at home in 2015; the regional median was \$86,885.

## MONTHLY INCOME & AVERAGE EXPENSES

Gross Income	\$13,067
Rental Suite Income	\$1,200
Taxes	-\$3,035
Net (after tax and benefits)	\$11,232
Housing (mortgage, taxes)	-\$4,288
Transportation	-\$1,197
Health Care	-\$285
Household and Utility Costs	-\$1,220
Food, Clothing, Recreation, Misc.	-\$2,565
Monthly Surplus	\$1,677



- Taxes (21%)
- Housing (30%)
- Transportation (8%)
- Health Care (2%)
- Household & Utility Costs (9%)
- Food, Clothing, Recreation (18%)
- Remaining

## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### COUPLE WITH NO KIDS

25% of Victoria households are couples with no kids



#### OWNS A HOUSE WITH A SUITE

40% of Victorians are homeowners; 18% of couples without children live in a single family house



#### CYCLE TO WORK BUT OWN A CAR

58% of Victoria households own one car; 9% of trips are by cycling



#### ABOVE MODERATE INCOME

13% of Victoria households earn more than \$125,000 annually



#### PHYSIOTHERAPIST AND COMPUTER PROGRAMMER

14% of Victorians are in the Health Care and Social Assistance Industry; 10% of Victorians are in the Professional, Scientific and Technical Services Industry

Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.

## Planning for a Different Path

Housing can shape the future of our city. We can influence demand through the supply we choose to permit, the type of local economy we enable, and the public amenities and infrastructure we build. There is an interdependent relationship between the types of dwelling units that are added, the demographics of the population, and the types of households that form.

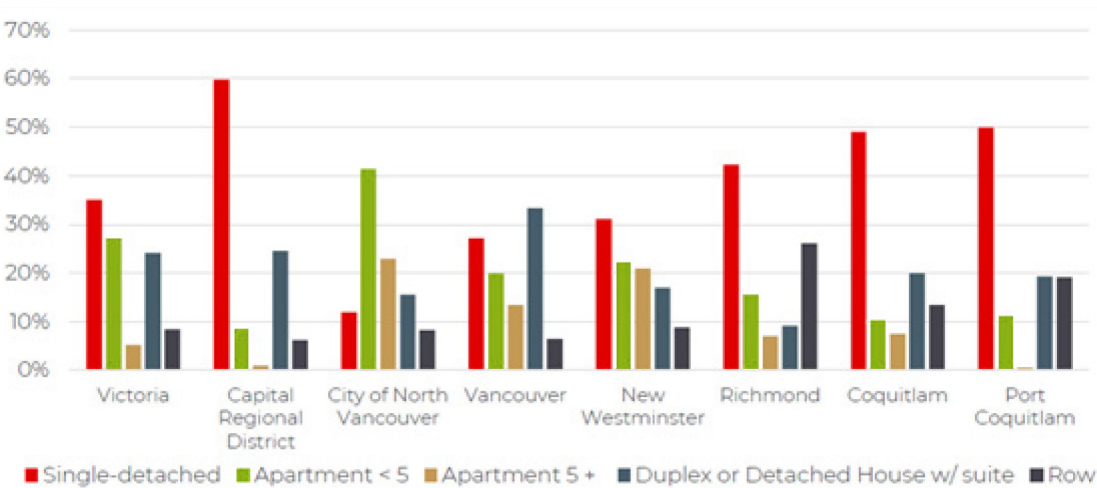
### Family Housing Comparisons

Cities across British Columbia are growing and densifying, and there is increasing attention being paid to family-friendly housing types. The *Housing Trends and Projections Report* compares select municipalities that are comparable, in various ways, to Victoria, either now or in the future.

While families with children tend to live in single-detached homes in many cities, other housing types provide an alternative option. Apartments, row houses and duplexes are an increasingly common choice for families when suitable options are available, particularly in cities that are built out and growing. Indeed, in Victoria, 40% of families with children at home, and more than 70% of lone-parent families, live in an apartment or townhouse.

Many cities have lower proportions of families living in single-detached homes, and higher shares of families living in row houses than Victoria. In the City of North Vancouver, for example, the majority of families with children live in apartment buildings. Though single-detached homes still dominate much of Richmond, Coquitlam, and Port Coquitlam's urban landscapes, notably high shares of families with children live in row houses, indicating that 'missing middle' housing forms can be attractive to families.

### Dwelling Types for Households with Children



Source: Derived from Statistics Canada Census Program, BC Stats custom Population Projections

## Aligning with Shifting Mobility Preferences

In Victoria, many households are within walking distance of a variety of services, amenities, and transit routes, and the city has an expanding AAA bike network. As owning a vehicle can cost more than \$700 a month, more and more people are choosing to own fewer cars, or no car at all if there are viable transportation alternatives. Victoria ties Montreal for having the highest proportion of people who walk, bicycle or use transit in Canada.

With these diverse transportation options available and the high cost of vehicle ownership, 20% of Victoria's households do not own a car at all, and 58% own just one car (compared to the regional average of 10% and 46% respectively). Car ownership is also directly linked to housing affordability – building underground parking can cost \$60,000 to \$80,000 per space, which drives up the price of a home.

Future housing can be located and designed to be more affordable for the growing desires among many to live a car-free lifestyle.

## Choosing the Right Supply

We have to make room for anticipated growth in the city. We must also ensure that we can meet the commitments we've made to our neighbouring municipalities for a sustainable region. However, we can encourage and enable housing that is affordable and suitable to a diversity of households in a way that enriches our city by:

- Encouraging **more secured rental housing** - apartments that are built and operated expressly for providing long- term rental accommodation. Greater housing security for tenants (compared to secondary rental options, such as condominiums or suites which may or may not be rented from one year to the next) allows people with diverse incomes and lifestyles to stay in the city.
- Enabling **more diverse housing supply throughout the city**, including condos and stratified ground-oriented housing in neighbourhoods and near urban villages which provide an opportunity for people to enter the market with a lower cost unit and build equity, or downsize while staying in the community.
- Enabling **more compact forms suitable for families** – though Victoria cannot accommodate many more single family homes, we can focus on redevelopment that is suitable for families, including various 'missing middle' housing forms.

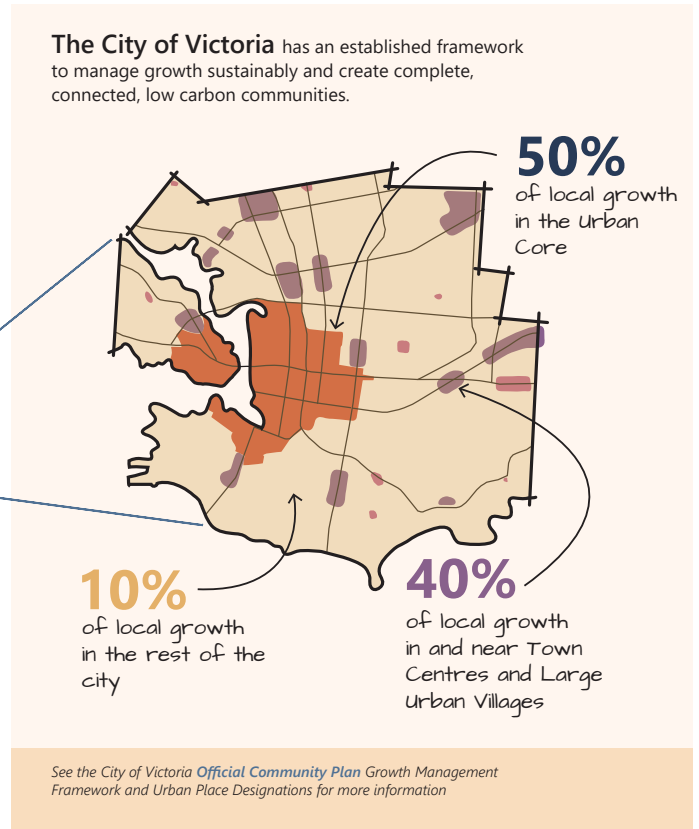
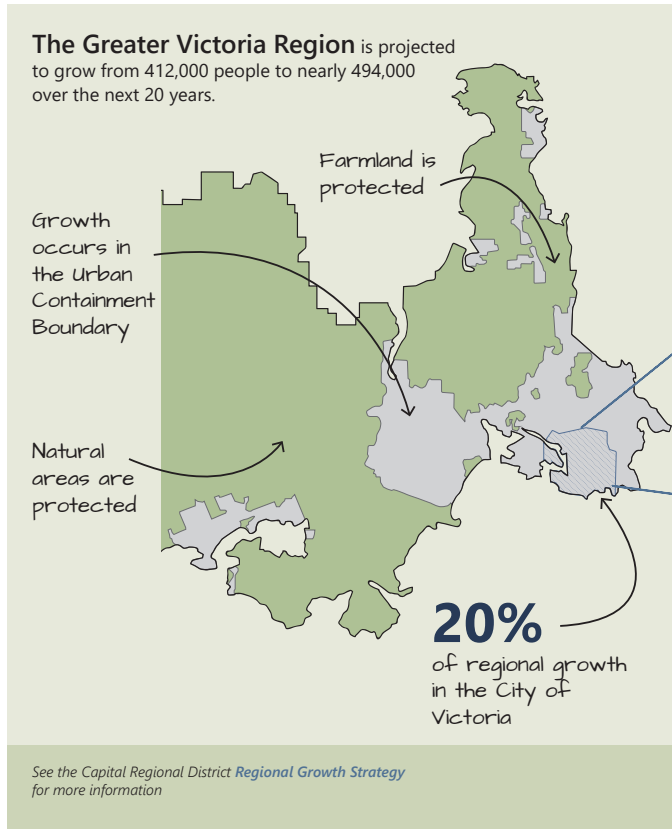
# What is the City doing?

The City of Victoria has a set of shared values identified within policy documents to guide decisions related to future growth and housing.



## Growth Management

The Official Community Plan (OCP) provides objectives and policies to guide growth management for a more sustainable community by 2041. It is premised on a 30-year growth management concept based on focusing growth in the urban core, centres, and villages and connecting these places by sustainable modes of transportation. This concept builds on Victoria's strengths as a compact city with unique urban places. It supports walkable neighbourhoods where services, amenities, transit and social opportunities are all nearby.



### Regional Growth Management

The OCP works together with the Regional Growth Strategy, adopted by the Capital Regional District, which informs how municipalities within the region will accommodate new housing and employment. The majority of new growth is directed toward the Urban Containment Boundary, protecting our forests and farmlands.

Victoria currently accounts for 22% of the region's population and 42% of its jobs. The City's OCP aims to accommodate 1 in 5 new households to the region through 2041. While our share of regional growth has been somewhat higher than that between 2012-2017, our current projections estimate that by 2041 only 17% of added households in the region would call Victoria home.



### Capacity: Making Room in the Growth Framework

The growth management framework was developed when the OCP was adopted in 2012 and the principles hold true today. However, things have changed since then, and we have a better sense of anticipated growth, what that growth might look like, and new shared values around housing affordability, climate action and the local economy.

The City recently completed a study assessing the capacity of the OCP's Urban Place Designations to better understand if future housing needs can be met, and if they can be met in a way that meets city-wide objectives.

The assessment revealed that the OCP designations do not provide quite enough space for the anticipated number of homes the city will need in the long term. They also do not fully reflect the diversity we hope to see in housing supply and distribution.

Current designations fall short of meeting needs by between 20 and 35%, including the unmet needs that exist today (latent demand) and anticipated demand out to 2040. This capacity allows for about 400 new homes per year to be built on average, which falls short of the anticipated growth rate of about 1%, and far short of meeting the city's the latent demand.



## ***“We are a diverse community because we have diverse housing choices”***

**Capacity for new condos and apartments falls short of future need by more than 25%.** The capacity assessment estimates that the current OCP could support approximately 6,700 net new multi-family units between 2016 and 2041. The need for multi-family units in that time frame is approximately 9,000 units, without considering latent demand. The shortage does not account for future changes in housing type preference (if, for example, more family friendly units are developed, the demand for this housing for could rise).

This shortfall impacts our ability to meet the needs of renter, who make up more than 60% of households. Multi-family buildings can provide secure, purpose-built rental housing. New purpose-built rentals must be built and the existing, more affordable rental buildings that exist today must be retained. We also need greater diversity in multi-family rental housing, including family-friendly units for the 40% of families with children who rent. New and older multi-family buildings can also provide a lower cost opportunity to enter the housing market.

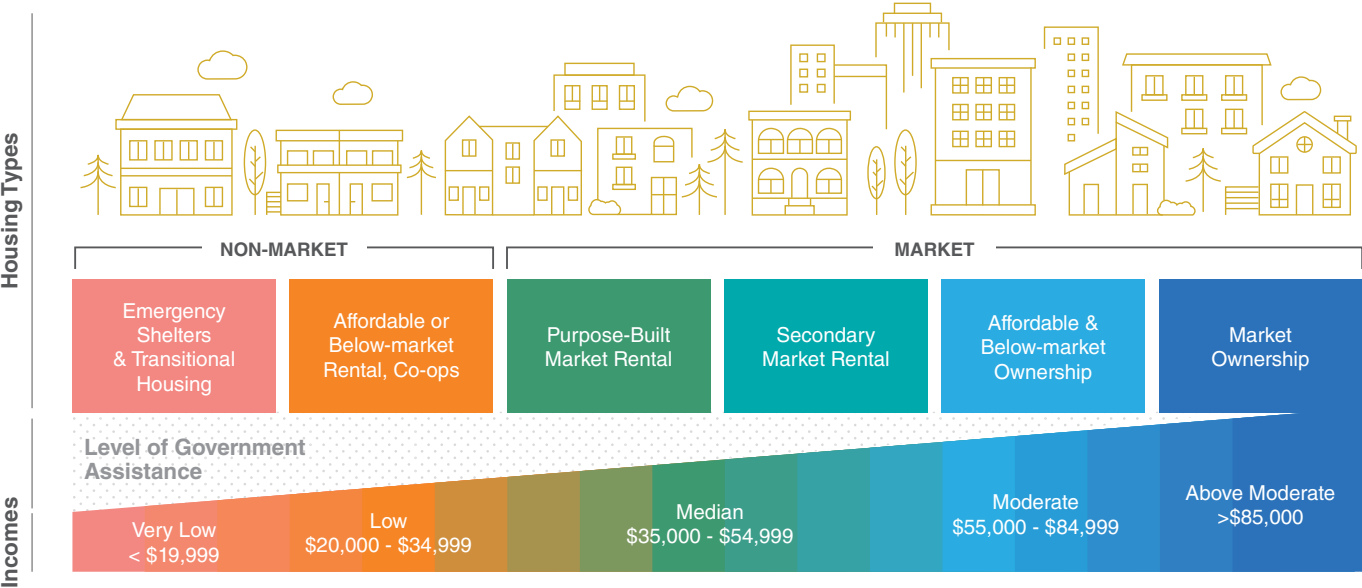
**Capacity for new houses, suites, duplexes, townhomes, and other ground-oriented homes could meet the expected need.** Preliminary results from the capacity assessment estimate that the current OCP could support approximately 3,100 net new ground-oriented units between 2016 and 2041. The need for these types of units in the same time frame is approximately 2,200 units, without considering latent demand. However, an economic analysis is being conducted to consider the viability of these units under current regulations as some missing middle forms continue to be less common and are increasingly important to the growing population.

Maintaining this potential for ground-oriented housing is important. With limited capacity for new single-detached housing, which is the most expensive form of housing, most new ground-oriented units will be missing middle forms. If Victoria sees a shift in preferences among families with children, like other cities have seen, then more diverse missing middle forms could give families with children an opportunity to stay in the city.

**Capacity also influences our ability to meet housing affordability targets.**

Within the housing types that are needed, the City sets targets for affordable or below-market housing. Approximately half of new housing demand will be among those earning very low, low, or moderate incomes as defined by the *Victoria Housing Strategy*.

There is significant unmet need for affordable housing: 1 in 5 Victorians, and almost 30% of renters, are in Core Housing Need as defined by the Canada Mortgage and Housing Corporation. Making room for a diversity of housing forms, particularly forms that enable market rental and non-market housing, is crucial for meeting these needs.

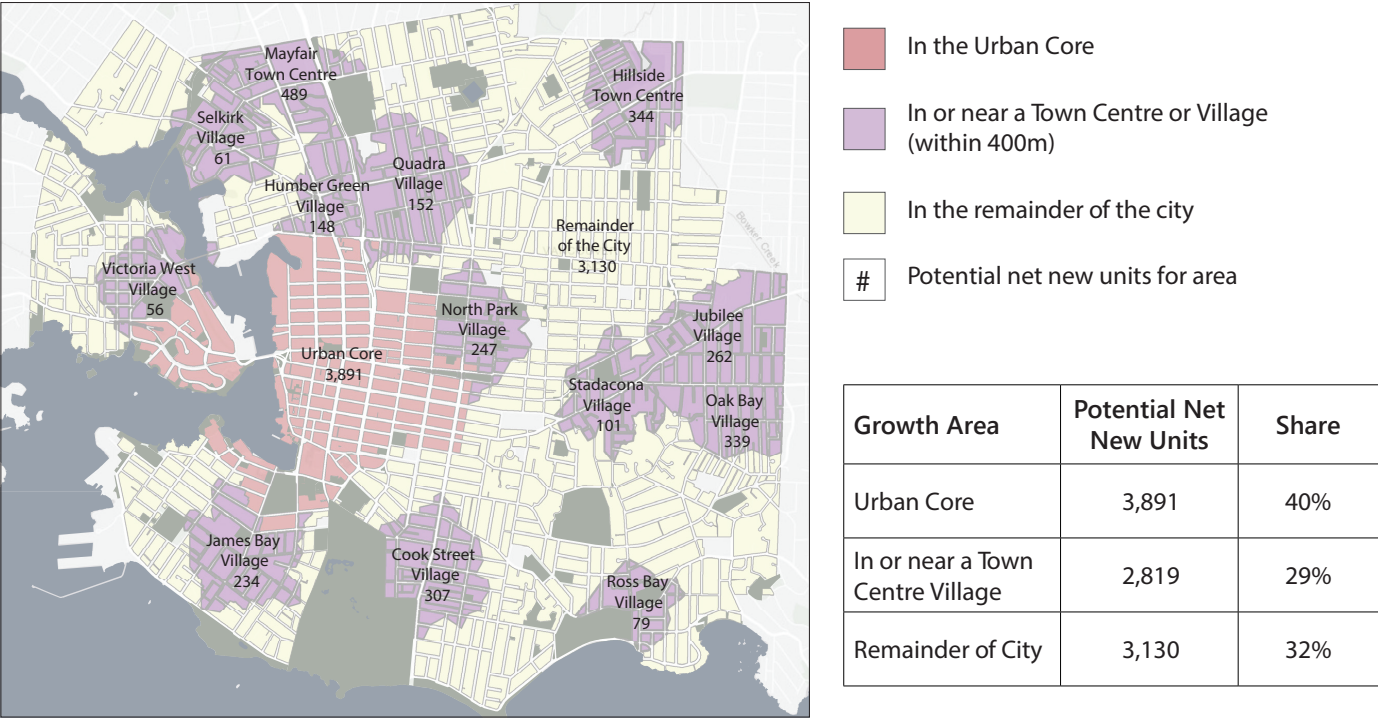


**THE 15-MINUTE NEIGHBOURHOOD**

The 15-minute neighbourhood has become a key concept in city planning. A 15-minute neighbourhood is one where residents can access a diversity of shops, services, schools, and other key destinations within a 15-minute walk of home. It does not mean a person will do all their activities in one neighbourhood, but simply that there is a diversity of options. Housing tends to be more expensive in 15-minute neighbourhoods, so it is necessary to create a diversity of choices, including below-market housing options for various incomes.



Potential Net New Units by Growth Target Area (between 2020 and 2040)



The assessment also indicates that **existing capacity likely will not facilitate growth in the right locations.**

- About 40% of net new dwelling units would potentially occur in the Urban Core. This falls short of the OCP target for 50% of growth in the Urban Core. However, between 2012 and 2019 the Urban Core saw a cumulative total of 60% of the city’s growth, so on balance this potential is not far from the targets.
- Only about 29% would occur within a 5-minute walk of town centres and villages. This falls well short of the OCP target of 40%, especially when considering that between 2012 and 2019 these areas saw a cumulative total of just 21% of the city’s growth.
- The remaining 32% would be distributed throughout the city (including in locations that have less access to services, amenities, and sustainable transportation options).

These estimates point to a need for more housing opportunities near urban villages and town centres to support walkable, 15-minute neighbourhoods and ensure that retail and service businesses can thrive in our urban villages.

## Working together for the right supply

We know we have to make room for a growing and changing population. However, we can influence the types and locations of that housing to build a better city in the future - one where diverse housing choices for people with different incomes, lifestyles and family make-ups are connected to safe, sustainable mobility options and high quality public spaces, services and amenities. Future housing forms and locations are being considered in a few key processes that are currently underway.

### Local Area Planning

Local area planning is a process that the City of Victoria uses to guide long term growth and change at a local scale. It aligns with and helps to advance a large body of city-wide goals, policies, and strategic directions. In late 2019, the City of Victoria began a local area planning process for Villages and Corridors. The planning process will consider how to best make room for new housing while advancing mobility objectives and public space needs for more sustainable and inclusive communities.

### Missing Middle

The Missing Middle housing initiative will identify the range of housing types that characterize the missing middle for Victoria, as well as recommended policy and regulatory improvements to better facilitate development of these housing forms.

### Affordability and Diversity

The City recognizes that making room for new housing is important for the next 10-20 years and beyond, but these do not address the wide-ranging and diverse housing needs in Victoria today and the near future. The City's Secured Rental Housing Project will support the creation of new market and affordable rental housing, while retaining Victoria's existing purpose-built rental housing stock. A family housing initiative is also planned which will support the development of more two- and three-bedroom housing units in multi-family buildings.

**To learn more about these initiatives and ways to participate, visit [engage.victoria.ca](https://engage.victoria.ca).**

# Meet John & Harold

We're getting tired of paying for the taxes and upkeep of our house and would like to downsize so that we can travel more, but we love our neighbourhood - and our neighbours - and we haven't been able to find anything in the area.

John and Harold are retired and own their home in Rockland. They've paid off their mortgage, but since their home is older, they have to pay more for upkeep. As a retired couple they are on a fixed income and must be careful about their expenses. Though they are interested in selling their home so a new family can make a start there, they can't find a comfortable rental unit in their area.



## ANNUAL GROSS INCOME

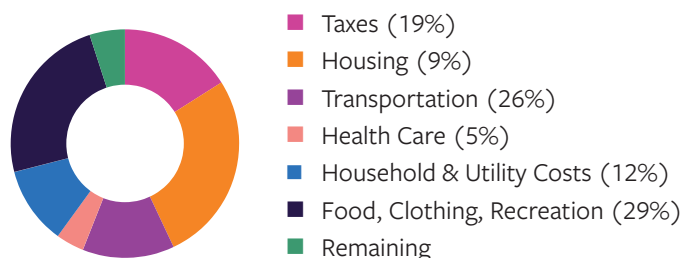
**\$65,000**

**Victoria Median \$81,224**

Victoria median income for a couple without kids or relatives at home in 2015; the regional median was \$86,885.

## MONTHLY INCOME & AVERAGE EXPENSES

Gross Income	\$5,147
Taxes	-\$1,024
Net (after tax and benefits)	\$4,393
Housing (taxes and upkeep)	-\$500
Transportation	-\$1,395
Health Care	-\$257
Household and Utility Costs	-\$648
Food, Clothing, Recreation, Misc.	-\$1,569
Monthly SurplSus	\$24



## HOUSEHOLD PROFILE

### COULD THIS BE YOUR NEIGHBOUR?



#### COUPLE WITH NO KIDS

25% of Victoria households are couples with no kids



#### OWN A SINGLE-FAMILY HOME

40% of Victorians are homeowners; 18% of couples without kids live in a single detached house



#### OWN TWO CARS

18% of Victoria households own 2 cars; 34% of all trips are by drivers



#### MODERATE INCOME

18% of Victoria households earn between \$55,000 and \$84,999 annually



#### RETIRED

32% of Victorians age 15 and over are not in the labour force

Expenses are averages based on income quintile and would range by household; they are illustrated as share of gross income plus benefits in the pie chart. Profiles assume deficit would be covered through reduction in discretionary expenses or borrowings.

## Guiding Policy Documents



**Victoria's Official Community Plan** (2012) provides objectives and policies to guide decisions related to land management and infrastructure for a more sustainable community by 2041.

**The Victoria Housing Strategy** (2019) guides how the city will address housing and affordability. The Strategy reinforces the Official Community Plan, which includes a commitment to provide a diverse range of housing for varying needs, life stages, and income levels. This includes both market- and non-market housing and related programs.

**Go Victoria - Our Mobility Future** (2019) is the City's sustainable mobility strategy which advances a higher standard of mobility, defined by safer, integrated, clean, seamless, and attractive transportation networks. It will integrate modal systems and future development to set priorities, actions and strategies for improved mobility and quality of life.

**The Climate Leadership Plan** (2018) lays out the foundation for accelerating our response to the climate emergency. This plan targets an 80% reduction in greenhouse gas emissions from 2007 levels by 2050, which align with provincial and federal commitments and the international targets agreed to in the 2015 Paris Climate Agreement.

**Victoria 3.0 - Recovery Reinvention Resilience** (2020) is an economic action plan that accompanies the City's Official Community Plan to 2041. It is a long-term plan and vision for a sustainable, influential city that will build a strong, innovative and resilient economy now and for the future.



# Some Frequently Asked Questions

## *Why Is Our Population Changing? Can We Change How Quickly We Grow?*

How quickly the city, the province, the nation, and the world grow are the result of many interconnected factors. As a city, we have limited control over the key factors of population change: births and deaths, migration within Canada, immigration, and changes in the economy all contribute to how many people will live, or will want to live in this corner of the world. In the past Victoria experienced periods of rapid growth followed by periods of slow – or even negative – growth. Today, the growth rate of Victoria and the larger region is around 1%, which is similar to the Canadian average.

As a city, we work closely with neighbouring municipalities to manage regional growth in a sustainable way. Through the *Regional Growth Strategy*, each municipality in the Capital Regional District is committed to grow in the right locations to protect farmland and natural areas, and encourage homes close to jobs, services, amenities and sustainable transportation. The City of Victoria is committed to accommodating at least one in five added regional residents through 2041.

Beyond the limits of our ability to control growth and our regional commitments to sustainability, limiting housing in an attempt to limit population change can have negative impacts and result in a less equitable, less affordable city. Often people move to an area in search of economic opportunities, to be near family, or for other reasons, even if there is not suitable housing. People growing up in the region also need housing. A limited supply of housing with ongoing demand can drive prices upward and result in overcrowded or unsuitable living situations for low and moderate income households. Rising prices can result in loss of families and moderate-income workers to other communities, longer and less sustainable commutes, a lack of choices for local residents and more pressure to convert farmlands and forest to housing.



### *What About Gentrification?*

Gentrification is generally thought of as a process that changes the character of a neighborhood through the influx of more affluent residences and businesses. The fundamental concern over gentrification is the displacement of existing residents and businesses. Mitigating the displacement of residents and preserving existing affordable housing are priorities for the City as it grows, as the summary of policies and initiatives listed here illustrates. The City further recognizes the importance of retaining small business and providing opportunities for small scale entrepreneurs as the local economy evolves.

Planning to accommodate new housing is done together with the implementation of policies that will protect, enhance and support new secured rental housing. However, impeding all redevelopment can result in an unfair distribution of the benefits that can be realized through that redevelopment. It can also result in a lack of opportunities for people who are hoping to move along the housing continuum, and ultimately lead to gentrification as well.

Consider, for example, a young couple who has lived in an older rental building and saved to get into the housing market. They love their neighbourhood, but all that exists there now are older rental buildings, or single-family homes. A single-family home is financially out of reach for many, but there are few smaller options for sale in the area. If nothing new can be built in this area, this couple would have to leave their neighbourhood for a chance at upward mobility.

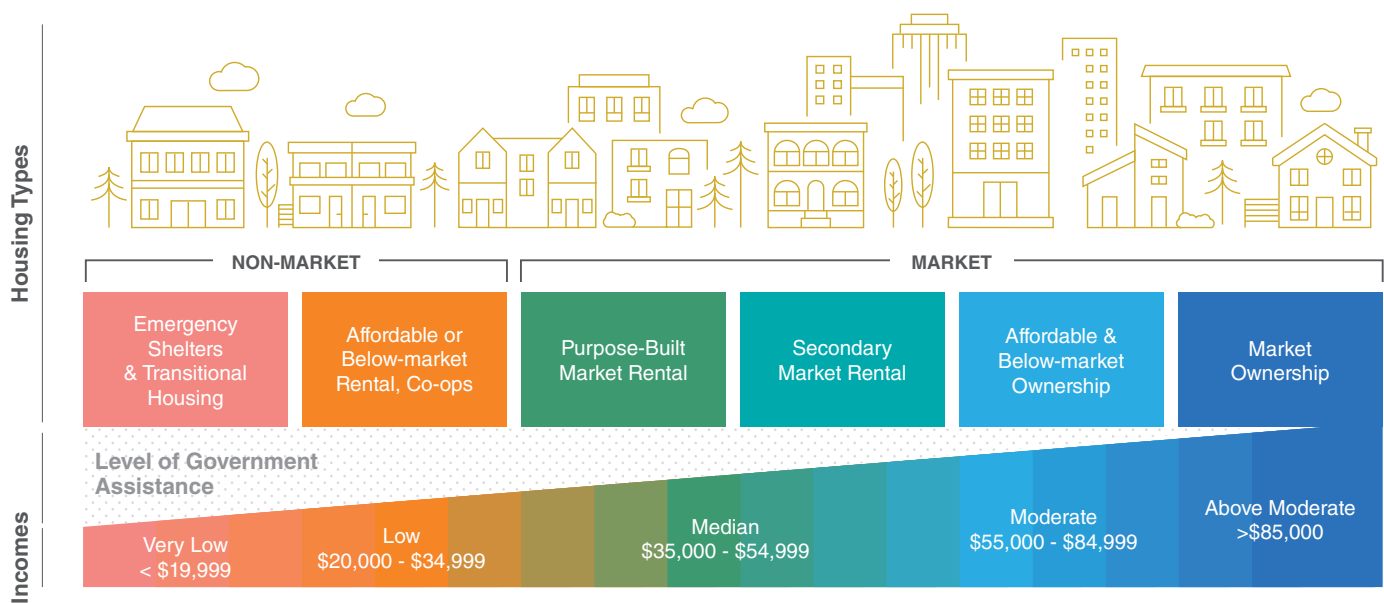
It is crucial to retain the affordable rental buildings in the neighbourhood for the health of the housing market and to avoid displacement of vulnerable residents. However, if we only ever allow single family homes to be developed elsewhere in the neighbourhood, then only the wealthiest residents will ever be able to purchase there, increasing the wealth gap and ultimately gentrifying the neighbourhood. Even without change, the price of existing detached homes has been appreciating, and newly built detached homes are among the most expensive housing options. Making room for new apartments and condos, townhouses, and houseplexes would enable this couple to stay in the neighbourhood they love while moving along the housing continuum.

*New Apartments and Condos Are Expensive – Will Allowing More Drive-Up Prices?*

New development can raise prices if it replaces formerly affordable, older development, and especially if condominiums replace older rental apartments. At the same time, restricting new housing likely drives up prices. As anyone looking to rent or buy in Victoria knows, the prices of existing dwellings have been increasing. Much of our existing rental housing was built in the 1970s or earlier, and over 90% of home sales in the city are of pre-existing homes. The City is seeking to protect older rental apartment buildings, while adding a range of new housing including non-market (affordable) housing, market rental, and opportunities for home ownership.

Failing to add rental housing will exacerbate a problem we have today that very little purpose-built rental housing has been built in Canada for decades. As today’s rental buildings age, this would create challenges not just for today’s renters, but for renters well into the future. While renters can look to the secondary market – renting condos, suites or houses – we recognize that these rentals offer less security for tenants.

For tomorrow’s homeowners, it is not simply about adding supply, but adding the right supply of housing. We know that there is limited opportunity to add new single-detached homes, and that these are the most expensive options. Recent trends show that single-detached houses appreciate faster than either condos or townhouses, which is typical in many cities. Therefore, diversifying the ownership market today, including through more modest-sized attached housing, can broaden opportunities for Victorians to own a home.





### *What If We Just Focus on Affordable (Non-Market) Housing?*

While there is a strong need for affordable housing targeted to very low, low, and moderate-income households, there are also many earning above these income thresholds who are looking to rent or buy housing. Indeed, approximately half of new demand for housing will be among households earning above the City's moderate-income definition.

### *Does Building New Housing Lead to Rising Land Values?*

Village and Corridor Planning strives to accommodate new housing in a manner that does not negatively impact affordability. The planning process seeks to: preserve existing rental housing stock, particularly larger, purpose-built buildings; make new rental and ownership housing opportunities available; and limit land speculation. The City's Inclusionary Housing and Community Amenity Policy encourages new affordable housing through rental or homeownership units in large strata developments that are seeking additional density. The policy also seeks cash contributions to the Victoria Housing Reserve Fund from small and moderately sized projects seeking additional density. To preserve and enhance the liveability of neighbourhoods, a portion of cash contributions are also targeted for local amenity reserve funds for community use. This policy is just one of several tools to address housing affordability under the City's Housing Strategy. In areas designated for lower-density, the value of land is already generally set by what people are willing to pay for a single-detached house - a value that has been going up over the past years.

### *What Is the Impact of Short-Term Vacation Rentals?*

The City of Victoria has policy to restrict the use of entire dwelling units, whether houses, suites, apartments or condominiums, as short-term vacation rentals. Rental of rooms within a home, and short-term rentals in buildings which are "grandfathered," continue to be permitted. The City continues to monitor and enforce this rule.

- On May 16, 2020, 1,052 short-term rentals were found in Victoria. This is down 25% from the overall average for Q1 2020.
- 89% listed the entire home for rent and 11% listed a private room in a home.
- Many of these are likely in buildings where short-term rentals are "grandfathered."

*Can the city meet its housing needs through smaller "gentle density" housing forms (such as secondary / basement suites, house conversions, or 4- and 6-plexes)?*

Suites, conversions of houses to multiple suites, and development of houseplexes are important parts of the city's housing stock. Rental units with two or more bedrooms are especially important to adding housing diversity. The City has recently completed the first phase of a house conversion project, making the process easier. However, there are several reasons this type of housing alone will not meet future needs.

- There are diverse households in Victoria with a range of lifestyle preferences.
- Suites and house conversions are projected to meet a fraction of housing need through 2040.
- House conversions can be either rented or sold as a strata unit and while the benefit is that market-rate strata conversions could provide opportunities for new buyers to enter the market, the drawback is that they would then not provide the rental housing that is very much needed.
- While suites provide important rental opportunities, they can only offer market-rate prices. As part of the secondary (private) market, they also offer less tenant security as renters may be evicted when a house is sold, a relative moves in, or owners decide to use the space for their own needs.
- Some older suites may not be suitable for all households (e.g. they may not be accessible to those with mobility needs, may have non-standard features like low ceilings, or may lack noise insulation).



# Appendix 1

## About the Profiles

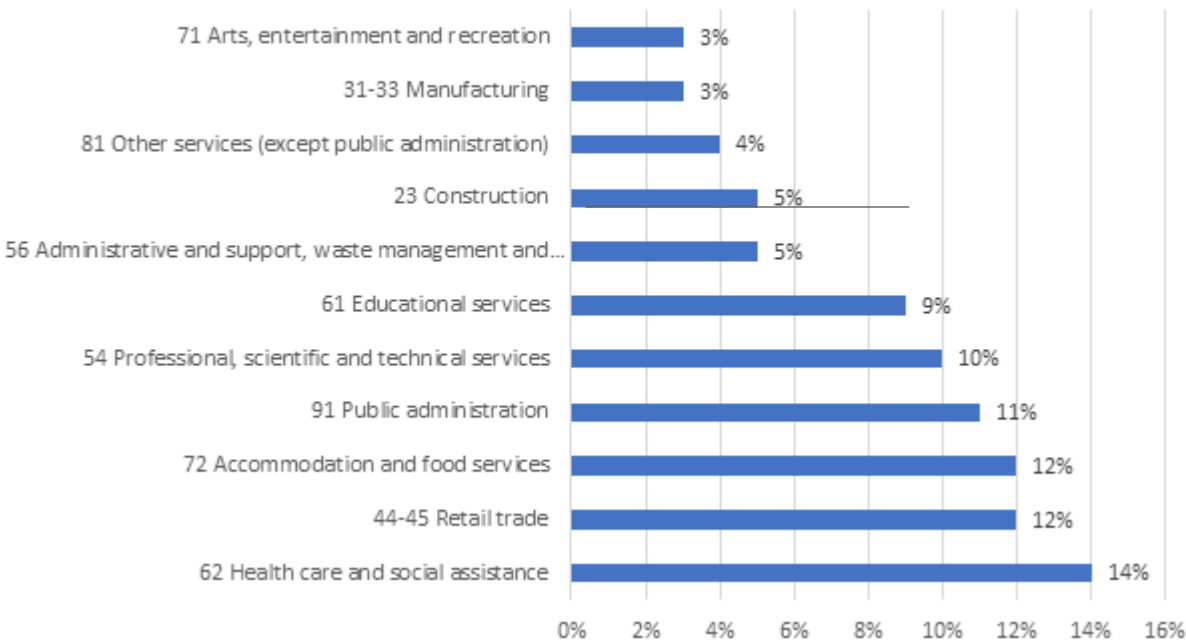
Profiles were created based on a series of indicators, using citywide medians and averages to represent a cross-section of Victorian households. The profiles are fictitious, and any resemblance to actual people is pure coincidence.

Major data providers for the profiles include:

- Statistics Canada (2016 Census, 2017 Survey of Household Spending)
- Canada Mortgage and Housing Corporation (CMHC)
- Vancouver Real Estate Board (VREB)
- Capital Regional District (CRD) 2017 Origin Destination Household Travel Survey

**Incomes** are based on a scan of jobs and wages in the most common industries in which Victorians are employed according to 2016 Census place of residence data and categorized by the North American Industry Classification System (NAICS) (see figure 1). Median incomes of similar household sizes in the city are provided in each profile for comparison.

Figure 1: Top 10 Industries (NAICS) for Victoria Residents, 2016



**Housing** ownership costs are based on Victoria Real Estate Board (VREB) data on recent sales by dwelling type and include property taxes (2019 City of Victoria rates), mortgage insurance premiums where applicable (2019 CMHC rates), and interest rates (Bank of Canada’s conventional 5-year mortgage rate, 2019). Rental costs are based on CMHC average rental cost data by unit age and size.

Tenure rates throughout the profiles reflect the city’s tenure rates by housing type (see figure 2). The diversity of dwelling types throughout the profiles reflects data on housing type by census family type from the 2016 Census (see figure 3).

Figure 2: Tenure by Structure Type in Victoria, 2016

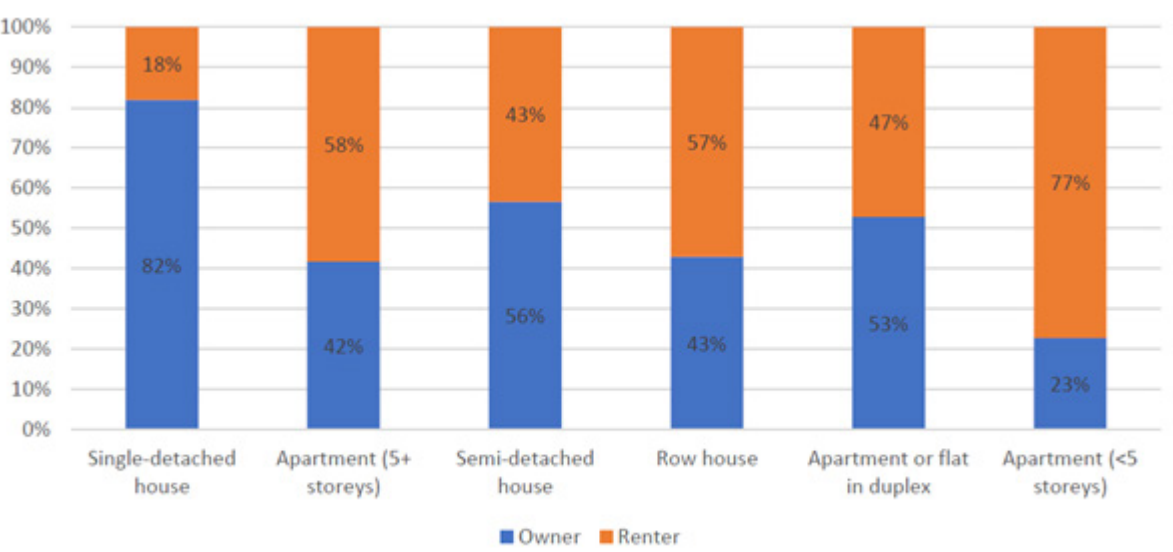
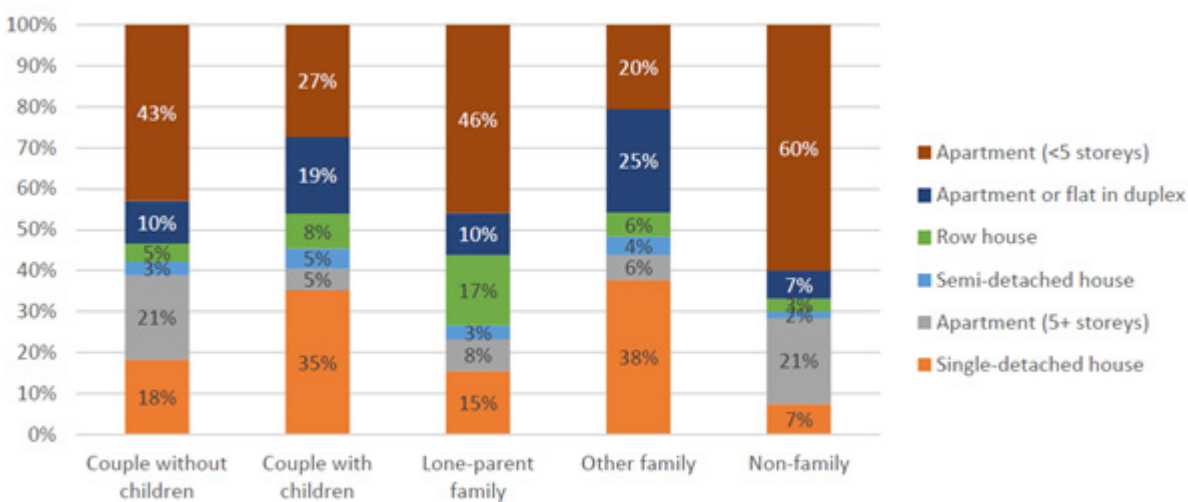


Figure 3: Households by Structure Type and Family Type in Victoria, 2016



**Transportation** costs for vehicle ownership come from the CAA Driving Costs Calculator by vehicle category for the province of British Columbia (the calculator accounts for fuel costs, depreciation, maintenance, license and registration, insurance and car payments). Transit related costs are based on BC Transit Ticket prices. Other transportation costs, including for taxi services, car shares, and cycling costs, are not accounted for in the profiles due to data constraints. All transportation costs are as of June 2020.

Vehicle ownership rates throughout the profiles reflect averages for the city based on the 2017 CRD Origin and Destination Survey (see figure 4). Transportation mode choices reflect 2016 Census data (see figure 5).

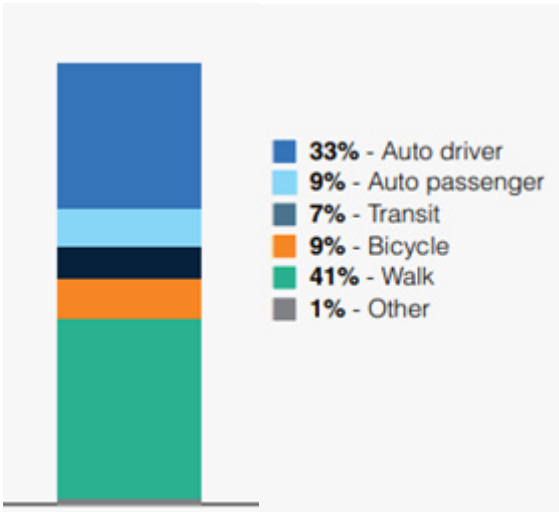
**Figure 4: Households by Vehicle Availability**

(CRD Origin Destination Household Travel Survey, Malatest 2017)

Households by Vehicle Availability	Total	%
No vehicles	9,440	20%
1 vehicle	26,810	58%
2 vehicles	8,280	18%
3+ vehicles	1,910	4%
Total	46,440	100%

**Figure 5: Total trips by travel mode (24 hours)**

(CRD Origin Destination Household Travel Survey, Malatest 2017)



**Tax** estimates were calculated using Calculators Canada's British Columbia Income Tax Calculator for the 2019 tax year.

**Household expenses** (including Health Care costs, Household and Utility costs, and Food, Clothing, Recreation, Misc. costs) were derived from Statistics Canada Survey of Household Spending using expenses by household income quintile for British Columbia for 2017 (Statistics Canada. Table 11-10-0223-01 Household spending by household income quintile, Canada, regions and provinces). Expenses are averages based on income quintile and would range by household size, savings and debt, and lifestyle preferences.

**Childcare** costs are based on a 2019 sampling of local daycares from the Child Care Resources and Referral Centre. Child and Family Benefits are for 2019 year based on income and family type and assume no disabled dependents, no shared custody, and not UCCB or RDSP income for the household.

Other major household expenses such as travel, retirement savings, and educational expenses are excluded due to data limitations and presumed to be covered by savings, loans, or reductions in other expenses. Provincial Sales Tax, Goods and Services Tax, and other tax credits are also excluded.

# VICTORIA'S HOUSING FUTURE

## FUTURE HOUSING NEEDS AND GAPS IN *OFFICIAL COMMUNITY PLAN* CAPACITY

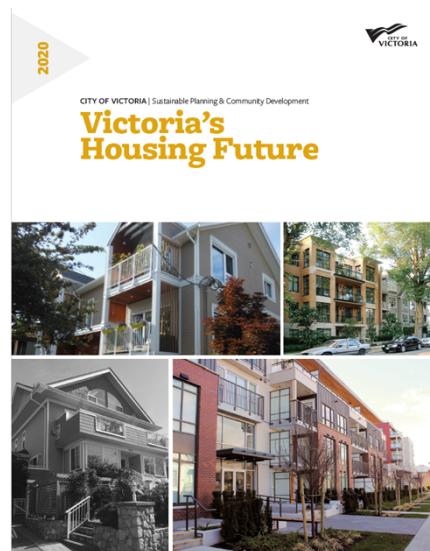
2021



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## BACKGROUND

- Updated growth projections from the Capital Regional District (2019).
- Direction to complete updated demand forecast and *Official Community Plan* (OCP) capacity assessment (fall 2019).
- Early findings are being used to inform the first phase of Village and Corridor Planning and other housing initiatives (underway).



Future Housing Needs and Gaps in OCP Capacity

2



## HOUSING NEEDS

### Catching Up: Latent Demand

- A few key *indicators* to estimate latent demand (2016):
  - Household headship rates are dropping.
  - Families are in homes not suitable to their size.
  - Low rental vacancy rates.
  - High job vacancy rates.
  - People are unhoused.

Collectively, these indicators illustrate a gap of between **4,500 and 6,300 housing units** or more.



Future Housing Needs and Gaps in OCP Capacity

3

## HOUSING NEEDS

### Keeping Up: Projected Growth

By 2041 Victoria would reach a **population of 111,300** (about 10,000 more than anticipated when the OCP was adopted).

- Between 2016 and 2041, this would result in the formation of **11,300 new households**.
- Carrying past trends forward would mean:
  - Family forming age cohorts would remain low.
  - The population would continue to age.
  - The number of youth and young adults would drop.



Future Housing Needs and Gaps in OCP Capacity

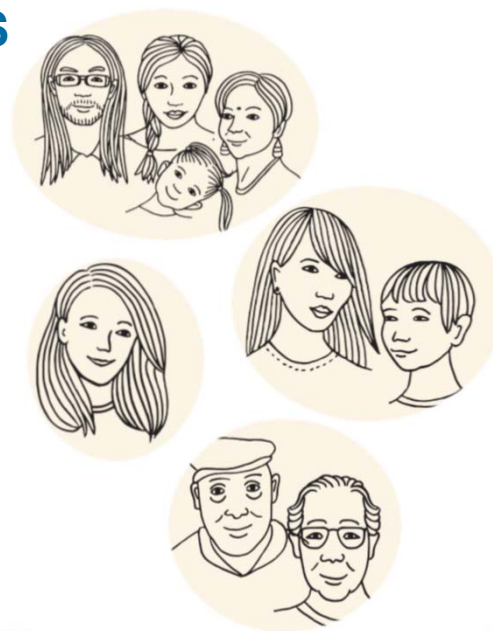
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## HOUSING NEEDS

### Planning for People

#### Planning for people, not just for growth

- Today's housing stock reflects demographic trends of the past.
- Housing supply can influence demographic trends of the future.



Future Housing Needs and Gaps in OCP Capacity

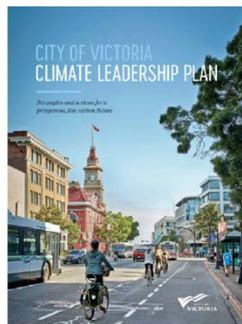
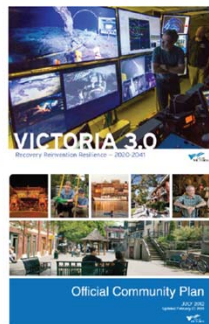
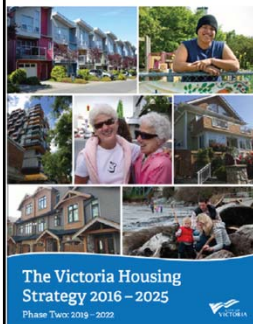
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## HOUSING NEEDS

### Guiding Plans and Policies

#### Making room for housing – the right supply, in the right places:

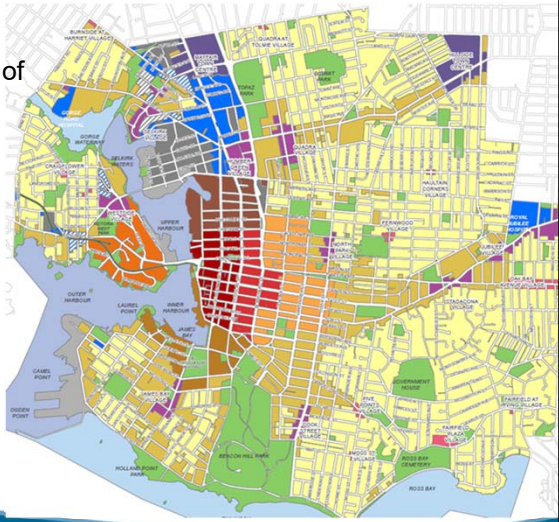
- Supports local and regional sustainability.
- Advances climate action.
- Enables a resilient economy.
- Provides housing choice for people of all ages, incomes, and lifestyles.



6

# OFFICIAL COMMUNITY PLAN CAPACITY ASSESSMENT

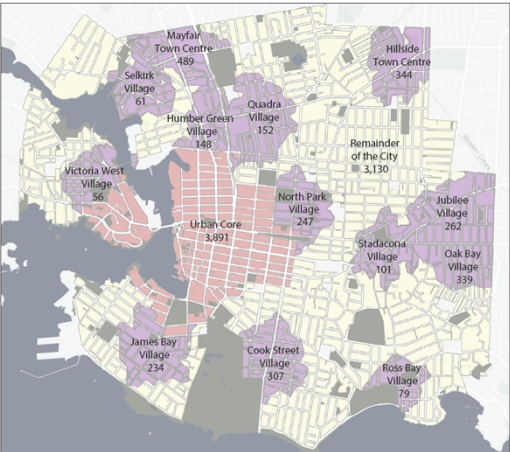
- Residential build-out model of the OCP Urban Place Designations.
- A constrained capacity assessment, considering:
  - Existing built form.
  - Development potential under current policy.
  - Constraints on development likelihood and viability.



Future Housing Needs and Gaps in OCP Capacity

# GAPS IN CAPACITY

Potential Net New Units by Growth Target Area (between 2020 and 2040)



- In the Urban Core
- In or near a Town Centre or Village (within 400m)
- In the remainder of the city
- # Potential net new units for area

Growth Area	Potential Net New Units	Share
Urban Core	3,891	40%
In or near a Town Centre Village	2,819	29%
Remainder of City	3,130	32%



Future Housing Needs and Gaps in OCP Capacity

## IMPLICATIONS OF GAPS

### Potential Drawbacks of Not Catching Up and Keeping Up with Housing Needs:

- **Indicators of latent demand rise** (overcrowding, low vacancy rates, loss of certain age cohorts)
- **Loss of Diversity** (difficulty finding workers, lack of services, and loss of arts, culture, innovation)
- **Impedes the 15-minute City** (impacts commuting, climate change, and quality of life)



Future Housing Needs and Gaps in OCP Capacity

9

## FILLING THE GAPS

### Updating Planning Processes

Planning Process	Proposed Revision	Gap to Address
Village and Corridor Phase 1 (underway)	No Change	Increasing OCP capacity for multi-family housing in the right locations
Village and Corridor Phase 2 (2022)	Advance planning for areas in the Oaklands Neighbourhood	
Village and Corridor Phase 3 (2023)	Include Fairfield Road Corridor and Skinner Street Corridor	
OCP 10 Year Review (reported in 2023)	Include study approach for Douglas Street Corridor	
Missing Middle Housing Initiative (underway)	No Change	Improving ability to achieve ground-oriented capacity
Family Housing Policy Initiative (planned for 2021)	No Change	Increasing family housing in multiple forms



Future Housing Needs and Gaps in OCP Capacity

10



as well as consider overall capacity to deliver all the services, programs, projects and initiatives already directed by Council. Therefore, Council may also wish to consider the priority of each initiative since staff capacity and/or financial capacity may be insufficient to achieve all in 2022.

The development of the draft 2022 budget is underway. Early indication is that, without mitigation strategies, the potential tax increase to maintain current service levels is currently tracking upwards of 9%. For context, the average rate of inflation for Victoria for 2021 is currently 1.8%, resulting in a potential gap of approximately \$8 million to meet Council's direction of a tax increase of no more than inflation plus 1%. Furthermore, the draft does not include any additions Council may wish to initiate stemming from resolutions passed or Strategic Plan action items (the 2022 action items are included in Appendix A.) Also, as per normal process we receive the submission from the Police Board later in the year; therefore, our projections at this point are based on information provided as part of the 2021 budget.

The following table lists motions passed to-date:

<b>Operating Budget</b>	
Building Deconstruction - Regulatory Administration System and Training/Communication Resources	90,000
Cultural Infrastructure Grant Ongoing	125,000
Indigenous Relations Function	TBD
Motor Vehicle Act Pilot Project (2022 - 2023)	180,000
Youth Strategy Ongoing	TBD
Tiny Homes Operating Costs	TBD
Seniors Action Plan Implementation	TBD
Child Care Action Plan Implementation	TBD
Strategic Plan Grant Program - increase funding	TBD
School Crossing Guard Funding	TBD
<b>Total Operating</b>	<b>TBD</b>

<b>Capital Budget</b>	
Banfield Park Shoreline Access	TBD
Broad Street Pedestrianization	TBD
Burnside Gorge Pathway Lighting (in Partnership with CRD)	TBD
Electric Vehicle Strategy	Up to \$10 million
<b>Total Capital</b>	<b>TBD</b>

In addition to the above list, there are also several projects stemming from the Strategic Plan related to community centres and libraries which require funding.

In developing the budget, staff consider capacity to deliver the many programs, services, projects and initiatives the City provides to the community. At the June 17, 2021 Committee of the Whole meeting, the First Period Accountability Report was presented indicating that several initiatives and programs are experiencing challenges and will therefore carry over into 2022, which impacts staff's capacity to take on additional work. As was noted in that report, the majority of action items from the Strategic Plan currently underway have a target completion date in 2022 or later, or involve ongoing work.

At this point, it is too soon to determine whether there will be an operating surplus for 2021. As part of the 2021 financial planning process, Council approved a number of mitigation strategies intended to ensure that a deficit, due to reduced revenues and additional pandemic-related costs, could be avoided and staff are implementing these. It is also too early in the process to estimate the amount of new property tax revenue from new development. Therefore, it is unknown what additional funding will be available for 2022 at this time. To provide financial flexibility for the 2022 budget and options for reducing the anticipated tax increase, staff recommend considering the continuation of some of the mitigation strategies used for 2020 and 2021.

Respectfully submitted,

Susanne Thompson  
Deputy City Manager and Chief Financial Officer

**Report accepted and recommended by the City Manager**

### **List of Attachments**

Appendix A: 2022 Action Items from the Strategic Plan

## **Appendix A: 2022 Action Items from the Strategic Plan**

The following lists Action Items for 2022. Some can likely be achieved within existing resources, but others will require additional funding. Those that require additional funding, would be brought to Council for consideration as part of the 2022 financial planning process.

### **1. Good Governance and Civic Engagement**

- Offer training to staff, Council members and community leaders in best practices in respectful facilitation; identify challenging topics for engagement in advance and ensure that everyone involved (staff and community leaders) have adequate training to lead engagement
- Develop and implement processes for convening the community and gathering input on what the community is interested in giving input on — not only engaging when City Hall has a question for the community
- Undertake a staff salary review

### **2. Reconciliation and Indigenous Relations**

- Establish an Indigenous Relations function
- Increase protection for Indigenous cultural heritage sites in land use and development processes
- Appoint Indigenous Elders in Residence to provide advice on municipal programs, initiatives and operations
- Deliver the experiential portion of the reconciliation training to those interested participants first

### **3. Affordable Housing**

- Allow moveable tiny homes in all backyards that currently allow garden suites at rents of no more than \$500 per month
- Consider a grant program for secondary suites including those that are accessible and serve an aging population
- Examine a grant program to incentivize the creation of affordable garden suites
- Allow tiny homes and garden suites on lots that already have secondary suites or duplexes
- Expand garden suite program to allow larger units on larger lots
- Develop relevant partnerships and pilot a project matching seniors with extra bedrooms with eligible lodgers



#### **4. Prosperity and Economic Inclusion**

- Talk with industrial landowners, managers and users about industrial land — its use, zoning, taxation, etc. — review industrial land use and values every five years
- Explore land use and business licence regulations to limit predatory lending and pay-day loans

#### **5. Health, Well-Being and a Welcoming City**

- Create a Welcoming City Strategy (funding for implementation)
- Partner (potentially with the Downtown Victoria Business Association) to create a program to make businesses barrier free
- Create an LGBTQi2S Task Force to create an LGBTQi2S Strategy
- Crystal Pool and Wellness Centre Replacement

#### **6. Climate Leadership and Environmental Stewardship**

- Create Climate Champion program
- Initiate a Parks and Open Spaces Acquisition Strategy to identify priorities for parkland acquisition that align with Official Community Plan, Parks and Open Spaces Master Plan, and other approved City plans
- Explore opportunities for renewable energy generation and district energy opportunities

#### **7. Sustainable Transportation**

- Explore the expansion of fare-free public transit to low income people, seniors and other residents

#### **8. Strong, Livable Neighbourhoods**

- Establish a community centre for North Park
- Review the Heritage Tax Exemption program
- Explore the creation of a Jubilee Community Centre
- Review the Ship Point Improvement Plan and consider funding options
- Work with School District 61 to explore use of Sundance School as a community centre for a Jubilee.



## Committee of the Whole Report

### For the Meeting of June 24, 2021

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**To:** Committee of the Whole **Date:** June 10, 2021  
**From:** Kerri Moore, Head of Community and Business Relations  
**Subject:** Bastion Square 2021 Project Funding

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### RECOMMENDATION

That Council:

1. Authorize staff to release \$93,000 from the Bastion Square Market Fund to the BSRA for improvement projects in 2021.
2. That the above motion be forwarded to the daytime Council meeting of June 24 for ratification.

### EXECUTIVE SUMMARY

The BSRA operates the summer outdoor market in Bastion Square, which, in addition to animating the square and providing a livelihood for regional artists and artisans, contributes net proceeds towards improvements to the square. Under a joint agreement, proceeds are held by the City of Victoria until such time as projects requiring the funds are identified. Past projects have included the Commerce Canoe art installation, replacement of the Bastion Square sign at Wharf Street, overhead lighting and several historical interpretive panels.

The attached funding request (Appendix A) follows a previous funding request from the Bastion Square Revitalization Association (BSRA) in November, 2020. At that time, the BSRA requested and obtained the release of \$23,395 from the funds to be used for tree lighting in several locations in the square. That work is now complete.

The BSRA has worked with City staff to identify a suite of projects for the summer of 2021. These projects and associated BSRA portion of costs include:

Overhead (catenary) lighting in Commercial Alley	\$15,000
Repaving Commercial Alley	\$7,000
Pattern stamping and coating Commercial Alley	\$32,000
Mural replacement on Youth Empowerment Society Building	\$5,000
Window art in 28 Bastion Square (former Maritime Museum Building)	\$15,000
Place Naming Signs	\$3,500
Contingency (~20%)	\$15,500
<b>TOTAL</b>	<b>\$93,000</b>

The request for the release of \$93,000 in funding is consistent with terms and conditions of the fund agreement between the City and the BSRA. There is currently \$230,380 in the funds held by the City. The proposed projects have been reviewed with City staff, property owners and suppliers and staff are confident that they can proceed successfully. Approval for release of the requested funds is therefore recommended.

Respectfully submitted,

Michael Hill  
Community Development Coordinator

Kerri Moore  
Manager, Business and Community Relations

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

**Date:** \_\_\_\_\_

#### **List of Attachments**

Appendix A - BSRA Funding Request Letter

## Appendix A – BSRA Funding Request Letter



June 9, 2021

To the City of Victoria Mayor and Council,

The Bastion Square Revitalization Association (BSRA) operates the Bastion Square Market, which supports local artisans and generates income to revitalize the Square. Market proceeds are retained in the Bastion Square Market Fund and reinvested into improvement projects in the Square. Past projects include the Suds Alley overhead lighting and the Commerce Canoe.

In November 2020 the BSRA requested funding for festive and ambient lighting for Bastion Square, which was approved by the City and installed by the BSRA. The festive lighting was appreciated by many who frequent the Square, after such a dull year. The permanent tree lighting, which includes two maples in Bastion Square and four hornbeams on Langley Street, has received extremely positive feedback from local business owners, calling them “friendly and engaging”.

Since then the BSRA has worked with the City to secure picnic tables and chairs for the octagonal patio space overlooking Wharf Street. In the first month the area has become an extremely popular spot with the furnishings giving life to an area of the Square that was little used previously.

The BSRA has developed a list of improvement projects we’d like to undertake beginning this summer. These have been selected from the Bastion Square revitalization project list, developed over many years in consultation with local business owners, stakeholders and consultants, including Ken Kelly.

The five initial 2021 revitalization projects have been identified in consultation with City staff and have been chosen based on the following criteria - impact (high), budget (low) and ease of implementation. These projects include:

- Commercial Alley Overhead Lighting - to draw pedestrian traffic from Yates St. into the Square
- Commercial Alley Repaving (and pattern stamping and coating) - to complement the lighting
- Mural Replacement - to complement the Commercial Alley Art Gallery & discourage vandalism
- Window Art (28 Bastion Square) - to improve the look of the former Maritime Museum building as the cornerstone of the Square by providing a positive focus
- Placenaming Signs - to create a cohesive look and feel and delineate the area

We are confident that a budget estimate of \$93,000 will be sufficient to cover the cost of the proposed projects. We therefore request that these funds be transferred to the BSRA. Thank you for considering this request. The BSRA looks forward to working with the City of Victoria, as we have for many years, towards a common goal of creating a vibrant and thriving Bastion Square.

On behalf of the Bastion Square Revitalization Association,

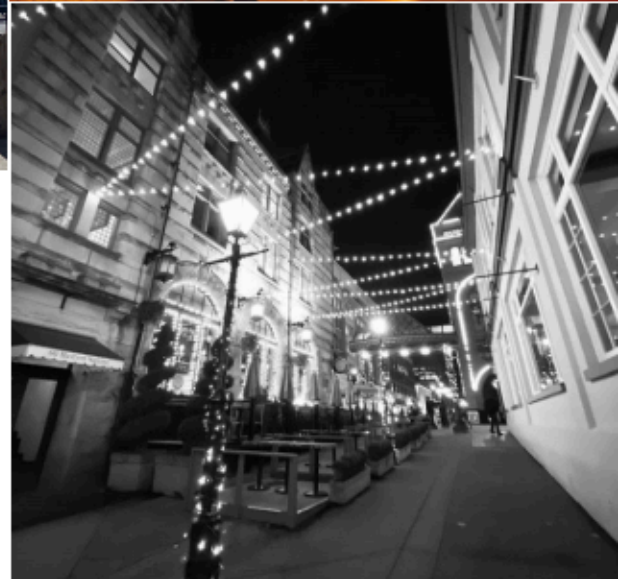
Alexandra Cruikshank  
Board President, BSRA



*Top left image (above):* Octagonal patio seating in use

*Top right & image to left:* Bastion Square Festive Lighting - installed annually on lampposts & poles throughout the Square for the duration of the festive season. The Suds Alley overhead lighting, project previously undertaken by the BSRA, is also visible

*Bottom image (below):* Two of the trees (maples in Bastion Square) now lit for the duration of the year.







Last year Royal Athletic Park served as the City's recreation hub, providing many of the programs and services typically offered at the Crystal Pool and Fitness Centre and a variety of other programs in partnership with the North Park Neighbourhood Association.

In April 2021, the City received a formal request from NPNA to host 14 hours a week of Association programming at RAP. The proposal includes art events, picnics, sport sessions, seniors' classes delivered in partnership with community providers, as well as a monthly farmer's market.

## ISSUES & ANALYSIS

To facilitate the safe use of the facility and associated building systems, City staff are required to be on-site at RAP when open to the public. Where possible, staff have coordinated access with the NPNA to align with City programming to limit fees applicable for the stadium's use; however, there are timeslots that are outside of the operating hours for RAP which would result in fees for the Association. The fees for this additional site access are outlined in the table below.

Program type	Number of hours	Total fees
NPNA Summer Programs	65	\$5,952
Monthly Farmer's Markets	67	\$4,034
<b>Total</b>	122	\$9,986

The Association has requested that all facility rental fees be waived. However, the fees and charges for the facility are outlined in *Recreation Fee Bylaw* No.06-056 and without an amendment to the Bylaw.

The NPNA could host the proposed programming at Central Park through the City's Build Back Victoria Program. Neighbourhood and community associations are eligible to apply for the use of park space under this program at no cost. Staff suggested the lower cost Central Park option to the NPNA, however, this was declined.

Should Council wish to support the Association's request, staff recommend the funds be allocated in the form of a grant, rather than a change to the *Recreation Fees Bylaw*, which would require more time to process.

## OPTIONS & IMPACTS

**Option 1: That Council award a grant of up to \$9,986 to the North Park Neighborhood Association to fund the cost of hosting Association programs at Royal Athletic Park in 2021. (Recommended)**

A grant award would fund the entirety of NPNA's request for use of RAP, including monthly farmer's markets and community programming time, outside of the City's planned operations.

**Option 2: That Council decline the request from NPNA.**

Council may choose to decline the request. This would require the NPNA find alternative means of funding costs related to farmer's markets and programming at RAP or pursue the option of hosting programs at Central Park or another park (ie Franklin Green) at low or no cost.



### *Accessibility Impact Statement*

The program and services planned by NPNA are intended to ensure access for all citizens.

### *2019 – 2022 Strategic Plan*

This report relates to 2019-2022 Strategic Plan Objective 5 (*Health, Well-Being and a Welcoming City*), and Objective 8 (*Strong, Liveable Neighbourhoods*).

### *Impacts to Financial Plan*

Should Council wish to support the funding request, staff recommend awarding a grant that is funded through an existing grant stream or through Corporate Contingency.

## **CONCLUSIONS**

The Royal Athletic Park facility is a unique community amenity able to serve a wide range of programs and services. The recent expansion of City and community-led offerings will provide additional opportunities for citizens to utilize this historic stadium in creative ways.

Respectfully submitted,

Navdeep Sidhu  
Assistant Director

Thomas Soulliere  
Director

**Report accepted and recommended by the City Manager.**

## **List of Attachments**

Attachment A - *Recreation Fee Bylaw* No. 06-056

NO. 06-056

## **RECREATION FEES BYLAW**

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

The purpose of this Bylaw is to replace the Recreation Facilities Admission Fees Bylaw and the bylaws for the Leisure Services and Recreation Facility Reserve Fund.

#### ***Contents***

- 1 Title
- 2 Definitions
- 3 Fees
- 4 Offence
- 5 Repeal
- 6 Commencement

Schedule A – Victoria Centre Facility Fees

Schedule B – Crystal Pool and Fitness Centre Fees

Schedule C – Royal Athletic Park Fees

Schedule D – Festival Equipment Fees

Schedule E – Park Facility Fees

Schedule F – Sports Field Fees

Under its statutory powers, including sections 8 and 194 of the *Community Charter*, the Council of The Corporation of the City of Victoria enacts the following provisions:

#### **Title**

- 1 This Bylaw may be cited as the “RECREATION FEES BYLAW”.

#### **Definitions**

- 2 In this Bylaw

“adult”

means an individual who is 18 years of age or older and under the age of 60 years;

“adult organization”

means an individual or group, incorporated or unincorporated,

(a) the primary objective of which is to provide individuals with sport, recreational, and social activities, and

(b) over 50% of whose participants are 18 years of age or over;

This bylaw may or may not contain the latest amendment(s). It is provided for convenience only and should not be used in place of the actual bylaw. The latest version can be obtained from Legislative Services, City Hall, (250) 361-0571.

“child”

means an individual who is 5 year of age or older, and under the age of 13 years;

“community use”

means the use of festival equipment for a festival, celebration, or special event located within the City;

“community use time”

means the time available, under agreement, for the City of Victoria’s use of the Victoria Centre Facility;

“Crystal Pool and Fitness Centre”

means the swimming pool and fitness centre located at 2275 Quadra Street;

“family”

means more than one and no more than 5 individuals, at least one of whom is an adult, who attend a recreation facility together;

“festival equipment”

means the City’s portable equipment that is maintained

- (a) by the City’s Parks, Recreation, and Community Development Department,
- (b) for the purpose of renting to festivals, celebrations, and special events;

“GST”

means the goods and services tax payable under Part IX of the *Excise Tax Act* (Canada);

“minor organization”

means an individual or group, incorporated or unincorporated,

- (a) the primary objective of which is to provide individuals with sport, recreational, and social activities, and
- (b) whose participants are under the age of 18 years;

“non-community use”

means the use of festival equipment for

- (a) a festival, celebration, or special event located outside of the City, and
- (b) for not longer than 96 consecutive hours;

“non-prime time”

- (a) in relation to Royal Athletic Park means between 8:00 a.m. and 11:00 p.m. on Mondays, Tuesdays, Wednesdays, and Thursdays, where those are not a statutory holiday;
- (b) in relation to Victoria Centre Facility means
  - (i) between 6:00 a.m. and 3:00 p.m. on school days defined by School District #61, and
  - (ii) between 6:00 a.m. and 8:00 a.m. on non-school days;

“non-spectator event”

means an event involving only direct participants confined to the playing surface of Royal Athletic Park;

“preschool”

means an individual who is under the age of 5 years;

“prime time”

- (a) in relation to Royal Athletic Park means between 8:00 a.m. and 11:00 p.m. on Fridays, Saturdays, Sundays, and statutory holidays;
- (b) in relation to Victoria Centre Facility means
  - (i) between 3:00 p.m. and midnight on school days defined by School District No. 61, and
  - (ii) between 8:00 a.m. and midnight on non-school days;

“Royal Athletic Park”

means the outdoor sports facility located at 1014 Caledonia Avenue;

“senior”

means an individual who is 60 years of age or older;

“spectator event”

means an event having spectators in the seats or at the concourse areas of Royal Athletic Park;

“sports field”

- (a) means an outdoor space owned and maintained by the City for the purpose of outdoor sporting activities;
- (b) does not include Royal Athletic Park;

“Victoria Centre Facility”

means the sports and entertainment facility located at 1925 Blanshard Street;

“youth”

means an individual who is 13 years of age or older and under the age of 18 years.

## **Fees**

- 3** (1) A person who enters a recreation or park facility of the City, or uses festival equipment, must pay the applicable fees and comply with the regulations set out in Schedules A to F attached to this Bylaw.
- (2) Subsection (1) does not apply to officers, employees, and agents of the City while they are acting in the course of their duties.

## **Offence**

- 4** A person who contravenes a provision of this Bylaw is guilty of an offence and is liable on conviction to the penalties imposed under the *Offence Act*.

## **Repeal**

- 5** The following Bylaws are repealed:
  - (a) Bylaw No. 92-121, the Recreation Facilities Admission Fees Bylaw;
  - (b) Sections 3 and 4 of Bylaw No. 92-175, the Sports Facility Reserve Fund and Recreation Fees Bylaw.

## Commencement

**6** Sections 3 and 5 take effect on the later of the following dates:

- (a) September 1, 2006;
- (b) the date this Bylaw is adopted.

READ A FIRST TIME the **17<sup>th</sup>** day of **August,** 2006.

READ A SECOND TIME the **17<sup>th</sup>** day of **August,** 2006.

READ A THIRD TIME the **17<sup>th</sup>** day of **August,** 2006.

ADOPTED on the **31<sup>st</sup>** day of **August,** 2006.

**“ROBERT G. WOODLAND”**  
CORPORATE ADMINISTRATOR

**“ALAN LOWE”**  
MAYOR

**Schedule A**  
**Victoria Centre Facility Fees**  
(GST included)

The fees in this Schedule apply to City's use of the Victoria Centre Facility, including during community use time. All rental fees are hourly rates. Equipment rental fees are based on usage of equipment during the designated public session when the equipment is available for use.

Ice Rentals – Community Use Time Rates (\$)

	<i>Prime time</i>	<i>Non-prime time</i>
<i>Minor organization</i>	120.00	90.00
<i>Adult organization</i>	190.00	142.50

Meeting room rental – minor organization or adult organization \$ 25.00

Dry floor rentals

-minor organization 50.00  
-adult organization 75.00

Equipment rental

-skate rental 3.50  
-helmet rental 1.00

Public skating

-adult 4.75  
-senior 3.75  
-youth 3.50  
-child 2.50  
-preschool no charge  
-family 9.50  
-School District or group admission, with at least 25 participants  
    -adult 4.25  
    -senior 3.25  
    -youth 3.00  
    -child 2.00  
-skate rental per person 1.25  
-helmet rental per person 1.00



**Schedule B**  
**Crystal Pool and Fitness Centre Fees**  
(GST included)

Swimming Pool Use Rates (\$)

	<i>Single admission</i>	<i>10-ticket admission</i>	<i>One-month membership</i>	<i>3-month membership</i>	<i>Annual membership</i>
<i>Preschool</i>	no charge	no charge	no charge	no charge	no charge
<i>Child</i>	2.50	22.50	25.00	56.25	175.00
<i>Youth</i>	3.50	31.50	36.25	81.50	253.60
<i>Senior</i>	3.75	33.75	38.70	87.00	-Gold 270.70 -Silver 243.65 -Bronze 207.10
<i>Adult</i>	4.75	42.85	47.55	107.00	-Gold 332.95 -Silver 299.65 -Bronze 254.70
<i>Family</i>	9.50	85.50	n/a	n/a	n/a

Swimming Pool Hourly Use Rates (\$)

	<i>Minor organization</i>	<i>Adult organization</i>
<i>25 meter pool</i>	<i>8.75 per lane</i>	<i>11.75 per lane</i>
<i>50 meter pool</i>	<i>13.25 per lane</i>	<i>17.75 per lane</i>

Lockers

-small per visit	\$ 0.25
-small per day for 6 months or more	0.25
-large per visit	0.50
-large per visit for 6 months or more	0.50

Meeting room – minor organization or adult organization, per hour 25.00

**Schedule C**  
**Royal Athletic Park Fees**  
(GST included)

Field Hourly Use Rates (\$)

-spectator rates are for a minimum of 4 consecutive hours' rental

-non-spectator rates are for a minimum of 2 consecutive hours' rental

	<i>Minor organization</i>	<i>Adult organization</i>
<u><i>Entire field</i></u>		
<i>-spectator event prime time</i>	53.50	59.00
<i>-spectator event non-prime time</i>	47.75	52.50
<i>-non-spectator event non-prime time</i>	38.25	42.00
<u><i>Baseball diamond/football</i></u>		
<i>-spectator event prime time</i>	59.75	65.75
<i>-spectator event non-prime time</i>	54.00	59.50
<i>-non-spectator event non-prime time</i>	44.50	49.00

Meeting room – minor organization or adult organization, per hour \$ 25.00

Field lighting per hour

-one field 59.00

-two fields 68.00

**Schedule D**  
**Festival Equipment Fees**  
(GST included)

Minor Equipment Rates (\$)

	<i>Damage deposit</i>	<i>Community use (per event)</i>	<i>Non-community use (per rental)</i>
<i>Cable covers</i>	300.00	4.75	14.20
<i>Chairs</i>	150.00	0.62	1.80
<i>Crowd barriers</i>	200.00	5.90	17.75
<i>Tables</i>	150.00	3.00	8.90
<i>Tent – 10' x 10'</i>	100.00	11.85	35.55
<i>Tent – 10' x 20'</i>	150.00	17.75	53.30
<i>Staging – portable</i>	40.00	23.70	23.70
<i>Microphone &amp; speaker</i>	150.00	35.55	106.60

Major Equipment Rates (\$)

	<i>Damage deposit</i>	<i>Community use (per event)</i>	<i>Non-community use (per event)</i>
<i>Bleachers</i>	500.00	0.72/seat	2.15/seat
<i>Staging – outdoor</i>	500.00	4.75	14.20
<i>Staging – indoor</i>	500.00	4.75	14.20
<i>Tent – 10'x 10' marquee</i>	250.00	46.35	142.15
<i>Tent – 30' x 30' marquee</i>	500.00	59.25	177.70
<i>Tent – saddlespan stage cover</i>	500.00	177.70	533.00

**Schedule E**  
**Park Facility Fees**  
 (GST included)

Cameron Bandshell Rates (\$)

	<i>4 hours or less</i>	<i>Over 4 hours</i>
<i>Non-profit concert, or concert-series event, not co-sponsored by the City</i>	68.25	115.50
<i>Concert or private non-profit event, including weddings</i>	115.50	183.75

-administration fee per event	15.75
-permit fee	6.00

Tennis court

-minor organization per court per hour	\$ 2.00
-adult organization per court per hour	2.50
-permit fee	6.00

**Schedule F**  
**Sports Fields**  
(GST included)

Sports field permit fee	\$ 6.00
Topaz Park Finlayson (all-weather) Field Use Rates (\$ per hour)	
-minor organization	30.60
-adult organization	45.90
Topaz sand-base field	
-one event	12.00
-one 24-hour period	80.00
-18 to 22 events in one month	195.00
-23 to 30 events in one month	240.00
-SJ Willis School use fee for each event	6.00
Park use permits	
-one event	6.00
-18 to 22 events in one month	95.00
-23 to 30 events in one month	120.00
Field lights	
-Douglas Street field	14.00
-Finlayson (all-weather) Field	14.00
Park change rooms per event	13.00
Reserved area picnic or tournament (refunded if cleanup is unnecessary)	95.00
Beer garden	
-service charge for park cleanup (refunded if cleanup is unnecessary)	95.00
-permit fees	
-public event – first day	107.00
-public event for each day after first	55.00
-private event – each day	107.00
Bleachers	
-rental of one section of 25 to 50 seats for one event	45.00
-delivery and removal of bleachers within the City's boundaries	100.00
Barrier Fence Rental – one 50' roll	10.00
Garbage Disposal	
-each cubic meter of garbage	85.00
-deposit (refundable)	170.00

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Filming fee per day per location	107.00
Commercial photography	
-daily fee if done with basic equipment, including lenses and tripod for one camera	55.00
-daily fee if done with more than basic equipment for one camera	107.00

2021

CITY OF VICTORIA | Parks, Recreation and Facilities

# North Park Neighbourhood Association Request for Use of Royal Athletic Park

Committee of the Whole  
June 24, 2021



1

## Royal Athletic Park Summer Schedule

Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
<div>City Programs 8:30 am to 4:30 pm</div> <div>City Program 5:30 pm to 7:30 pm</div> <div>NPNA Program 5:00 pm to 8:00 pm</div>	<div>City Programs 8:30 am to 4:30 pm</div> <div>City Programs 5:30 pm to 7:30 pm</div>	<div>City Programs 8:30 am to 4:30 pm</div> <div>Park Maintenance</div>	<div>City Programs 8:30 am to 4:30 pm</div> <div>City Program 5:00 pm to 6:35 pm</div> <div>NPNA Program 5:00 pm to 8:00 pm</div>	<div>City Programs 8:30 am to 4:30 pm</div> <div>City Program 9:00 pm to 11:00 pm</div>	<div>City Programs 10:00 am to 4:00 pm</div> <div>NPNA Program 1:00 pm to 8:00 pm</div> <div>City Program 9:00 pm to 11:00 pm</div>	<div>NPNA Farmers' Market 10:30 am to 1:30 pm</div>

2



## Recommendation

That Council award a \$9,985.22 grant to the North Park Neighbourhood Association to fund the cost of hosting programs and events at Royal Athletic Park in 2021

North Park Neighbourhood Association ► Request for Use of Royal Athletic Park





## Committee of the Whole Report

### For the Meeting of June 24, 2021

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**To:** Committee of the Whole **Date:** June 15, 2021  
**From:** Thomas Soulliere, Director of Parks, Recreation and Facilities  
**Subject:** Project Plan for Central Library Feasibility Study

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### RECOMMENDATION

That Council approve the proposed project plan for the Central Library Feasibility Study as detailed in this report.

### EXECUTIVE SUMMARY

Council approved the redevelopment of the Central Library in the 2019-2022 Strategic Plan, along with funding for a feasibility study in the 2021 Financial Plan.

The Greater Victoria Public Library (GVPL) provides services at 12 library branches, and through online and mobile services, to 380,000 residents across 10 municipalities in the Capital Regional District. The James Bay | *sxʷeŋxʷəŋ tənəxʷ* neighbourhood branch and the Central Library branch are in the City of Victoria.

The existing Central Library branch was established in 1980 at 735 Broughton Street within a site comprised of two strata lots. The Central Library occupies one strata lot jointly owned by the City of Victoria, District of Saanich, Town of View Royal, District of Oak Bay, and Township of Esquimalt. The other strata lot is owned by the Province and is used for ministry offices.

The impetus for library renewal is rooted in the GVPL's 2010 Facilities Master Plan. The subsequent 2020 Regional Service Delivery Plan identified a need to modernize and expand the Central Library's footprint to meet the service area's growing needs. An updated or new facility is anticipated to offer enhanced programs and services, improve accessibility and benefit all residents in Greater Victoria.

The first step toward redevelopment of the Central Library is to complete a feasibility study that will evaluate the library operation's functional requirements and the technical and financial implications of redeveloping the existing site or a new location. An output of the study will be an assessment of the options and relative value of each. Upon completion, staff will report to Council and confirm direction on the preferred redevelopment methodology.

## PURPOSE

The purpose of this report is to provide Council with an overview of the proposed project plan to redevelop the Central Library, as well as progress made to date.

## BACKGROUND

The City of Victoria has supported the GVPL system since 1966. Governed by the Library Board, the GVPL operates within the parameters of the *Library Operating Agreement*. This agreement outlines the terms for the 10 regional municipalities who contribute funding to the GVPL for operating costs associated with the delivery of services. In addition, participating local governments are responsible for capital investment for library facilities within their respective municipal boundaries.

The library has occupied its current location for 31 years. Constructed in 1980, the library moved to its current location in 1990 as an interim solution when it had outgrown its previous location at 794 Yates Street. Located at 735 Broughton Street, the Central Library is the largest branch, with approximately 45,000 square feet of space. The facility contains specialized collections and resources, study rooms, community meeting rooms, administrative offices, and a public parkade.

The Central Library is in a building also referred to as the Waddington Complex. The commercial strata building is divided into two strata lots, one lot is owned by the Provincial government (78%) and the other lot is owned by five municipal property partners (22%). Joint ownership of the Library's strata lot includes: City of Victoria (68%); District of Saanich (19%); Town of View Royal (5%); District of Oak Bay (4%); and Township of Esquimalt (4%). These five municipalities cost-share the annual repair and maintenance expenses of the Central Library property. All 10 municipalities that participate in the GVPL's regional program contribute towards the cost of approximately 13,500 square feet of administrative office space located within the Central Library. A Strata Corporation was established in 1996 to manage the maintenance and repair of the property. The Strata is comprised of representatives from the Province and the City.

In 2015, a condition assessment evaluated the remaining life of the building's systems. Although the facility has been well maintained over the years, the assessment confirmed that many systems are anticipated to require typical life cycle replacement in the next 10 years. In 2020, the Strata approved a seismic assessment and an updated condition assessment to quantify risks and the projected investment needs. Under the Strata bylaws, the Province is responsible to pay for the majority (80%) of the costs to complete these studies, and the City is responsible for the balance (20%). The final report for these technical assessments will be complete in Q3 2023 and will inform the future planning opportunities for the facility.

The program requirements for library services are another important input for this project. In recent years, the GVPL has undertaken several studies and consultations to assess the region's needs, service levels and program requirements. The studies considered projected population growth, neighbourhood demographics, accessibility, library collections, and programming trends.

The existing facility has significant constraints in its current configuration. However, GVPL's Regional Library Service Delivery report identified that the Central Library is easily accessible, supported by primary transportation corridors, key bus routes, active transportation networks, and a public parkade. However, the GVPL has determined that the branch size is insufficient to meet the region's service needs. According to the GVPL, the facility's gross area (45,000 square feet)

would need to grow by approximately 17,000 - 23,000 square feet to meet future population projections.

## ISSUES & ANALYSIS

This renewal project is complex given the variety of interests and stakeholders involved. The City is leading the feasibility study and ultimately funding the future design and construction. The GVPL, as the facility operator, is responsible for ensuring program needs are well articulated and that outcomes align with business requirements. In addition, the Province, as the majority owner of the Strata at the current site, is a critical partner in future planning and development of the building.

The City has developed a plan to determine the requirements, implications, and potential partnerships to redevelop the Central Library. The project roadmap shown below outlines the proposed project phases required to advance the project through the planning and implementation process. Assuming funding is available for construction, the entire project is estimated to take approximately five years to complete (2021 - 2026).

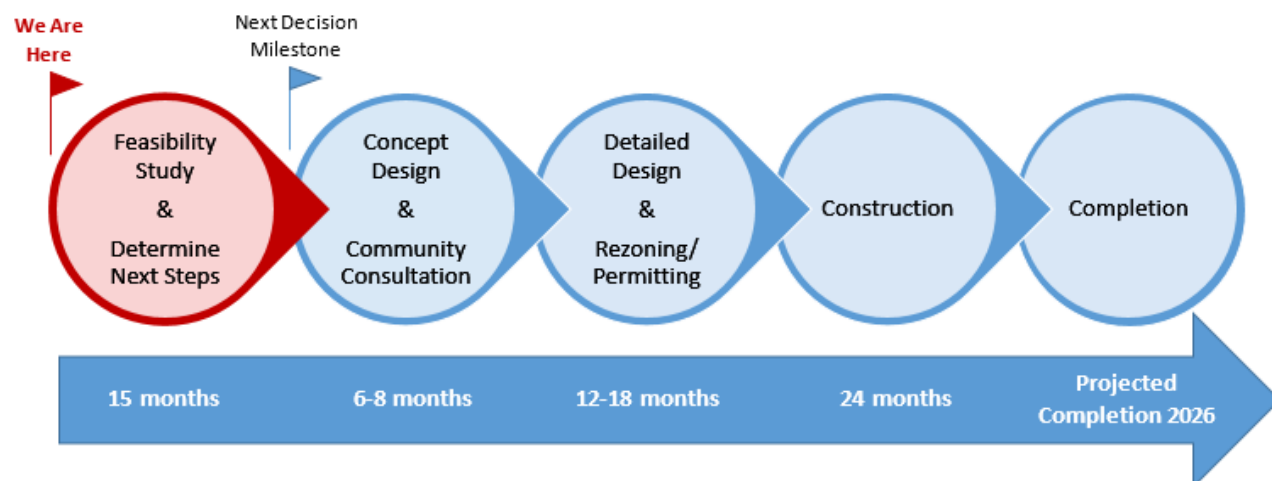


Figure 1: Proposed project phases and estimated duration.

The City's project initiation work has been completed and established a foundation for the project. The activities included research, identifying stakeholder interests and requirements, determining roles and responsibilities and a timeline. A high-level zoning analysis and an environmental assessment were also completed.

In addition, staff initiated discussions with representatives of the Province to understand their long-term objectives for the site. Discussions with the GVPL explored service delivery requirements and functional program needs. All stakeholders have committed to collaborating on the exploration of future opportunities for the facility.

### Feasibility Study

The next step in the project plan focuses on the feasibility of renewing and expanding the library in its current location, as well as the implications associated with moving to a new site. Given that the City is obligated to pay its share of capital renewal costs for the existing building, the City will align this exploratory work with efforts planned by the Province. This collaborative approach will utilize resources and manage risk in an efficient manner. Once this step is complete, the City will understand what the existing site can accommodate and the costs and benefits of using this

location. In effect, the redevelopment of the existing site will provide a benchmark against which other options, such as relocation to another site, would be compared against in a value-for-money analysis. This approach is similar to the process used for the City's Fire Hall #1 replacement project.

As noted above, the feasibility study will provide the necessary information for the City and partners to determine the resourcing, scope and schedule for the future renewal of the Central Library. The study will specifically address the following:

- 1) The asset management requirements, proposed facility upgrades and associated costs;
- 2) The potential expansion of the library on the existing site and financial implications;
- 3) Partner responsibilities and opportunities;
- 4) A value-for-money analysis for alternative development options; and,
- 5) A recommended approach, as well as implementation plan, for future project phases.

GVPL will provide the service model and functional program requirements, and the Province is responsible for the seismic study and condition assessment of the strata property. The City will provide project management services. The GVPL and the Province will contribute resources to deliver their components of work.

The feasibility phase is anticipated to require approximately 15 months to complete (Q2 2021 – Q3 2022). Upon completion, the study will be presented to Council for review and a determination of next steps.

#### *Project Budget*

The 2021 Financial Plan includes a budget of \$200,000 for this project. The project has not incurred any expenses to date and the proposed allocation of resources is outlined below.

<b>Central Library Branch Renewal Budget (Phase 1)</b>	
Feasibility Study	\$150,000
Legal, soft costs, project contingency	\$50,000
<b>Total</b>	<b>\$200,000</b>

#### *Stakeholder Engagement*

The feasibility study will be informed by technical assessments and studies, as well as operational and service needs identified by the GVPL through previous strategic planning and consultations. Once the feasibility study is complete and a redevelopment plan is approved, the City and GVPL will engage the community on the library design, programming plans, and proposed amenities.

#### *Risk Management*

The City Project Management Framework provides guidance on the approach to risk management for infrastructure projects. This model ensures that risks are identified and that mitigation responses are developed throughout the life of the project. A project steering committee has been established to monitor the risk registry and provide guidance as required to address issues that may arise relating to cost management, scope, legal, and communications.

## OPTIONS & IMPACTS

Pending Council approval of the proposed project plan, staff will initiate the procurement of consulting services to undertake the feasibility study. Progress updates will be provided through the triannual reporting process until the Study is presented to Council.

### *Accessibility Impact Statement*

This plan supports the goals of the Accessibility Framework to “provide all residents and visitors with equitable access to municipal programs, and services”, as well as to “systematically remove and prevent barriers in public parks, open spaces and plazas, mobility systems and City-owned buildings and facilities.” The indicative design component of the feasibility study will, at a high-level, seek to remove barriers present in the existing facility and improve access to library programs and services.

### *2019 – 2022 Strategic Plan*

The 2019-2022 Strategic Plan, Strategic Objective 5. Health, Well-Being and a Welcoming City, includes direction to develop a new Central Library.

### *Impacts to Financial Plan*

Funding of \$200,000 for this project was approved by Council as part of the 2021 Financial Plan. No additional costs are anticipated at this time.

### *Official Community Plan Consistency Statement*

Redevelopment of the Central Library is consistent with the following objectives and goals outlined in the Official Community Plan:

- 14.45 - Work with partners in the public and private sectors to develop a new Core District Public Library in the Downtown Core Area.
- 15.15 - Work closely with community centres, seniors centres, community organizations, the public library, citizens and other partners to seek innovative opportunities to sustain, enhance and deliver community-based recreational, educational, cultural and social programs.
- 16.17 - Maintain and enhance the use of community centres and a Core District Public Library as facilities for arts and culture programs.

## CONCLUSIONS

Council approval of this project plan represents the first step toward redevelopment of the Central Library for the long-term benefit of residents and visitors, in alignment with the City’s Strategic Plan. Following completion of the feasibility study, staff will present to Council for review of the options and implications of future phases of this infrastructure project.

Respectfully submitted,

Thomas Soulliere  
Director  
Parks, Recreation and Facilities

Derrick Newman  
Assistant Director  
Construction and Facilities Management



**Report accepted and recommended by the City Manager**



2021 | CITY OF VICTORIA | Parks, Recreation and Facilities

# Project Plan for Central Library Branch



Committee of the Whole  
June 24, 2021

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## Purpose

Provide Council with an overview of the proposed project plan to redevelop the Central Branch and progress to date.

**Strategic Plan**  
CITY OF VICTORIA | 2019–2022  
Amendments as of February 2021

Project Plan for Central Branch ► Feasibility Study



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## Background

- Renewal of the Central Branch is a strategic priority for the GVPL and the City
- Current location is owned by Strata Corporation (Province and five local municipalities)
- The existing site is well located and easily accessible by multiple modes of transportation



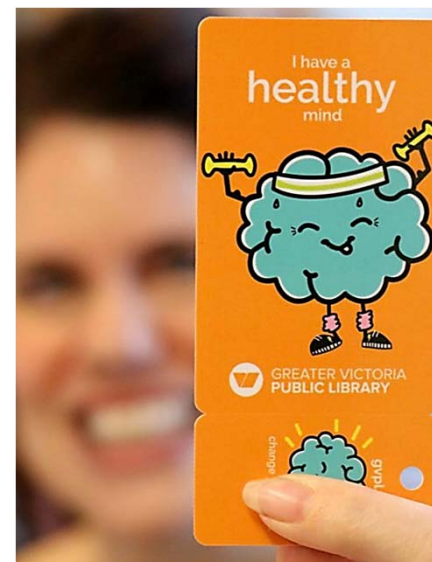
Project Plan for Central Branch ► Feasibility Study



3

## Drivers for Change

- Facility is 40 years old with many building systems requiring renewal in the next 10 years
- Unable to support programming expansion or growth
- Does not meet current accessibility standards
- Area per capita is less than national average



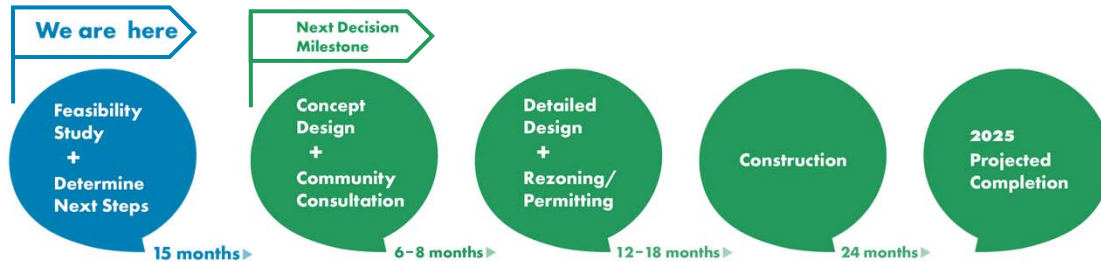
Project Plan for Central Branch ► Feasibility Study



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## Project Roadmap

The proposed roadmap outlines the planning and implementation process.



Project Plan for Central Branch ► Feasibility Study



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## Feasibility Study

The first step toward redevelopment is to complete a Feasibility Study, which will:

- Explore implications of renewal and expansion of the current facility
- Evaluate onsite and offsite options
- Outline an implementation plan for future project phases



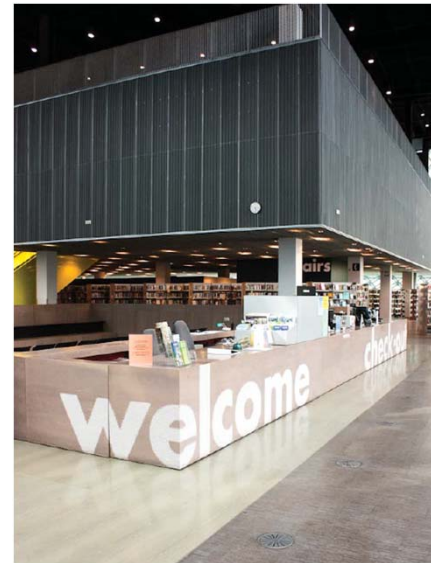
Project Plan for Central Branch ► Feasibility Study



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## Feasibility Study

- Collaboration with GVPL on service and operational requirements
- Coordination with Province on lifecycle asset management and long-term investment needs for existing building
- Approximately 15 months to complete (Q2 2021 – Q3 2022)
- \$200,000 budget has been approved



Project Plan for Central Branch ► Feasibility Study



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## Engagement

- The feasibility study will be informed by technical assessments and studies
- Community consultation will occur in the next phase of the project
- Progress updates will be provided through triannual reporting to Council



Project Plan for Central Branch ► Feasibility Study



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## Recommendation

That Council approve the project plan for the Central Library Feasibility Study.



Project Plan for Central Branch ► Feasibility Study



## Functional Zero Coordination Ecosystem in the Capital Regional District – DRAFT

### Functional Zero Homelessness

Functional zero is a **concrete** and **measurable** approach to ending homelessness; it means that there are **enough, or even more homeless-serving services and resources than needed to meet the needs of individuals** who are experiencing homelessness.

#### Functional Zero Working Group

**Mandate:** To achieve functional zero homelessness in the City of Victoria.

**Convened by:** City of Victoria

#### Regional Functional Zero Table

**Mandate:** Information sharing re Functional Zero in the CRD.

**Convened by:** GVCEH & ACEH

#### CAA Table

**Mandate:** Coordinated Assessment and Access for housing placement.

**Convened by:** BC Housing, Island Health, CRD

#### HMIS Database and By-name list

**Mandate:** Coordinate Data and keep up to date By-name list.

**Convened by:** TBD (CRD or GVCEH?)



## Functional Zero Working Group

(formerly Community Wellness Alliance Decampment Working Group)

### Functional Zero Homelessness

Functional zero is a **concrete** and **measurable** approach to ending homelessness; it means that there are **enough, or even more homeless-serving services and resources than needed to meet the needs of individuals** who are experiencing homelessness.

#### Convened by:

City of Victoria

#### Mandate:

To support achieving functional zero homelessness in the City of Victoria as part of the regional plan to achieve functional zero.

#### Meeting Frequency:

Biweekly

#### Membership:

Regional Director, Operations, Vancouver Island, BC Housing  
Manager Harm Reduction and Early Treatment, Island Health  
Executive Director or Associate Director, Aboriginal Coalition to End Homelessness  
Executive Director, Greater Victoria Coalition to End Homelessness  
Inclusion and Collaboration Manager, Greater Victoria Coalition to End Homelessness  
Director of Research and Data Analysis, Greater Victoria Coalition to End Homelessness  
Representative from Non-profit Housing Providers Executive Director Table\*  
Mayor, City of Victoria  
City Manager, City of Victoria  
Manager of Executive Operations, City of Victoria  
Head of Strategic Operations Mayor's Office, City of Victoria

\* (ex: Representative selected by nomination from ED Housing Service Provider Table)

#### Responsibilities and Activities:

1. Meet biweekly to coordinate action to achieve functional zero homelessness in Victoria.
2. Work together on tangible shared projects to achieve functional zero in the City of Victoria.
3. Ensure open, productive and solutions-oriented dialogue among all organizations at the table.
4. Provide any insights to the CAA advisory table on system improvements to the homelessness serving systems within the jurisdiction of the organizations at this table.

5. Collaborate on ongoing system improvements to the homelessness serving systems outside of the jurisdiction of the organizations at the table.
6. Receive information on and provide input to the Province's Complex Care Housing model of care under development.
7. Ensure coordination of the funding received through the Strengthening Communities funding and other funding relevant in achieving Functional Zero in the City of Victoria in particular in areas related to housing retention.
8. Report into the quarterly Regional Functional Zero Table.
9. Stay in close connection and alignment with the CAA Table and with the organization (TBD) responsible for the regional Homelessness Management Information System (HMIS) and By-Name-List.
10. Connect and collaborate with the Executive Director Housing Service Provider Table.
11. Connect and collaborate with the Downtown Service Providers Committee.

*These Terms of Reference will be reviewed quarterly to ensure they reflect reality on the path to Functional Zero Homelessness.*

#### Draft Workplan:

1. Ensure coordination of activities and programs delivered with the \$4m Strengthening Communities funding to be aligned with mandate of FZWG in context of "all the other services being offered (Police, Bylaw, Health, etc.)"
  - a. Funding announced in July 2021.
2. Proactive and tactical systems improvement.
3. Provide input and engagement to the Provincial Complex Care Core Planning Table.
4. Digest recommendations from the City of Victoria's Homeless Advocate and align with achieving FZ homelessness.



**Regional Functional Zero Leadership Forum**  
(formerly Community Wellness Alliance)

**Functional Zero Homelessness**

Functional zero is a **concrete** and **measurable** approach to ending homelessness; it means that there are **enough, or even more homeless-serving services and resources than needed to meet the needs of individuals** who are experiencing homelessness.

Convened by:

The Greater Victoria Coalition to End Homelessness (GVCEH) and the Aboriginal Coalition to End Homelessness (ACEH)

Mandate:

To receive and share information with respect to achieving functional zero homelessness in the region and to continue to monitor the gaps that exist in mental health and addictions services and supports that prevent us from achieve functional zero and advocate as needed.

Meeting Frequency:

September, January, June

Membership:

Greater Victoria Coalition to End Homelessness  
Aboriginal Coalition to End Homelessness  
BC Housing  
Island Health  
First Nations Health Authority  
Greater Victoria Chamber of Commerce  
Downtown Victoria Business Association  
Relevant provincial staff, Executive Director level  
CRD  
Central Saanich Mayor (or designate) and relevant staff\*  
Victoria Mayor (or designate) and relevant staff\*  
Saanich Mayor (or designate) and relevant staff\*  
Victoria Mayor (or designate) and relevant staff\*  
View Royal Mayor (or designate) and relevant staff\*  
Langford Mayor (or designate) and relevant staff\*  
VicPD  
Saanich PD  
Westshore RCMP

\*Mayors with supportive housing or Regional Housing First units within their jurisdiction; this list can be expanded as supportive housing is built in more jurisdictions.

This group will meet three times a year to receive reports on progress towards functional zero in the Capital Region and to share their insights, observations and any relevant information with each other and with the GVCEH and ACEH on progress towards functional zero.



**Council Member Motion**  
**For the Committee of the Whole Meeting of June 24, 2021**

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**To:** Committee of the Whole of June 24                      **Date:** June 22, 2021  
**From:** Councillor Dubow  
**Subject:** Federation of Canadian Municipalities

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**LATE MOTION RATIONALE**

This motion is late because the deadline to apply to join the FCM Anti-racism and Equity Committee is Friday, June 25, 2021 and applicants must submit a copy of a resolution to FCM authorizing the applicant to sit on FCM Standing Committees and Forums and confirm that the municipal council is prepared to incur the cost of attending meetings of FCM's Board of Directors.

**BACKGROUND**

WHEREAS the Federation of Canadian Municipalities (FCM) represents the interests of municipalities on policy and program matters that fall within federal jurisdiction; and,

WHEREAS FCM's National Board of Directors is comprised of elected officials from all regions and sizes of communities to form a broad base of support and provide FCM with the prestige required to carry the municipal message to the federal government; and,

WHEREAS, FCM's Board of Directors has established ten standing committees and forums to facilitate more detailed debate and provide the board with recommendations on priority policy and program issues. These committees are comprised of both Board members and other municipal elected officials; and

WHEREAS, FCM Board's important work happens through its standing committees and forums. According to FCM bylaws and governance policies, up to 30 non-board committee members may be appointed to serve on select committees and forums.

**RECOMMENDATIONS**

BE IT RESOLVED that Council of the City of Victoria, British Columbia endorse Councillor Sharmarke Dubow to apply to the FCM Anti-racism and Equity Committee, Standing Committee Application for non-Board Members; and,

BE IT FURTHER RESOLVED that Council assume all reasonable costs associated with Councillor Sharmarke Dubow attending FCM's committee meeting if successful.

That this motion be forwarded to the daytime Council meeting of June 24, 2021 for consideration.

Respectfully submitted,

A handwritten signature in black ink, appearing to be 'A. Dubow', written in a cursive style.

Councillor Dubow